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REGIONAL POLICY IN POLAND AFTER THE REFORM OF PUBLIC ADMINISTRATION. THE EXAMPLE OF KUJAWY-POMERANIA VOIVODESHIP

1. Introduction

Regional policy in Poland in the first half of the 1990s was not treated as an integral element of the government's socio-economic policy, despite the political-economic changes taking place at that time. Numerous declarations on the subject were not reflected in the decisions taken. The specificity of Polish regional policy consisted in the fact that centrally controlled inter-regional policy was not counterbalanced by intra-regional one. The lack of intra-regional policy was largely due to the absence of an entity to pursue it and a regional budget to finance it. The budgetary means earmarked for centrally conducted regional policy were meagre both in comparison with the needs and by the European Union standards.

The territorial-administrative reform introduced on 1 January 1999 has defined a clear-cut division of public tasks by assigning them, in accordance with the subsidiarity principle, to suitable structures, including the extended local government at the poviats and voivodeship levels (see Fig. 1). The reform has produced voivodeships as units of a mixed central government/self-government character and the chief entities carrying out regional policy. The next very important step taken to systematise Polish regional policy and adjust it to EU standards was the Principles of Regional Development Support Act of 12 May 2000.

The aim of the present paper is to assess the operation of the new organisation of regional policy in Poland. Empirical analysis is made on the example of Kujawy-Pomerania, one of the 16 new administrative regions of Poland, which is marked by relatively big internal differences and hence, in whose development regional policy plays a significant role.

2. Regional policy in Poland after the reform of public administration

The widening inter-regional differences in the level and dynamics of development resulting from socio-economic changes that took place in Poland in the 1990s as well as the obligations the country has taken upon itself in connection with the ongoing EU negotiations has necessitated a new approach to regional policy issues in Poland.

The territorial-administrative reform introduced in Poland on 1 January 1999 has clearly defined the entities which are to carry out regional policy - they are voivodeships, the new provinces with a central government/local government status. Under chapter 2 of the Voivodeship Local Government Act of 5 June 1998, "local government authorities of a voivodeship draw up the voivodeship's strategy ..., conduct a regional policy ... and implement it through voivodeship programmes". This process has to be planned and implemented in co-operation with the local government authorities of the poviats and commune levels.

In order to define the organisational framework and remit as well as financing principle of Polish regional policy, the Parliament passed the Principles of Regional Development Support Act on 12 May 2000. The Act specifies the rules and forms of support for regional development, as well as standards of co-operation on this matter of the Council of Ministers and central government organs with local government authorities and social partners. Under the provisions of Article 3 of the Act, regional development can only be supported under the National Strategy for Regional Development (NSRD) and initiatives of a voivodeship's local government, in accordance with the principles of sustainable development. The Act unequivocally defines the organisation of Poland's regional policy (see Fig. 2) as well as rules of its financing, but fails to stipulate any increase in the level of income of voivodeship local governments, which should be considered a basic barrier to its correct implementation. Another weak point is the low level of co-ordination of the policies of government agencies and goal-oriented funds (22 mentioned in the Act) with development plans devised by local governments (cf. Pyszkowski 2000, Szlachta 2000)¹.

One cannot but agree with those critics of the Act who argue that while it systematises the organisation and scope of regional policy, it introduces a centralised model of the state, with regions enjoying little causative power and scarce means of their own, and the central government occupied with many petty problems and tasks which in a decentralised system can be tackled by strong local government (cf. Gorzelak 2000).

3. Implementation of regional policy - the example of Kujawy-Pomerania voivodeship

3.1. Territorial organisation and the level of socio-economic development

Kujawy-Pomerania voivodeship is situated in the central part of Poland, conveniently located in the country's system of transport connections, especially north-south (cf. Fig. 4). In administrative terms, it consists of 23 poviats (including 4 poviat-ranking towns), 144 communes (17 urban, 35 urban-rural, and 92 rural), and 2,224 *sołectwo* (see Table 1). Kujawy-Pomerania voivodeship corresponds to a territorial unit of the NUTS 2 type. It is divided into two NUTS 3 units (see Fig. 5), with the first coinciding with the old Bydgoszcz voivodeship (the Bydgoszcz subregion) and the other embracing the old voivodeships of Toruń and Włocławek (the Toruń-Włocławek subregion).

¹ A detailed analysis of the provisions of the Act can be found, e.g. in Rudnicki (2000) and Gross (2000).

Kujawy-Pomerania is a region of an average level of development in comparison with the other 15 voivodeships. In terms of its per capita GDP, it ranks tenth among them (see Appendix 1). It is an industrial-agricultural voivodeship hard hit by the crisis of the initial stage of the transformation, but it has recently started to make ever wider use of the opportunities opened up by the new economic system. It has to be emphasised that Kujawy-Pomerania, created on 1 January 1999 from the three former voivodeships of Bydgoszcz, Toruń and Włocławek, has poorly developed regional dimensions². Further growth of the voivodeship's urban places may cause it to develop a regional structure. The voivodeship's characteristic feature is wide intra-regional differences. The ratio of minimum to maximum per capita GDP value in the poviat system equals 2.4, which means that Kujawy-Pomerania ranks eighth among the 16 voivodeships (cf. Orłowski et al. 1998, Churski 2002).

According to Gorzelak and Jałowiecki (2000), what favours the development of Kujawy-Pomerania voivodeship are: its location on the north-south transport axis, academic potential, cultural heritage (Toruń), and a budding local metropolitan area (Bydgoszcz, Toruń, Włocławek). Among barriers are problem areas with a low level of economic development, degraded urban space, underdevelopment of the transport network, and conflicts among élites. This is corroborated by a SWOT analysis of the region made under the *Development Strategy of Kujawy-Pomerania Voivodeship* (see Table 2).

