

Interim Report – Part B.2
Study on promoting multi-level governance in support of Europe 2020
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Pomorskie:

A new approach to incubation and implementation of urban revitalisation

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Disclaimer: The information and views set out in this study are those of the authors and do not necessarily reflect the opinion of the Commission.

List of abbreviations

ERDF	European Regional Development Fund
ESF	European Social Fund
MA	Management Authority
NGO	Non-governmental organisation
OP HC	Operational Programme Human Capital
ROP	Regional Operational Programme
RT	Revitalisation Team
SWOT analysis	Strengths, Weaknesses, Opportunities, Threats analysis

1 Introduction

Many regions and cities in Europe contribute directly or indirectly to achieving the aims and objectives of the Europe 2020 Strategy. To gain more insights on the governance mechanisms at play when cities and regions deliver contributions to Europe 2020 objectives, DG Regio launched a study on “promoting multi-level governance in support of Europe 2020”. This study aims to document case studies, test the possibility to transfer learning on governance and to generate lessons from policy experiences.

The study focuses on two specific policy fields linked to the Europe 2020 Strategy, namely Energy Efficiency measures with a special focus on the existing building stock and Social Inclusion in urban areas.

The present case study is one of eight reports detailing examples of how policy actors pursue their objectives, explicitly or tacitly in support of Europe 2020, in the context of the different multi-level governance frameworks they find themselves. The reflections and lessons presented in this and the other reports form an important input to the conclusions of the overall study and for a series of networking and transfer meetings between local and regional representatives from various parts of Europe. The final results of the study, will highlight the processes and success factors leading to strong, high quality political and administrative partnerships across levels of governance and the lesson to be drawn on testing the transfer of experience in good governance.

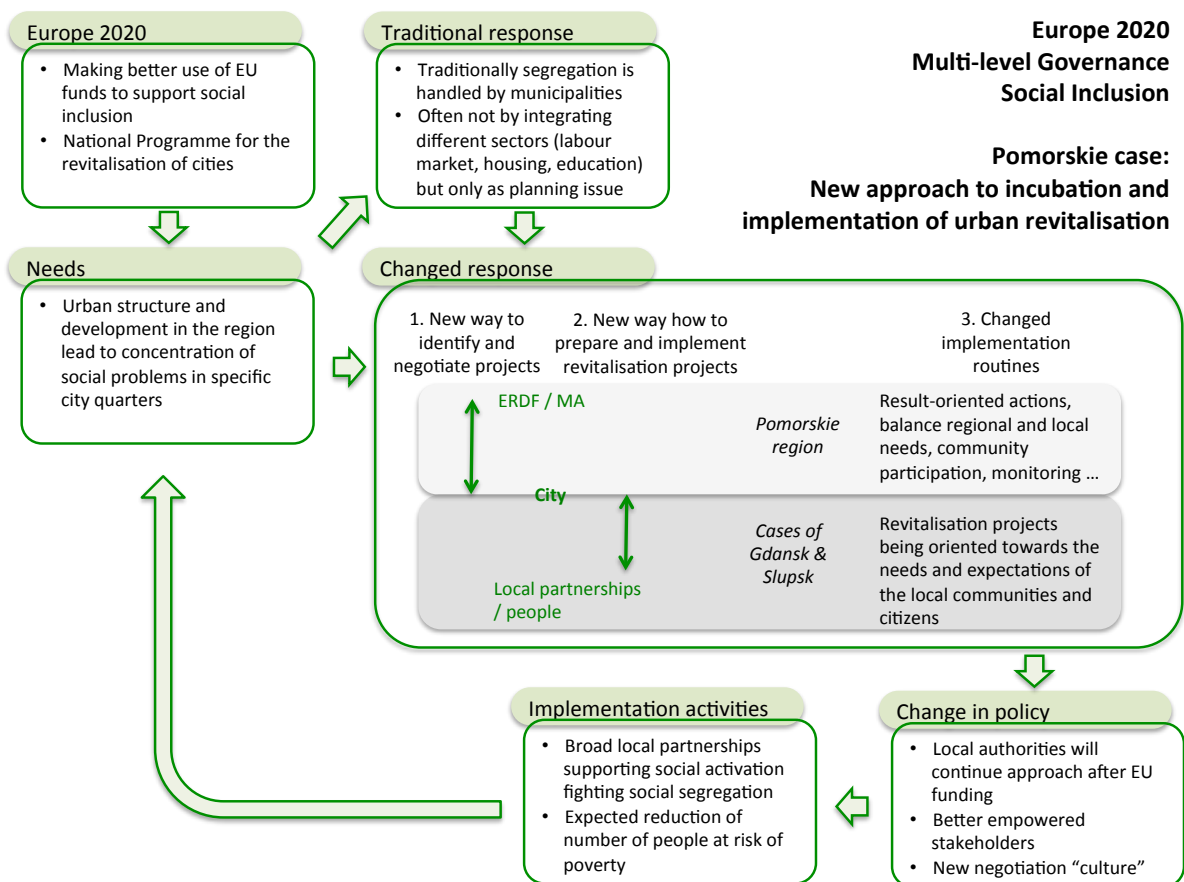
This study on promoting multi-level governance in support of Europe 2020 is led by Spatial Foresight GmbH and carried out in support of a wide range of collaboration partners.

Further details on the study and the progress made are available at <http://www.spatialforesight.eu/mlg.html>

2 Summary

Pomorskie is a Polish self-governing region. The region operates a regional European Regional Development Fund (ERDF) operational programme (ROP) that is tasked with urban revitalisation. This addresses issues taken up by Europe 2020's social inclusion targets and the aims of the national Polish programme for the revitalisation of cities.

In the region, there is a concentration of social challenges in specific areas due to strong social and economic segregation and social exclusion. Social exclusion – although defined in various ways – is related not only to physical wellbeing and income level but also to the labour market, citizen participation (democracy) and access to associations and civil society in general. Traditionally, social exclusion challenges were addressed by the municipalities, often using uncoordinated measures carried out by different entities. However, the challenges are too complex to be tackled solely via uncoordinated action in individual sectors, as stated under 'traditional response' in the figure below.



Making use of the ROP, the region has set out a new way towards a more consolidated approach to social inclusion, by regionally identifying and negotiating projects on urban revitalisation and social inclusion. Acknowledging the complexity of social inclusion, a link between the ROP and the Operational Programme Human Capital (OP HC) was established. This allowed to combine more 'soft' measures with 'hard' infrastructure measures.

As shown in the graph this new approach entails three main elements with different implications at regional and local level: (1) identification of projects; (2) implementation of projects; and (3) changed implementation routines.

