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Institutional Development Plan

of Kędzierzyn-Koźle (Action Plan)

(summary)

*“Everything will then be a little easier for people and they will be more open to themselves.* ***Better cooperation between the citizen and those in power, more of a man in those in power and equalisation of living standards.”***

*[Answer no 388 of the survey]*

**Kędzierzyn-Koźle, October 2020**

1. A few words about the local government

**Kędzierzyn-Koźle is a local government community operating on the basis of the Act of 8 March 1990 on municipal local government** (Dz. U. 2020 item 713). The basic unit that provides administrative support for the activities of the President of Kędzierzyn-Koźle, who manages the functioning of the municipality, is the Kędzierzyn-Koźle City Hall. Moreover, the provision of public services to the inhabitants is carried out by a number of municipal organisational units, municipal institutions of culture, sports, social affairs and municipal companies. In the city there are also district organisational units which carry out public tasks of the Kędzierzyn-Koźle district. The city is headed by a woman, Sabina Nowosielska, since 2014.

1. Institutional development deficits and barriers

The diagnosis in the scope of functioning of the local administration showed deficits and barriers of the city's institutional development, which are related to local development problems.

**1. An approach to designing the strategic development of the city that is too selective and at the same time dispersed (not vision-based enough).**

Despite the developed process of strategic planning**, important issues such as social activity or depopulation of the city were treated in a superficial (too shallow) manner**. These issues have been noted in the strategic plans, but they have not been given the attention they deserve. The idea for city development was too scattered, too little strategic, too unrealistic, in relation to the needs and challenges of the city.

The **issue of communicating development challenges and goals to the local community** is also important. Although development plans were created with the participation of stakeholders, they were characterised by “good” quality, i.e. they were built in a logical way, based on worked out schemes – **were not quite able to arouse emotions among the inhabitants. The inhabitants did not fully identify with the chosen direction of the city's development.** This may indicate that the city's development plans could be more ambitious, better, created with even greater participation of the local community, more courageous and visionary. The residents' opinions indicate that the vision of the city's development is elite, not egalitarian. Moreover, the city's development plans are not very clear to the inhabitants.

**The problem of “legibility” of strategic intentions is also related to the large dispersion of strategic documents.** It appears that too many plans and strategies do not facilitate strategic management. The image of the city, its change, the aspirations of the city - dilute into many documents that are of varying importance and rank.

In addition, there is a deficit of actions, mechanisms or systems that would improve the process of systematic data collection (quantitative and qualitative) and the analysis of trends in key areas for strategic decision making.

**2. Insufficient scope and manner of monitoring of strategic city management.**

**The city sees the deficits in strategic management monitoring**. They essentially concern the way in which the progress of the strategy is measured. Based on, inter alia, the results of the city's self-assessment (OECD workshops), it can be concluded that the indicators of the strategy implementation are not quantified (they do not give the level of achievement of the target state). Such a deficit may have a significant impact on the level and quality of public debate on the city's development problems.

**The link between the city's strategic development plans and financial possibilities is also insufficient.** Despite extensive experience in public finance planning (confirmed by numerous awards), it can be observed that in **the dimension of strategic management, the diagnosis of the city's financing potentials is insufficient -** focusing mainly onEU support, and less on the search for potentials to increase the municipality's own income.

**3. Insufficient technological support and reporting standardisation.**

In Kędzierzyn-Koźle, there is insufficient **technological support and standardisation of reporting**.Reporting is carried out, which is worth emphasizing, at a high level, but the lack of e.g. databases – common for different departments and cloud-based (e.g. monitoring indicators) – translates into a large scope of work to be devoted to the tasks. Insufficient technological support is also indicated by the lack of dedicated software for collecting and analysing historical data and trend analysis. Own project management is carried out without the support of specialised software and is based primarily on the use of Excel type tools.

