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Strategy for the development of local government units on the example of selected municipalities

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ABSTRACT

The following study discusses the development strategy of local government units in Poland. The development strategy makes it possible to set goals and determine the directions of municipal activities in the long-term perspective. The empirical study presents key elements of the development strategies of selected municipalities and their evaluation. It was carried out based on the SWOT analysis, which is one of the basic tools of strategic analysis of the organization.

Keywords: Development strategy, municipalities, local government units

1. INTRODUCTION

Planning activities of territorial self-governments takes place wherever such local governments exist. It results from the necessity of correct implementation of a series of activities for which they were established. [1] According to statutory provisions, the municipal government in Poland is an independent business entity with a certain scope of freedom in deciding about itself, the path of its development, common property and implementation of public tasks. The foundation of their execution are the authorities and local government administration as well as own property and finances.

The commune as a self-government community is the basic organizational form of local public life in Poland. Its basic task is to satisfy the collective needs of the community. In other

words, it is about creating the best living environment for the inhabitants. The degree of implementation of this task is largely dependent on the scale and pace of local development. [2]

The development of local government units is a long-term process of changes that are purposeful and lead to an improvement of the existing state. Often encountered in the economic literature, the issue of development is extremely extensive and complex. The concept of development should, however, be associated with the expected, positive quantitative, qualitative and structural transformations. [3]

The municipality is responsible for actively controlling local development processes through regulatory, initiating, organizing and stimulating actions. [4] This requires activity, creativity, innovation and determination in the activities of the commune authorities, knowledge of the conditions and mechanisms of its development, knowledge and skills enabling the use of modern management methods and making rational pro-development decisions and the use of appropriate instruments to influence the scale and pace of this development. [5]

City management is not only multi-stakeholder, but also multi-level. We deal with various levels of management in the public sphere (in the national scale: the government, voivodship, poviat and gmina governments with complexity) governmental structures - territorial and industry) as well as private (corporate connections and cooperative). Despite striving for a clear separation of competences, both as to the subject of the decision as well as the powers of the decision-makers, conflicts related above all are inevitable all with a different hierarchy of goals values of individual decision makers. An example in the public sphere can be road management.

If through the city the national road runs, it is the competence of the government administration (we assume that it is not a city with poviat rights). The road manager will seek to improve it (improving traffic and improving its parameters) by minimizing side entry and the number of inclusions - intersections (assuming that various possibilities are consistent with the conditions technical specifications for roads). The communal self-government is the reverse - it will strive for maximization of the number of inclusions, and even increase of side access (entries from the property.

In the modern methodology of managing the development of an organization, it is recommended to use the concept of strategic management, which should be strongly related to marketing activities. According to this concept, strategic management is a well thought-out, strategically planned, effectively organized and effectively implemented and constantly controlled process of formulating and implementing organizational development strategies. [6] This concept focuses the managers of the organization on the best use of own assets and resources in the long-term perspective. In the case of communal self-governments, the plans for them are: local development plan, long-term financial plan, spatial development planning and directions, local spatial development plan, prevention and resolution of alcohol problems, drug prevention program, revitalization program, plan for agriculture and the program education development, local economic policy program.

2. DEVELOPMENT STRATEGY OF LOCAL GOVERNMENTS

Subjectivity and independence of territorial self-government expressed in the Constitution of the Republic of Poland and concretised in self-government acts has a systemic

meaning for determining its position in the state and in law. Territorial self-government is a key principle of organizing public administration in Poland. Local government units, ie gminas, poviats and self-governments of voivodships, are entities equipped with rights and obligations and entities performing public tasks. They can be defined as independent, on the basis of law created, corporations of the local society, with their own internal organization, equipped with the legal personality, subject to state-related supervision in certain areas.