3.2. Regional policy and rules of its implementation

On assuming the responsibility, as from 1 January 1999, for the region's development and provision of public services that are regional in nature and scope, the local government authorities of Kujawy-Pomerania embarked on a variety of tasks, among others those connected with the planning of regional development. The first to be drawn up, in accordance with the priorities and requirements specified in the Principles of Regional Development Support Act, were two documents: (1) *Strategy for the Development of Kujawy-Pomerania Voivodeship*, June 2000 (see Table 3), and (2) *Voivodeship Programme for the years 2001-2002 - January 2001* (cf. Program wojewódzki 2001), which provided a basis for the drawing up of an *Application for Assistance* and entering into a *Voivodeship Contract* with the government, which specifies the scope and forms of support for regional policy in a voivodeship from public means.

The Voivodeship Contract has been made binding till 31 December 2002 with the proviso

² An analysis of differences in economic development in the voivodeship pattern is presented in Czyż (2000) and (2001). The regional dimensions of Poland's new voivodeships are analysed in Chojnicki and Czyż (2000).

that tasks under EU assistance programmes and their co-financing as well as expenditure on tasks unequivocally specified in the document as multi-annual can be carried on in the next years. The *Contract* embraces the implementation of all the priorities listed by the voivodeship's local government in the *Application for Assistance* (see Tables 4 and 5).

A total of more than 200 million euros³ have been allocated for the implementation of the *Contract*. 50% of this sum is means allocated by the government from the state budget and put at the disposal of ministers whose remits embrace tasks in regional development as well as voivodes. The remaining half of the *Contract* budget consists of means provided by the local governments of communes, poviats and the voivodeship (26%), government-controlled means from the European Communities budget under the PHARE Economic and Social Cohesion Programme (15%), inputs from other entities (5%), and the sum of 9.5 million euros (4%) as an advance on five multi-annual, local government investments: the construction of the Municipal Hospital in Grudziądz, the modernisation and expansion of the Children's Hospital in Toruń, the construction of a treatment plant and intercepting sewers in Toruń, the construction of the Municipal Treatment Plant at Nowa Wieś for the town of Grudziądz, and the construction of the NOVA opera house in Bydgoszcz.

An anticipated result of the measures financed under the *Contract* should be an annual increase in the number of jobs of 2-3% over the years 2002-2004. Other expected results include a 10% increase in the number of businesses over the two years as well as an improvement in the state of the natural environment. The basic results the *Contract* is expected to produce, in terms of specific objectives, are listed in Table 6.

Day-to-day co-ordination of activities involved in the implementation of the *Contract* and enforcing their compliance with the *Strategy for the Development of Kujawy-Pomerania Voivodeship* are a task of the voivodeship's local government. Also involved is the Kujawy-Pomerania Voivode as the government representative mediating in the transfer of budgetary means for task implementation and exerting financial control over the *Contract*. The monitoring of the progress of the *Contract* and its evaluation is a task of both the central and local government authorities. To this end, a Kujawy-Pomerania Monitoring Committee has been set up whose members are representatives of the government (of the appropriate ministers and the Voivode), of the voivodeship, powiat and commune local governments, and of other entities engaged in the implementation of the *Contract*. The Committee's work is supervised by the Kujawy-Pomerania Voivode and the Marshal of Kujawy-Pomerania Voivodeship. In recognition

³ The exchange rate on 27 May 2002 was 3.75 zlotys to the euro.

of the partnership principle, help has been enlisted of the Regional Steering Committee⁴, which performs the role of an opinion-forming and advisory body in all matters connected with the planning, implementing, monitoring, and financing of the voivodeship's regional policy, including the *Contract*.

4. Conclusions

The new system of planning and implementing regional policy in Poland certainly introduces order into and systematises activities undertaken in this field. The obligation to plan and pursue regional policy, imposed on voivodeship local government by the provisions of the Principles of Regional Development Support Act, forces the local authorities to introduce a system of strategic management whose important part is a strategy of their voivodeship's development which takes into consideration the region's strong and weak points and which defines directions of its development over the next dozen or so years (cf. Potoczek 2001). This is so in the case of Kujawy-Pomerania, whose *Voivodeship Contract* indicates the opportunities to grasp and the threats to avoid in the region's further development.

Unfortunately, the exact definition of tasks has not been made to go with financial independence of local government, in particular at the voivodeship level. One can even claim that the proposed system of financing under the *Voivodeship Contract* is centralised, and the *Contract* itself is an instrument of government intervention in regional policy matters (cf. Gorzelak 2000, Gilowska 2001, Węclawowicz 2002). The financial independence of local government is even more restricted by the fact that more than 80% of the *Contract* resources are so-called indicated means whose payment and settlement follows the rules for goal-oriented grants. When analysing legal rules underlying the *Voivodeship Contract*, one can observe that the government - voivodeship local government relations are not balanced. While both sides to negotiations are formally equal, it is the minister that has the right to terminate the contract. In the light of the above remarks, the *Voivodeship Contract* can be regarded as a form of regulation of central/local government relations which reinforces the centralised mode of management in which voivodeship local government is the party applying for means and the government, one that has those means at its disposal. This can hardly be considered a proper solution, especially considering the fact that,

⁴ A consultative-advisory organ for the *Voivodeship Programme* and *Voivodeship Contract*, set up by the Ordinance no. 478/2000 of the Kujawy-Pomerania Voivodeship Diet on 11 September 2000 as a body co-ordinating the implementation of regional policy. In matters of the *Contract*, meetings of the Regional Steering Committee are attended by representatives of the government, local government of all levels, economic circles, and labour, as well as Authorising Officers (PAOs) of

in the legislator's intention, the *Contract* was to perform the role of an instrument preparing the Polish regions for the use of EU structural funds. This situation confirms the necessity to amend the *Principles of Regional Development Support Act* in such a way as to give local government greater financial freedom, and hence to allow it to pursue real intra-regional policy. The amendment should achieve at least three objectives:

- increase the independence of voivodeship local government, including financial independence,
- limit the role of agencies and goal-oriented funds, and
- simultaneously sort governmental institutions engaged in regional policy and integrate entities active in the regional and spatial spheres.