**4. Excessive labour and duties of officials of a local government unit.**

**Deficiencies in the city's functioning in the context of internal cooperation include high workload and a lot of duties**, which may suggest that the scope of duties is too extensive, the number of staff is not adequate in relation to the number of tasks performed, or there are some deficits in terms of personnel potential management. **The problems indicated may result, among other things, from poor technological support for internal communication and cooperation processes.** **Too many tasks do not favour conceptual work which may be a significant competitive advantage – also in the context of strengthening strategic management processes, cooperation with financial management departments or communication with the city's inhabitants.** Examples can be found, i.a., in educational and upbringing institutions where, apart from the basic tasks, each of them deals separately with personnel, IT and tenders (which requires specialist knowledge and increases operating costs).

The problem of excessive workload and responsibilities of officials is shown by the results of the city's self-assessment. On their basis, it can be concluded that in Kędzierzyn-Koźle, local government employees are faced with a heavy workload, a large number of procedures, a shortage of time to learn and improve their competences.

**5. Human resources deficit in the scope of fulfilling the functions of local community leaders.**

The strong point of the city is the experience already gathered, processes practised, human resources responsible for implementing participatory solutions. The city, however, needs **more universality in terms of social and civic participation**. The problem is, in principle, complex – i.e. the **driving force for solving the problem lies not only in the deficits of municipal institutions, but also in the lack of a link/support between the city and its inhabitants**. Social leaders point to **a deficit of trust**, but also a **deficit of local community leaders** – in particular activity organisers and integrators of local initiatives. **The problem of local activity also has a territorial dimension within the city.** There are housing estates characterised by higher and lower social capital, as shown by data on local initiatives, project proposals for the participatory budget or the activities of non-governmental organisations.

**6. Deficits in terms of systemic knowledge sharing, also in the context of threats resulting from the demographic situation in the institutional sphere – which may affect the quality of services provided.**

**The deficits include issues of proper communication at the level of individual departments/cells.** In the process of delegating tasks, communicating and providing information, there is a lack of standardisation and best practices, e.g. writing down findings (also from working meetings) in the form of short notes and passing them on to the departments concerned. Disputable accuracy of the findings/tasks may also result from deficits related to the comprehensiveness of knowledge (e.g. in multidisciplinary teams).

**There is no internal training in the city, i.e. conducted by the city's employees, who have more experience and are already experts in their field**. There is a lack of 'interdisciplinary' training, i.e. training that will facilitate a comprehensive view of development issues, integrating knowledge. It is worth noting at this point that the **future deficit of the city may be a staffing resource**, which is mainly related to the retirement of experienced workers from the post-war baby boom.

**7. Low prevalence of the participatory model of city management, causing the current system to reward selected city representatives and stakeholders – poorly involving the entire city community.**

In the opinions of residents and stakeholders, e.g. NGOs, there is a **sense of “lack of agency” and a certain inequality in terms of cooperation**. This is also confirmed by the opinions collected during the evaluation of the current development strategy and meetings with institutional leaders. The inhabitants of the city only partially accepted the records of the vision, despite the fact that the document was created in a participatory way, during numerous workshop meetings. Such a view of the participatory model of city management – or actually its development dynamics – seems to be characteristic for a number of other aspects of city functioning (not only the process of creating a vision of city development). The impression is given that the **participatory model created nowadays favours those who have the power to break through with their ideas and, moreover, are able to impose a certain narrative about the city**. In the vision of development, this can be seen in the dominant importance of the industrial and logistical sphere and the omission of the civil and social sphere. This gives rise to a sense of resignation, even frustration of the residents.

The deficits that may affect the low prevalence of the participatory model of city management include: only partial recognition of the potential of NGOs operating in the city; lack of an incubator for NGOs; limited knowledge of the city about social leaders; activity of a narrow (usually the same) group of people in planning works on new strategic documents, not much active youth circles and questionable quality of cooperation of institutional and social leaders (it turns out that both groups, despite the implementation of common themes and projects, often have problems with understanding their own needs and activities).

The self-assessment of the city carried out during the OECD workshop indicated that the problem which may affect the low dissemination of the participatory model of city management is moderate preparation of the city's staff to cooperate with the recipients of the activities (which affects, inter alia, the process of self-improvement or evaluation of the undertaken participatory activities).