Territorial self-government is a community established by law for the inhabitants of a given region, which independently implements activities resulting from the needs of its inhabitants in a given area. It is limited by law in its activities and is under the supervision of the government administration. Self-government in the legal (corporate) sense - is understood as performing tasks of public administration in a decisive manner and on its own responsibility by entities separate from the state, which are not subject to any state interference in the performance of their tasks. It has a certain degree of autonomy and its independence can defend against independence courts in the event of a conflict with the supervising state administration. This independence expresses the shift of state competence in a given area on specific issues to the group, which these matters most concern. The level of autonomy of local government often varies depending on the political system of a given country. [7]

Local government reform has provided communes with many important instruments to influence local economic structures, support local community initiatives, attract investors, and create tax policy. However, the actual activity of self-government depends on specific people and their preparation for the exercise of local authority, on the perception of problems, on the directions of development of the commune they prefer.

The directions of the commune's development and the tasks that the commune authorities set for themselves are formulated in development strategies. The strategy is a comprehensive concept of managing the development of organizations, including municipalities.

The development of the commune is multi-faceted. It consists of many events, phenomena and processes included in various spheres (domains) of the life of the local community. The commune's development policy should take into account, among others: geographical location, structure of the economy and its specificity, demographic situation and local labor market, technical and social infrastructure, natural environment, resources that can be used, leading areas of development, features of the local community, or cultural heritage and traditions. Local development means creating new values, which should be included in the local economy:

- new types of economic, social, administrative and service activities,
- new companies and institutions, new jobs,
- new products, goods and services satisfying internal and external demand,
- attractive location offers,
- high quality of the living environment,
- availability of various services.

Cities are the key areas for the development of modern civilization. He lives in them over 52% of the world's population, about 73% of the population of Europe and about 61% of the population of Poland. The social and economic phenomena accumulate in them. The strength of the cities is precisely this focusing positive phenomena on a separate, relatively small space, potential development benefiting from the synergy effect. However, the development of cities is not undisturbed. Difficulties appear with the degradation of their space, mainly associated

with soil and water pollution and air, the elimination of natural open and biologically active spaces. Cities as creations of civilization are also subject to technical degradation - infrastructure is decapitalised. and urban development. The dynamic growth of cities means that their maintenance is expensive and depends on access to funds allocated for this purpose, generated primarily all by the communities that live in it. The basis of the city's wealth (in simplification) is its tax base, depending on the size of the property held / accumulated in the city by all related entities and turnover volume financial ones. As a consequence, the management of the urban space, which is an element of their management, becomes a key discipline for the development of civilization.

In city management you can not omit any of these aspects – dysfunction in one area can cause dysfunction in the other and become the cause stop the development of the city or even its partial or total degradation (technical and social, depopulation and abandonment of the city). Because this place (city) is an element connecting various entities (with their different ones) motivations, goals), city management and their space should keep up with the characteristics and complexity of the problem. Historical conditions and legal solutions – division powers and competences of individual units (public authority: government, local government units, private authorities: individual and corporate) lead to disintegration of the management system. This disintegration is associated not so much with the disintegration of rights decision-making (this, understood as democratization and delegation of powers is desirable – in range adapted to the specific situation), which disintegrates the objectives of the action.

In general, three approaches can be distinguished: integration of urban development planning processes:

- integration of planning items,
- integration of planning levels,
- integration of the planning system organization.

One can also observe the phenomenon associated with sustainable urbnistice. This concept defines the broad spectrum of the current problems of development and shaping cities in the aspect of sustainable development. With regard to shaping the building structure, sustainable urban planning postulates intensive development with mixed residential and service functions, promoting foot traffic and ensuring high residents quality of life through access to greenery, efficient technical infrastructure and transport, social infrastructure and all city attractions. These shaping the urban space refers to a large extent to the traditional one European city; to the movement of new urbanism, opposing modernist urban ideas and calling for a return to traditional values, such as dense and diverse urban tissue in human scale, unlike modernist functional zoning, free-standing solid compositions and subordinating space to car traffic. It seems, however, that this understanding of ecological urbanism would be very simplified and untrue. In spatial forms, it is to some extent a return to traditional ones forms and negation of modernism, but in a deeper layer, balanced urbanism can also be seen as a continuation of modernist searches for rational, economical, efficient and contemporary solutions technological solution. Another element of sustainable urban planning is access to green areas.

