

PRACE GEOGRAFICZNE, zeszyt 111

Instytut Geografii i Gospodarki Przestrzennej UJ  
Kraków 2003

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## **OPPORTUNITIES FOR CO-OPERATION OF LOCAL GOVERNMENTS FOR THE DEVELOPMENT OF TOURISM IN POLAND**

*Abstract:* For a few years municipal governments in Poland have been establishing co-operation with representatives of local tourism branches and their associations, the local governments of other municipalities and the authorities of districts and voivodeships in order to develop local and regional tourist economies. This co-operation takes place through partnerships between municipalities and associations of municipalities, local and regional tourist organisations within the ambit of Euroregion activities, associations of cities and partner municipalities, co-operation between the public and the private sector, e.g. public private partnerships, agreements between municipalities, civil law agreements and foundations.

*Key words:* tourism, local government, local tourism policy, inter-municipal unions

### **1. Co-operation as a basis for tourism development**

At present tourism is perceived as one of the most important factors determining social and economic development, not only locally, but also nationally. Stimulation of this sector of the economy is perceived as an opportunity for economic revitalisation, development of local businesses or a solution to the problem of unemployment. However, if tourism is to develop properly and yield large social and economic benefits, it is essential that many entities and institutions are involved.

Opportunities for tourism development depend on both the tourist resources of a municipality and on the extent by the interest of the local authorities and residents of particular municipalities in its development. In order to boost the local tourism economy, local authorities must take up suitable stimulatory activities adapted to and depending on the character of the particular municipality as well as of tourist attractiveness of the specific locality – especially as regards their natural environment, the level of development of the existing tourist infrastructure, the investment attractiveness, etc.

The special role of local government in the tourist activation of municipalities stems not only from the nature of local government as such – the real host of the locality, whose mission is to stimulate social and economic development aimed at satisfying the needs of residents, but also from the legal obligations of the municipality, which cover issues connected with the social and technical infrastructure, physical planning and development, environmental protection and public safety.

Activities of local authorities aiming to develop tourism in their municipalities comprise:

- modifying bylaws to the needs of tourism development,
- creating a local tourist product,
- creating local organisational structures for the development of tourism in a municipality,
- promoting ideas for tourism development in the municipality among residents and fostering a correct attitude among the local people towards tourists,
- creating a favourable climate for the inflow of tourism investments,
- tourist promotion of the municipality,
- stimulation of the development of a tourist infrastructure in the municipality,
- development of a social and technical (municipal) infrastructure.

Often, individual municipalities do not have sufficient finances to engage with the abovementioned tasks. On the other hand, the tourist offer presented by a municipality must meet the ever growing expectations of tourists – e.g. with respect to the quality of services, tourist attractions, communications, accommodation and catering. The creation of an effective tourist product and the development of tourism in a town, municipality or region depends on the creation of a structured and properly functioning system of tourist organisations at local and regional level (Rapacz 1999). It is necessary to establish organisational structures that can act as a co-ordinator for the activities of particular operators in the tourist sector. In municipalities where this kind of attitude is absent and where no concrete action on the part of local authorities is taken, the development of tourism is practically impossible.

Organisation of tourism at local level can be formed on two levels:

- horizontal, involving the co-operation of business operators in the tourist sector, in a particular town (municipality, district, region) with the bodies of a territorial government and other organisations or individuals interested in the development of tourism,
- vertical, consisting in the integration and co-operation of entrepreneurs acting in the tourism field (e.g. in the form of organising efficient local oversight), as well as local governments creating e.g. associations whose scope of activities covers districts, regions or the whole country.

Currently, the establishment of co-operation of certain municipal authorities with the representatives of the local tourism branch, their associations and local government authorities of other municipalities, as well as district and voivodeship government, can be observed in Poland. Co-operation between a number of municipalities offers opportunities for a more effective use of fairly limited finances and for a more effective fulfilment of tasks, especially when they extend beyond the area of one municipality. Involvement of tourism entrepreneurs in this co-operation makes it possible to create an organisation characterised by high effectiveness in tourism development, taking into

account tourists' needs, the expectations of the entrepreneurs and residents, on whose behalf the local government bodies act (Rapacz 1999).

