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**Characteristics of local
development planning
from the perspective
of planning documents
referring to selected
tourist communes**

1. Introduction

Each territorial unit development (e.g. a commune) represents the effect of certain changes occurring in its area. It is unquestionable that local development depends, to a great extent, on the typical for a given commune economy, however, it has to be considered that local development does not exclusively refer to an economic sphere. It has its social dimension (changes in the manner, level and life quality characteristic for a given local community), technical and technological dimension, as well as ecological one (referring to the idea of eco-development). Local development should be based on the potential ingrained in a commune (Kozuch 2011, p. 9). If such potential is dominated by tourism oriented advantages and management, while the tourism function is of significant importance in communal economy, it is the development of tourism which represents the stimulating and steering factor for local development and shall become decisive regarding the overall socio-economic development of a commune. Local authorities (e.g. a commune) play the

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key role in the process of local development steering, including tourism. Among the basic tasks to be performed by local authorities the following, among others, may be listed:

- local development planning (including the preparation of planning documents) as well as undertaking initiatives and tasks (resulting from planning documents) which support local development,
- local development enhancement by taking advantage of diversified facilities, simplifications, or the application of reliefs and exemptions,
- attracting investors and obtaining means for such development,
- organizational structures establishment to support local development (in order to ensure complex services for economic entities).

Special role, from among the above mentioned tasks, is assigned to the first one, i.e. planning, especially in its strategic dimension. It is the starting point for all other decisions, actions and projects carried out in communes. The thesis referring to interdependence between local development, planning process quality and its practical result (i.e. programme strategy, development plan) is unquestionable. Therefore communes experience strong need for assigning adequate qualities to strategic planning which are responsible for its high effectiveness.

The objective of the hereby paper is to analyze planning documents prepared by selected territorial self-government units regarding the identification of strategic planning qualities in particular communes and their reference to effective strategic planning conditions (discussed in literature referring to public management). The Authors of the paper are not trying to conceal their main research focus on problems related to the functioning of tourism oriented communes and therefore their research covered self-government units where tourism function is of particular importance for local economy and featured by relatively high tourist attractiveness, at the background of other Polish communes. Four communes located in Lower Silesia region were selected for the study, i.e. Jelenia Góra, Karpacz, Szklarska Poręba and Świeradów Zdrój.

2. Strategic planning as the basic instrument for local development steering

The role of local authorities is to create conditions facilitating local development, including the development of tourism, and to steer this development afterwards. Planning represents the basic instrument used in the steering process. It is recognized as the key task of every authority (Kožuch 2001, p. 9), not only at the local level. The importance of development planning

(as the function of strategic management) is particularly emphasized in the concept of new public management. As M. Zawicki claims, the core concept of new public planning gives priority to the art of management over the art of administrating in performing public administration tasks (Zawicki 2011, p. 39). It becomes possible owing to the realization of the following guidelines, i.e. (Zalewski 2005, pp. 11-73):

- introduction of executive management in public sector,
- clear definition of operating standards and measures,
- greater emphasis on monitoring performance results,
- focus on public sector units desegregation,
- opening public sector for competition,
- emphasis on the application of such management methods and techniques in public sector which are also followed in private sector,
- emphasis on higher discipline and cost-effectiveness.

Therefore the main features of modern public management referring to territorial self-government units are as follows (see Zawicki 2011, p. 34; Supernat 2003, pp. 28-46; Waldziński et. al. 2009, pp. 257-297):

- territorial self-government units' focus on external competition (competing with other self-government units for clients, including a tourist, an investor, a potential resident) and internal competition (promoting competition in the sphere of services provision to local residents and entrepreneurs),
- market mechanisms preference over bureaucratic ones, which means redefining the concept of territorial self-government units' suppliants (applicants) and recognizing them as consumers (clients) who should be offered the right to choose (focus on a consumer),
- measuring both operating and financial results of territorial self-government units rather than, as it has been practised so far, on the necessary expenditure,
- territorial self-government units' orientation on goals and missions rather than following principles and regulations,
- concentration on the increasing human, material, financial and computer technology resources effective usage in territorial self-government units, which should result in the improvement of public services quality and their price level dropping,
- decentralization and deconcentration of power as well as promoting participation in management,
- preventing problems by anticipating them,
- acting as the catalyst in cooperation of three sectors (public, private and non-governmental one) instead of solving local problems and conflicts.

