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DEVELOPMENT STRATEGY CONSTRUCTION PROCEDURE OF TERRITORIAL SELF-GOVERNMENT UNIT – ONE OF POLISH MODEL STANDARDS

Andrzej Sztando

Abstract:

The article is devoted to strategic planning issues in communes, districts and regions. The author presents his own model procedure standard for the construction of territorial self-government unit development strategy. It was constructed based on Polish self-government experiences, professional literature, as well as research and implementation studies conducted by the author in a few dozens of Polish self-government units during the last fifteen years. Initial part of the article presents conditions to be met by such plan. The main body describes nineteen stages of territorial self-government unit development strategy construction. The crucial issues covered are: the decision about strategy construction, the choice of its executor, diagnoses, social consultancy, strategic analysis, mission, vision, objectives, strategic tasks, horizontal and vertical compliance, financing, approval and implementation.

Key words:

Development strategy, strategic planning, territorial self-government unit, Poland.

1.Introduction

Planning of activities to be carried out by territorial self-governments takes place everywhere such authorities function. It is indispensable in order to execute numerous functions for which they were appointed. One of such plans has special significance since it covers the most extensive spectrum of the above activities, its time span is usually the longest and the role regarding all the other plans is superior. It is obviously the strategy of development.

A single universal procedure of strategic planning does not exist. Polish theoretical studies quote many recommendations in this domain⁷¹. What is more, in real life practice the

⁷¹ As examples the following may be quoted: NOWIŃSKA, E. (1997): *Strategia rozwoju gmin na przykładzie gmin przygranicznych [Commune development strategy based on the example of communes situated along the country border]*, Wydawnictwo Akademii Ekonomicznej w Poznaniu, Poznań; BERMAN, N. (2000): *Strategiczne planowanie rozwoju gospodarczego – budowanie lepszej przyszłości gospodarczej w polskich gminach [Strategic planning of economic development – constructing better economic future in Polish communes]*, Municipum, Warszawa; WYSOCKA, E., BABIŃSKI, J., TOPCZEWSKA, T., TROJANEK, M., MZYK, E. (1996), *Strategia i polityka rozwoju gmin i województw. Podstawy metodyczne [Strategy and policy of communes and regions. Methodological basics]*, Zachodnie Centrum Organizacji, Warszawa - Poznań - Zielona Góra; WYSOCKA, E., KONIŃSKI, J. (1998): *Strategia rozwoju województw i gmin. Teoria i praktyka [Strategy for the development of regions and communes. Theory and practice]*, Zachodnie Centrum Organizacji, Warszawa - Zielona Góra. PAWELSKA-SKRZYPEK, G., BIENKOWSKA, D., POCZĄTEK, K., PAŁUCHA, K., ULASIŃSKI, C., SUCHANEK, I., LEHAN, E., A. (1997): *Planowanie i zarządzanie strategiczne [Strategic planning and management]*, Wydawnictwo Samorządowe Fundacji Rozwoju Demokracji Lokalnej, Warszawa; BIENIECKI, J., SZCZUPAK, B. (2001): *Zarządzanie strategiczne rozwojem lokalnym i regionalnym: Strategia rozwoju lokalnego [Regional and local development strategic management: Local development strategy]*, Wydawnictwo Akademii Ekonomicznej w Katowicach, Katowice, s. 111-134; KLASIK, A. (2002): *Strategie regionalne. Formułowanie i wprowadzanie w życie [Regional strategies. Construction and implementation]*, Wydawnictwo Akademii Ekonomicznej w Katowicach, Katowice; RASZKOWSKI, A. (2010): *Innowacyjność europejskiej przestrzeni regionalnej a dynamika rozwoju gospodarczego: Kształtowanie konsensusu*

recommended procedures are almost always modified later, supplemented by additional stages, or used only partially. Therefore, the author decided to take up the challenge of constructing a model standard for the procedure of establishing territorial self-government unit development strategy based on both contemporary professional literature and his personal experience gained in the period of 1995-2010 while constructing and implementing 54 strategies for Polish communes, districts and regions⁷². Additionally, 22 strategies of development, accepted by other Polish territorial self-government units, were used as reference sources. The result of the above research and conceptual activities was practically verified in the period of 2009-2010 in the communes of Polkowice, Przemków and Bogatynia, populated by several tens of thousands inhabitants and brought about highly positive effects, both at the stage of strategy preparation and its implementation. At present its application is under way in a few territorial self-government units, much bigger regarding their population number. Having considered that the standard is based on Polish planning experiences, Polish professional literature and was verified in the practice of Polish self-governments, and also due to the fact that its hereby presentation is addressed to an international reader, it was called one of Polish model standards for the construction of territorial self-government unit development procedure. Owing to limited framework of the hereby publication its further part presents only fundamental stages of the procedure and their key attributes. Due details were included in other articles by the author⁷³.