## 2. Forms and scope of co-operation between local governments aimed at tourism development.

Co-operation in tourism development can take place both in the form of informal agreements between municipalities, and in the form of institutions, such as inter-municipal unions, local and regional tourist organisations. Tourism also appears as one of the objectives for the co-operation in Euroregions and also forming part of twinning programmes and partnerships of towns and municipalities. Co-operation between the public and private tourism development sectors may take the form of public private partnerships, various types of agreements between municipalities, civil law agreements and foundations (Tab.1).

Tab. 1. Forms of local government co-operation in the area of tourism economy

Forms of co-operation	Organisational and legal forms	Scope of influence	Scope of activities
Inter-municipal tourist associations	inter-municipal unions, associations	local, regional, national, international	creation of legal and financial conditions for tourism development in the area of associated municipalities
Euroregions	cross-border co-operation agreements between local government authorities or associations	international	preparation of development projects for selected sections of the tourism sector and obtaining financial sources from EU funds
Partnerships and twinings	agreements concerning co-operation between cities and towns	international	tourism practiced during co-operation (e.g. mutualexchanges)
Local and regional tourist organisations	associations, commercial companies	local, regional	connecting the structures of a local government with an efficient local oversight of the tourism branch
Local and regional development foundations and agencies	Act on Foundations, commercial companies	local, regional, national	supporting various forms of tourism activities
Public-private partnership	civil law agreement	local, regional	tourism investments
Other forms of co-operation	agreement between municipalities, civil law agreements	local, regional	wide range of activities

Source: own data

## 2.1. Inter-municipal unions

Inter-municipal unions are examples of an exceptionally well developed form of co-operation between local governments. These organisations are established *inter alia* in order to (Kornak, Rapacz 2001):

- create conditions for tourism development by associated municipalities through taking into consideration their specific character in the municipality development plans,
- integrate municipalities through creating unified conditions for operating in tourism, recreation, sport, leisure, treatment at health resorts and environmental protection,
- create and implement tourism and health resort treatment development programmes consistent with the general priorities of development,
- enrich the cultural attractions of towns and municipalities, which constitutes an important element of the local (regional) tourism product,
- develop a system of presenting tourist attractions and the promotion of tourism in a town or a municipality and an efficient system of information and booking of services in tourism at municipality, district or region level,
- engage in activities aimed at the development of tourism and para-tourist infrastructure,
- organise a system for monitoring tourism and for the registration of tourism facilities as an essential element of working out programmes (strategies) for tourism development at municipalities or regions level,
- co-operate with other municipalities, unions, central administration bodies and institutions specialising in the development and promotion of tourism.

Legal bases for the creation of inter-municipal unions have been laid down in the Act on Municipal and Commune Self-Government of 8 March 1990 and subsequent amendments<sup>1</sup>. Municipalities, in accordance with the regulations of this Act can participate in inter-municipal unions (commune unions) and associations of municipalities<sup>2</sup>. Both inter-municipal unions and associations of municipalities at the moment of their registration receive the status of a legal entity, which allows them to represent the involved municipalities outside – e.g. while applying for budgetary support and establishing co-operation with other inter-municipal unions.

In the co-operation between municipalities aiming at the development of tourism both organisational and legal forms are used. However, inter-municipal unions are created especially by municipalities located in the same area (geographical or cultural). In the case of associations of municipalities various ways of co-operation can be seen: based not

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1 Journal of Laws No 13, item 74

2 Inter-municipal unions can be established in order to carry out public tasks together and its responsibilities are to be designed within the scope determined in Article 7 Paragraph 1 of the Act on Municipal and Commune Self-Government. Associations of municipalities are created in order to support the idea of territorial government and to defend common interest. The difference between an inter-municipal union and an association of municipalities consists in the fact that the latter are not summoned to carry out the function of public administration, especially they cannot create authority powers. Neither are they a corporation of public law, however, they can be used to implement the principle of co-operation between the units of local government in forms laid down in the statute and in the Act on Associations (Leoński 2001).