Having analyzed the above list one has to notice that strategic management, including its planning function, as the manifestation of the importance increase in managerial and entrepreneurial approach towards local development steering, does occupy an important place among the principles and instruments featuring new public management. New public management puts much emphasis on economic efficiency in territorial self-government units functioning, which may be accomplished by applying business oriented perception of a commune, i.e. effect oriented one, which requires the adaptation of management methods and techniques applied by private sector for public institutions management¹ (see: Zalewski 2005, pp. 11-73; Stachowska 2009 p. 48; Krynicka 2006, pp. 193-202).

Strategic planning is defined as “conscious, systematic and future oriented process undergoing continuous preparation and making decisions referring to future level of a given territorial self-government unit development and the level of meeting population needs, as well as coordination and integration of the carried out activities for the benefit of accepted planning decisions also considering external conditions (opportunities and threats inherent in the environment) and internal ones (strengths and weaknesses), as well as sustainable development principles” (Ziółkowski 2005, pp. 75-133). Having adapted the definition by Ph. Kotler, referring to the concept under analysis, in relation to an enterprise one may accept that local level strategic planning consists in creating and maintaining optimal relations between the goals and resources of a given commune and the changing possibilities occurring in its environment (including market ones). The main objective of planning is to model or remodel a particular self-government unit in a way which opens chances for its development (based on Kotler 1994, p. 57).

Planning documents present the results of the planning process in a commune, i.e. the analysis of conditions, area spatial management directions, development strategies, local development plans, local spatial management plans, long-term financial and investment programmes, decisions referring to land development and management, as well as other programmes and plans, especially sector oriented ones and relevant for local development. Some of them are of obligatory nature and therefore the need for adopting them is guaranteed by law, others represent documents prepared on a voluntary basis (e.g. local development strategies).

The effectiveness of local development planning (including tourism development in a commune) depends on meeting several crucial conditions,

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1 E.g. such as: benchmarking, total quality management, lean management, empowerment or outsourcing.

such as (based on studies by Obłój 2007, Zalewski 2005, pp. 11-73; Penc 2005; Dziemianowicz et. al. 2012):

1. The need to present the desirable, targeted state of a commune and its future ideal image in the plans prepared, and therefore to define such vision of territorial self-government units which can indicate what exactly its success consists in (this activity should initiate both planning and the construction of a given commune development strategy), a vision, in strategy content, is reflected as a mission (according to K. Obłój “a mission is the expression of a vision to be used in a strategy”), which defines the due development direction of a territorial self-government unit in the future, describes dreams and challenges put before a commune.
2. Strategic diagnosis development of a commune, i.e. detailed description and evaluation of mainly the current, but also historically presented, internal situation of a commune and its environment, delivering indispensable (sometimes unknown) information which is of significant influence on upgrading the level of defined strategic goals practical orientation, as well as the level of strategy accuracy.
3. Performing commune development factor analysis, which results from its both internal and external situation (e.g. by applying SWOT method), such analysis should feature a relatively high level of detail, refer to these factors importance as well as relations (interactions) between them, on the one hand it represents the necessary diagnostic summary and, on the other, the tool for defining territorial self-government units’ uniqueness, and also presenting possible strategic options (choices) (and therefore it suggests which strategy is practically feasible: conservative, competitive, defensive or possibly and aggressive one).
4. The application of diversified strategic planning methods, familiar to private sector, however, infrequently implemented by territorial self-government units (e.g.: problem tree as supplementary for SWOT analysis, or such diagnostic methods as: PEST/PESTER, indicator analysis, BCG method or five forces of competitiveness method by Porter).
5. The implementation of situation development scenarios method in the planning process, i.e. cohesive, transparent, focused on the most important aspects and multidimensional (ranging from very optimistic to very pessimistic) descriptions of the future, which supports to a great extent the decision making process since it introduces order in thinking about the future and prepares a given self-government unit for functioning in different situations, from the most favourable to even crisis ones.