The high intensity of buildings should be related to the fact that they are preserved green areas remain - parks and squares in the city, and forests in a wider context, farmland and landscapes. Borders of built-up areas and green areas should be legible and inviolable. In the cities, the neighborhood of greenery and buildings is mutually beneficial: the neighborhood of greenery increases the value of the property and the edge building with windows increases the

safety of open areas, according to the principle the so-called. passive security. While maintaining access to green areas, The benefits of living in a dense, downtown environment for professionally active and socially active residents often outweigh the benefits of having a home with a large garden. In broad terms, the concept of a sustainable city is also correlated with urban resilience, which can be understood as the city's ability to regain the level of development it lost as a result of the "shock" (such as the economic crisis or the collapse of a significant from the point of view of the local - industry) or the city's ability to create a new development path in the short term (counted from the moment it appears "Shock".

The strategic planning procedure in the local government unit is a set of actions leading to the formulation of its correct development strategy. Strategic planning, defined as "a conscious, systematic and future-oriented process of continuous preparation and decision-making regarding the future level of development of a given local government unit and the degree of meeting the needs of the population and coordination and integration of implementation activities undertaken for adopted planning arrangements, including external and internal conditions and the principles of sustainable development.

Strategic planning is thus the process of formulating development strategies and plans and implementation programs. The implementation (implementation) of the strategy involves, in turn, taking actions to implement the vision of development contained in the strategic document.

The development and implementation of development strategies allow, on the one hand, to present to the public the objectives that local governments intend to achieve in the future, and inform society about the ways and possibilities of their implementation, and, on the other hand, to subject their behavior to social control. Such behavior avoids: randomness in making decisions, reducing the exercise of power to passive office and solving only the current problems of the commune.

A properly prepared strategy is a strategy that meets a number of conditions. The first condition is to base it on the identification of the properties of a given territory and on active and potential external factors that have or may have an impact on the evolution of the properties of a given territory. This identification, however, can not be of a static nature, i.e. covering only the current state.

The next condition is the application of strategic analysis adapted to the characteristics of local government units. It is also necessary to make strategic choices, because it can not be called a development strategy, the concept of simultaneously satisfying all the needs of almost all beneficiaries, especially in the short term. This requirement seems obvious, but local government practice proves that it is often not perceived. [8]

Another condition which must be met by a properly prepared strategy is that it includes not only the self-government's own tasks, but also optional tasks, ie those that go beyond the scope of obligations under the laws. The Constitution of the Republic of Poland, as well as constitutional laws, have taken over the traditional division of tasks of territorial self-government units into their own tasks and commissioned tasks in the field of government administration.

The basic group of tasks performed by local government units are their own tasks, which are local in nature, serve to meet the needs of the local government community, while implementing these tasks local government units act in their own name and on their own responsibility. Sentences commissioned in the field of government administration are commissioned to local government units by virtue of laws and tasks delegated by agreement

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between the local government unit and the government administration authority. The only determinant determining the issue of passing a specific task to a group of own tasks or commissioned tasks are the substantive law provisions imposing on the municipality the obligation to implement a specific task. Tasks commissioned result from the adopted policy of the state. The local government unit performs tasks commissioned after providing funds by the client and can not refuse to implement them.

The basis for the strategic analysis of the local government unit is the preparation of a report on the state of local government. Strategic analysis meets two overarching goals: it defines the status of the individual and its environment and provides tools for this research.

Other methods and techniques of strategic analysis include:

- analysis of the value chain,
- SWOT analysis,
- assessment of the strategic position of the territorial community.

Strategic management is a subdiscipline of management sciences that integrates knowledge from various fields, including, above all, economics, finance, marketing, sociology, psychology, anthropology, and others. It can therefore be said that strategic management is interdisciplinary. Strategic management deals with important intended and revealed initiatives taken by the management boards of companies on behalf of their owners, using their resources to strengthen the company's position in its external environment, and also to improve its results.