only on the regional criterion (e.g. The Union of the Jura Region Municipalities (*Związek Gmin Jurajskich*), The Association of the Babia Góra Region Municipalities (*Stowarzyszenie Gmin Babiogórskich*)), but also the shared features criterion (e.g. Association of Spa Municipalities of the Republic of Poland (*Stowarzyszenie Gmin Uzdrawiskowych RP*), Association of Municipalities “Polish Gothic Castles (*Stowarzyszenie Gmin “Polskie Zamki Gotyckie”*)).

Currently there are 49 associations registered as inter-municipal unions in Poland, their statutory objectives being tourism development. They comprise more than 330 municipalities. This form of co-operation has been developing among Polish local governments since the early 1990s. The first tourist inter-municipal unions were established as early as 1991 (The Union of Brzozów Municipalities (*Związek Gmin Brzozowskich*), The Inter-Municipal Union of Jastarnia-Władysławowo Municipalities (*Komunalny Związek Gmin Jastarnia-Władysławowo*), The Tourist Union of the Świętokrzyski Region Municipalities (*Turystyczny Związek Gmin Świętokrzyskich*), The Union of Krajna Municipalities (*Związek Gmin Krajna*), The Union of The Wolin Island Municipalities (*Związek Gmin Wyspy Wolin*). A fairly large number of municipalities associations were established between 1996-1998 (17 new associations) and new associations are constantly being set up (only 2000 saw the registration of 10 new inter-municipal unions operating in the tourism branch).

It happens very rarely that a union deals with tourism exclusively. Both in the case of associations of municipalities and inter-municipal unions, municipalities laid down a wide range of activities for this type of entity. Apart from tourism, their tasks comprise environmental protection, the development of the social and technical infrastructure or other issues connected with economic development.

The following are the inter-municipal unions operating primarily in tourism:

- the Inter-Municipal Union “The Tourist Six Consortium” (*Konsorcjum Turystyczna Szóstka*) – established in 1992 by six municipalities from the western part of Kotlina Kłodzka: Duszniki Zdrój, Kudowa Zdrój, Lewin Kłodzki, Polanica Zdrój, Radków and Szczytna,
- the Association of the Jura Region Municipalities (*Związek Gmin Jurajskich*), consisting of municipalities from the Kraków–Częstochowa Highland (*Wyżyna Krakowsko-Częstochowska*), established in 1991 by 15 municipalities as a voluntary association set up with the objective to develop, present and make use of the natural richness and beauty of nature, landscape and culture of the Kraków–Częstochowa Highland and to advance the integration as well as the economic and cultural development of the participating municipalities,
- the Union of the Warmia–Mazury Region Municipalities registered as an inter-municipal union in 1992; at present it consists of more than 50 municipalities from the Warmińsko-Mazurskie voivodeship.

The overall objective of the established unions is to carry out common public activities in the area of (Pawlusiński 2002):

- promotion and development of tourism in municipalities, by means of various publications and advertising materials, promotional campaigns in the media and participation in national and international tourism fairs,

- improvement of the condition of the environment,
- publication of informational and promotional materials, presenting the richness of the tourist attraction and recreational facilities for tourists,
- training and professional courses in tourism activities at schools,
- conducting research and expert reports on tourism development,
- collection and processing data necessary to manage tourism development,
- development of tourism in rural areas, especially agro-tourism,
- organisation of tourist, cultural, sport and recreational events,
- help in establishing contacts with national and foreign partners considering investing in tourism in the region,
- design and popularisation of buildings harmonised with the local landscape,
- pursuit of cultural and economic integration of municipalities,
- co-operation and exchange of experience on the part played by local government,
- consulting development plans of municipalities.

Unions have also established co-operation with other entities acting for the development of tourism in their regions, e.g. with the administrative bodies of National and Landscape Parks (e.g. the Ojców National Park, the Stołowe Mountains National Park) and Agricultural Advisory Centres, mainly in order to develop tourism in rural areas (e.g. agro-tourism) in the areas of member municipalities.