At the level of the ROP, the identification of revitalisation projects was based on an objective analysis of social situations in different cities in the region. Furthermore, the selection procedure focused on cooperation between different local institutions and structures, rather than on individual competing project applications. The procedure allowed the incubation of the projects, balancing infrastructure and social aspects. In doing so, the ROP tried to focus on selected result oriented actions and balance local and regional needs.

At the local (project) level, the ROP imposed participatory approach to social inclusion projects. One obligation from the ROP was that municipalities, when preparing a revitalisation project, must engage and define in advance the partners to be involved and their exact roles in the proposed actions. This approach has resulted in the revitalisation projects being oriented towards the needs and expectations of the local communities and citizens. Furthermore, it has also brought together various local policies, i.e. infrastructure, housing, social welfare and the labour market, and through this has contributed to strengthening social inclusion in an integrated manner.

As a result – besides the actual revitalisation results – the revitalisation projects helped empowering local stakeholders, and involved them in functional social dialogue, as shown in the lower half of the ‘changed response’ box in the graph. Key success factors for the durability of these changes are:

- directly involving citizens and non-governmental organisations (NGOs) in local policy making processes;
- combining infrastructure development and soft measures, i.e. labour market activities;
- improving social services in revitalisation areas;
- developing durable mechanisms, ensuring an integrated approach after ERDF-funding ends.

Overall, the negotiation procedure for revitalisation projects enables targets and objectives to be balanced at the local and regional level. Furthermore, local administrators and politicians had to improve their local development policies by ensuring: (a) result oriented actions; (b) community participation; and (c) better monitoring and evaluation. Some key aspects and more concrete methods and techniques that enabled the improved policy effectiveness in the Pomorskie region are summarised in the table below.

Key aspects of incubating and implementing urban revitalisation strengthening multi-level governance approaches to Europe 2020

Key idea	Concrete methods and techniques
Negotiation approach in project selection with clear criteria and requirements.	Place-based developmental dialogue based on agreed rules.
Requirement for a strong partnership of key stakeholders already in the application phase, including local communities and NGOs.	Empowerment of local stakeholders.
	Combination of soft (social) and hard (investment) actions under revitalisation.

3 Methodology

The case study report below was based on several methods and tools as well as different sources of information. Applied methods include:

- (a) Desk research based on crucial documents, such as:
 - EUROPE 2020: a strategy for smart, sustainable and inclusive growth¹;
 - Community Strategic Guidelines on cohesion²;
 - Council Regulation (EC) 1083/2006 of 11 July 2006 laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (EC) 1260/1999;
 - Polish National Strategic Reference Framework 2007-2013;
 - Operational Programme Human Capital 2007-2013;
 - Pomorskie Region Development Strategy 2020 adopted by the Pomorskie Regional Assembly on 18 July 2005;
 - Pomorskie Regional Operational Programme (ROP) 2007-2013;
 - Pomorskie ROP implementation documents;
- (b) project application forms, financed both under ERDF and European Social Fund (ESF);
- (c) in-depth individual interviews with main stakeholders from different political and operational levels and different sectors, i.e. self-governmental and non-governmental;
- (d) using the professional experience of the report's authors, based on personal involvement in making, implementing and evaluating regional policy.

4 Situation prior to the governance change

The new approach to urban regeneration in Pomorskie makes full use of the multi-level governance potential of regional Structural Funds programmes. In doing so, it underlines the importance of developing strategic Structural Funds projects and including large local partnerships in implementation. Furthermore, it shows that only the combination of hard infrastructure projects and soft social integration and competence-building projects allow social inclusion to be strengthened and to contribute to the Europe 2020 objectives.

To fully understand, some context information is required on:

- the regional development aspects, which urged the stakeholders to be proactive,
- the Europe 2020 Strategy and its implementation in the area; and
- the stakeholder and governance constellations in place.

The table below provides some key facts and figures on the Pomorskie region and its ERDF programme for 2007-2013.

¹ COM(2010) 2020 final.

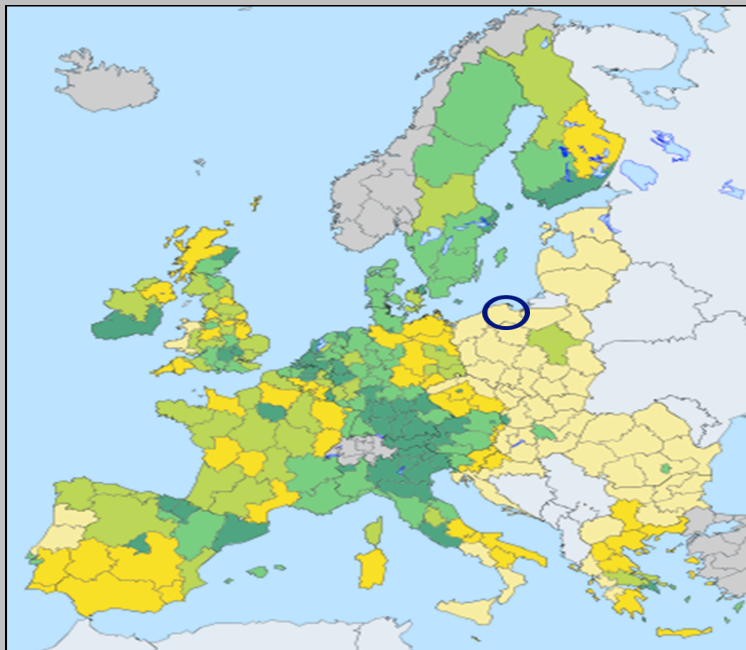
² Council Decision of 6 October 2006 on Community strategic guidelines on cohesion (OJ L 291, 21.10.2006, p. 11).

Pomorskie in a nutshell

Population	2 292 452
Area	18 310 km²
Financial volume of the ROP 2007-2013 (ERDF)	938 379 686 EUR

EUROPE 2020 Objectives	Indicator	Baseline POMORSKIE	National target (2020)	EU target (2020)
R&D/Innovation	Gross domestic expenditure on R&D (% of GDP)	0,61% (2010)	1,7%	3% EU GDP
	Greenhouse gas emissions (base year 1990)	-	Reduction of 14%	Reduction of 20%
Climate change	Share of renewable energy in gross final energy consumption (%)	13,0% (2011)	15%	20%
	Primary Energy Consumption (Mtoe)	-	96 Mtoe	1 474 Mtoe Increase of 20%
Employment	Employment rate (% of population aged 20-64)	64,1% (2012)	At least 71%	At least 75%
	Early leavers from education and training (%)	-	4,5%	Below 10%
Education	Tertiary educational attainment (% of population aged 30-34)	31,9 (2011)	45%	At least 40%
Poverty/Social exclusion	People at-risk-of-poverty or social exclusion (% of total population)	28,1% (2011)	20-23% Reduction of 1,5 mln	Reduction of 20 mln

Figure 1: The Pomorskie region



Data: ROP for Pomorskie 2014-2020 (draft)

4.1 Socio-economic development context and challenges

Poland is a country that only embraced democracy and the free market 24 years ago. It had to cope with specific challenges during this transformation period, which were soon followed by problems typical for all market economies, i.e. unemployment and social exclusion.