**8. Low level of service digitisation and poor implementation of the principle of strategic approach to “open” management of city development.**

Kędzierzyn-Koźle provides basic, legally required digital services (in electronic form) to the local community and entrepreneurs. The following deficits can thus be indicated:

* **the weak process of digitisation of services, which may also have an impact on the way in which communication and public participation** in the area of urban governance are conducted;
* **low level of digitisation of services, also in the context of internal cooperation**, e.g. lack of common databases, unification of strategic monitoring standards (e.g. common lists of indicators);
* the city does not **undertake systemic and long-term measures aimed at improving the skills and knowledge of the principles of “open governance”** among officials and stakeholders.

The deficit is also demonstrated by the **lack of information on the coverage of the digital services offered and the quality of broadband Internet services in various parts of the municipality**.

**9. Deficits in the availability of public facilities and services.**

**A number of accessibility barriers were identified in the city**. **They affect to a significant extent almost all establishments and institutions providing public services.** **The area of accessibility is particularly relevant to social welfare services, which is linked to the progressive ageing of the city's population.** The Municipal Social Welfare Centre in Kędzierzyn-Koźle (MOPS) plays a special role in securing social welfare needs. According to the information coming from this institution, the most important challenges in the institutional sphere include: employment or increasing the number of working hours of streetworkers to work with the homeless, supporting the improvement of qualifications of MOPS employees, increasing funds for information and educational activities in the field of key social problems, implementation of social assistance tasks using new methods, i.e. a social project and the Organisation of Local Communities, employment of employees providing care services and specialist care services, creation of a position of assistant for a disabled person, development of a programme and implementation of respite care, carrying out urgent renovations. and adaptation of facilities to the needs of the recipients of MOPS services (the elderly, the excluded, the sick, the disabled).

**Important challenges for the social assistance system include increased interest in assistance in the form of care services at home**. There is less involvement of families in caring for their dependent family members and the ceding of all problems of an elderly or disabled person to social and health care units. The families' caring potential is shrinking. There are difficulties in organising help for people leaving the hospitals after the end of the therapy due to lack of tools, e.g. the Care and Treatment Centre in Kędzierzyn-Koźle or difficult access to long-term care. Apart from the above-mentioned shortcomings, there is a deficit in the use of modern technologies in the area of senior care, which is indicated by consultations with sector experts of the Association of Polish Cities conducted in the course of work on Local and Institutional Development Plans.

The challenge of recent times is to provide appropriate care, to maintain and secure services during the pandemic, for example, restrictions related to the state of the epidemic and rules concerning restrictions on movement can have extremely difficult consequences for people suffering from domestic violence, problems in fulfilling compulsory school attendance or ensuring current needs in terms of food and hygiene.

1. Main problems of institutional development of the city

The analysis of the links between local development problems (concerning the city) and institutional development problems (concerning administration) indicated that two institutional development problems take precedence:

* **An approach to designing the strategic development of the city that is too selective and at the same time dispersed (not enough vision-based enough).**
* **The low universality of the participatory model of city management.**

Further analysis revealed the internal consistency of these problems and the link with other deficits. Thus, it was possible to define the structure of the Kędzierzyn-Koźle institutional development problems and to indicate the main problem in this area, which is:

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| **Main**  **problem:** | **Low level of involvement of the local community and stakeholders in the city development policy.** | |
| Lower-order problem | **An approach to designing the strategic development of the city that is too selective and at the same time dispersed.** | **The low universality of the participatory model of city management.** |
| Related problems (causes) | * Insufficient scope and manner of monitoring of strategic city management. * Insufficient technological support and reporting standardisation. * Deficits in terms of systemic knowledge-sharing. * Low level of service digitisation and poor implementation of the principle of strategic approach to “open” management of city development. * Excessive workload for local government employees does not encourage conceptual work | * Human resources deficit in the scope of fulfilling the functions of local community leaders. * Low level of service digitisation and poor implementation of the principle of strategic approach to “open” management of city development. * Deficits in the availability of public facilities and services. |
| **The effects of these problems in the following dimensions** | | |
| ***social*** | Poor or moderate use of the city's developmental assets to improve the quality of life, which is visible in the great depopulation of the city. | Low participation of residents in shaping the city's development, implementation of partner solutions and projects in the field of senior citizen care, social activity, culture, leisure. |
| ***economic*** | Poorly effective use of the economic potential available, including for attracting new investments. | Poor use of inhabitants' ideas concerning solutions supporting the development of entrepreneurship. |
| ***spatial and functional*** | Poor use of the city's spatial potential, especially green areas, the Oder, Kłodnica rivers and forests. | Lack of involvement of residents in the design of the city, including leisure time solutions based on green areas, the Oder, forests. |
| ***environmental*** | Lack of a comprehensive solution to environmental problems, including those related to air quality. | Too poor communication and reaching the inhabitants with information on environmental protection activities, limited commonness of environmental education activities, shaping the image of a polluted city. |