6. Specifying general and detailed goals referring to SMART² characteristics and defining relations between them, which results in the establishment of their internally cohesive and hierarchically constructed arrangement; while defining goals their external adequacy has to be considered as well, i.e. their consistency with strategic goals set at higher management levels (e.g. communal goals consistency with regional or national ones), which significantly facilitates the application process for financial means to be obtained from external sources.
7. Preparing options of strategic plans, considering scenarios indications and covering goals, activities, methods and means for their implementation.
8. Proper selection of team members for the strategy construction which consists in appointing the team leader and other supporting members (i.e. members of the leader's team), the leading expert and other supporting experts (most often these individuals function outside communal authorities and represent scientific environment or consulting companies), the head of strategy construction project (responsible for correct and uninterrupted course of the planning process, its schedule, costs and roles assigned to particular participants) and also strategic groups (made up of: individuals and entities invited for the discussion over strategic goals), the leader opponents and the strategy beneficiaries.
9. Social orientation of the strategy construction processes, which makes planning more adequate to consumers' needs and weakens social resistance against carrying out activities covered by the strategy and therefore makes its implementation much easier.
10. Including evaluation mechanisms in the process of strategic planning and the implementation of communal development strategy (of ex ante, on-going and ex-post nature), which facilitates ensuring better consistency of strategic vision and goals with the needs of strategy beneficiaries, and also with the development objectives and directions included in higher level strategies (region, country) and also upgrades the planning process quality and the planning document itself.

Local development planning should include detailed recognition of the specific commune territorial characteristics, support these areas of economic and social activity areas which open opportunities for actual development of a given area. This should result in developmental activities to be undertaken following the

2 SMART – it is desirable that the goals are: specific, measurable, accepted, realistic, time-dependent – such characteristics are applied in the set goals assessment.

intentions not only expressed by local self-government, but also by economic entities, associations and other organizations functioning in the area of a given commune. Meeting the above described planning efficiency conditions not only decides of the particular strategy implementation, but also its success.

3. Characteristics of local development strategy for tourism oriented communes – case study of Jelenia Góra, Karpacz, Szklarska Poręba and Świeradów Zdrój

The discussion of basic planning documents was performed for the needs of the hereby study, i.e. local development strategy of four communes located in Lower Silesia region. As it has already been pointed out in the paper introduction these communes are as follows: Jelenia Góra, Karpacz, Szklarska Poręba and Świeradów Zdrój. The units under analysis can be regarded as tourism oriented ones since they feature high tourist potential, long traditions in providing tourist and spa services and they are also the most frequently visited locations of Lower Silesia region, while their inhabitants consider tourism and revenues it generates as the basic determinant of their commune socio-economic development and their life quality level (tab. 1 and 2).

Table 1. Tourism as the factor determining economic development of a commune (% of respondents)

Specification	Jelenia Góra	Karpacz	Szklarska Poręba	Świeradów Zdrój
The most important factor of communal development	16,0	76,0	52,6	43,5
Important factor of communal development	46,4	24,0	34,2	36,8
Influences development, but not as the most important factor	34,4	-	6,6	19,7
Slightly influences development	3,2	-	5,3	-
Insignificant factor for communal development	-	-	1,3	-

Source: Authors' compilation based on survey studies conducted in 2010 (the survey carried out for another research problem, ie, identifying opportunities for cooperation in tourism in the municipalities), among 400 residents of Karpacz, Szklarska Poręba and Świeradów-Zdrój by the team of research workers representing Wrocław University of Economics, The Department of Marketing and Tourism Economy Management

Table 2. The impact of tourism and revenues derived from it on communal living standards (% of respondents)

Specification	Jelenia Góra	Karpacz	Szklarska Poręba	Świeradów Zdrój
Very big	9,6	48,7	40,8	51,3
Big	40,0	50,0	27,6	43,4
Average	34,4	1,3	18,4	4,0
Small	8,0	-	7,9	1,3
Very small	8,0	-	5,3	-

Source: Authors' compilation based on survey studies conducted in 2010 (the survey carried out for another research problem, ie, identifying opportunities for cooperation in tourism in the municipalities), among 400 residents of Karpacz, Szklarska Poręba and Świeradów-Zdrój by the team of research workers representing Wrocław University of Economics, The Department of Marketing and Tourism Economy Management

Despite such considerable significance of tourism in the studied communes' economy, none of them prepared their own, independent tourism development strategy. It may seem founded that such documents should be prepared in tourism oriented communes. The practice of local development steering proves, however, that administrative units featuring the domination of one particular function, have their general development strategies subject to this particular function rather than have separate programmes prepared for its purposes. It is also beneficial for the dominating function itself. Such solution allows for noticing and understanding its relations with other aspects of communal economic and social life and makes local authorities aware that all activities undertaken in a commune have to facilitate the development of its leading function.