2. Attributes of a correct strategy

Strategic planning procedure, in a territorial self-government unit, represents the set of activities which are aimed at establishing its correct strategy. The concept of “correct strategy” is the key element of this set and therefore it needs explanation. Strategy prepared in a correct way is the one which meets numerous conditions. It is not possible to present them all in the hereby study, therefore only the crucial ones are discussed. The first condition to meet by an exemplary strategy is to prepare it for properly identified area as well as active and

społeczności regionalnych na rzecz realizacji RSI [Innovation of European regional space vs. economic development dynamics: Establishing regional community consensus for RIS implementation]. Uniwersytet Ekonomiczny we Wrocławiu, Wrocław.

⁷² Regional development strategy for: Dolnośląskie (2001, 2005); district development strategies for: Jeleniogórski (2000, 2006, 2007), Zgorzelecki (2000, 2004), Polkowicki (2000, 2008), Przeworski (2007), Bolesławiecki (2000); commune development strategy for: Dzierżonów (1996), Dziwnów (2008), Jelenia Góra (1998/2000, 2004), Nowogrodzic (2001), Starachowice (1997), Wojcieszów (2004), Wronki (1998), Bogatynia (2006, 2010), Bolków (2004), Chocianów (2001), Jelcz-Laskowice (2007), Łądek Zdrój (1998), Lubawka (2001), Pieńsk (2000), Polkowice (2000/1, 2002/3, 2007/8, 2010), Przemków (2008), Świerzawa (2004), Węgliniec (1998, 2007), Dobromierz (1999), Grębocice (2001, 2006), Janowice Wielkie (2002), Jeżów Sudecki (2000), Łomazy (2009), Piszczac (2008), Mały Płock (2009), Marciszów (2003, 2010), Podgórzyn (2000), Radków (2008), Radwanice (2001), Rokitno (2009), Rudna (2004), Sulików (2005), Urzędów (2008), Waganiec (2007), Wądroże Wielkie (2008).

⁷³ E.g.: SZTANDO, A. (2009): *Planowanie kompetencji kadr w regionie istotą rozwoju Dolnego Śląska: Teoretyczne i praktyczne aspekty planowania strategicznego w skali regionalnej i lokalnej [Competencies planning for regional human resources as the substance of Lower Silesia development. Theoretical and practical aspects of strategic planning in regional and local scale]*. Uniwersytet Ekonomiczny we Wrocławiu, Wrocław 2009 r., s. 70-85; SZTANDO, A. (2009): *Ekonomiczne i organizacyjne instrumenty wspierania rozwoju lokalnego i regionalnego – finanse, rachunkowość, przedsiębiorczość: Zasady sporządzania dokumentów planistycznych samorządów terytorialnych. Tom I [Economic and organizational instruments for supporting local and regional development – finance, accounting, entrepreneurship: Rules for preparing territorial self-government planning documents. Vol. I]*, Zeszyty Naukowe nr 530, Uniwersytet Szczeciński, Szczecin, s. 373-383; SZTANDO, A. (2009): *Ekonomický rozvoj a management regionu: Subject and objects of local development strategy - Polish experiences and concepts*. Univerzita Hradec Kralove, Hradec Kralove, s. 148-155.

potential external factors which are influencing or could influence the evolution of the given area attributes. Such identification, however, may not be of statistical nature, i.e. refer only to current situation. It must have the advantage of perspective orientation, i.e. must include the analysis of trends which have been occurring so far, as well as the foresight regarding how the above mentioned attributes and factors may develop. It must also involve social opinion analyses, since they always constitute its valuable supplement and frequently verify statistical data. Besides, expectations of local community, as the main beneficiary of self-government activities, must have crucial influence on strategic decisions taken up by its authorities. Another condition is the application of strategic analysis adjusted to features characteristic for a given territorial self-government unit. It is also indispensable to perform strategic choices, since it is not possible to refer to a strategy as the concept aimed at meeting all possible needs expressed by its beneficiaries in the same, short period of time. Definitely, none of territorial self-governments has the power or capacity to accomplish that. Next condition to be met by a correctly prepared strategy is the coverage of not just the self-government's own tasks, but also optional ones, i.e. extending the scope of obligations imposed by due Acts. Additionally, it cannot miss an implementation system consisting of entities responsible for strategy realization, as well as their partners, interrelations between them and clearly assigned duties. It is also equally important to monitor progress in accomplishing the defined objectives and how the above mentioned implementation system functions. Such system should also include feedback procedure which would take advantage of monitoring results in order to correct the strategy itself, as well as its implementation procedure. The programme for strategy promotion constitutes an important component of a properly prepared strategy.