1. Institutional development objectives of the city

The institutional development goals of Kędzierzyn-Koźle were built as an answer to the main institutional problems (discussed in Part 3), which at the same time correspond to local development problems.Two strategic objectives of the city's institutional development were defined,   
namely:

**Strategic objective 1.**   
**Building inhabitants' trust in public institutions at the local government level.**

**Strategic objective 2.**   
**Streamlining and raising the standards of local government action.**

In order to work out a full, hierarchical structure of objectives and challenges, as in the case of the Local Development Plan, an internal confrontation of individual institutional development factors was conducted (SWOT/TOWS analysis). In this way, a set of development challenges was created, which in turn were assigned to individual institutional development objectives, as follows:

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| **Strategic objective 1.**  **Building inhabitants' trust in public institutions at the local government level.** | |
| **Challenges:** | 1.1. Strengthen the strategic planning process with the potential of active leaders, NGOs, using the existing tool supporting social activity.  1.2. Involve leaders, NGOs and inhabitants as well as active partnerships for creating ideas and strategies for city development.  1.3. Strengthen/develop the organisational structure of the local government units in terms of supporting the activity of leaders, NGOs, social solidarity and integration of residents.  1.4. Invest in the development of staff of social leaders, non-governmental organisations, aimed at increasing activity, solidarity and social integration, as well as cooperation skills.  1.5. Disseminate activities in the field of environmental education/awareness among the inhabitants.  1.6. Promote “open” city management solutions and increase the level of digitisation of services, including those for the elderly |
| **Strategic objective 2. Streamlining and raising the standards of local government action.** | |
| **Challenges:** | 2.1. Strengthen the strategic planning process based on multidimensional cooperation and partnership, both at local, regional, national and sectoral levels.  2.2. Strengthen the organisational structure/system for the implementation of tasks and objectives in the field of multidimensional cooperation and partnership in relation to key problems and potentials of city development (local, supra-local, regional, sectoral).  2.3. Strengthen/use information tools to create participatory co-ruling/co-decision solutions for development activities.  2.4. Support/develop technological solutions to support the operation/activity of interdisciplinary teams and city partnerships.  2.5. Support/develop the activities of interdisciplinary teams and city partnerships.  2.6. Systematically improve the availability of facilities and services and the city, in close cooperation with the residents.  2.7. Institutionally strengthen social assistance services with a view to implementing more effective senior care solutions. |

1. Potential and institutional strengths

BDiagnostic tests (including OECD self-assessment workshops) and social consultations (SWOT and GROW workshops, customer satisfaction survey, evaluation of the measurement of satisfaction of the employees of the Kędzierzyn-Koźle City Hall, on-line survey, video conference with young people and housing estate meetings) allowed to indicate the strengths of the institution and the potentials that can be used to alleviate the problems of institutional development and can provide opportunities for institutional development.

**Among the strengths and potentials of the institutions were:**

* + - 1. A developed strategic planning process.
      2. Extensive experience in planning city finances in the context of strategic development challenges.
      3. A clear organisational structure and a system of responsibility and supervision over the implementation of tasks and objectives.
      4. A city investing in personnel (knowledge and competences).
      5. A transparent information policy that seeks to use IT-based communication tools.
      6. A developed system of public consultation and involvement of stakeholders in the decision-making processes (need for more feedback/public resonance).
      7. Potential of active leaders, NGOs, existing city tools supporting social activity.
      8. The development of the offer of places and the way of spending free time, created together with the residents.
      9. Development of activity, social solidarity and integration.
      10. Multidimensional cooperation and partnership in relation to key problems and potentials for city development (local, supra-local, regional, sectoral).
      11. Growing environmental awareness.