In the studied communes – apart from Jelenia Góra – local development steering is carried out under noticeable pressure of the tourist function. Therefore tourism economy problems play the significant role in general development strategies of the analyzed units. Missions reflecting visions of these communes development put emphasis on tourism for the benefit of development. It mainly refers to Karpacz, Świeradów Zdrój and Szklarska Poręba, while in case of Jelenia Góra mission the tourist function represents one of many economic functions apart from industry, services, trade, higher education and other domains which are considered by town authorities as basic for its development (tab. 3). For this reason Jelenia Góra development strategy, comparing to those of other locations under discussion, offers relatively less attention to tourism. In case of Jeleniogórski district capital strategic goals are defined in a very general manner

and are not referred directly to tourism economy. Within the framework of 33 operational goals only two tasks are the tourism oriented ones (tab. 3). In case of the other three communes development strategies relatively more tasks, directly referring to tourism function, are listed among the strategic and operational goals. In Karpacz one of two parities, one of four primary goals, two of eight secondary goals and 17 out of 24 operational goals (called directions in the strategy content) refer directly to tourism. Szklarska Poręba included tourism economy issues in three out of five strategic goals and in five out of seventeen operational ones, while Świeradów Zdrój in one out of 4 primary goals, three out of eight secondary ones and 11 out of 42 operational goals (so called directions).

Table 3. The position of tourism in the mission and goals of the studied communes in the perspective of their development strategy

Co- mmu- ne	Mission	Strategic goals	Operational/detailed goals
Jelenia Góra	<i>Jelenia Góra is a modern European city, featuring many regional and supra-regional functions and constituting one of the leading developing centres in Lower Silesia region. The town development is based on tourism, industry, spa functions, higher education, services, trade and other areas of activity. It has at its disposition rich and commonly accessible technical and social infra-structure. It is friendly for entrepreneurship and job market development. It is safe, aesthetic and clean. It opens opportunities for professional, cultural, sport and recreation self-realization of its inhabitants. Its growth is accompanied by respect for eco-development principles. It is managed in an efficient and effective manner – takes advantage of the benefits resulting from a long-term planning and strategic management.</i>	<p>Strategic goal 1: High level of development and economic growth.</p> <p>Strategic goal 2: High level of social development.</p> <p>Strategic goal 3: Maintaining economic evolution and social sphere of the town within the framework of eco-development.</p>	<p>(out of 33 goals only these directly related to tourism are presented)</p> <ol style="list-style-type: none"> 1. Ensuring conditions for creating and taking advantage of cultural activities by Jelenia Góra residents, tourists and visitors arriving for spa treatment. 2. Providing conditions for practising sport by Jelenia Góra residents tourists and visitors arriving for spa treatment.