3.The stages of strategy construction

Model standard for the procedure of territorial self-government unit development strategy construction, as the subject matter of the hereby study, consists of the following 19 consecutive stages:

1. the decision to join strategic planning,
2. the choice of an entity responsible for preparing strategy draft,
3. prospective diagnosis,
4. public opinion diagnosis,
5. appointing the team of leaders,
6. social consultancy,
7. strategic analysis,
8. constructing mission and vision,
9. constructing objectives and defining priorities,
10. defining strategic tasks,
11. horizontal and vertical compliance verification,
12. referring tasks to financing sources,
13. implementation system construction, including monitoring and corrections subsystems,
14. assigning strategic tasks,
15. defining guidelines for projects to be executed,
16. promotional strategy planning,
17. strategy draft preparation,
18. strategy draft verification,
19. strategy approval for realization.

Their sequence and mutual interrelations are presented in picture 1, while the key attributes are discussed below.

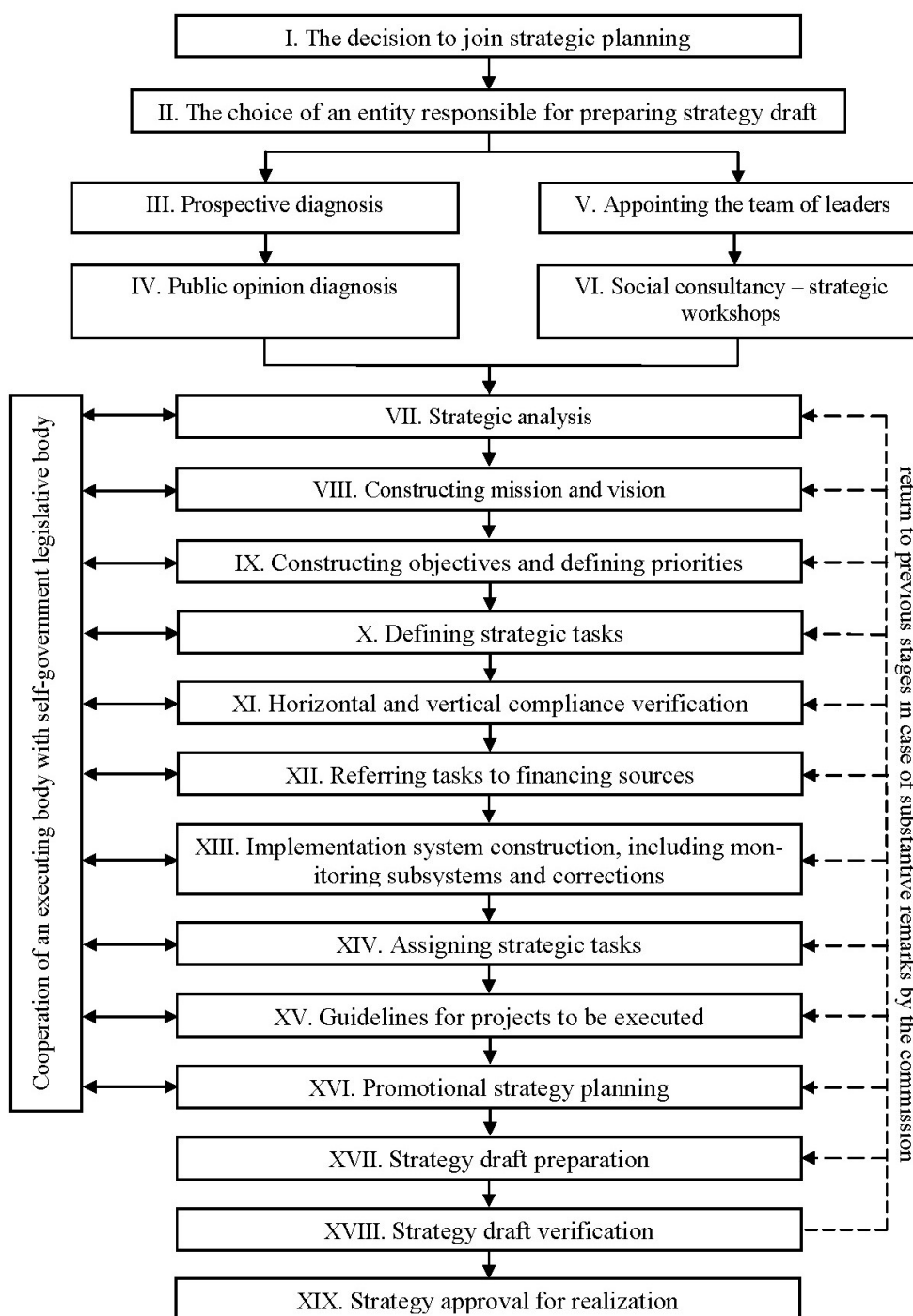
Stage one – the decision to join strategic planning. In Polish self-government system such decision is most frequently taken by the territorial self-government appointing body⁷⁴ in the form of the due resolution. In case of communal or district self-governments such decision may be taken by an executive body⁷⁵ within the framework of its resolution passing initiative, after informing due legislative body about it.