VI. Basic measures implemented under the Institutional Development Plan (Action Plan)

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| **Measure 1.1. The “Dugnad” participatory model of city management based on local conditions, best practices and cooperation** | | | | | | |
| **Objective** | | **Strategic objective 1. Building inhabitants' trust in public institutions at the local government level.** | | | | |
| **Measure description** | | This measure is complementary to Measure 1.1. Creating conditions for social integration conducive to the spread of the Dugnad idea (LDP).  As part of the LDP measure, it is planned to create a completely new space for social activity by modernising the former NFS building No 6 in Kędzierzyn-Koźle for social purposes. Within the framework of the IDP, the facility **will develop new functions, i.e. the DUGNAD Cooperation Centre will be established** within which the Municipal Senior Centre (GCS) and the Non-Governmental Organisations and Volunteering Centre will be launched (COPiW). In institutional terms, it means employing new employees who will organise the substantive work of the created units to activate and stimulate the local community. Within the framework of the measure, it is planned to create and launch an IT tool used for conducting widely understood consultation activities by the Kędzierzyn-Koźle Municipality (together with a mobile version of the tool, an information channel for conducting consultations and a local community forum), using (linking) to the existing IT tools used in the Kędzierzyn-Koźle City Hall. | | | | |
| **Response to challenges** | | 1.1; 1.2;1.4;1.3;1.6 | | | | |
| **What institutional problems does the measure solve?** | | * An approach to designing the strategic development of the city that is too selective and at the same time dispersed (not enough vision-based enough). * Low level of service digitisation and poor implementation of the principle of strategic approach to “open” management of city development. * Human resources deficit in the scope of fulfilling the functions of local community leaders. * Low prevalence of the participatory model of city management, rewarding selected city representatives and stakeholders – poorly involving the entire city community. | | | | |
| **What institutional potentials does the measure use?** | | * A developed strategic planning process, * A transparent information policy that seeks to use IT-based communication, * A developed system of public consultation and involvement of stakeholders in the decision-making process. | | | | |
| **What local development problems does the measure address?** | | * A negative image of the city and the air polluting industry, * Low social activity of inhabitants, * Lack of mutual trust and dialogue between institutions, inhabitants and organisations operating in the city. * City depopulation – a demographic crisis related to the loss of the city population. | | | | |
| **Type of measure** | | **Implementing entity:** | | **Duration:** | | **Value:** |
| non-investment | | Kędzierzyn-Koźle Municipality (UMKK/MOPS) | | Q4 of 2021 - Q1 of 2024 | | PLN 1.915.000 |
| **Measure 1.2. Horizontal measures under the Local Development Programme** | | | | | | |
| **Objective** | | **Strategic objective 1. Building inhabitants' trust in public institutions at the local government level.** | | | | |
| **Measure description** | | The measure includes information, communication and dissemination projects which will be implemented with a view to reaching, as widely as possible, the city's residents (final beneficiaries), stakeholders involved in the city's development and external partners and entities. As part of the measure, a broad information and promotion campaign will be carried out and events disseminating best practices in the field of local and institutional development will be organised and implemented in Kędzierzyn-Koźle. The measure includes bilateral projects consisting in cooperation and exchange of experience with the Donor State which are important for the city primarily as an aid to the implementation of the Norwegian idea of DUGNAD in Kędzierzyn-Koźle. The measure also includes project management issues as necessary for the implementation of all measures under the LDP and IDP, as well as financial control of the project by an auditor. | | | | |
| **Response to challenges** | | 1.2; 1.6; 2.2 | | | | |