In accordance with <i>Karpacz commune development strategy for the period of 2005-2013</i>		
Karpacz	<p><i>Karpacz – the commune friendly for residents and investors, providing an interesting offer for tourists taking advantage of sightseeing and recreational values of The Karkonosze Mountains eastern part. It prides itself in well known and transparent local authorities taking great care of residents safety and meeting their needs.</i></p>	<p>Priority 1: Undertake activities focused on technical infrastructure construction and modernization.</p> <p>Priority 2: Undertake activities aimed at the construction of infrastructure for recreation and leisure.</p> <p>Primary and secondary goals:</p> <ol style="list-style-type: none"> 1. Undertake activities for the residential substance revitalization (P). 2. Extend cultural and entertainment offer for city residents and tourists (P). 3. Activities for internal communication improvement (P). 4. Undertake activities for the construction and modernization of road infrastructure (P). 5. Undertake activities in order to increase integration and the sense of belonging to local community (S). 6. Take better advantage of the presence in EU structures and opportunities related to obtaining means from structural funds (S). 7. Support the entrepreneurship of local community (S). 8. Take advantage of the city location within the area of Karkonoski National Park (S). 9. Undertake activities focused on taking advantage of along the country border location (S). 10. Extend tourist offer of Karpacz (S). 11. Undertake activities for reducing unemployment and its negative effects (S).
		<p>(out of 42 goals only these directly related to tourism are presented)</p> <ol style="list-style-type: none"> 1. Ski pistes and toboggan runs. 2. Indoors, multifunction sports facilities (sports hall). 3. Outdoors recreation and leisure centres. 4. Summer theatre - the proposal for professional and amateur theatres. 5. Cyclical artistic events (cyclical) establishing their traditions and brand (festivals). 6. Take advantage of the presence of famous individuals representing culture, science and politics in the organization of meetings with residents and tourists. 7. Safeguarding and protecting the existing natural and landscape values. 8. Creating common projects (products) Karpacz – Karkonoski National Park Board. 9. Joint promotion of the town and Karkonoski National Park. 10. Karpacz promotion in The Czech Republic tourist locations situated along the country border. 11. Creating components (areas) for revitalization (sports events) in order to improve Karpacz attractiveness.

	<p>12. Undertake activities aimed at free time management for children and teenagers (S).</p>	<p>12. Joint cultural events at both sides of the country border. Reactivation of recreational and leisure facilities. 13. Establishing the distinctive brand of Karpacz. 14. Active promotion of Karpacz in the country and abroad. 15. Support for all entities functioning in the town for the benefit of cultural development and its promotion by local authorities. 16. Playgrounds equipped with outdoors sports facilities.</p>
<p>In accordance with the suggested update of <i>Karpacz commune development strategy for the period of 2005-2013</i> in order to prepare strategic directions for Karpacz commune development in the period of 2013-2020</p>		
<p><i>Karpacz –the exceptional and naturally beautiful town situated in The Karkonosze mountain range, at the bottom of Śnieżka Mountain, the legendary seat of Liczyrzepa – The Mountain Ghost. Tourist, economic and cultural development is based on the abundance of local resources and traditions and occurs in the atmosphere of mutual trust and cooperation, in the synergy of the neighbouring communes, with respect to unique and original local landscape, architecture and infrastructure. Karpacz is the place for family recreation, active tourism, sport, friendly space for cultural activities and everyday life.</i></p>	<p>Main goal: The establishment and dissemination of new, diversified, cohesive, integrated and coordinated tourist, cultural, recreational and sports offer as the area stimulating social, economic and public life development.</p>	<p>1. Taking increased advantage of local human resources (artists, athletes, leaders) and cultural ones based on Liczyrzepa – The Mountain Ghost, St. Lawrence, lab workers, mining heritage or sports and tourist traditions in order to extend and diversify tourism and social offer. 2. The establishment of cohesive and long-term development policy and offer regarding recreation, sport, culture, tourism and the related cohesive sport, cultural and tourism infrastructure management (accompanied by social acceptance).</p>

			<p>3. Initiating activities aimed at the significant improvement of usage and technical condition of the existing infrastructure, using natural advantages and creating new, indispensable, modern recreational, tourism, sport and cultural infrastructure, including investment proposals in the overall cohesive town development policy regarding sport, tourism and culture.</p> <p>4. Improvement and unification of town aesthetics: walking paths and bike paths, parks, flowerbeds, rock gardens, etc.</p> <p>5. Creating cohesive and modern promotion concept, adequate for the prepared long-term strategy, based on local resources and traditions in cooperation with the local community.</p>
<p style="text-align: center;">Szkłarska Poręba</p>	<ul style="list-style-type: none"> • <i>The town characterized by high living standard of its residents, based on general access to technical infrastructure and on high level of services rendered by social infrastructure institutions;</i> • <i>The town is well recognized as famous, international centre for sport and tourism;</i> • <i>The town features harmonious spatial, social and economic system.</i> 	<p>General goal: Social, economic and spatial development harmonization, which increases life quality of local residents.</p> <p>Strategic goal 1: The development of tourism and recreation function.</p> <p>Strategic goal 2: Creating functions of the centre for winter and summer sports.</p> <p>Strategic goal 3: The development of town technical and social infrastructure.</p> <p>Strategic goal 4: Activities focused on cultural and artistic initiatives.</p>	<p>(out of 17 goals only these directly related to tourism are presented)</p> <ol style="list-style-type: none"> 1. The establishment of modern back-up for tourist traffic. 2. The creation of conditions supporting the development of SME for tourism function. 3. Activities focused on enhancing town attractiveness. 4. Development of winter and summer sports facilities. 5. The programme for culture support in town.