The high state-budget deficit, estimated at some 10 billion euros⁵ in 2002, has led to corrections in the solutions adopted. In March 2002 the government announced that the 0.5 billion euros allocated by Prime Minister Jerzy Buzek's government for the implementation of the *Voivodeship Contracts* in 2002 were to be distributed half and half over the years 2002 and 2003. This means that, first, the means earmarked for the 2002 tasks stipulated in the *Contracts* have been cut down to 250 million euros, i.e., 50% of the initial budget. Secondly, the *Contracts* are prolonged until the end of 2003. In this situation the government suggested that local authorities should themselves select *Contract* tasks they want to carry on with this year. To this end, the Kujawy-Pomerania Voivodeship Managing Board has set up a special team to renegotiate its *Contract*. As a result, the governmental *Assistance Programme* will have to be amended, following which all the *Voivodeship Contracts* concluded in 2001 will have to be renegotiated. This development is sure to hinder the introduction of the new system of planning and implementing regional policy in Poland. One can only hope that budgetary problems will not result in giving up measures taken already, as this could make the Polish voivodeships inadequately prepared to absorb structural means after Poland has joined the European Union.

the EU programmes co-financing the tasks to be implemented.

⁵ The exchange rate on 27 May 2002 was 3.75 zlotys to the euro.

Table 1

Basic data on the poviats of Kujawy-Pomerania voivodeship

Poviats	Area in km ²		Population	Population density person/km ²	Number of communes	Number of villages	Number of towns
	Total	% woodland					
POVIAT-RANKING TOWNS							
Bydgoszcz	174.5	21.2	386,855	2987	1	-	1
Grudziądz	58.7	19.0	102,434	2350	1	-	1
Toruń	115.8	23.8	206,158	2637	1	-	1
Włocławek	84.8	24.6	123,373	2035	1	-	1
NON-URBAN POVIATS							
Aleksandrów	475.6	7.7	56,764	139	9	150	3
Brodnica	1038.8	20.4	75,513	101	10	222	3
Bydgoszcz	1394.8	41.0	84,693	115	8	215	2
Chełmno	527.6	6.4	52,268	120	7	95	1
Golub-Dobrzyń	613.0	18.6	45,502	98	6	161	2
Grudziądz	728.4	13.1	39,207	68	6	161	2
Inowrocław	1224.9	10.2	169,951	169	9	257	5
Lipno	1015.6	20.7	68,793	97	9	222	3
Mogilno	675.9	16.0	47,435	88	4	157	2
Nakło	1120.5	22.4	84,866	119	5	192	4
Radziejów	607.0	4.2	44,264	80	7	192	2
Rypin	587.1	18.4	45,711	113	6	125	1
Sępólno	790.9	23.2	41,848	77	4	117	3
Świecie	1472.7	35.5	99,748	119	11	251	2
Toruń	1229.7	27.6	81,554	101	9	205	1
Tuchola	1075.4	48.1	47,817	98	6	189	1
Wąbrzeźno	501.3	6.8	35,913	85	5	81	1
Włocławek	1472.3	18.0	87,409	79	13	437	6
Żnin	984.6	15.9	71,390	94	6	176	4
VOIVODESHIP	17,969.9	22.3	2,100,466	166.8	144	3568	52

Source: *Kujawy-Pomerania voivodeship. A diagnosis.* Toruń: Kujawy-Pomerania Voivodeship Board, 1999., p.13.

Table 2

Kujawy-Pomerania voivodeship - SWOT analysis

STRENGTHS	WEAKNESSES
<p>favourable layout of settlement system, especially size, potential and distribution of capital cities, medium-sized towns and poviats towns, favourable to provision of services to residents</p> <p>chief urban centres of the region are major nodes of national road, railway and air networks</p> <p>region's capital cities have several institutions serving business and economy as well as good regional and supra-regional social infrastructure (higher schools, hospitals, cultural institutions)</p> <p>good environmental qualities (good soils, resources of raw materials, woodland resources, groundwater) favourable to development of farming, industry, and tourism</p> <p>big role of region in national agricultural and industrial production (with leading firms being located in region)</p> <p>national leader in market-oriented agricultural production, especially animal husbandry</p> <p>common tradition of solid work and high level of agriculture</p> <p>strong, well-established commercial links of region's firms with European Union countries</p> <p>intense cultural activity in region's chief centres and many smaller places, nationally acclaimed cultural and artistic events</p>	<p>low educational level and skills of residents, with still unsatisfactory education base, especially at higher level (few higher schools outside Bydgoszcz and Toruń); small number of students; rural population is particularly low skilled</p> <p>high unemployment level (outside Bydgoszcz and Toruń), especially among young people</p> <p>increasing pauperization of population, especially in regions with persistent structural and agrarian unemployment</p> <p>underdevelopment of technical infrastructure, especially in wastewater management and waste storage</p> <p>inadequate network of high-capacity roads, ring roads and bridges</p> <p>inadequate potential and technical level of health-care facilities</p> <p>inadequate development of business-environment institutions and entrepreneurship in poviats towns</p> <p>inadequate growth potential of small and medium-sized businesses, especially in rural areas</p> <p>relatively low level of developing and implementing modern technology and relatively high scientific and application potential (personnel, laboratories)</p> <p>very low attractiveness of region to investors as measured by inflow of foreign capital</p> <p>poor use of natural and cultural assets in promoting tourism and relatively light tourist traffic</p> <p>bad state of repair of many historic monuments and deficiency of means for their maintenance</p>
OPPORTUNITIES	THREATS
<p>inclusion of Bydgoszcz and Toruń metropolitan areas in group of Polish and potentially European-scale metropolises</p> <p>advantageous location in relation to national metropolises of Gdańsk, Poznań, Łódź, and Warsaw; transit location in relation to Scandinavia, southern and western Europe, and former USSR states</p> <p>good progress in modernisation of region's sections of national roads, No. 10 from Szczecin to Warsaw and A-1 motorway from Gdańsk to Łódź</p> <p>approved plans of extension of high-tension power lines and arterial high-pressure gas pipelines</p> <p>offer of financial means from accession-driven EU programmes</p> <p>potential help with obtaining capital and technology from European partner regions with which Kujawy-Pomerania has signed co-operation agreements</p> <p>closeness of eastern markets, good record of economic co-operation with Lithuania, Latvia, and Belarus</p>	<p>water deficit in Kujawy for commodity farming resulting from natural conditions</p> <p>limited ability of region's economic entities to fulfill EU conditions for pursuing economic activity after Poland has joined Union</p> <p>postponement of intended investments in region's technical infrastructure, especially modernisation of roads, power lines, natural gas pipelines, stage of fall on Vistula to strengthen that at Włocławek</p> <p>persistence of current unfavourable macroeconomic trends determining living conditions of population of small towns and rural areas conducive to decline in social activity, economic collapse, and depopulation</p>