Stage two – an entity is chosen which is responsible for strategy draft preparation. The first available solution in this matter is to carry out all due work by the self-government only, i.e. without external experts participating. The second solution consists in entrusting all planning work to them. Practice, however, shows that the most frequently accepted solutions are these in between of such extremes, based on close cooperation of local authorities representatives and self-government administration with workers of a selected consulting company. At present this market of services is well developed, full of both Polish and international companies competing and offering manifold and complex support for self-governments regarding strategic planning.

Stage three of the strategy construction – prospective diagnosis. It consists in collecting and analyzing correctly all data describing the past, present and substantially predictable future of territorial self-government unit attributes. One of the key requirements to face is the credible description of a broad spectrum of properties characteristic for a given territorial self-government unit and factors influencing it. Among the obligatory components of such description there are:

- a. material, animate and inanimate natural resources,
- b. attributes referring to entrepreneurship (e.g.: economic functional structure, economic management structure, ownership structure, the biggest economic entities, investments undertaken by enterprises, their modern and innovative production, their competitive position at the market, application of public aid instruments⁷⁶).
- c. attributes of labour resources (e.g.: qualifications, education, experience, availability in the area),
- d. location attributes (e.g.: distance to main communication tracks, country borders, tourism and recreation attractions, sales markets),
- e. spatial structure attributes (e.g.: availability of real estate for different types of construction, rational space usage, aesthetics),
- f. technical infrastructure availability and quality (e.g.: road, railway, water supply system, telecommunication, flood preventing, energetic, gas, hydro-engineering, land melioration, heat engineering infrastructure),
- g. unemployment properties (e.g.: level, gender and age structure of the unemployed, their qualifications, willingness to undertake employment, level of adjusting education system to job market needs),
- h. community properties (e.g.: age structure, migrations, wealth, education, civic awareness, environmental awareness, social capital, willingness to undertake business activities, non-governmental organizations, voluntary actions),
- i. social infrastructure attributes (e.g.: availability and quality of kindergartens, schools, tertiary education institutions, health care, sport and recreation objects, cultural establishments, care and social aid institutions, judicature, public and special administration),
- j. characteristics of self-government and municipal systems (e.g.: level of budgetary revenues and creditworthiness, qualifications and pro-innovative orientation of authorities and administration employees, willingness of major political groups to cooperate within self-government authorities, efficiency in obtaining external support, cooperation between self-governments, including cross-border cooperation,

Picture 1. Strategic planning procedure scheme.



Source: Author's compilation.

completeness and quality of operational plans⁷⁷, promotion system, quality management systems, organization and legal forms of municipal units and their economic stability, efficiency and effectiveness in providing public services),

- k. tourism, recreation and rehabilitation potential components (e.g.: historical buildings, environmental, cultural, health resort oriented and climatic advantages, landscape

⁷⁷ Such as e.g. local spatial management plans, education system development programmes, cooperation programme with non-governmental and other public utility organizations.

configuration, tourism, recreation and health resort treatment material base, programme of events for persons taking advantage of this base),

- l. threats and characteristics of public safety systems (e.g.: crime, fire, epidemiological, epizootic or flood danger, quality and availability of public safety infrastructure⁷⁸, organization and functioning of the Police, Fire Brigade, Town Guards, sanitary and epidemiological services, administrators of public safety infrastructure,
- m. attributes of farming economy (e.g.: area, soil valuation and land usage structure, split-up level of farms, their economic soundness, investment level, quality of farming production and scope of other activities accompanying it),
- n. attributes of forestry economy (e.g.: area and species structure of forests, forest stand quality, forest management including timber production and planting trees, forestry administration entities and their activities),
- o. attributes of water supply economy (e.g.: main water courses and water reservoirs, availability of water resources, hydro-engineering facilities, water supply system administration entities and their activities),
- p. the condition of natural environment (e.g.: air, water, soil pollution level, main pollution sources, activities towards limiting the volume and diversity of pollution, activities towards minimizing the volume of pollution influencing natural environment, activities for reviving degraded ecosystems, waste recycling level, population ecological awareness and activities supporting it),
- q. external factors influencing territorial self-government development (e.g.: communication transit, policies followed by higher level authorities, demand for goods manufactured and services provided in the self-government unit area, competition from other units, pollution originating outside the unit, national and international legal conditions),
- r. external factors the occurrence of which is highly probable and which will influence territorial self-government unit development (e.g.: drafts of national and international legal solutions, new technologies, international politics components, global capital migrations, changes in market balance points, population migration processes, domestic investment plans).