Management in the public sector covers the decisions and actions of public authorities as the entity responsible for the implementation of a wide range of municipal and social services and shaping the development process. It requires the use of management instruments. In the classical approach, three main levels (strategic, tactical and operational) are distinguished in the management process.

The strategic level is the stage of making decisions of a general nature located at the highest level of the management process structure. The tactical level is the next stage, at which decisions are made regarding the methods of achieving previously defined strategic goals. The operational level is the stage of implementing the methods set at the tactical level. Strategic, tactical and operational decisions are taken respectively at particular levels of the management hierarchy of the given organizational unit. [9]

The essence of strategic management is to ensure the success of the company in the strategic horizon. The success is increasing value, guaranteeing stable development of the enterprise. The classic, rational approach to strategic management assumes a conscious and planned use of a set of methods and techniques supporting decisions taken by strict management. These decisions must be adapted to the changing conditions determined by the complex and changing environment.

Strategic management significantly reduces the uncertainty caused by the company's environment. The SWOT analysis, as its tool, is a comprehensive analysis, allowing freedom in the selection of techniques and procedures.

SWOT analysis is one of the basic methods of strategic analysis, it can also be used in consulting (consulting) as a diagnosis of organization. It can be used in specific areas of the company's operation, for example in marketing, finance and production. The SWOT analysis is a tool commonly used by local government units mainly in the process of strategy building.

It can be seen that it is also applicable in other areas of management of local government units. It is a diagnostic tool, that is, it is used at the very beginning of the process of defining strategic plans. SWOT stands for comprehensive enterprise analysis including:

- Strenghts strengths of the organization,
- Weaknesses weaknesses of the organization,
- Opportunities opportunities (development opportunities in the environment),
- Threats threats occurring in the environment.

In practice, all factors affecting the current and future position of the organization should be classified. There are two classification criteria: external to the organization and having the nature of internal conditions and having a negative or positive impact on the organization. Helpful to identify these factors is a diagram that divides the SWOT analysis factors into four categories:

- external positive: chances,
- external negative: threats,
- internal positive: strengths,
- internal negative: weaknesses.

Strategic management significantly reduces the uncertainty caused by the company's environment. The SWOT analysis, as its tool, is a comprehensive analysis, allowing freedom in the selection of techniques and procedures. Based on the general assumptions of the SWOT analysis, one can build a way to conduct it, which will be adapted to the needs of its user or access to information. [10]

3. STRATEGY OF DEVELOPMENT OF SELECTED URBAN MUNICIPALITY

The SWOT analysis allows territorial self-governments to set strategic goals, thorough internal and external observation of the unit, and identify factors that may disrupt work or carry out tasks. The use of the SWOT analysis is helpful in managing the investment activity, because in the long-term it allows to identify and specify the threats that may have a negative impact on the achievement of the intended goal. Below is a SWOT analysis of municipalities of the Śląskie Voivodeship, Koziegłowy and Toszek.

Table 1. SWOT analysis of the Koziegłowy commune

	Strengths: +14	Weaknesses:-18
т	Well-developed sports, recreation	I. Negative natural growth -2
1.	and cultural infrastructure +4	II. Poorly developed technical and road
		infrastructure -4
II.	High level of social care and	III. Poor access to public transport - 4
777	medical services +4	IV. High unemployment rate -5
III.	High level of education +3	Unsatisfactory development of
IV.	Positive migration balance +2	entrepreneurship -3

Favorable location and significant landscape values +1	
Chances: +19	Threats: -15
I. Development of renewable energy +2 II. Electronic administration +3 III. Increase in household income +5 IV. The use of EU funds +5 The emergence of new investors +4	I. Obsolete road and technical infrastructure -3 II. Aging of the population -4 III. Long-term unemployment -4 IV. Frequent changes of legal provisions -1 Outflow from the municipality of invested capital -3
Summary of internal analysis: $Strengths = +14$ $Weaknesses = -18$ $\Sigma = -4$	Summary of the external analysis: Chances = +19 Threats = -15 $\Sigma = +4$