| **What institutional problems does the measure solve?** | | * An approach to designing the strategic development of the city that is too selective and at the same time dispersed (not enough vision-based enough). * Low prevalence of the participatory model of city management, rewarding selected city representatives and stakeholders – poorly involving the entire city community. | | | | |
| **What institutional potentials does the measure use?** | | * A transparent information policy that seeks to use IT-based. * A developed system of public consultation and involvement of stakeholders in the decision-making process. * Multidimensional cooperation and partnership in relation to key problems and potentials for city development (local, supra-local, regional, sectoral). * Extensive experience in planning city finances in the context of strategic development challenges (as a potential for project management). * A clear organisational structure and a system of responsibility and supervision over the implementation of tasks and objectives (as a potential for project management). | | | | |
| **What local development problems does the measure address?** | | * A negative image of the city and the air polluting industry. * Low social activity of inhabitants. * Lack of mutual trust and dialogue between institutions, inhabitants and organisations operating in the city. | | | | |
| **Type of measure:** | | **Implementing entity:** | | **Duration:** | | **Value:** |
| non-investment | | Kędzierzyn-Koźle Municipality | | Q4 of 2021 - Q1 of 2024 | | PLN 2,193,930 |
| **Measure 2.1. Development of competences of local public administration.** | | | | | | |
| **Objective** | | **Strategic objective 2. Streamlining and raising the standards of local government action.** | | | | |
| **Measure description** | | The measure will be directed at increasing the competence of the employees of the Kędzierzyn-Koźle City Hall, MOSIR, MOPS, aimed at improving the quality of public services provided. The training of the employees of the Kędzierzyn-Koźle City Hall will be aimed at improving the ability to communicate with the customer and to learn how to manage one's own and the customer's emotions, as well as to increase the competence of the employees. It is assumed that the potential of public services will be strengthened by supporting cost estimating software.  Employees of the Municipal Sports and Leisure Centre (MOSiR) will take part in training courses aimed at improving internal communication, management, building the image of the organisation and substantive issues relating to the functioning of technological processes.  The MOPS staff in the Kędzierzyn-Koźle municipality will be trained to improve the quality of provided services and the responsibility of public administration. | | | | |
| **Response to challenges** | | 1.3; 2.5; 2.6; 2.7 | | | | |
| **What institutional problems does the measure solve?** | | * The problem of excessive workload and responsibilities of officials in local government units. * Insufficient technological support and reporting standardisation. * Deficits in terms of systemic knowledge sharing, also in the context of threats resulting from the demographic situation in the institutional sphere. * Deficits in the availability of facilities and services. | | | | |
| **What institutional potentials does the measure use?** | | * A clear organisational structure and a system of responsibility and supervision over the implementation of tasks and objectives. * A city investing in personnel. | | | | |
| **What local development problems does the measure address?** | | * Lack of mutual trust and dialogue between institutions, inhabitants and organisations operating in the city. | | | | |
| **Type of measure:** | | **Implementing entity:** | | **Duration:** | | **Value:** |
| non-investment | | Kędzierzyn-Koźle Municipality  (UMKK/ MOPS/MOSIR) | | Q4 of 2021 - Q1 of 2024 | | PLN 713,600 |
| **Measure 2.2. Development of professional and accessible sectoral policies.** | | | | | | | |
| **Objective** | **Strategic objective 2. Streamlining and raising the standards of local government action.** | | | | | | |
| **Measure description** | As part of the measure, with the participation of the residents, documents will be prepared defining the directions of the city's development and activities for the coming years, as well as documents necessary to ensure safety and identify the facilities, located within its territory, about which the municipality does not have full knowledge. Among the studies planned for preparation will be: Senior Policy, Municipal Revitalisation Programme, Municipal Flood Threat Analysis, Municipal Climate Change Adaptation Plan, City Promotion Strategy with Visual Identity System, Inventory and Listing of World War II Facilities – Bunkers and air-raid shelters located in Kędzierzyn-Koźle. | | | | | | |