Stage four – public opinion diagnosis. The best, however infrequently applied in Polish self-government practice, way to perform it is by means of opinion surveys conducted among natural persons inhabiting a given territorial self-government unit, and owners or top executives of economic entities conducting business activity in its territory. The purpose of such diagnosis is to identify aspirations, expectations, concerns and ideas of respondents related to the strategy object represented by self-government unit, as well as its broadly understood economy, community and natural environment. In case of self-governments characterized by some strong external functions, such as e.g. tourism and recreation or health resort oriented ones, surveys should also cover other individuals apart from inhabitants, namely these who use local, natural goods and services. Key factors helpful in obtaining success by means of surveys application are as follows: correctly prepared questions and optional answers, proper choice of survey sample, full involvement of respondents and skilful analysis of results.

Stage five and six should be implemented together with stage three and four. Fifth stage consists in appointing the team of leaders. The team of leaders in a territorial self-government unit, also called a steering committee, is the group of local community representatives. It includes, among others, members of the self-government unit legislative body, managers of

⁷⁸ E.g. anti-flood walls, systems for warning inhabitants, storages for aid and prevention resources.

major enterprises, political organizations and trade union leaders, management of non-governmental organizations, management of local centralized and non-centralized administration units, municipal units management, and also self-government authorities of higher and parallel levels. The goal behind appointing such team is its participation in the process of strategy construction, which is supposed to result in its high quality. With regard to individuals organizationally subordinate it is practised by issuing an order to perform the task. In other cases – in the form of an invitation. With reference to regional authorities and some district authorities, as well as in big towns, due to large number of team members, such team is divided into groups of domains covered.

Stage six carried out parallel to stage five represents social consultancy conducted most often in the form of strategic workshops together with the already discussed team of leaders. The objective of strategic workshops is to identify and exchange ideas among their participants regarding:

- a. strengths, weaknesses, opportunities and threats of a territorial self-government unit,
- b. strategic and operational objectives, and development priorities as well,
- c. projects to be carried out in order to accomplish the above goals, their realisation dates, self-government role and other entities' role in their realisation, as well as potential sources of their financing,
- d. their own role in strategy construction.

Strategic workshops are most often conducted using visual moderation technique. It consists in asking questions by a moderator regarding the above issues, writing down answers by respondents and later presenting them together with reasons and justification. Moderator's task is to provoke common discussion about the opinions written down by participants. The point is to use such natural situation not only as a dispute venue, but to obtain an effect of a joint consensus in planning and taking up decisions by representatives of all interested parties. In case of similar standpoints the discussion is meant to reach better solutions than just "an arithmetic" compromise between initial opinions of the parties. Owing to such strategy the final result may turn out a less obvious solution, but at the same time better than these suggested at the beginning of the discussion. Group planning procedure allows for undertaking decisions only after reaching consensus, however, it excludes the possibility of taking a vote which could divide the planning event participants into winners and losers. Obviously, it is not always possible to reach a 100% consensus by the involved participants, however, in spite of that partnership in discussing such issues is always helpful while designing solutions for many problems.

Stage seven – strategic analysis. It is the next step of diagnostic activities. It consists in such processing of information collected in previous stages (from 3 to 6) which will allow for their selection by applying substantiality and occurrence probability criteria, and also their classification by means of profitability criteria and self-government unit borders. Strategic analysis becomes therefore fundamental and substantial for the results of further planning, including mainly the vision for strategy object development, as well as goals and priorities of strategy subject activities. One of the most often and most willingly applied, both nowadays and in the past, strategic analysis procedures is the SWOT analysis designed for manifold, dynamic study of a due territorial self-government unit development. Its characteristic feature is heterogeneity manifested by the existence of numerous mutations functioning in theory and practice. They differ mainly in operational approaches. The idea, however, has not changed for years. It consists in detailed identification, followed by classification of all phenomena and states of economic categories influencing territorial unit development. Two criteria are applied here. The first refers to real effect, or a certain factor potential influence on this unit, while the second is a broadly understood location of a factor in relation to it. Owing to such

simple discriminating solution four groups of factors are obtained, namely: Strengths, Weaknesses, Opportunities and Threats in a given unit environment.