Świeradów-Zdrój	<p><i>Świeradów-Zdrój Spa Resort – the area of Neisse Euroregion sustainable development focused on tourism, featuring good infrastructure enhancing SME development. The commune is friendly for inhabitants and investors, characterized by good offer of residence and weekend tourism addressed to inhabitants of metropolises, based on tourism, thermal spa waters resources and open access to recreational areas in the town and along the country border. Safe government providing living and leisure comfort for the residents.</i></p>	<p>Priority 1: Undertake activities in order to improve road infrastructure in the commune. Priority 2: Undertake activities to improve water supply and sewage system infrastructure. Primary and secondary goals: 1. Establish conditions to take advantage of renewable energy sources (P). 2. Undertake activities to change the town communication system (P). 3. Undertake activities to improve residential construction (P). 4. Undertake activities for further development of tourist, sports and recreational base (P). 5. Promote natural and spa values of the town (S). 6. Create conditions to preserve cultural heritage objects (S). 7. Undertake activities to enhance communal activities in cross-border cooperation (S). 8. Undertake activities to improve town communication system (S). 9. Undertake activities for technical infrastructure construction and modernization facilitating economic development (S). 10. Undertake activities to minimize unemployment and its negative effects (S). 11. Undertake activities to improve natural and environmental values. 12. Undertake activities to increase public safety in the town area.</p>	<p>(out of 42 goals only these directly related to tourism are presented)</p> <ol style="list-style-type: none"> 1. Management of the former Piotrowski Garden. 2. Cinema, outdoors concert hall. 3. Cable car or cableway lift. 4. Local revitalization programme. 5. Revitalization of parks. 6. Promotion of objects as tourist attractions. 7. Increasing the number of cultural events based on cooperation with cross-border communes. 8. Active cooperation of the commune with tourist offices in The Czech Republic and in Germany. 9. Investment areas – Czerniawa. 10. Ski lifts and other facilities for practising winter sports. 11. Integrated system of tourist trails.
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Note: P – primary goal, S – secondary goal.

Source: Authors' compilation based on: *Jelenia Góra development strategy, Karpacz commune development strategy, Szklarska Poręba commune strategy for sustainable development, Świeradów-Zdrój town strategy for sustainable development*

The performed detailed analysis of local development strategy allowed for the identification of strategic planning qualities regarding four, selected for the study, tourist communes. The analysis illustrates as follows:

1. Strategic diagnosis represents an important part of strategic studies in each of the analyzed cases (it is almost 50% of the document), it refers to both current and past situations (in a historic perspective). Attention should also be paid to the fact that the diagnosis, apart from applying pure statistical data and few indications, does not take advantage of the recommended, by professional literature, diagnostic methods mentioned in point 2 of the paper.
2. Each analyzed diagnosis is finalized with a strategic situation performed using SWOT method in selected thematic areas, e.g. culture, tourism, sport, environment, infrastructure, etc. (sector oriented approach towards analysis). Unfortunately, in the course of this analysis important factors are not distinguished from less important ones, which directly confirms the thesis put forward by A. Sztando (2008, pp. 193-202) that "such strategic analysis, instead of raising the recipients' knowledge level of its results, rather offers him an information buzz (...). Therefore, it is hardly surprising that strategic plans based on falsely equalized diagnostic results concentrate to the same extent on, in fact, diametrically different qualities of a territorial system, regarding their significance for development". Even though it may be concluded that SWOT analysis, as part of strategies under discussion, does select these factors which determine a particular commune uniqueness and distinguish it at the background of others, it still cannot be referred to as the one which prompts the decisive bodies which strategic choices are realistic. We do not find the answer to the question which strategic variant is feasible in the light of SWOT analysis findings. Apart from the frequently vague phrasing like: "The discussed SWOT analysis represents the starting point and a helpful tool in the process of strategic and operational objectives construction" and facilitates "taking optimum advantage of the occurring opportunities, as well as minimizes the unfavourable influence of threats", the analysis in question does not identify relations between negative and positive, internal and external development factors and does not come useful in the particular strategy selection, at least from the possible range of options referred to by K. Oblój as normative strategies.
3. None of the analyzed communes applied, in its strategy construction, the situation development scenarios method. The future was described only by indicating certain trends at the diagnostic stage (e.g. society aging, increased interest in tourism etc.) and also by defining objectives (goals) the

accomplishment of which will be possible by means of the defined strategies implementation.