The Association of Municipalities “Polish Gothic Castles” (*Stowarzyszenie Gmin “Polskie Zamki Gotyckie”*) is an interesting example of co-operation between municipalities. It was established by the following eleven municipalities from North-East Poland: Brodnica, Bytów, Kętrzyn, Kwidzyn, Lidzbark Warmiński, Malbork, Nidzica, Olsztyn, Ostróda, Ryn and Szum. Its main objectives comprise:

- co-operation between municipalities in which Gothic castles are situated in order to promote Medieval architectural monuments,
- mapping out a tourist route covering all the Gothic castles,
- promotion of the group of Gothic castles and other Polish buildings as high quality tourist attractions,
- collecting and presenting tourist information about the municipalities which are members of the association,
- establishing co-operation with national and foreign tourist agencies and disseminators of tourist information,
- stimulation and use of local initiatives in the area of tourism and the aspects of life connected with tourism,
- increasing tourist flow in the member municipalities.

National institutions are also interested in tourism. They include the Association of Spa Municipalities of the Republic of Poland (*Stowarzyszenie Gmin Uzdrawiskowych RP*) which is an organisation in which more than 30 spa municipalities from all over Poland participate, the Association of Polish Cities (*Związek Miast Polskich*) within whose structure the Tourism Commission operates, and the Association of Rural Municipalities of the Republic of Poland (*Stowarzyszenie Gmin Wiejskich RP*). These entities can contribute

to the development of tourism not only at local level, but by means of lobbying they can also influence central government activities as far as establishing conditions for the development of local and regional tourism economy are concerned.

The issue of tourism development is also raised in many macro regional unions co-operating for the social and economic development of their regions. The following entities are examples of this type of organisation: The Association of Municipalities and Districts of Małopolska (*Stowarzyszenie Gmin i Powiatów Małopolski*), The Association of Municipalities and Districts of Wielkopolska (*Stowarzyszenie Gmin i Powiatów Wielkopolski*) and The Association of Municipalities of the Lublin Region (*Stowarzyszenie Gmin Lubelszczyzny*).

The co-operation between municipalities has produced effects in many cases, both in adapting areas of the municipality to the demands of tourism and in the intensification of tourist flow. However, it should be emphasised that the institutions created so far are merely subservient to the municipalities. The sheer fact of belonging to a union does not guarantee the development of tourism in the area of the municipality. Even the most effective union (as an entity) is not able to activate tourism if its actions are met with passivity or resistance on the part of the local communities.

## 2.2. Local and Regional Tourist Organisations

A new form of co-operation of local governments in tourism development are Local and Regional Tourist Organisations. The idea behind their creation is connected with a change in the structure of management in the Polish tourism sector and with the establishing of the Polish Tourist Organisation.

Local Tourist Organisations offer a forum for the co-operation of territorial governments (municipality and district governments), representatives of local tourism branches and any other persons and institutions interested in tourism development. They are especially created in areas attractive to tourists (at the level of a municipality or district), and their regional partners are Regional Tourist Organisations established at the level of voivodeships. Interested municipal governments can co-operate within the two organisations.

The main tasks of Local Tourist Organisations are (Wójcik, Gołkowski 2001):

- integration of the local community, mainly the units of the territorial government and the tourist branch;
- creation and development of a tourist product using local tourist attractions;
- promotion of local tourist products and attractions;
- collection and updating of information on tourist attractions and products, maintaining and running local tourist information points.