The described analytical procedure offers relatively useful results, however, research into practice of using it proves that it does have certain disadvantages. Most of them result from the fact that it was designed specifically for economic entities which differ significantly from territorial units. Therefore theoretical tools for territorial strategic analysis are, at present, extended by new concepts better adjusted to requirements imposed by knowledge about stimulating regional, sub-regional and local development. One of such concepts, already under application in Polish self-government practice⁷⁹, is the SWOT Plus⁸⁰ procedure, elaborated by the author and distinguishing:

- a. strengths – the most important and present during analysis attributes of a territorial system, which are:
 - i. active sources of its development, or
 - ii. inactive, but possible to become activated sources of its development.
- b. weaknesses – the most important, present during analysis, attributes of territorial system which function as brakes or barriers for its development.
- c. internal chances – distinctive for territorial system and originating at its territory, opportunities for creating new strengths, overriding the existing strengths, solving internal problems, eliminating threats or preventing them.
- d. internal threads:
 - i. the most important and present during analysis attributes of a territorial system, which are inactive, but possible to activate barriers or brakes of development,
 - ii. the situation resulting in highly probable loss (significant limitation) of a given internal asset, the appearance of internal problem, or loss (significant limitation) of a stimulating agent when the reason for change occurs within a territorial unit area.
- e. stimulating agents – active external factors facilitating territorial system development.
- f. destimulating agents – active external factors functioning as barriers or brakes for territorial system development.
- g. external opportunities – the most important, positive external factors:
 - i. which are present during analysis and may, having met certain conditions, become the stimulating agents,
 - ii. the occurrence of which in accepted time span is highly likely and which may, having met certain conditions, become the stimulating agents.
- h. external threats:
 - i. the most important, negative external factors the occurrence of which in accepted time span is highly likely and which may become destimulating agents,
 - ii. the situation in which the loss of a given stimulating agent is highly likely when the reason for such change appears outside the territorial unit.

The following, eighth stage of strategy preparation deals in the construction of mission and vision of a territorial self-government unit. The mission means answering a question: “Why do you exist?”. According to the author, the reason for Polish territorial self-

⁷⁹ It was already applied in about 50 territorial self-government units.

⁸⁰ More in: SZTANDO, A. (2006): *Metody oceny rozwoju regionalnego: Analiza strategiczna jednostek samorządu terytorialnego [Methods for regional development assessment: Strategic analysis of territorial self-government units]*. Akademia Ekonomiczna we Wrocławiu, Wrocław, p. 113-159.

government units existence is defined by performing certain public tasks specified by due Acts. Therefore each unit's mission is to serve the community inhabiting its area. However, such role is frequently specified in more detail. In such situation the mission constitutes an explanation of reasons underlying the preparation of such development strategy. On the other hand, unit's vision constitutes the descriptions of its future state, which is supposed to be created by a given entity as the result of this strategy implementation. Vision components represent the set of strategic points in a multidimensional space of a unit characterized by mutual relations. It has to emphasized that the vision of unit development should follow community expectations and all entities which function in its area. It is also the starting point to create further strategy components such as objectives, priorities and tasks.

Next constructing of objectives and defining priorities (stage nine) should take place. Fulfilling self-government's mission in order to obtain the state described in the vision requires undertaking mutually coordinated activities in the merits, in organization and finance, but also in time and space. The first key phase of such coordination is defining objectives which the strategy subject intends to accomplish. They have to be clear and transparent, leaving no doubts that they stay in line with the mission. Among such objectives the most important, strategic ones are distinguished, as well as subordinate, intermediary (partial) ones, called operational objectives. There should be just few strategic objectives and refer to economic, social and environmental sphere of territorial unit development. As example may serve territorial unit economy development and changing its structure at the same time. Operational objectives represent an intermediary link between strategic objectives and the third structural component, namely strategic tasks. It may be stated that operation objectives are of technical nature, since appointing them facilitates the process of strategy implementation. Their role is to cement general and synthetic mission, vision and strategic objectives categories with the details of undertaken projects, monitoring process and reports writing etc. They constitute stages on the way to achieve strategic objectives, or their components. Apart from strategic and operational objectives also priorities are distinguished. They represent elements of operational goals, accomplishing which is most important for the unit development and should take place as soon as possible. Specifying priorities results from:

- a. the need for project data to meet conditions necessary for carrying out projects undertaken by others,
- b. meeting the most urgent needs of the community,
- c. preventing the approaching developmental threats,
- d. taking advantage of developmental opportunities which may soon disappear.