[Own study based on the Strategy for the Development of the Commune and the City of Koziegłowy for the years 2014-2020]

Table 2. SWOT analysis of the Toszek commune

Strengths: +17	Weaknesses: -16
I. The proximity of the Katowice-Pyrzowice airport +3 II. Natural and landscape values +2 III. Well-developed medical care +3 IV. An extensive network of water and sewage systems +4 Effectiveness in obtaining EU funds +5	I. Public transport -1 II. Low condition of road infrastructure -3 III. No programs to encourage potential investors to invest in the commune -4 IV. High unemployment -5 Unfavorable demographic indicators -3
Chances: +17	Threats: -15
I. The use of EU funds +5 II. Construction of the beltway +1 III. Strong demand for local products,	I. Migration of residents -4 II. Non-adapted public transport timetable -1 III. The occupational qualifications of residents are not adjusted to the needs of the

Summary of internal analysis:

Strengths = 17
Weaknesses = -16 $\Sigma = +1$

Summary of the external analysis::

Chances = +19 Threat = -15 $\Sigma = +2$

[Own study based on the Strategy for the Development of the Commune and the City of Toszek for the years 2013-2020]

The SWOT analysis of the Koziegłowy commune shows that negative internal factors outweigh the positive aspects of the commune's functioning, while opportunities have a greater impact on development than on threats. This means that external factors benefit the territorial self-government unit more favorably. The negative value of internal analysis indicates a limitation of the commune's development due to the greater impact of internal barriers over the positive features of the commune. Kozieglowy should develop its strengths and minimize the weaknesses that are the reason for limiting development.

A positive phenomenon is the positive value of external analysis. The analyzed municipality should make the most of the presented development opportunities and avoid threats resulting from the external environment, wishing to continue to develop. Koziegłowy commune has more weaknesses than strong ones, however external analysis shows favorable development conditions.

Therefore, the commune should apply a competitive strategy. An organization in this situation should counteract its weakness in order to maximize the use of external opportunities. The external environment of the commune creates positive development conditions, it is the responsibility of the authorities to use them properly.

According to the SWOT analysis, an example of such activity in the municipality of Koziegłowy may be the implementation of innovative solutions in the field of renewable energy, the use of modern technologies in public administration or enabling new investors to develop their activities on the local market. Such solutions will certainly improve the quality of the region, in social and economic terms.

The SWOT analysis of the Toszek commune showed a positive impact on the development of the unit, both internal and external conditions. Positive internal factors slightly outweigh the weaknesses. However, this is not a completely satisfactory situation, the commune should still limit its weaknesses in order to maximize the possibility of using its assets.

An internal analysis showed a disproportion between opportunities and threats, for the benefit of positive external factors. It follows that the Toszek municipality, using the emerging opportunities in a proper way, may accelerate its development and minimize external threats.

The conducted analysis in Toszek commune showed, in the case of internal analysis, the advantage of strengths over the weak, as well as the dominant position of opportunities over threats. It follows that the commune should conduct an aggressive development strategy based on dynamic actions that maximize the use of strengths and opportunities.

The presented analysis shows that the Toszek commune is in a better situation in terms of development than the Koziegłowy commune. Despite its smaller size and less industrialized infrastructure, it has more local strengths to develop a more dynamic way from the Koziegłowy commune. Koziegłowy should be as effective as possible.

4. CONCLUSIONS

Territorial self-government, fulfilling the functions assigned to the law, constitutes a structure that most fully enables the development of civil society. It should be noted that the local government "is the performance of public tasks in a decentralized way, on its own responsibility, by entities separate from the government administration" 7. The self-government entity is the local community, which, inhabiting a given territory, creates a community striving to secure its interests, which are important in the local dimension. In this perspective, "a municipality, by virtue of the Act, creates a local government community whose local determinant is the relevant territory. It is a compulsory community, because all persons, whether permanently residing on its territory or temporarily staying in the commune, are obliged to comply with the law established by the legislative bodies of communes.