From the communist era, Poland inherited devastated housing and public infrastructure, poorly maintained public urban space, as well as abandoned and devastated brown-fields.. Centres were mostly populated by poorly educated inhabitants who depended on social welfare and public housing. This was coupled with local communities severely lacking in self-organisation and self-dependence, and suffering from the general post-communist heritage of social mistrust. In addition, the eastern and western part of the Pomorskie region suffered from the German-speaking population being expelled after 1945. Different groups of Polish-speaking people, partially refugees from former Polish eastern regions, took their place in cities such as Gdańsk, Łębork Słupsk and their surrounding areas. As a result of this, the new population was for a long time disintegrated, overwhelmed by a sense of the situation being temporary and did not identify itself with the new urban surrounding.

Apart from the burdens of the post-communist era, cities in the Pomorskie region are being affected by suburbanisation, city centres turning into wastelands, a mismatch between overcrowding in some areas and undeveloped public services, a disproportionate concentration of social problems in specific areas of the city, deprivation of traditional city functions, and land-use conflicts.

A key challenge is to balance the region by moving towards a more polycentric pattern. The metropolitan (Tri-City) area dominates the region with almost 50% of its population. In addition, the dominant metropolis is located on the coast, at the edge of the region, which distances the inland periphery. Without restoring the role and functions of region's medium-sized cities as local development engines, development would remain geographically uneven.

From the regional point of view, the most significant barrier to development of Pomorskie is the continued lack of employment opportunities for the residents. This translates into a large, economically inactive population with high levels of unemployment, including structural unemployment and a higher percentage of people benefiting from social assistance than the national average.

The suburbanisation process is also progressing in the region and, as a result, in 2020 the proportion of people living in cities will fall to about 64% (from 66% in 2010).

Discrepancies within the region have deepened in recent years, across many dimensions, including the social and economic. Further strengthening of the metropolitan area's dominance has been coupled with narrowing the geographical area of its positive influence.

4.2 Link to Europe 2020 Strategy

Some relations between Pomorskie's revitalisation and Europe 2020 Strategy (EU 2020) can be detected via the concept of integrated governance and the task of combat social exclusion. Pomorskie has tested bringing together different governance scales (mandates) and different players to address complex governance problems, such as social exclusion.

“Social exclusion” – although defined in various ways – is related not only to physical wellbeing and income level but also to the labour market, citizen participation (democracy) and access to associations and civil society in general. It is too complex to be tackled solely via uncoordinated action in individual sectors.

EU recommendations for the Polish National Reform Programme, which relate to social exclusion, will be addressed in the ‘National Programme against Poverty and Social Exclusion 2020’, which is being prepared. The draft programme stipulates that social inclusion requires integrated public intervention, including policies working together such as: regional development, social welfare, housing, social mobilisation and education. The Pomorskie effort to include measures for social inclusion and integrated revitalisation into its ROP (Regional Operational Programme) is in line with those suggestions and the region seems to be a national forerunner in this regard.

For national contribution to the Europe 2020 strategy, the approach to social inclusion taken by the Pomorskie ERDF programme focuses on institutional and procedural solutions to stimulate revitalisation.

The Pomorskie case could also contribute to components of the EU 2020 flagship initiative “European Platform against poverty and social exclusion” such as:

- better use of EU funds to support social inclusion;
- working in partnership with civil society to support more effective implementation of social policy reforms.

Excerpt from the National Reform Programme (NRP) Poland 2012/2013

“The actions planned in the activity for inclusive growth are directly related to the implementation of the target on employment and poverty alleviation and indirectly contribute to achieving educational targets set out in the Europe 2020 strategy. Additionally their implementation is in line with the following flagship initiatives: the Agenda for new skills and jobs, Youth on the move and European platform against poverty.

Interventions in this area of NRP are meant to tackle barriers to growth that are related to a low level of labour supply combined with an inadequate labour structure.

Implementation of the measures planned for this area will also help to carry out the EU Council Recommendations addressed to Poland in July 2011:

Recommendation 3. Raise the statutory retirement age for uniformed services as planned, continue steps to increase the effective retirement age, such as linking it to life expectancy. Establish a timetable to further improve the rules for farmers’ contributions to the social security fund (KRUS) to better reflect individual income.

Recommendation 4. Implement the proposed lifelong learning strategy, develop apprenticeships and vocational training and education programmes for older workers and low-skilled workers. Strengthen links between science and industry by implementing the “We build on Knowledge” programme (“*Budujemy na Wiedzy*”). Implement the higher education reform programme “Partnership for Knowledge” (“*Partnerstwo dla Wiedzy*”) in order to better align educational provision with labour market needs.

Recommendation 5. Increase female labour market participation by taking measures to ensure stable funding for pre-school child-care arrangements, to increase the enrolment rate of children under three years.”

Source: ec.europa.eu/europe2020/pdf/nrp/nrp_poland_en.pdf

4.3 Governance context

Self-government exists in Poland at regional, county and municipal levels with exceptionally strong local governments from a financial and policy mandate point of view. The different tiers of self-government act independently, while revitalisation requires a combination of different policies, run by different levels of self-government: urban planning, social welfare, labour market, education, regional development and EU funding.

Traditionally, the concept of “revitalisation actions” as such was mainly associated with the simple renovation of urban spaces and infrastructure, then with real social change. As a matter of fact, the first Structural Funds intervention for revitalisation in Poland, in 2004-2006, resulted in a portfolio of projects concentrated on infrastructure and in very few cases also produced substantial social improvements.

This called for changing the governance pattern into a shared, multi-level networking and place-based one as described in the next chapter.