Source: Voivodeship Contract. Kujawy-Pomerania voivodeship. 19 June 2001 (typescript).

Table 3

Development targets of Kujawy-Pomerania voivodeship

ULTIMATE OBJECTIVE
<i>Improvement in region's competitiveness and rise in standards of living under conditions of sustainable development</i>
SPECIFIC TARGETS
<ol style="list-style-type: none"> 1. Raising education level of residents. 2. Creating opportunities for all-round development of poviats. 3. Development of communication and telecommunication infrastructure. 4. Development of metropolitan functions of voivodeship's capital cities. 5. Multifunctional development of rural areas and small towns. 6. Restructuring of labour market and curbing unemployment. 7. Development of business-environment infrastructure and support of technological progress in order to activate small and medium-sized businesses. 8. Putting natural and cultural qualities to tourist use. 9. Development of the towns of Włocławek, Grudziądz and Inowrocław. 10. Making economic use of Vistula River and Lower Vistula Cascade, and proper water management. 11. Development of technical infrastructure. 12. Moulding and protection of voivodeship's natural structures. 13. Ensuring public safety in region and development of international co-operation.

Source: *Kujawy-Pomerania voivodeship. A diagnosis.* Toruń: Kujawy-Pomerania Voivodeship Board, 1999. Own compilation.

Table 4

**Priorities of the 2001-2002 Voivodeship Contract
Kujawy-Pomerania voivodeship**

Priority no.	Name of priority in Contract	Name of corresponding priority in (NSRD) ⁶	% of anticipated expenditure ⁷
1	<i>Development of technical and social infrastructure</i>	Extension and modernisation of infrastructure improving regions' competitiveness	87.17
2	<i>Development of entrepreneurship and curbing unemployment</i>	Restructuring of regions' economic basis and its diversification	10.89
3	<i>Development of material foundations of cultural heritage</i>		
4	<i>Improvement in education level and skills of residents</i>	Development of human resources	1.94

Source: Voivodeship Contract. Kujawy-Pomerania voivodeship. 19 June 2001 (typescript).

⁶ The National Strategy for Regional Development, 2001-2006.

⁷ Without the funds of the PHARE 2002 ESC programme.

Table 5

Priorities and tasks of the 2001-2002 Voivodeship Contract Kujawy-Pomerania voivodeship

Priority no. 1: Development of technical and social infrastructure
<p>Priority-determined tasks:</p> <ol style="list-style-type: none"> 1. Modernisation and extension of communications infrastructure Tasks in excess of 250,000 EURO and multi-year investments: <ul style="list-style-type: none"> • construction of Toruń's Southern Ring Road • construction of Queen Jadwiga Avenue in Włocławek - P II route as part of national road no. 62 (access to planned A1 North-South Motorway) • extension and modernisation of Bydgoszcz airport <p>Additionally 8 tasks involving modernisation of roads and road facilities of up to 250,000 EURO worth.</p> 2. Improvement in environmental protection infrastructure Tasks in excess of 250,000 EURO and multi-year investments: <ul style="list-style-type: none"> • construction of treatment plant and intercepting sewers in Toruń • construction of Municipal Treatment Plant at Nowa Wieś for the town of Grudziądz • protection of waters of Lake Gopło drainage basin <p>Additionally 9 tasks involving construction and modernisation of waste management facilities of up to 250,000 EURO worth.</p> 3. Investments improving social infrastructure Tasks in excess of 250,000 EURO and multi-year investments: <ul style="list-style-type: none"> • modernisation and expansion of Children's Hospital in Toruń • construction of Municipal Hospital in Grudziądz • construction of NOVA opera house in Bydgoszcz <p>Additionally 4 tasks involving modernisation and expansion of hospital and ambulatory-patient facilities of up to 250,000 EURO worth.</p> 4. Construction, expansion and modernisation of public-education teaching base No tasks in excess of 250,000 EURO or multi-year investments are planned. A total of 118 tasks have been designed involving construction, expansion and modernisation of public-education teaching facilities, including their technical infrastructure (heating, sanitary fittings), of up to 10 million zlotys worth. <p>Chief aim of PRIORITY no. 1 tasks is to improve region's spatial compactness, accessibility by various means of communication, and utility value of roads, which will enhance its competitiveness. Implementation of those tasks is intended to improve sanitary living conditions of residents by improving state of natural environment. Improvement is also expected in quality of specialised health services and state of public-education teaching base.</p>
Priority no. 2: Development of entrepreneurship and curbing unemployment
<p>Priority-determined tasks:</p> <ol style="list-style-type: none"> 1. Support for establishment of business-environment institutions and entrepreneurship Tasks in excess of 250,000 EURO and multi-year investments: <ul style="list-style-type: none"> • support for establishment and development of small and medium-sized businesses • preparation of terrain allocated for Industrial Park at Solec Kujawski <p>Additionally 4 tasks of up to 250,000 EURO worth have been designed to create business incubators at Rypin, Świecie, and Włocławek, and establish Regional Credit Guarantee Fund oriented towards small and medium-sized firms.</p> 2. Development of innovativeness and transfer of technology Tasks in excess of 250,000 EURO and multi-year investments: <ul style="list-style-type: none"> • establishment of Technology Transfer Centre in Toruń <p>Under this task, additional measures are devised to lay foundations of information society. Examples include <i>Regional Wide-band Information Network of Kujawy-Pomerania Voivodeship</i>,</p>