4. Strategies are mainly concentrated on the diagnosis, development factors listing and defining both general and detailed goals by constructing hierarchical priority systems as well as primary and secondary tasks. Nevertheless the method for goals formulation frequently turns out to be far from SMART principle. In some cases (e.g. Świeradów Zdrój) also operation programs were included in due documents (listing the strategy executor/s, the person responsible and the size of financial resources indispensable for its implementation as well as the sources for obtaining them). Methods and means for goals realization are definitely offered much less attention in the analyzed strategies.
5. The analysis of strategic documents does not provide clear information about the composition of teams responsible for strategy construction, therefore it seems unfounded to presume whether their structure included the leader and his/her team, experts, strategic groups, opponents and beneficiaries. Both, the covers and the introductions to strategies suggest, however, that it was experts or expert teams whose role was crucial in strategic planning. Two out of the analyzed development strategies are characterized by striking similarities (the strategy for Karpacz and Świeradów Zdrój), which refers not only to the strategy substance, but also to its editorial layout. In case of both communes, in the so called "selected variant of development" each commune set 14 goals, two priorities, four primary and eight secondary ones. The difference is also slim regarding missions presented in the strategies for both towns, as well as the suggested, as attachments, development variants which simply represent different combinations of the specified strategic and operational goals. At this point it has to be mentioned that it was the same team of experts which prepared the content of both strategies.
6. While working on their strategy the communes also aimed at the overall process socialization, which took the form of workshops and consultancies, regarding the content of particular strategy parts, with guests invited for the discussion and representing different social groups, i.e.: social opinion leaders, entrepreneurs, social organizations representatives and also the interested local residents. In case of Karpacz and Świeradów Zdrój an opinion survey was also conducted among consultancy participants (performed by means of a questionnaire). These activities may be considered as the manifestation of communes orientation and their consumer focused policy.
7. In three out of four analyzed strategies their evaluation method, called

strategy implementation monitoring, was defined and described including the specified strategy subject, goal and methods for the assessment of the strategy goals implementation level (mainly ex post evaluation by means of applying selected indicators measuring the degree of goals accomplishment – effectiveness). Additionally, an extensive freedom in the strategy formulation and its components phrasing can be observed, as well as the flexible usage of adequate terms (e.g. in some documents strategic objectives are divided into main/general and the rest, while in others they are referred to as priorities, primary and secondary goals and also “directions”, and still others use the term detailed/or directions for operational goals). Such unrestricted freedom does not facilitate the comparison of documents while the wide spectrum and diversity of the used terms introduces chaos resulting not only in a given strategy content ambiguity, but also in its implementation.

The conducted research indicates that, in spite of all, the “constructors” of analyzed strategies attempted to meet their effectiveness requirements, even though not all provisions were met. The main problem is the missing knowledge of modern development planning methods and techniques which results in their absence in the process of strategic planning and also in the mistakes made in the course of classical methods application (e.g. SWAT method). The usefulness of prepared strategies is extensively reduced as the results of neglecting to prepare the development scenarios depending on the environment conditions forecast. If communes mention any development variants in their programmes, they perform their classification according to the main objective (e.g. in the strategies for Karpacz and Świeradów Zdrój the following variants are distinguished: pro-educational, pro-innovative, pro-competitive and pro-social). Optimistic and pessimistic variants are not included. For this reason, in spite of the analyzed strategies time horizon covering the period of 2004-2015 (or even 2020), none of the studied communes predicted the development variant adequate for the situation of economic downturn.