So far only a dozen or so Local Tourist Organisations have been established in Poland (among others in Augustów, Gdańsk, Hawa, Kołobrzeg, Kraków, Krynica, Suwałki, Tarnowskie Góry and Wałbrzych). However, many of the currently functioning inter-municipal unions are turning into Local Tourist Organisations. This concerns especially those unions whose activities primarily focus on the development of tourism. Establishing such an organisation brings many benefits, e.g.:

- it makes it possible to bring within one forum people interested in tourism development (the status of such an organisation cannot contain other objectives than these connected with tourism, which ensures the clarity of its activity profile),
- it creates an opportunity for participation in a national (through RTOs) and international system of promotion, through the Polish Tourist Organisation. Local Tourist Organisations can e.g. promote their regions during Regional Tourist Organisations' Fairs, which reduces the costs of participating,
- Local Tourist Organisations registered as associations can apply for European Union subsidies,
- co-financing of the organisation by the territorial government and the local tourist branch gives bigger opportunities to spend these funds effectively.

According to Wójcik and Gołkowski (2001) the process of creating the new structures (Local Tourist Organisations) should be completed within the next seven years.

### 2.3. Euroregions<sup>3</sup>

Among other forms of co-operation between local governments special attention should be devoted to Euroregions. These are institutions of co-operation of two or more units representing regions of at least two states. Each of them is established on the basis of the domestic law of its country. Euroregions can be formed by local government corporations (i.e. single governments or inter-municipal unions) or local authorities. They conclude agreements concerning cross-border co-operation. The idea of Euroregions constitutes an essential element of the process of the European integration.

Euroregions are created on the basis of the following the European Acts ratified by Poland: the European Outline Convention on Transfrontier Co-operation (Madrid Charter), the European Charter of Territorial Self-Government and the European Convention on Frontier and Transfrontier Regions.

In Poland there are two organisational and legal models of Euroregional structures functioning: the so-called local government model – in which the Euroregion is made up of inter-municipal unions which are registered as associations, and the so-called administrative and local government model, where inter-regional unions with the participation of local authorities, voivodeship and central governments are established.

At present there are almost 950 Polish municipalities<sup>4</sup> operating in the border areas of Poland that participate in 14 Euroregional structures. Their scope of activities is fairly broad, including tourism-oriented tasks. Many of the developmental projects of the local tourism sector commissioned by Euroregions receive considerable financial support in the form of non-repayable EU grants (*inter alia* by the INTERREG II

<sup>3</sup> More information on the functioning of Euroregions can be found in : *Euroregions in the New Division of Poland (Euroregiony w nowym podziale terytorialnym Polski)*, 1999, Central Statistical Office, Warszawa-Wrocław; Żurawski K. (red.), 1998, *Panorama of Euroregions (Panorama euroregionów)*, Statistical Office, Jelenia Góra.

<sup>4</sup> Proclamation of the Minister of Internal Affairs and Administration on the list of the territorial government units which became members of international associations of local and regional communities (Journal of Laws No 35, item 569).



and PHARE CROSSBORDER programmes) that can amount up to 75% of their cost. They concern, among others:

- the development of tourist and para-tourist infrastructure (creating tourist routes, information points, border crossings and waste-water treatment plants);
- tourism promotion (financing participation in fairs and the publication of promotional materials);
- information and distribution of tourist services (support for the establishment of integrated systems of information and distribution);
- drawing up plans for the development of tourism and local tourist products;
- organisation of cultural, leisure and sport events, etc.