which is to improve access to information, create conditions for designing and adoption of innovations, and provide major tool for efficient management of region's development.

Implementation of PRIORITY no. 2 tasks is expected to improve competitiveness of small and medium-sized businesses in voivodeship, both existing and newly established. Support is planned for their development, especially in initial period of operation. Development of institutions popularising innovation-oriented attitudes and new technologies will enhance region's economic competitiveness.

Priority no. 3: Development of material foundations of cultural heritage

Priority-determined tasks:

1. Conservation and restoration of material elements of national cultural heritage located in voivodeship
No tasks in excess of 250,000 EURO or multi-year investments are planned. A total of 24 projects at various scales have been designed involving conservation, restoration and reconstruction of historic monuments of potential importance for stimulation of tourist traffic.

Chief aim of PRIORITY no. 3 tasks is to make use of region's natural and cultural assets in development of tourism, stop deterioration of many historic monuments important for tourist attractiveness, and develop cultural activity in region.

Priority no. 4: Improvement in education level and skills of residents

Priority-determined tasks:

1. Active countermeasures against unemployment - labour-market services for unemployed and workers threatened with redundancies
No tasks in excess of 250,000 EURO or multi-year investments are planned. There are plans of financing integrated guidance, job broking and training services for 1,200 people made redundant and unemployed.
2. Enterprise promotion - services for people launching economic activities
No tasks in excess of 250,000 EURO or multi-year investments are planned. There are plans of financing training courses in establishing small businesses for 280 persons.
3. Promotion of ability to adapt - training courses for personnel of small and medium-sized firms
No tasks in excess of 250,000 EURO or multi-year investments are planned. There are plans of financing training courses for 860 workers of small and medium-sized enterprises.
4. Help in developing local partnerships for employment
No tasks in excess of 250,000 EURO or multi-year investments are planned. There are plans of financing training courses in establishing local partnerships for employment for 5,000 representatives of local administration, local social partners and employers, and 4,000 teachers and consultants in vocational schools.

Implementation of PRIORITY no. 4 tasks is expected to adjust education of youth and adults to changing requirements of labour market. Steps have been designed to promote employability and behaviour patterns ensuring active population adaptability to new demands of labour market. Another important goal of this priority is to lay foundations for development of information technology.

Source: *Voivodeship Contract. Kujawy-Pomerania voivodeship.* 19 June 2001 (typescript). Own compilation.