4. Final remarks

The majority of analyzed development strategies represent the first studies of this type, prepared by communes which may explain certain imperfections present in documents and which, unfortunately, lower the effectiveness and practical possibility of strategies implementation into real life practice. Development programmes copying and therefore high similarity of due documents in different communes definitely exerts one of the most negative

impacts on their practical quality. The paper Authors are obviously aware that some similarities are unavoidable due to common problems occurring in different communes (e.g. inefficient communication system, insufficient technical infrastructure, ineffective promotional campaigns in communes, low aesthetic qualities of a location). Nevertheless it should never stop a commune from trying to search for its distinguishing values. It is worth reminding that the major motivation behind the preparation of first local development programmes was not their usefulness but rather awareness that they are an unavoidable condition in applying for aid means from different programmes (e.g. regional operational programmes, so called RPO, or "*The programme for rural areas development 2007-2013*").

Currently the process of strategies update was initiated in territorial self-government units, confirmed by the first update of Karpacz development programme and similar efforts initiated in Jelenia Góra. It means that communes have undertaken the process of introducing order in their planning system aimed at such planning higher efficiency. Better professionalism and more business oriented approach is expected in the process of programmes preparations as well as referring to a particular strategy more as the set of indications for both success and local development accomplishment, rather than just "the key" to the European Union means "treasury".

Abstract

Characteristics of local development planning from the perspective of planning documents referring to selected tourist communes

Local development planning (including the preparation of planning documents) as well as undertaking initiatives and tasks supporting local development (resulting from planning documents) play the key role in local development steering process. The objective of the hereby paper is to analyze planning documents prepared for the selected territorial self-government units (four tourism oriented communes located in Lower Silesia region) in relation to strategic planning qualities identification in particular communes and referring these qualities to the conditions of effective strategic planning (discussed in literature on public management). The conducted research results confirm that many strategic planning qualities, in the selected communes,

may be responsible for lowering its effectiveness. The ones, which are mainly responsible for counteracting effective planning, are as follow: reducing SWOT analysis to just the method for listing strengths and weaknesses of communal development potential, as well as presenting only the opportunities and threats; the absence of new management tools and techniques application, including the scenario oriented method; uncritical transfer of patterns from strategies prepared for other communes and referring to planning documents more as the condition for obtaining external financing sources rather than an actual programme facilitating the accomplishment of developmental goals. In spite of the above, the improvement of planning process has been observed in communes, which in consequence should result in higher level of local development programmes practical usefulness.

Keywords: *local development, strategic planning of local development, new public management, tourist commune*

Streszczenie

Cechy planowania rozwoju lokalnego w świetle dokumentów planistycznych wybranych gmin turystycznych

Kluczową rolę w procesie sterowania rozwojem lokalnym odgrywa planowanie rozwoju lokalnego (w tym formułowanie dokumentów planistycznych) i podejmowanie (wynikających z dokumentów planistycznych) inicjatyw i zadań wspierających rozwój lokalny. Celem prezentowanego artykułu jest o analiza dokumentów planistycznych wybranych jednostek samorządu terytorialnego (czterech dolnośląskich gmin turystycznych) pod kątem identyfikacji cech planowania strategicznego w gminach, i odniesienie tych cech do warunków skutecznego planowania strategicznego (opisanych w literaturze z zakresu zarządzania publicznego). Wyniki badań dowodzą, iż wiele cech planowania strategicznego w wybranych gminach może obniżać jego skuteczność. Nie sprzyjają skuteczności planowania głównie: ograniczenie analizy SWOT do metody wyliczającej mocne i słabe strony potencjału rozwojowego gminy oraz szanse i zagrożenia; niestosowanie nowych narzędzi i technik zarządzania, w tym metody scenariuszowej; bezkrytyczne przenoszenie wzorców ze strategii innych gmin, oraz traktowanie dokumentów planistycznych raczej jako warunku pozyskania

zewnętrznych źródeł finansowania niż rzeczywistego programu ułatwiającego osiągnięcie celów rozwojowych. Pomimo tego, w gminach obserwuje się doskonalenie procesu planowania, co w konsekwencji powinno przyczynić się do wzrostu stopnia użyteczności programów rozwoju lokalnego.

Słowa

kluczowe: rozwój lokalny, planowanie strategiczne rozwoju lokalnego, nowe zarządzanie publiczne, gmina turystyczna

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