Table 1: main policies at different government levels and per sector

		SECTORS		
		Administration	Social sector	Private sector
LEVELS	European	<i>EU Funding Programme</i>		
	National	<i>Ministry of Regional Development</i>		
	Regional	<i>Marshall Office / MA for regional operational programme / Implementing Authority (IA) for Operational Programme Human Capital (OP) HC</i>	<i>regional representations of NGOs (consultation on rules and approaches)</i>	<i>Regional representations of business sector (consultation on rules and approaches)</i>
	Local	<i>municipalities / local revitalisation programmes</i>	<i>local NGOs, informal groups of citizens,</i>	<i>local businesses, housing associations and cooperatives</i>

5 New approach to urban revitalisation

Following the context and traditional response to social inclusion and urban revitalisation, described above, the Regional Operational Programme (ROP) for Pomorskie put together local and regional development perspectives and worked towards changes in people’s behaviour with regard to local development issues. This was done by integrating different policies and by building an all-encompassing feeling of responsibility for development and maintenance of local space.

The most important challenge was to start a place-based dialogue while respecting different mandates, potentials, jurisdictional areas and interests at different tiers of government as well as respecting other stakeholders. The new governance approach on revitalisation involves two key innovative measures related to the role of regional government as the Managing Authority (MA) of ROP:

- replacing open calls for projects by negotiation procedures;
- requiring broad social partnership for project preparation from the very beginning.

Both introduce place-based dialogue into local and regional development policies.

This new approach showed important changes at two levels. Firstly, the governance approach at programme, or regional, level was changed. Secondly, as a consequence of this, the municipal and local level had to change the ways in which it addressed urban revitalisation and social inclusion.

5.1 New governance approach at the regional (programme) level

As described above, the key feature of a new governance approach is a place-based dialogue initiated by regional government. In practice, the only real tools to influence local stakeholders and policies at the regional level (for reasons see section 4.3) are implied in the powers of regional authorities that act as MA for the ROP. They can establish rules, requirements and procedures to be met by local partners in order for the ROP to grant EU funds. In addition to that regional authorities have been designated as an IA (Implementing Authority) for selected (“regionalised”) measures of nationally managed OP HC (Operational Programme Human Capital). This has been important in the context of revitalisation, since the ROP has been covering mainly “hard” measures, while the OP HC was an exclusive source of “soft” (“ESF type”) measures, i.e. employment, social inclusion and education.

Previous experience showed that standard open-calls for proposals are not entirely appropriate for revitalisation interventions. Therefore, the regional self-government of the Pomorskie region, acting in its capacity as MA, has developed new rules and procedures enabling incubation of genuine revitalisation projects under its ROP 2007-2013 and OP HC:

- Firstly, revitalisation projects should not be identified in the process of open competition between areas and territories, since the spatial concentration of interventions should result instead from objective analyses of social situations and not exclusively from the administrative skills of potential beneficiaries.
- Secondly, the selection procedure should promote cooperation between different local institutions and structures, rather than individual competition.
- Thirdly, this procedure should inspire MAs and potential beneficiaries and other partners towards mutual learning and exchanging experiences, in order to incubate the project, balancing the infrastructure and social aspects and meeting the more detailed concept of revitalisation.
- Fourthly, the selection procedure should give reasons for coordinating support through different financial instruments for the operations (coherence between ERDF and ESF interventions).

On this basis, a place-based dialogue has started with possible beneficiaries leading to concrete projects (cf. table 2).

Table 2 Timetable for the incubation and implementation of revitalisation projects

No.	Process	Date
1.	Consultation of the <i>Concept of guidance for ROP revitalisation project's preparation</i> (working paper) with cities	March 2008
2.	Final guidance for preparation of revitalisation projects under ROP adopted by MA	April 2008
3.	Declaration of participation from the cities	April-June 2008
4.	The preparation of intentional notes by cities	May 2008 – February 2009
5.	The negotiation process between MA and cities	July 2008 – September 2009
6.	Final intentional notes formal signing	October 2009

Pomorskie ROP 2007-2013

On 6 September, the European Commission approved the regional development programme in the Pomeranian region in Poland for the period 2007-2013, entitled "the Operational Programme for the Pomorskie voivodship". This programme involves EU support for Pomorskie within the framework of the "Convergence" objective. The total budget for the programme is around EUR 1.3 billion and EU assistance through the ERDF amounts to EUR 885 million (approximately 1.3 % of the total EU money invested in Poland under Cohesion policy 2007-2013).

The specific objectives of the programme are as follows:

1. to improve the competitiveness and innovation of the economy and increase the skill levels of the population;
2. to improve the attractiveness of cities for investment and the links between them;
3. to improve the attractiveness for settlement and tourism;
4. to overcome development barriers in areas with lower development potential.

The programme is structured according to the following priorities:

Priority 1: Small and Medium Enterprise (SME) development and innovation

Priority 2: Knowledge society

Priority 3: Urban and metropolitan functions

Priority 4: Regional transport systems

Priority 5: Environment and environment-friendly energy

Priority 6: Tourism and cultural heritage

Priority 7: Health protection and emergency system

Priority 8: Local basic infrastructure

Priority 9: Local social infrastructure and civil initiatives

The new system of incubating and selecting revitalisation projects, combined elements of open-calls for proposals with a more individualised and negotiating approach. The system aimed to:

- give a framework for a more creative and substantive role for the regional self-government – active harmonisation of local policies and concepts with a deeper understanding of revitalisation;
- stimulate cooperation in place of competition between local partners, including active involvement of non-communal players;
- deliver coordinated support from different financial sources (programmes, Priority Axes).

Revitalisation projects under the Pomorskie ROP were planned to be complex and integrated. They should be designed to resolve clearly defined economic, social and geographic problems in a specific city area. Projects were expected to comprehensively include both investments in city space and activities aimed at social development and providing a better quality of life.

Support for this type of project is envisaged under priority 3 of the ROP. However, according to the overall rules of implementing Structural Funds 2007-2013 in Poland, only urban infrastructure qualified for financing under this measure. The project's activities related to developing human resources, counteracting social exclusion, social pathologies, unemployment and homelessness, equal opportunities, engaging children and teenagers, removing residents from the area to be redeveloped, establishing grants for NGOs etc. These were launched from a different financial instrument – regional measures of OP HC. Additionally, measures related to business support, tourism development or other sectors of the local economy, the start-up of local support mechanisms, e.g. a local mutual fund and other activities supporting SMEs, had to be financed from within the ROP.

This approach was a challenge at both regional and local levels. At the regional level, the actions of different branches of administration and under different legal titles had to be coordinated. In order to maintain the cohesion of ROP measures in relation to the measures available under OP HC, Pomorskie's regional authorities established a special revitalisation task force, gathering representatives from relevant divisions of regional authorities that could set proper strategic criteria to support coherence. Moreover, individual branches had to communicate with each other, so that measures under ROP and OP HC could be run simultaneously.