Table 6

**Anticipated basic results of the 2001-2002 Voivodeship Contract
Kujawy-Pomerania voivodeship**

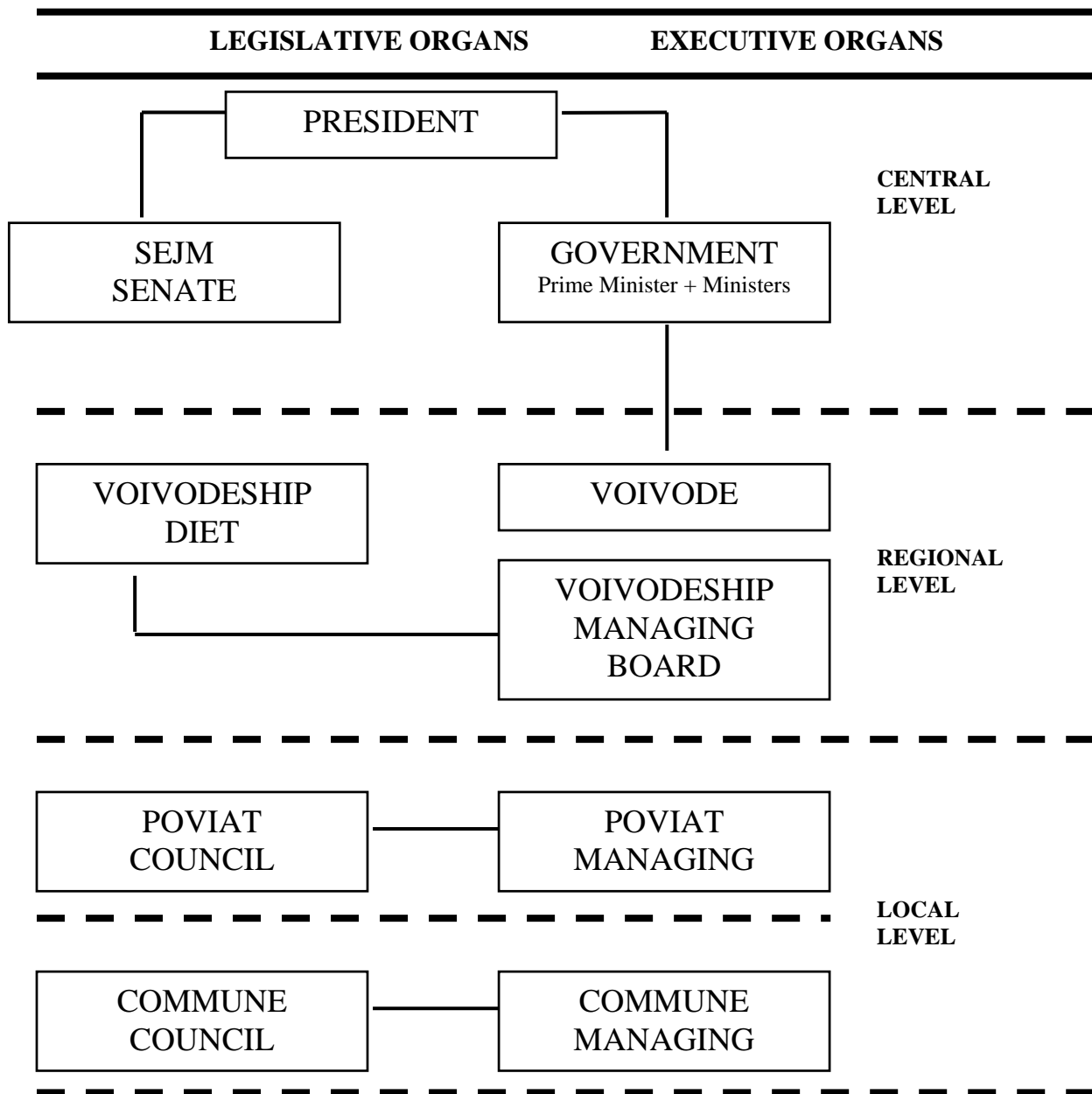
No.	Specific target	Indicators
1	<i>Development of social and technical infrastructure, communications especially and telecommunications</i>	Improved communications and telecommunications accessibility: - building 14 km of roads, including 12.5 km of motorways - modernisation of 36 km of roads - enlarging potential capacity of Bydgoszcz airport by 200-300 thous. persons Enlarging potential capacity of waste treatment plant by 26,400 m ³ /day Expanding sewerage system by about 120 km Improving accessibility to health-care facilities
2	<i>Raising education level of residents</i>	Greater proportion of people with higher-level education
3	<i>Restructuring of labour market and curbing unemployment</i>	About 30 newly established small and medium-sized businesses and 300 new and preserved jobs
4	<i>Development of business-environment infrastructure and support of technological progress</i>	Greater economic activity (newly created and preserved jobs, new technologies and ISO certificates implemented) Better access to services (banks, training courses, counselling, information)

Source: Voivodeship Contract. Kujawy-Pomerania voivodeship. 19 June 2001 (typescript).

Figure 1

Power structure after the local government reform in Poland

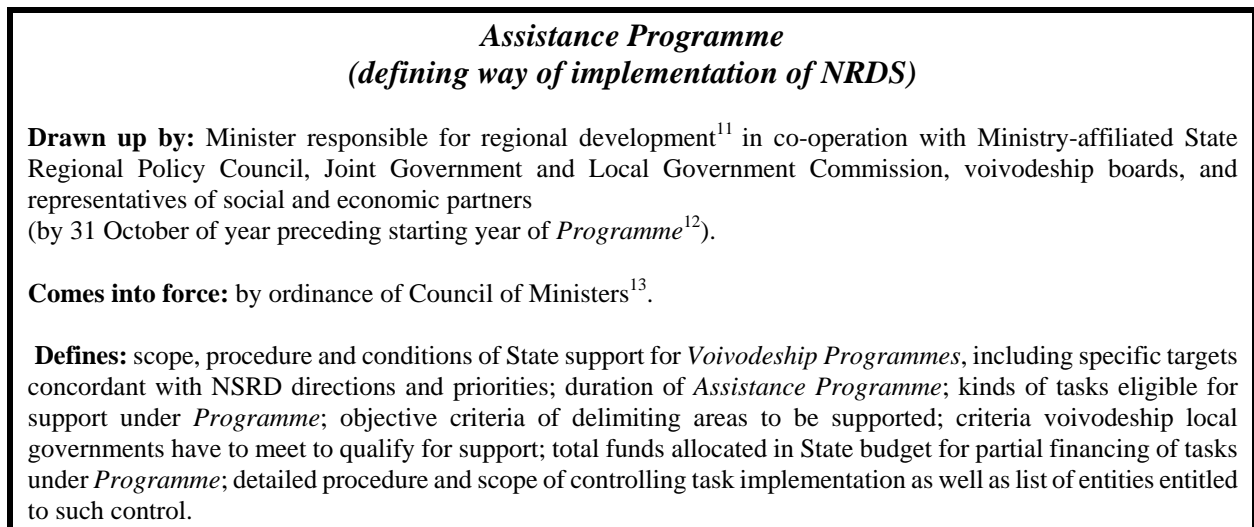
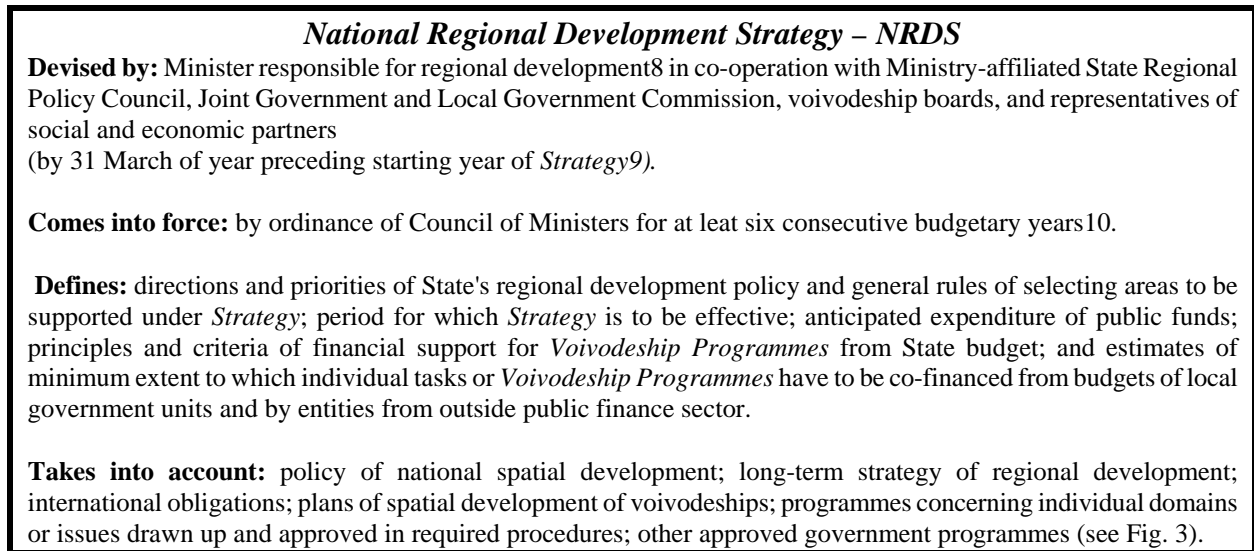
(as from 1 January 1999)