After specifying objectives it is time to define strategic tasks (stage ten), i.e. organization, modernization, investment, information, diagnostic, law-making and restructuring oriented activities, implementation of which constitutes the condition for meeting operational objectives and indirectly strategic ones. Strategy incurs choice. It is not possible to meet, in a few years or even a few decades, all needs expressed by inhabitants of any territorial self-government unit and economic entities functioning in its territory, as well as different institutions or organizations. In such situation it would turn out irrational to construct an extensive list of strategic tasks responsible for all present and future expectations of all territorial unit users. Therefore it is necessary to choose what is the most important or, in other words, strategic. It must be based on the results of strategic analysis described in the previous chapter, as well as on the review of particular tasks significance for the development of economic, social and environmental sphere of a territorial unit. Therefore many factors have to be considered such as e.g.: spatial range, time and expenditure of implementation, financing sources, type, value, scope of implementation results and length of their functioning.

Stage eleven is the verification of horizontal and vertical compliance. Each self-government, despite enjoying legally guaranteed area of functional and decisive autonomy, functions in a broadly understood environment. Relations with this environment are characterized by a few features, quite important for territorial unit development. Firstly, they are of multidimensional nature – they refer to an almost full spectrum of economic, social and environmental problems. Secondly, the system of entities which enter into relations with self-government units is also very rich. These entities are represented by other self-governments, enterprises, social organizations, individual persons, public institutions, or even state governments, as well as authorities of international organizations. And thirdly, the power of such relations influence on a self-government unit changes in time, which means that they should be constantly monitored and attention paid to them by self-government authorities should be very intense. It results, on one hand, from changing attributes of mentioned earlier entities and, on the other, from changing importance of particular components characteristic for a self-government unit and factors of its development. The constructive reaction of authorities to such conditions is providing compliance of their activities and these performed by the most important entities of the presented environment, obviously in all these cases where it agrees with a self-government unit interest. It also refers to strategy content, which is prepared considering individual strategies, plans and programmes of these entities. Such compliance is of dual nature. Having considered public authorities system structure in force in Poland, its variants are referred to as vertical and horizontal compliance. Vertical compliance means the compliance with strategic planning documents of higher and lower level self-governments. It extends opportunities for cooperation development with these entities and increases chances for obtaining external means. Horizontal compliance refers to strategy compliance with planning documents of neighbouring self-governments at the same level. Fundamental reason behind attempting horizontal compliance is the development of cooperation in solving the same, local, sub-regional, or regional problems.

Stage twelve is devoted to referring tasks to financing sources. This stage consists in estimating realization costs of planned strategic tasks and searching for such sources of financing them which are highly likely in providing due financing. Refraining from carrying out this stage of strategic planning procedure results, almost always, in drastic reduction of probability that planned goals and tasks will be implemented, making the strategy more a list of wishes rather than a useful and most important plan of self-government activities. A good solution is to make this part of strategy more specific in the form of long-term investment plan. Such plans are commonly prepared by Polish territorial self-governments and approved as separate resolutions, however, they may also constitute an integral strategy part which, anyway, occurs more and more frequently.

Having analyzed financial matters the next step is the construction of implementation system, including monitoring subsystems and corrections (stage thirteen). Development strategy implementation of a territorial self-government unit consist of a set of activities aimed at:

- a. obtaining basic objectives within this strategy involving the realization of investment, service, administration, organization and law-making projects constituting its content,
- b. coordination of the above projects' realization in time and space,
- c. monitoring the above projects' realization and verification of the extend of strategic goals accomplishment,
- d. monitoring and correcting activities for the organization of strategy implementation,
- e. updating strategy content as the need occurs.

As it may have been already noticed, strategy implementation refers not only to meeting its defined targets, but also to observing and modifying both, implementation procedure and

the strategy itself. A derivative concept of strategy implementation is the procedure of implementation. It is expressed by an algorithm of activities constituting implementation activities. Having considered the above strategy implementation objectives, it seems correct to state that it is a changeable, auto-adaptation algorithm open to interference by an entity or entities using it. Together with them, i.e. legislative and executive bodies of a territorial self-government, its organization units and companies, as well as possible strategic cooperation partners, such as: other self-government units, economic entities or non-governmental organizations, it constitutes strategy implementation system. In other words it is the group of entities and the set of cooperation rules referring to them focused on carrying out strategy activities, its evaluation and its implementation process, introducing due updating corrections, as well as designing and changing the strategy itself.

Correct strategy implementation requires all strategic tasks to be assigned to particular organization units in a commune/town, district or Marshall's office and also self-government organization units and companies, as well as strategic cooperation entities (at their consent). It is stage fourteen – assigning strategic tasks. It is focused on the following:

- a. pointing to entities (units, companies) which, owing to their activities, are observed by self-government authorities as priority ones,
- b. indicating entities (units, companies) responsible for preparing projects of particular strategic tasks realization; implementation of particular strategic tasks; obtaining information about all current and future factors and situations, occurring both in and outside self-government territory, which could exert crucial influence on the assigned task realization; providing information for other entities (units, companies) about particular strategic tasks realization, obtaining information from other entities (units, companies) indispensable for correct implementation of particular strategic tasks; providing executive body with the due part of annual report about strategy realization to be presented before constitutive body; preparing current reports for executive body about progress in particular strategic tasks implementation.