| **Response to challenges** | 2.3; 1.1 | | | | | | |
| **What institutional problems does the measure solve?** | * An approach to designing the strategic development of the city that is too selective and at the same time dispersed (not vision-based enough). * The monitoring of the strategic management of the city is insufficiently carried out. * Low prevalence of the participatory model of city management, rewarding selected city representatives and stakeholders – poorly involving the entire city community. | | | | | | |
| **What institutional potentials does the measure use?** | * A developed strategic planning process. * Extensive experience in planning city finances in the context of strategic development challenges. * A transparent information policy that seeks to use IT-based. * A developed system of public consultation and involvement of stakeholders in the decision-making process. | | | | | | |
| **What local development problems does the measure address?** | * A negative image of the city and the air polluting industry. * Low social activity of inhabitants. * Lack of mutual trust and dialogue between institutions, inhabitants and organisations operating in the city. | | | | | | |
| **Type of measure:** | **Implementing entity:** | | **Duration:** | | **Value:** | | |
| non-investment | Kędzierzyn-Koźle Municipality  (UMKK/ MOPS) | | Q4 of 2021 - Q1 of 2024 | | PLN 935,000 | | |
| **Measure 2.3. Optimisation of local government administration structures to raise the standards of municipal operation.** | | | | | | |
| **Objective** | | **Strategic objective 2. Streamlining and raising the standards of local government action.** | | | | |
| **Measure description** | | The measure will consist in centralising the support function of educational establishments. | | | | |
| **Response to challenges** | | 2.2; 2.4 | | | | |
| **What institutional problems does the measure solve?** | | * The problem of excessive workload and responsibilities of officials in local government units. * Low level of service digitisation and poor implementation of the principle of strategic approach to “open” management of city development. | | | | |
| **What institutional potentials does the measure use?** | | * A clear organisational structure and a system of responsibility and supervision over the implementation of tasks and objectives. | | | | |
| **What local development problems does the measure address?** | | * Lack of mutual trust and dialogue between institutions, inhabitants and organisations operating in the city. | | | | |
| **Type of measure:** | | **Implementing entity:** | | **Duration:** | | **Value:** |
| non-investment | | Kędzierzyn-Koźle Municipality  (ZOOiW) | | Q4 of 2021 - Q1 of 2024 | | PLN 1.143.206 |
| **Measure 2.4. Digitisation of the office in terms of management control.** | | | | | | |
| **Objective** | | **Strategic objective 2. Streamlining and raising the standards of local government action.** | | | | |
| **Measure description** | | The measure will consist in the purchase and implementation of management control software to improve the functioning of the Kędzierzyn-Koźle City Hall and Municipal organisational units. | | | | |
| **Response to challenges** | | 2.3; 2.5 | | | | |
| **What institutional problems does the measure solve?** | | * Insufficient technological support and reporting standardisation. * Deficits in terms of systemic knowledge-sharing. * The monitoring of the strategic management of the city is insufficiently carried out. | | | | |
| **What institutional potentials does the measure use?** | | * A developed strategic planning process. * Extensive experience in planning city finances in the context of strategic development challenges. * A clear organisational structure and a system of responsibility and supervision over the implementation of tasks and objectives. | | | | |
| **What local development problems does the measure address?** | | * Lack of mutual trust and dialogue between institutions, inhabitants and organisations operating in the city. | | | | |
| **Type of measure:** | | **Implementing entity:** | | **Duration:** | | **Value:** |
| Investment | | Kędzierzyn-Koźle Municipality | | Q4 of 2021 - Q1 of 2024 | | PLN 70,000 |