Source: own compilation

Figure 2

**Organisational principles of regional policy implementation in Poland
as defined by the Principles of Regional Development Support Act of 12 May 2000**



⁸ At the time of *Strategy* preparation, the Minister for Regional Development and Construction; at present, the Minister of Economy.

⁹ The Council of Ministers can issue an ordinance defining other dates of presentation of the first *Strategy* project by the Minister.

¹⁰ The NRDS currently in force embraces the period from 2001 to 2006.

¹¹ At the time of the *Assistance Programme* preparation, the Minister for Regional Development and Construction; at present, the Minister of Economy.

¹² The Council of Ministers can issue an ordinance defining other dates of presentation of the first *Assistance Programme* project by the Minister.

¹³ The *Assistance Programme* currently in force embraces the period from 2001 to 2002.

Application for Assistance

Made by: voivodeship boards
(within 1 month of publication of ordinance making *Assistance Programme* effective¹⁴).

Specifies: targets to be supported, concordant with *Strategy* and *Assistance Programme*; tasks to be supported; sources of their financing and funds available from each source; anticipated effects of task implementation and indices measuring them; expectations as to form and amount of support; entities eligible; information about application-related consultations with local government units of voivodeship, local economic authorities, government administration, especially voivode, other voivodeships, non-governmental organisations, higher schools, R&D units, international organisations, and regions of other, especially neighbouring, states.

Attachments: *Voivodeship Development Strategy, Voivodeship Programme(s)*.



Voivodeship Contracts

Made by: Council of Ministers as represented by Minister responsible for regional development¹⁵ on behalf of central government and voivodeship's local government
(negotiations start within 30 days of Minister's receiving *Application for Assistance*, and have to close within 30 days of publication of Budget Act¹⁶).

Define: scope, procedure and conditions of implementation of tasks specified in government-supported *Voivodeship Programmes* and tasks within remit of individual ministers, supported by local government units and other authorised entities.



Report with Conclusions on Implementation of Assistance Programme and Voivodeship Contracts

Drawn up by: Minister responsible for regional development¹⁷
(by 30 April of year following implementation of *Assistance Programme* and *Voivodeship Contracts*).

Endorsed: by ordinance of Council of Ministers. May lead to changes in *Assistance Programme* or to its termination, and to changes in *Voivodeship Contracts* or their cancellation.

Include: analysis of *Assistance Programme*, especially in terms of economy, timeliness and effects of tasks implemented under it; analysis of *Voivodeship Contracts*, especially in terms of economy, timeliness and effects of tasks implemented under them; information about extraordinary circumstances, primarily change in law and failure of foreign partners to hand over funds allocated, under international agreements, for activities advancing regional development of State.

Source: The Principles of Regional Development Support Act of 12 May 2000.

14 Under the current programme-drawing procedure, by 31 January 2001.

15 At the time of the *Assistance Programme* preparation, the Minister for Regional Development and Construction; at present, the Minister of Economy.

16 Under the current programme-drawing procedure, by 19 July 2001.

17 At the time of the *Assistance Programme* preparation, the Minister for Regional Development and Construction; at present, the Minister of Economy.

Figure 3

Origin and foundations of the National Strategy for Regional Development, 2001-2006.

Assumptions of National Strategy for Regional Development - May 1999

Project of National Strategy for Regional Development - September 1999

NATIONAL STRATEGY FOR REGIONAL DEVELOPMENT, 2001-2006

Presents aims of State's regional development policy from general national perspective. Assumes full co-ordination of activities pursued under State's regional policy. One of structural strategies, which include:

National Strategy of Rise in Employment and Development of Human Resources,

National Strategy of Development of Rural Areas and Agriculture,

National Fishing Strategy,

National Strategy of Environmental Protection,

National Transport Strategy,

which will serve as basis for

Preliminary National Development Plan for the years 2002-2003

and

National Development Plan for the years 2004-2006

*the latter document will provide basis for negotiating **Community Support Framework** after Poland has joined EU.*

National Strategy for Regional Development has been based on following documents:

Documents drawn up by Government since 1998:

Documents setting targets and directions of State's socio-economic policy:

1. Poland 2000-2010 - Strategy of public finance and economic development.
2. Poland's medium-term economic development until 2002.
3. Poland's spatial development policy.
4. Poland 2025 - Long-term strategy of sustainable and balanced development.