#### **2.4. Partnership and twinning of towns and municipalities**

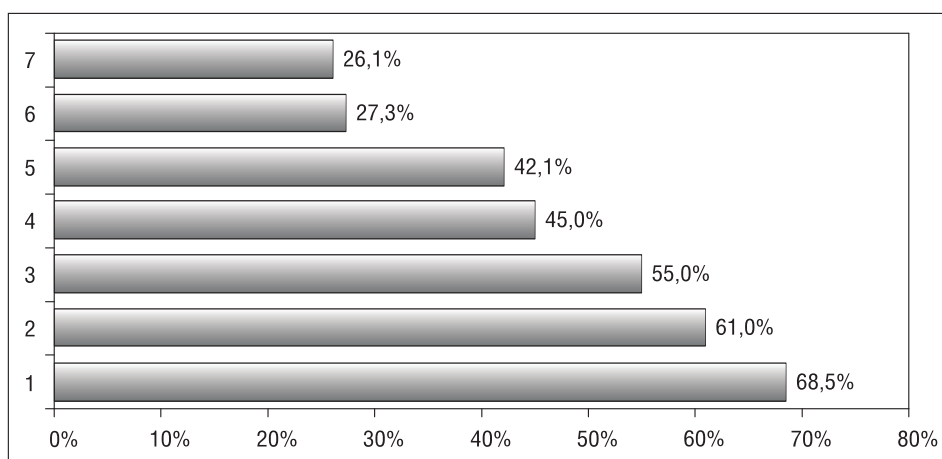
The idea of establishing direct and permanent relations between towns and municipalities originated in Europe shortly after the end of World War II (Porawski 1998). The first international communities of towns and cities were supposed to be an attempt to respond to the need to overcome mutual prejudices and the ignorance of societies in various countries. Currently over 10 thousand municipalities within the European Union are involved in this form of co-operation (Furmankiewicz 2001).

In Poland the co-operation between partner and twin towns and municipalities has been developing since the beginning of the 1950s. At the beginning it was rather limited, both geographically (the only contacts advocated were those within the Communist block), and in the respect of co-operation. It has only been since the early 1990s that a considerable growth in its dynamic can be observed, which probably results from the political transformation. Municipalities have gained much autonomy. It allows an unconstrained selection of partners for co-operation for them.

According to the survey of the Association of Polish Cities (1998), the authorities' involvement in the establishment of relations with foreign municipalities is fairly high. For example, out of 340 municipalities subject to research up to 1994, over 50% had established relations with foreign partners. In the majority of cases the relations were formal, i.e. accomplished on the basis of a concluded agreement.

The extent of twinning and partnership co-operation between municipalities is fairly wide (Fig. 1). It can involve education, culture and sport as well as the transfer of experience and innovations in the field of municipal management (Furmankiewicz 2001). One should not forget about the great importance of promotional activities in this kind of co-operation. Exchanges of cultural groups, school youth and entrepreneurs offer opportunities for the promotion of a town (rural municipality) in other parts of Europe (the World), which can result in the growing popularity of journeys between residents of co-operating municipalities of typically tourist character.

Partnership co-operation can result not only in a tourist exchange of residents. When looking for a foreign partner, many municipalities attempt to find partners with similar cultural and environmental characteristics, economic functions or size and wealth. Polish tourist municipalities are trying to establish co-operation with their foreign counterparts. Thanks to these relations they have the possibility to imitate



1 – culture, 2 – youth exchange, 3 – sport, tourism, recreation, 4 – functioning of the local government administration, 5 – education, 6 – municipal management, 7 – environmental protection.

Fig. 1. Tasks most often undertaken by Polish municipalities in international co-operation (answers in %)

Source: Kręć A., 1998

solutions and discuss problems of a similar character, etc. the Ogrodzieniec municipality from the Kraków-Częstochowa Highland (*Wyżyna Krakowsko-Częstochowska*), that established contacts with, among others, Spiski Podhrad, is an example of such co-operation. The two towns have been linked by a historic element – the ruins of Medieval castles, in both cases being the basic tourist attraction of the municipalities.

This form of co-operation also provides municipalities with an opportunity to apply for external funds within the Twin Municipalities programme, financed by the EU. The aim of the programme is to support the exchange of people and ideas in specific projects, organised in partnerships with the foreign municipality. Towns, cities and municipalities located at a distance of more than 250 km apart can participate in the programme. Grants amounting to 15 thousand euro allow 75% of the costs of a non-profit enterprise to be covered. The remainder must be assigned by municipalities from their own resources.

## 2.5. Foundations and agencies for local and regional development

Institutions and organisations for local development, including tourism development, form an important group of entities acting for local development. These are: agencies and foundations for local development, agencies and foundations for local initiatives, as well as incubators and enterprise clubs. They function according to the principle of market competition and are set up to resolve particular problems at local

and regional level. In many cases they have been established by territorial governments of different levels (Kudłacz 1999).