Since the negotiating approach was chosen as the main tool for identifying the revitalisation projects, all the relevant divisions of the regional administration had to act as one team, representing the regional level as a negotiating party.

It was a long-term process and quite difficult to run. The most innovative tools and techniques were:

- dialogue network between the MA and the local urban representative;
- preparing and negotiating intentional notes with the representative partnership for the area, including local communities such as residents and their representatives, NGOs, educational, cultural and social integration institutions, the police and other partners crucial for the revitalisation process;
- on-site visits of MA representatives, the MA set up a Revitalisation Team (RT) including representatives of departments of: regional and spatial development, ROP (ERDF) implementation, ESF implementation, culture and economic development; the RT visited each revitalisation area and discussed the content of each project with broad representation of local partnerships;
- clear criteria and procedure for project selection which were negotiated within intentional notes (every project application had to go through the ROP assessment process, but on the strategic assessment the negotiated projects had maximum points guaranteed for compliance with the objectives of the ROP);
- complementary project selection procedures in the OP Human Capital 2007-2013, the competition for social inclusion projects was addressed only to actions in urban areas that were defined in signed intentional notes.

Additionally, the MA's decision to limit the scope of intervention for revitalisation projects under the ROP to urban areas with less than 35 000 inhabitants was not insignificant.

5.2 New governance approaches at the local (city) level

The MA decided that projects could be carried out in cities that are sub-regional and with regional development centres, which include towns with more than 35,000 people, i.e. Gdańsk, Gdynia, Słupsk, Tczew, Starogard Gdański, Wejherowo, Rumia, Sopot, Chojnice, Malbork, Kwidzyn and Lębork. City governments should take a lead in project preparation.

All projects were expected to engage local communities and to be run in partnership with NGOs, cultural institutions, churches, police, housing associations and cooperatives and other entities that were important players in delivering revitalisation programmes. The MA specified the rules and criteria for social participation and partnerships in revitalisation projects financed from ROP 2007-2013, which can be summarised as below.

- The city, during preparation of the local revitalisation programme, selects deprived areas and defines the key problems and needs of these areas.
- The city invites potential partners and residents to participate in the revitalisation process. At this stage, residents should define their needs and expectations.
- The city makes necessary changes in the planned actions of the revitalisation process in response to partner and resident expectations.
- The city engages the partners and defines their roles and actions in the revitalisation project.

Thanks to a negotiating procedure adopted for project selection, the final shape of any particular revitalisation project reflects mutual consent between regional authorities and local partners. Specific requirements for revitalisation projects established by regional authorities aimed to safeguard the thematic and subjective complexity and diversity of the projects. In terms of thematic complexity, they had to balance activities for infrastructure renovation with actions that addressed social activation and inclusion, while involving communal and social partners, as well as business, housing cooperatives and communes, ensured that real local needs and problems were addressed.

Local governments acting as project developers and implementers should develop new capacities. This was preceded by: (a) in-depth analysis of the social, economic and infrastructural conditions in deprived areas that each city authority carried out; and (b) regional strategic analysis made by the MA. Conclusions from both analyses were gathered and aggregated in a process of negotiation of intentional notes. On this basis the city government safeguards and proves the planned activities, discussing problems and issues in the planned revitalisation, as well as ensuring an adequately balanced partnership. Thus local governance should also move towards place-based dialogue.

The following will provide some further detail on the work in Gdańsk, Słupsk and Lębork. The table contains basic funding information.

Table 3: Financial overview of ERDF-supported revitalisation projects in selected cities

City	Project	Total (m EUR)	EU share (m EUR)	EU co-finance rate (%)	No. of involved partners
Gdańsk	Letnica Revitalisation	14,9	3,6	24	7
	Nowy Port (New Port) Revitalisation	5,1	2,8	55	4
	Dolne Miasto (Lower City) Revitalisation	10,1	1,6	16	20
	Dolny Wrzeszcz (Lower Wrzeszcz) Revitalisation	5,2	2,8	54	26
Słupsk	Trakt Książęcy (Ducal Route) Revitalisation	11,8	7,9	67	22
Lębork	Lębork Centre Revitalisation	3,3	2,3	70	7
TOTAL		50,4	21,0	42	86

Gdańsk already started building a social consensus for its revitalisation plans in 2006 and 2007. The city authorities decided to ask residents about their needs and expectations, which was accomplished through direct conversations and interviews with local people. The initiative was called ‘street points action’ and took place in October 2006. The interviews referred to a SWOT analysis of the area of the city, and importantly it wasn’t supposed to be done on a statistical representative sample of the population. The reason for the “street points action” was public opinion polling, which succeeded as over 5% of residents in deprived areas took part. Their responses were taken under consideration when revitalisation plans and projects were created. On the basis of “street points action”, the city authorities organised consultation meetings during which residents were informed about the city revitalisation plans and actions. After that, residents were asked to evaluate these plans and actions in an evaluation survey. The residents could also propose other actions that, in their opinion, should be included in the revitalisation process in the area (the so called “originator form”).

Revitalisation projects in Gdańsk

The key results of all revitalisation projects:

- 292 social inclusion actions³
- 6 635 participants in those social inclusion actions
- 21 457 residents involved in the projects

Key social partners in the projects were selected, under Polish law, in an open competition for NGOs in revitalisation projects, which means that NGOs were selected according to:

- their readiness to cooperate with the city in the revitalisation project in the defined area.
- their specifications of the social actions in response to defined needs and expectations of the city according to the deprived area (the best possible actions for the project).
- their institutional capacity to implement these actions.

³ Inclusion actions are actions counteracting social exclusion (i.e. connected with labour/social/cultural activation) implemented on the cross-financing basis.

Ślupsk decided to do purpose-oriented focus group interviews with three specific groups of respondents: (a) residents living in the revitalisation area represented by housing communities boards; (b) experts in specific fields of public life, e.g. culture, social affairs, urban and spatial planning; and (c) mixed groups with residents of the revitalisation area, experts and other citizens. During these meetings, respondents made their views known on many crucial aspects of revitalisation in the area. It was important for the city authorities to implement conclusions from these consultations in the final revitalisation project. One of the most important results was the development of an informal multilevel dialogue network, which resulted in community participation in the revitalisation project.

Revitalisation projects in Ślupsk

The key results are:

- 20 social inclusion actions
- 2 979 participants in those social inclusion actions
- 9 289 residents involved in the projects

Łęborg focused on engaging children and young people. In 2008, the city authorities organised a contest for schools with the slogan: “Revitalisation in Łęborg – how do you see your city in 2020”. This action helped local authorities to engage interest and involve the key group of potential beneficiaries of the future revitalisation project. The whole process of revitalisation for Łęborg began in 2004 along with preparation for local revitalisation plans for deprived areas in the city, which was periodically monitored and evaluated.