Documents concerning Poland's integration with European Union:

1. National Programme for Adoption of Acquis
2. Preliminary National Development Plan.
3. Negotiation position on Regional policy and co-ordination of structural instruments.
4. Medium-term strategies and structural

Documents drawn up by Voivodeship Local Government:

***Voivodeship development strategies*
Voivodeships' plans of spatial development*¹⁸*

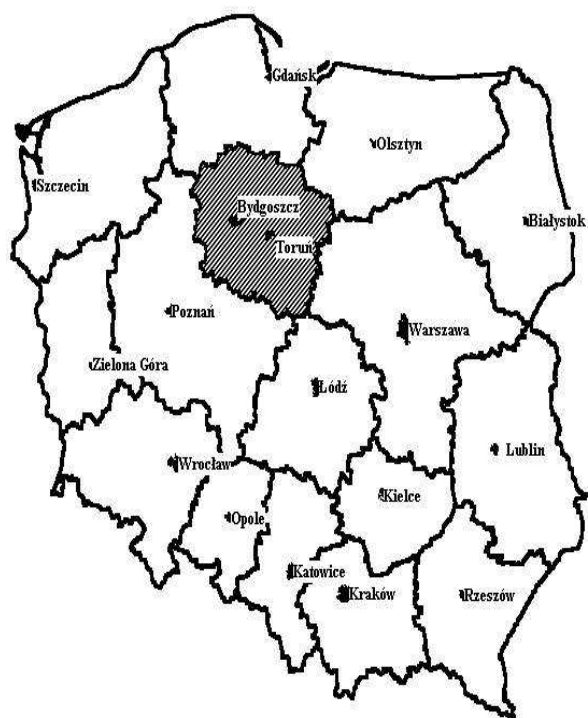
Analyses, diagnoses, forecasts, hypotheses prepared by:
public institutions, scientific units, and individual experts,
both at home and abroad, including EU, OECD and World Bank.

Source: Monitor Polski 43/2000; own compilation.

18 Because of very slow progress in drawing up those plans by voivodeship local governments, they were taken into account when devising the *National Strategy for Regional Development for the years 2001-2006*.

Rycina 4

Województwo kujawsko-pomorskie w układzie podziału administracyjnego Polski



Źródło: Opracowanie własne

Rycina 5

Organizacja terytorialna województwa kujawsko-pomorskiego



PODREGIONY - JEDNOSTKI NTS 3

- podregion toruńsko-włocławski
- podregion bydgoski

Źródło: Opracowanie własne

APPENDIX 1

Gross Domestic Product in 1999

KUJAWY-POMERANIA AND OTHER VOIVODESHIPS OF POLAND

<u>Voivodeship</u>	Per capita GDP (at PPS)	Per capita GDP EU-15=100 (at PPS)
Lublin	5,774	27
Podlasie	6,017	28
Podkarpacie	6,072	29
Warmia-Mazuria	6,412	30
Świętokrzyska Land	6,461	30
Opole	6,921	33
KUJAWY-POMERANIA	7,337	35
Małopolska	7,395	35
Lubuska Land	7,505	35
Łódź	7,533	35
West Pomerania	8,274	39
Pomerania	8,376	39
Lower Silesia	8,455	40
Wielkopolska	8,702	41
Silesia	9,127	43
Mazovia	12,345	58

KUJAWY-POMERANIA AND REGIONAL DIFFERENCES IN THE EU
AND CANDIDATE COUNTRIES (the poorest developed regions)

<u>Region</u>	Per capita GDP (at PPS)	Per capita GDP EU-15=100 (at PPS)
Nord-Est (RO)	3,813	21
Sud (RO)	4,480	25
Nord-Vest (RO)	4,601	25
Sud-Vest (RO)	4,700	26
Yuzhen Tsentralen (BG)	4,821	26
...
KUJAWY-POMERANIA	7,337	35
...
Reunion (F)	10,846	51
Ipeiros (EL)	10,908	51
Guyane (F)	10,911	51
Extremadura (E)	11,006	52
Acores (P)	11,229	53
Dytiki Ellada (EL)	11,266	53
Peloponnisos (EL)	11,632	55

EUROPEAN UNION COUNTRIES

<u>Country</u>	Per capita GDP (at PPS)	Per capita GDP EU-15=100 (at PPS)
EUROPEAN UNION	21,258	100
Austria	23,586	111
Belgium	22,645	107
Denmark	25,391	119
Finland	21,488	101
France	21,173	100
Germany	22,579	106
Great Britain	21,395	101
Greece	14,500	68
Ireland	23,749	112
Italy	21,970	103
Luxembourg	39,500	186
Netherlands	24,311	114
Portugal	15,663	74
Spain	17,480	82
Sweden	21,548	101

CANDIDATE COUNTRIES

<u>Country</u>	Per capita GDP (at PPS)	Per capita GDP EU-15=100 (at PPS)
Bulgaria	5,750	27
Cyprus	18,055	85
Czech Republic	12,439	59
Eesti	7,820	37
Hungary	10,561	50
Latvia	6,080	29
Lithuania	6,972	33
Malta	11,729	55
POLAND	8,269	39
Romania	4,995	23
Slovenija	14,516	68
Slovenska Republika	10,234	48
Turkey	5,602	26

Source: Regional Gross Domestic Product in the European Union 1999. Statistic in Focus. General Statistic. Theme 1 – 1/2002. Eurostat. European Communities.2002; Regional Gross Domestic Product in Candidate Countries in 1999. Statistic in Focus. General Statistic. Theme 1 – 2/2002. Eurostat. European Communities.2002.

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