The advantage of this type of structure is that it reduces the influence of political factors on the developmental policy. The role played by local government bodies and the directions of their activities will always be subject to changes in elected individuals, which manifests in tendencies to subordinate their actions to political priorities. Therefore transferring the management of the currently implemented developmental strategy to a specialized organisation ensures its accomplishment (Kudłacz 1999).

The basic functions of the agencies include (Margol, Konieczny 2002):

- creation of economic development through preparing and implementing restructuring programmes for the whole local economic setup and individual entities,
- fighting unemployment, supporting employment,
- harmonisation of social and economic development, production and the environment,
- acting for social integration, communication, harmony and partner co-operation of communities for local development,

Actions taken by agencies and aimed at economic development, also through tourism, include:

- support for small and medium enterprises through help in creating and supporting social and technical, informational as well as advisory infrastructures,
- capital support for market entities (guarantee funds, financial guarantees, capital shares),
- organisation of consulting services in law, accounting and marketing,
- creation of databases and the bringing together of business entities,
- monitoring economic processes,
- promotion of investment offers, the attractive features of the area, regional products and services,

The scope of responsibilities of many of the developmental agencies and foundations operating in Poland is closely linked to the development of tourism. As an example one can name the Kraków Agency for Tourism Development (*Krakowska Agencja Rozwoju Turystyki*), functioning until recently, established as a joint stock company of the Municipality of Kraków, the Kraków Region Development Agency (*Agencja Rozwoju Regionu Krakowskiego*), the Polish Agency for Tourism Development (*Polska Agencja Rozwoju Turystyki*), the Kraków Chamber of Tourism (*Krakowska Izba Turystyki*) and other economic organisations. The main objectives of the agency included (Napiórkowska-Głuza, Szumlicz 1999):

- designing a tourist logo for the city,
- creation of local tourist products (designing theme routes and forms of their commercialisation, initiating marketing research, the transfer of know-how, improving the professional skills of tourist staff),
- designing an outline for tourist promotion and its management,
- creation and management of a tourist informational network.

One of the most important accomplishments of KART was the designing of the Wooden Architecture Route in Małopolska, which has become one of the flagship products of the Małopolskie and Podkarpackie voivodeships.

## 2.6. Public Private Partnership

Public Private Partnership is understood as a formal linking of a public and a private entity as a result of which, tasks that are traditionally or legally assigned to the public sectors are carried out by private means. The parties to the agreement (municipal government and a private entrepreneur) pay a certain contribution and they expect certain profit levels. For the public entity such profits are: an increase in the number of jobs, a rise in budgetary income, the improvement of the residents' living conditions. The idea of Public Private Partnership (PPP) mirrors the way the public authorities act – they are ready to undertake intellectual and organisational effort in order to accomplish projects that would bring about the development of the public sphere – together with private entities and with the acceptance of the commercial objectives of the latter.

The basic feature of the PPP contract is that it is carried out according to a long term notary and civil law agreement concluded between a public and private entity. Both parties to the agreement negotiate their rights and obligations freely, within the binding legislation. Another inalienable characteristic of PPP, that makes the Partnership differ particularly from other forms of co-operation between these sectors, is risk sharing. It is only possible by way of a free design of the agreement between the two parties – in the Partnership the local government is totally free from the investment expenditures and financial risks connected with them.

One of the biggest investments planned, in Warsaw, carried out in compliance with the Public Private Partnership principles, is the “Bielany Europark”. According to the plans and the offer presented, a recreational and sports complex with commercial facilities and a hotel will be constructed by the end of 2003 in the area of the Warsaw municipality adjacent to the Bielański Forest (*Las Bielański*). Recreation will be the main function of the complex. The municipality's non-financial contribution in the partnership will be land, whereas the private investor will bring in cash as well as the design and the financing of the investment. The municipality's involvement, because of its minority character, gives it the role of a passive partner.