Revitalisation project in

The key results are:

- 20 social inclusion actions
- 317 participants in those social inclusion actions
- 7 123 residents involved in the projects

Other partners, e.g. cultural and educational institutions were invited by the city to participate in the revitalisation projects. It was not necessary to organise an open competition procedure because the cultural and educational institutions were local government organisational units. So cities could implement changes and take action to respond to the needs and expectations of the local communities. Thus citizens became truly committed to implementing revitalisation projects.

5.3 Key players and their motivation

From a broader perspective, the new governance approach involves all levels of policy making. The key players for each project were identified by every city (lead partner) for each revitalisation project. The city decided individually which players would be involved but it needed to show reasons for its choice as a part of the negotiation procedure. An inventory of social partners was required.

Thus the key players in revitalisation projects in Pomorskie were:

1. At regional level:

- MA/s and local government as the representatives of the revitalisation project partnership.

2. At local level:

- the local community, residents representing themselves and housing communities;
- social integration institutions, i.e. municipal social assistance centre;
- NGOs like the Social Initiative Centre, the Saint Brother Adalbert Association, the Civic Initiative Centre, and the Volunteer Centre in Słupsk;
- cultural institutions, i.e. the Rondo Theatre in Słupsk, the Modern Art Centre “Łaźnia”;
- educational institutions, i.e. Upper-Secondary School Complex no. 4 in Słupsk, the Special Purpose School and Education Centre in Lębork;
- municipal police headquarters in Lębork and Słupsk;
- churches, i.e. St. Jacobs Church in Lębork.

Every partner had its role defined at project level. In many cases both civil servants as well as politicians were involved, as strategic and financial decisions related to ERDF programmes and projects require often decisions at political level. The specific roles of key partners are:

- **National government:** has a key role in setting up policies and regulatory framework to enhance revitalisation and social inclusion.
- **Regional government:** is important because they implement policies and manage finance for programmes, they also set out requirements and procedures for projects and beneficiaries. They must also guide revitalisation in order to secure added value for development of the entire region. Regional governments are motivated by regional development concerns, especially the need to achieve spatially balanced development and long term solutions. They have established the revitalisation policy, in the Regional Urban Policy Concept, and defined the rules and procedures for preparation and implementation of revitalisation projects under ROP 2007-2013.
- **Local administrations** (local governments) motivated by the desire to regenerate deprived areas and through that, win public support. They have played dual roles: (a) creating revitalisation and social policies in city areas, which are included in local strategies and local revitalisation programmes; (b) leading and implementing revitalisation projects. They were responsible for the project as a whole and at the same time, they ensured that (hard) investment was available for that project and that social (soft) actions were carried out. The final decision about single projects require often the involvement of politicians.
- **Social partners**, e.g. NGOs, social integration committees, cultural and educational institutions, churches and the police were motivated by the opportunity to exert real influence on local policies and decision-making. They were responsible for implementing social actions and impacts of the project.

- **Local community** (residents) motivated by being able to better communicate their key needs as well as getting better satisfaction of those needs. They were responsible for implementation as well as being the key target group of the project as the whole.

It is worth underlining that during the process of negotiation and subsequently the project selection process, the MA, together with the cities, decided to lower the co-finance rate for each project. This allowed all negotiated projects to be selected and showed the partner's serious motivation.

Modes of governance at play in the Pomorskie region

The new approach to incubating and implementing urban revitalisation in the Pomorskie region has to a large extent been dependent on funding, reflected in the ROP. At the same time did this change led to increasing effective negotiation procedures across different levels and building horizontal partnerships. In this regard can the main governance structures be described as;

- **governing by provision** – the process of negotiation of intentional notes for each deprived area enabled to create balanced combination of bottom-up and top-down approach to meet interests and expectations of local urban authorities with specific requirements defining due revitalisation.
- **governing through enabling** – effective negotiation procedures on different levels - inspiring and creating framework for coherent combination of horizontal partnership (involving stakeholders representing selected urban area). They were involved in the preparation and implementation of the projects as decision makers and cooperates.

However, also other governance modes are present in the Pomorskie region.

Regional level:

- **governing by authority** – stated in ROP by MA (Regional Board of Pomorskie) and in Pomorskie Region Development Strategy (the intervention focused on encourage community and business activity in deprived urban spaces and raise the development potential of major cities),

Local level:

- **self-governing** – the consultation process with local communities resulted in the expected changes within the revitalisation projects. The changes focused on infrastructural investments and self-motivated social actions and contributed to turnover of the future perception of revitalisation in local community (it is no longer just a city authority concept and concern; local community started to understand its role in the revitalisation process).

6 Governance reflections – general overview

The decision made by the MA to deliver the revitalisation project through a negotiation process was innovative for all ROPs 2007-2013 in Poland and it did pay off. Through this new approach, the institutional and organisational capacity of relevant key stakeholders was improved. This, as well as continuing this approach in the 2014-2020 programming period, contributed to the durability of the efforts.

6.1 Change of organisational capacity

The changes implied several significant modifications were needed in policy delivery. Regional and local authorities had to listen to the partners and target groups. This was done through formal and informal place-based dialogue. Thus all players had to ensure that they had the capacity to enter into such a dialogue, to document and summarise its results and ensure long-term commitment for implementation, e.g. the capacity to conclude covenants signed by the MA and urban area representatives. Horizontal partners should develop their capacity to participate in developing and implementing complex projects, e.g. the decision-making process, cooperation in delivering the actions etc. This was a new process for them, previously they had only participated in 'people to people' actions.

The negotiation procedure enabled them to balance targets and goals at the regional and local level. Because of the negotiations of intentional notes, both the ROP intervention and intervention within revitalisation projects could be tailor-made with regard to the expected results of ROP and local characteristics. ROP formal requirements for revitalisation projects also contributed to local stakeholders being more widely involved in revitalisation projects, and led to significant change through their involvement (the consultation process couldn't only finish "on paper").

The urban authorities had to remodel their approach to policy development and project management. The new approach included:

- result-oriented actions, based on regional and EU targets, local expectations and needs;
- community participation in the decision-making process and cooperation in project delivery;
- promotion of results and lessons learned from monitoring and evaluating projects. This aspect still needs improvement – the participation of local communities tends to terminate at the time of the project closure.