The concept of local government has been defined, among others in the European Charter of Local Self-Government. It contains the following wording: "Local self-government means the right and real ability of local communities to regulate and manage, within the law, on their own responsibility and for their people, an important part of public affairs" and the law described "is exercised by the councils or assemblies made up of members elected in a free, secret, equal, direct and universal vote and able to manage the executive bodies that answer them. The self-government functions in the social space, and "the most important consequence of the social character of public administration is the fact that in the role of the regulator of social coexistence, it should be primarily focused on safeguarding the public interest. Analyzing the legal aspects of self-government activities, it is worth paying attention to legislative conditions at the international level affecting its functioning. Territorial self-government in Europe is not only an internal constituent element of individual countries, but also an international legal entity. The subjectivity of territorial communities strengthens their cooperation on the European forum, which is regulated by international conventions.

Urban development is a key element of civilization development and management urban space, which is an element of their management, becomes the key to development civilization the discipline of knowledge. Despite the fact that we have been investing a lot of investments recently in cities, this looking at the difficulties associated with their functioning (traffic jams, low levels security, time loss, length of procedures and investment processes, etc.), it is difficult to say that the situation is satisfactory. This is primarily related to spatial aspect of development - spatial chaos causes that oversized elements are created infrastructure (expensive, low-use) on the one hand, on the other - we have elements of the system with too low parameters (cheap in terms of investment, but not fulfilling the desired utility parameters). An additional issue is intensity of use of space, scattered development and urban.

An important premise for the preparation and implementation of urban development policy, formulation development (standards to be achieved) is the idea of social cohesion, economic and spatial development that underpins the European Union's cohesion policy. Due to the complexity of subject, subject and procedural management of cities. Integrated management and planning of their development is essential. This integration is related with the thesis that the development of the city is a community of goals. The key issue is mutual agreement of entities interested in the development of the city, treating the city's development as a shared opportunity. An important element is also the financial and economic balance of changes.

A good example of the implementation of the city's development policy in accordance with cohesion policy and Revitalization is integrated (understood according to the definition - which is not always the case) adhered to in the revitalization programs implemented in Poland). The process of the Europeanisation of administrative law and public administration in Poland had an impact on legal provisions contained in local self-government laws and in the Constitution of the Republic of Poland of 1997. Thanks to Poland's accession to the European Union in 2004, visible differences between our country and western Europe began to blur. In addition, the definition of the European Administrative Space, as a model of public administration aiming at similar or common administrative solutions, had an impact on the development of administrative institutions, its organizational structures and the behavior of officials and their attitude to the clients of the administration.

Strategic management is a future-oriented process of planning and selecting objectives and implementation tasks, implementing the adopted provisions, as well as monitoring and controlling the implementation of the adopted arrangements. [11] They can also be described as activities aimed at solving problems by formulating and then implementing findings of the development strategy and other programs and action plans of a given local government unit. The essence of strategic management is shaping the processes of local and regional development and solving defined problems in a longer horizon (usually in the perspective of a dozen or so years), while maintaining the principles of rational and effective management of the resources possessed.

The essence of strategic management is to ensure the organization's success in a strategic horizon. The success is increasing value, guaranteeing stable development of the organization. A classic, rational approach to strategic management assumes a conscious and planned use of a set of methods and techniques supporting decisions taken by strict management. These decisions must be adapted to the changing conditions determined by the complex and changing environment.

The SWOT analysis is a tool commonly used to assess the situation of local government units. The task of the SWOT analysis is to organize and synthesise knowledge about the individual. The main objective of the SWOT analysis as a research method is to determine the current and prospective position of the subject of analysis and forecast the strategy of conduct. [12]

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