This sphere of activity is accompanied with considerable risk. Therefore the transfer of this risk onto private capital is advantageous from the point of view of the municipality. A private investor, investing his own money, is able to assess and bear the risk and thus the responsibility. It also gives the investor a better preparation for the future maintenance of the complex and the management of finances. The local government is neither established nor prepared to carry out business activities. These matters are left to the partner that, being financially involved, will be oriented towards the effects of its work.

Public Private Partnership can be expected to become an effective tool for stimulating investments in tourism, which are necessary for the growth of their tourist attractiveness, competitiveness and the attraction of tourist flow. If governments of tourist municipalities want to secure the residents' interest, they should make the undertaking of business activities based on the PPP principle as available as is possible.

### 3. Summary

At present, in the light of the legislation binding in Poland, there are many possibilities for local governments to act for the development of tourism in municipalities. However, the matter of will and of the possibility of taking such decisions by the governments constitutes a major problem. Ignorance and the lack of qualified administrative staff, or even resistance to the idea of tourism development often create obstacles for the development of the local tourist market. Another serious barrier is the lack of awareness among the residents concerning the material benefits coming from tourist activity as well as ways of making profits. The inhabitants of some places are still disinclined to offer accommodation for tourists in their own houses.

Nowadays, in the era of economic transformation, tourism has become the only chance for many municipalities to stimulate local business activity and to improve the residents' living conditions. The key role of the municipal administration acting in the social interest is creating developmental conditions for this field through the introduction of organisational and legal simplifications for entrepreneurs and obtaining social acceptance and consent, with the residents' full participation. Summoning a specialist to operate within the local government structure – the local tourism manager – who would be responsible for the management of the local tourism and especially for outlining its strategic objectives and the promotion of the local tourist product can lead to the creation of conditions for proper tourist and recreational activities in municipalities.

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## Możliwości współpracy samorządów lokalnych na rzecz rozwoju turystyki w Polsce

### Streszczenie

Turystyka postrzegana jest obecnie jako jeden z najistotniejszych czynników warunkujących rozwój społeczno-gospodarczy nie tylko w skali lokalnej, ale także w skali ogólnokrajowej. W aktywizacji tego sektora gospodarki upatruje się szans na ożywienie gospodarcze podupadających regionów, wzrost lokalnej przedsiębiorczości, czy rozwiązanie problemów bezrobocia. Jednakże, aby turystyka rozwijała się we właściwy sposób i przynosiła szerokie korzyści społeczno-gospodarcze potrzebne jest pełne zaangażowanie wielu podmiotów i instytucji. W procesie tym powinien uczestniczyć także samorząd, który jako faktyczny gospodarz terenu ma najlepsze rozeznanie w lokalnych uwarunkowaniach i dość szerokie możliwości oddziaływania na lokalną sferę gospodarczą.

Wśród różnorodnych działań samorządów lokalnych podejmowanych na rzecz rozwoju turystyki szczególne miejsce zajmuje współdziałanie na szczeblu ponadgminnym. Samorządy stosunkowo szybko zdały sobie sprawę, że wielu zasadniczych problemów stojących na drodze rozwoju turystycznego swoich gmin nie są w stanie realizować samodzielnie. Stąd też już na początku lat 90. pojawiły się pierwsze instytucjonalne formy współpracy samorządów lokalnych w sferze turystyki.

Obecnie realizacja współpracy na rzecz rozwoju turystyki odbywa się zarówno w postaci nieformalnych porozumień międzygminnych, jak i przybiera zinstytucjonalizowane formy: związków gminnych, lokalnych i regionalnych organizacji turystycznych. Turystyka pojawia się także jako jedno z zadań współpracy euroregionalnej oraz w ramach działalności związków bliźniaczych i partnerskich miast i gmin. Współpraca sektora państwowego i prywatnego na rzecz rozwoju turystyki może

przyjmować formę partnerstwa publiczno-prywatnego, różnego rodzaju porozumień komunalnych, umów cywilno-prawnych oraz fundacji. Ważną rolę w tym procesie odgrywają także lokalne i regionalne organizacje działające na rzecz rozwoju społeczno-gospodarczego.

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*Translated by LETTERMAN Ltd Translators and Interpreters*