6.2 Major obstacles

Beside the positive aspects of the negotiation process, the main obstacles encountered were:

- opposition of potential beneficiaries to the rules stated by the MA for revitalisation projects in ROP (some urban authorities resigned from the project application);
- the absence of some potential partners in local urban representation, i.e. young people;
- lack of trust in the local community as regards the urban authority, which was negatively perceived by residents and local partners due to inactivity and deceptive actions on the part of the authority, which are in most cases obvious stereotypes;
- technical problems with implementing partnership projects in Poland, pointed out by the MA because of the provisions under Polish law applying to implementation;
- the extensive time needed for negotiation and preparation of intentional notes and revitalisation projects, due to their complexity and their need to be implemented together with partnerships;
- the difficulty for some partners to obtain a co-finance guarantee at project level, in particular the NGOs.

To overcome these obstacles, the MA and the urban authority had to focus on expected results: “without real local community and partner participation, the revitalisation process would be impossible” (*Revitalisation Manual. Rules, Procedures and Methods of Action of Present-day Revitalisation Process*, Office of Housing and Development of Cities, Warsaw 2003). So the full participation of all the partners is crucial for the revitalisation process in the urban area. The only way to overcome this problem was to create a real, functional, social dialogue network, which could engage every partner in the process.

Better use of the evaluation and monitoring system in planning further action was also very important. There was not a lot of making use of lessons learned and practice in the policy delivery process.

6.3 Main results of the governance changes

The main change in governance is joint-responsibility for all actions in the revitalisation process. This means that urban authorities and local communities become project drivers together and are jointly liable for the project’s success or failure. It also has the positive result of the local community’s stronger commitment and understanding of achieving local policy objectives. This is probably the most important governance change observed in the case study analysis.

The general outcome of all projects was social and economic activation in the cities, which are regional development engines. City governments become responsible for not only local but also regional development. They become genuine partners of local authorities to this end.

The revitalisation projects and negotiation procedures contributed to establishing broad partnerships that encouraged the local community to become socially active and combat social segregation and poverty. Due to these developments there are fewer people at risk of social exclusion and poverty.

6.4 Durability

The durability of the changes introduced in the revitalisation projects depends on:

- (a) continuing the approach in the next programming period (ROP 2014-2020);
- (b) improved coordination between ERDF and ESF actions;
- (c) local authorities using the approach after the EU funding ends.

The approach to revitalisation projects described above will be continued and will be transferred to Pomorskie’s ROP 2014-2010 project preparation and selection system.

Additionally, better coordination seems feasible since Pomorskie ROP 2014-2020 will be funded by both the ERDF and the ESF which will enable the MA to negotiate project packets, including complementary social and infrastructure undertakings.

Fulfilling the third condition (c) depends on the level of ownership of the project. In all analysed projects this level was high with local authorities, NGOs, communities and other players involved in the project preparation, implementation and maintenance.

Outlook towards 2014-2020

Revitalisation will become more important throughout the programming period 2014-2020 in Poland. In order to promote this priority, the Polish government is defining a specific “National Programme of Revitalisation of Cities”. Its aim is to stimulate and safeguard support for actions that can help to reverse chaotic suburbanisation and urban sprawl in favour of more inner city development. In that context, revitalisation projects can help to regain and renew the development factors in deprived and neglected city centres. The Programme will not offer extra resources of co-financing independently from structural funds programmes. Its mission is to safeguard a minimum of support throughout other national and regional structural funds programmes, as well as establish some standards of addressing and organising that support.

7 Lessons learned - successes and pitfalls

In this section the lessons learned will be discussed along the stages of the policy cycle. This provides a structured overview of the governance arrangements’ successes and pitfalls when using incubating and implementation approaches to urban revitalisation as new approach in support of the Europe 2020’s social inclusion objective. Along the stages of the policy cycle governance processes and arrangements can be depicted as they evolve over time and how they succeed each other. The lessons learned on the governance arrangements are thus discussed stepwise, starting with the **identification** of needs that feed into the policy **formulation** process and, in an ideal world, are followed by the policy **implementation** stage. The policy cycle concludes with the **accountability** of the described policy.

Final success in the revitalisation projects depended on properly defining and identifying the deprived urban area’s problems. **Identification** should be conducted on at least two levels (regional – overall/strategic approach and municipal – more specific, taking local needs in account) as well in the two dimensions below.

- **Social analysis.** Not only the main indicators such as high levels of poverty, unemployment, and crime rates, which are based on statistical data, should be taken into account. Other crucial factors should be looked at as well:
 - The real needs of residents obtained through direct interviews, especially those that are socially excluded. It is crucial to ensure resident participation at every stage of the projects, from the point of defining the project’s goals up to ensuring the project’s durability;
 - the potential of players to be involved in the revitalisation process, mainly social care and labour institutions and local NGOs, but also informal local community organisations, social action’s animators, local leaders, volunteers etc.;
 - the level of social services supplied to local community, such as access to health-care and rehabilitation services, services for the active and healthy elderly, educational and cultural services, public transport etc;
 - public leisure amenities.

The main lessons learned in relation to the identification of needs relate focuses on two levels. First, the regional level which provide more a strategic overview and second at the municipal level which take more the local needs of the people into account. In relation to this latter the identification of needs can't only be captured in hard, quantitative data. This case study shows that social analysis is relevant as well.

KEY SUCCESS FACTORS: 1) In-depth, detailed analysis of social needs; 2) assuring local community participation and identification with the process; 3) preparing an inventory of available assets (players and services).

POSSIBLE PITFALLS: Giving priority to infrastructure needs over social problems and turning revitalisation into physical appearance as a result.

- **Spatial analysis.** In all analysed projects, the lack of public spaces and social infrastructure was evident and in some cases access was limited. It concerns mainly:
 - educational, cultural, health-care and sport infrastructure;
 - housing estates;
 - green areas, small architecture forms (i.e. park bench, bicycle stands, wastebaskets etc);
 - historical sites.

Addressing the negotiation offer to clearly defined urban areas and potential project leaders is another lesson learned. Spatial analysis in this phase is therefore relevant.

KEY SUCCESS FACTORS: clear vision of how to use the public space/social infrastructure after the project ends, i.e. how the restored buildings/spaces will contribute to social activation of the local community after the project itself finishes.

POSSIBLE PITFALLS: low level of connection between planned social activation measures and infrastructural actions.

The core idea for **formulating** revitalisation policy was to define the final project's construction and scope in a negotiating procedure between MA and integral partnerships representing specific urban territorial areas. The negotiating procedure was established in two dimensions:

- horizontal partnership (involving actors representing selected urban area),
- vertical partnership (stipulating dialogue between the MA, based at regional level, with local urban area representation).