In many cases such assignment is performed after completing work on a given strategy, however, the best solution is to perform it at this particular stage.

Within the framework of planning activities the guidelines for projects to be executed also have to be defined (stage fifteen). Many of the described above strategic tasks require implementation projects to be prepared for them. It refers not only to investment tasks which, owing to their nature, require adequate architectural design and construction documents to be prepared. Other projects also require legal, organizational and financial documentation to be done. At this stage such requirements are defined. It is necessary to guarantee their compliance with the due strategy, as the document which is superior for them.

The strategy is crucial for both, the authorities and local or regional community. The process of implementing it should be a public one and not just at the level of self-government, but also in its closer and more distant environment. Broad information action in this matter represents one of basic provisions for its effective implementation. In this way the community of a given unit can control meeting deadlines of certain goals accomplishment and tasks implementation. Besides the strategy, as an element of unit's promotion, facilitates its image improvement both from the point of view of potential investors, potential inhabitants, potential partners for strategic cooperation and individuals taking advantage of its tourism and recreation assets. Promotional strategy planning is therefore initiated already at the stage of creating it (stage sixteen).

Work on the strategy text starts almost at the first stage. However, full version of its draft, including the results of all presented above stages, may not be prepared until this moment.

Strategy draft preparation is the seventeenth stage of the process. Typical, model version of this document includes:

- a. introductory part: preface, list of all used abbreviations and graphic symbols, explanation of the strategy core concept, reasons for preparing or updating it, description of methodology for its preparation, description of principles applied in the process of its construction, expected advantages resulting from approving and implementing it.
- b. diagnostic part: prospective diagnosis results, surveys results, strategic analysis (strong points, stimulating agents, problems, destimulating agents, internal and external opportunities, internal and external threats).
- c. planning part: strategy object and subject, strategy time span, horizon and their dynamics, strategy mission and its beneficiaries, the vision of unit development, strategic and operational objectives, development priorities, strategic tasks, combining objectives and strategic tasks, relations with higher level planning documents,
- d. implementation part: construction and work of strategy implementation team (functions: planning, monitoring, information providing and conclusions drawing, internal distribution of information, promotional, cooperative, preventive, advisory, coordinating, internal), framework plan and detailed plan of the above team work, assigning tasks, guidelines for certificates and strategic tasks drafts, implementation monitoring, strategy updating rules, legislative body functions in strategy implementation, strategy promotion.
- e. formal part: lists, members of leaders team, annexes.

Once strategy draft is prepared it has to be verified. This stage (eighteenth) consists in presenting strategy draft for verification of the self-government constitutive body commissions which, having analyzed its content, express their remarks and prepare recommendations for the legislative body regarding strategy approval for implementation. In case of crucial and important remarks work procedure over the strategy returns to this stage regarding the results of which no remarks were made.

Obtaining positive opinions results in presenting strategy (stage nineteen) to be approved for realization. In Polish self-government practice development strategies are most often approved in the form a resolution passed by the legislative body. Strategy text is an attachment for such resolution and therefore constitutes its integral part. Just like in case of other resolutions its execution is the responsibility of due executing body.

4. Conclusion

The above presentation of work stages over a strategy does not discuss all issues referring to the problem of the described above planning procedure. There also occur inter-stage activities, i.e. activities conducted while performing works typical for the majority of stages. One of the most important activities of this type is an ongoing cooperation of an entity which implements the strategy with an executive body of a given self-government, or a team of self-government administration workers appointed by it. Such cooperation consists in periodical results' presentation of the so far performed work by an executor and getting acquainted with suggestions, opinions, expectations or recommendations expressed by the self-government. Its objective is to take advantage of knowledge collected in self-government structures to upgrade planning quality and its final effect. Apart from that, due to limited framework of the hereby study many detailed issues, referring to discussed stages, were not covered. However, the author hopes that presented information constitute a cohesive picture of the presented planning procedure model, and that they will undergo practical verification, just like in Polish practice of self-government strategic planning.

Additionally, according to author's opinion, there are two indispensable processes which combine strategic planning theory with real self-government processes. The first represents the development of strategy implementation systems concept adjusted to unit type, while the second their ongoing practical verification and improvement – including in an international system. They should result in disseminating and improving strategic quality management in self-governments at all levels, both Polish and foreign, which will manifest itself in higher speed and efficiency of their social and economic development.

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