Another important factor was to match and coordinate different policies on the regional level (revitalisation policy in the ROP) and local level (urban development strategies, social policies, spatial plans). The role of local actors (mainly politicians) was paramount.

A main lesson learned in relation to the formulation phase entails the establishment of partnerships, this should follow a clear visions from the main policy-maker and should include a clear division of responsibilities.

KEY SUCCESS FACTORS: 1) Clear vision from the main policy-maker (MA) of how to stimulate revitalisation projects which best fulfil EU 2020 objectives 2) coordination of different policies at the local level 3) clear division of responsibilities (between the MA and actors representing urban area and within urban area representation).

POSSIBLE PITFALLS: Relatively low level of understanding the general idea of revitalisation on the local level leading to insufficient linking of different local urban policies and different actors' capabilities.

In relation to **implementation**, its effectiveness and **accountability**, revitalisation was usually technically divided into two separate projects (ERDF and ESF funded) the main challenge was to coordinate actions between different stakeholders. The traditional (“sectoral”) approach meant that not all projects succeeded. Multilevel, cross-sectoral networks were established in all projects. This has resulted in some actions seeming detached.

Regarding the implementation and accountability phase of the policy cycle, the main lessons learned based on the experience of Pomorskie on urban revitalisation is the inclusion of ‘soft’ measures and data collection. This involves for example the establishment of a set of clear core requirements concerning social aspects of revitalisation and direct involvement of non-communal stakeholders.

KEY SUCCESS FACTORS: 1) Full understanding at the local level of the high importance of coordination 2) clear division of responsibilities (between the MA and urban area representatives).

POSSIBLE PITFALLS: 1) “Sectoral” approach resulting in insufficient usage of ERDF and ESF funding in creating synergies 2) lack of mutual confidence, especially in the relation to local authorities-NGO sector.

7.1 Overall successes and failures

There are three fundamental success factors for the new governance structure: 1) perceiving revitalisation as a social process, 2) negotiating approach and 3) empowerment.

Perceiving revitalisation as a social process is crucial in the context of Europe 2020. This is a key for durability of hard measures. The social dimension of planned actions was not always properly highlighted so three applications were turned down.

Negotiating approach, being a mutual process, gave the opportunity to:

- transfer MA policy for revitalisation to local level;
- incorporate local authority and community visions into MA policy.

The negotiating approach resulted in a change in governance: established shared responsibility and increased commitment of all parties involved. Empowerment assured local communities' decisive involvement at every stage of the projects' implementation, which increased chance for the durability of the acquired effects. The failures were mainly due to the pilot character of the approach. Problems with ERDF-ESF actions were mainly with coordination.

7.2 What can be transferred?

Most of the crucial elements in this case could be transferred to other regions/municipalities.

First of all, the **negotiating procedure**, as a way to match European and regional strategic goals with municipal needs puts multilevel governance into practice. The negotiating approach starts with project incubation and ends with the projects being significantly modified. Considering the experiences gained during the 2007-2013 period, it is recommended to commence this process as early as possible, even before formal adoption

of the Programme. In practice, it means permanent dialogue within the region, as general ROP consultations smoothly evolve into discussion devoted to concrete project concepts and proposals. This challenge of seeking common ground is universal, so that effective tools for coordination and harmonisation have a huge potential for transferability.

Secondly, the governance structure based on **broad, multilevel partnership** can be also transferred. At the municipal level, the new approach demands accepting a great change in approach to prepare and implement partnership projects. Municipalities have to take responsibility as a leading partner in every revitalisation project. It means responsibility for both investment and social actions in the project, including the activities of other actors. The real challenge is to break routines and put aside thinking in terms of statutory duties in favour of a broader concept of urban socio-economic development.

Table 4: Successes and pitfalls of Pomorskie Region’s approach towards revitalisation projects

Stage of the process	Key success factors	Possible pitfalls
IDENTIFICATION	<ol style="list-style-type: none"> 1. In-depth, detailed analysis of social needs 2. Assuring local community participation and identification with the process 3. Preparing an inventory of available assets (actors and services) 4. Clear vision of how to use the public space/social infrastructure after the project ends, i.e. how the restored buildings/spaces will contribute to social activation of the local community 	<ol style="list-style-type: none"> 1. Giving priority to infrastructure needs over social problems and turning revitalisation into physical appearance as a result 2. Low level of connection between planned social activation measures and infrastructure actions
FORMULATION	<ol style="list-style-type: none"> 1. Clear vision of the main policy-maker (MA) for stimulating revitalisation projects which best fulfil EU 2020 objectives 2. Coordination of different policies at local level 3. Clear division of responsibilities (between the MA and urban area representatives) 	Relatively low level of understanding the general idea of revitalisation on the local level resulting in not sufficient enough linking different local urban policies and different actors assets
IMPLEMENTATION, EFFECTIVENESS and ACCOUNTABILITY	<ol style="list-style-type: none"> 1. Full understanding at the local level of the high importance of coordination 2. Clear division of responsibilities (between the MA and urban area representatives) 	<ol style="list-style-type: none"> 1. “Sectoral” approach resulting in insufficient usage of ERDF and ESF funding in creating synergies 2. Lack of mutual confidence, especially between local authorities and NGOs
Key success factors in terms of SUSTAINABILITY		
<ol style="list-style-type: none"> 1. <u>Continuing the approach</u> in the next programming period under Pomorskie ROP 2014-2020 2. <u>Improving coordination</u> between ERDF and ESF actions 3. Local authorities willingness to use the approach after EU funding finishes 		
Fundamental success factors for the GOVERNANCE STRUCTURE ✓ <u>negotiating approach</u> ✓ <u>empowerment</u>		
ADDED VALUE FOR SOCIAL INCLUSION IN THE EU 2020 CONTEXT ✓ <u>direct involvement</u> of habitants/NGO sector in local policy making ✓ <u>combining infrastructure developments</u> with <u>activation in the labour market</u> ✓ <u>improving access to social services</u> within the revitalisation process ✓ <u>durable/versatile mechanisms</u> stimulating social inclusion (applicable without EU-funding as well)		

Perceiving revitalisation as a social process

Moreover, the effective **coordination of infrastructure and social investment** needs not only to be transferred, but also improved. As the shift from infrastructural to social issues in revitalisation projects is more than welcomed. ERDF-ESF coordination has to be more direct. The proposed answer in drafting ROP 2014-2020 is an obligatory combination of complementary social and infrastructure undertakings, negotiated as packets, including the same range of partners.

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Interview partners

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