VII. Social inclusion

In the course of work on the document, the local community was involved in the work in the widest possible way (the activities were limited by the prevailing restrictions related to the pandemic). A number of tools used in the preparation of the Local Development Plan included elements which served to prepare the Institutional Development Plan. Thus, during the two “table debates” information was collected about the expected form and functioning of educational institutions (e.g. the number of students in the classroom, the need to organise “zones of silence”, the need to equip classrooms or to organise additional lessons allowing students to acquire soft skills and knowledge of how to navigate in the adult life around them). Entrepreneurs in the March on-line survey, having the opportunity to express their opinion on the most important factors for the development of their companies, pointed out efficient functioning of public administration bodies in the first place. Immediately afterwards they evaluated individual public entities operating in the municipality. The Kędzierzyn-Koźle City Hall was in the middle of this list. There were also two meetings with local leaders. The first with institutional leaders representing: District Labour Office, Social Insurance Institution Inspectorate, District Starost Office in Kędzierzyn-Koźle, State Forest Holding - “Kędzierzyn Inspectorate State Forests”, Ministry of Maritime Economy and Inland Navigation through the plenipotentiary for cooperation with local governments in the development of inland waterways, the District Headquarters of the National Fire Service, the Vocational Training Centre and the General Directorate for National Roads and Motorways and the second meeting with social leaders representing Local Action Groups (formal and informal). Both meetings were moderated by external experts to ensure full freedom of expression. The talks helped to identify key potentials but also revealed development problems, sometimes deeply hidden in terms of cooperation, partnership and implementation of public tasks. Due to the epidemic situation related to COVID-19, from March 2020, the organisation of meetings was difficult, which did not change the fact that residents were still involved in the process of creating documents. In April, 14 telephone interviews were conducted with immigrants, including those from Ukraine, thus identifying problems related to queues in the offices, bureaucracy, and the lack of information of one of the respondents (as a result of which he was deported from the country), reporting the need to arrange Polish language courses and assistance in “moving around” the regulations, e.g. labour law, and an information point: where, what can be settled. Also in April, a video meeting of the President of the City with the Youth City Council and representatives of the education sector took place. One of the points was to discuss the functioning of “Studnia Kultury” (a place dedicated to young people) which, due to unfavourable opening hours, is not in the eyes of young people a place where they can spend their free time (the need for organisational changes has been noted). In June, the last on-line survey for residents was conducted. More than 1000 people have submitted their dreams about the city. Apart from the wishes for infrastructure (like: *new bicycle paths*, *flats*, *harbour launch*) appeared also the following ones: “*I'm blind and I'd like to be able to move around the city freely, everywhere. I would like all the crosswalks to have special signs for us disabled*.” Dreams about the functioning of public administration were important for building the Institutional Development Plan (e.g.: “*More support for Housing Councils”, “For the city to be ruled by specialists”, “Opening up to NGOs”).* Out of concern for the safety of stakeholders in connection with the epidemic, Advisors from the Association of Polish Cities conducted four workshops on SWOT analysis and setting out a new development path in an on-line formula. They were open – participation was not limited in any way. Each inhabitant could register their willingness to participate by contacting a representative of the City Team indicated on the city's website (under a specially prepared information and educational tab “Local Development”). In addition to residents, the workshops were attended by representatives of the scientific sector, NGOs and the largest companies from the city (selected during the stakeholder mapping workshops). In July, the recruitment of Project Cards was launched, thus giving residents and stakeholders the opportunity to directly influence the setting of directions and actions to meet local development needs. Those interested, by contacting the staff coordinating the project, had the opportunity to submit suggestions and solutions (by phone, e-mail or even, with precautions, during the August consultation). A contact was also established with the Norwegian organisation Wataha Camp from Arendal, discussing the functioning of NGOs in Norway. At the implementation stage, the originators will cooperate with the Municipality to implement the submitted projects. In accordance with the idea of DUGNAD, dialogue and community participation in activities is a necessary condition to make progress in the broadly understood institutional development. We envisage further involvement of public entities (including the Office of Dialogue and Civic Partnership at the Opole Marshal's Office, with which we have established contact), private entities, inhabitants of various age groups, social leaders, formal and informal groups at the stage of IDP implementation. We see their inclusion as co-creators and opinion leaders of activities concerning participatory preparation of sector policies and implementation of a new tool for consultations, as recipients of information, promotion and educational activities disseminating best practices and, above all, as recipients of activities activating the local community within the Dugnad Cooperation Centre.

VIII. Implementation, monitoring, evaluation, risk management

The implementation of the Institutional Development Plan will be carried out following the same principles as those of the Local Development Plan, i.e. using the organisational structures of the Municipality within its subordinate staff, which will be based on a purposeful project team appointed by the City President under the supervision of the Chairman of the Steering Committee. For the successful implementation of the Institutional Development Plan, the so-called partnership principle will be adopted, i.e. cooperation of individual city entities (local government institutions, science, business, social organisations, representatives of the inhabitants) for the development of Kędzierzyn-Koźle.

The monitoring will consist in systematic observation of the changes taking place under the individual objectives and measures of the IDP. The monitoring will include: data collection and analysis, evaluation of results and corrective actions.

The evaluation will be based on three types: evaluation before the implementation of the measures (whether and how they will affect the target groups, contribute to the improvement of the situation in the city); evaluation during the implementation of the measures (whether the adopted objectives and subsequent activities go in the right direction); evaluation after the implementation of the measures (whether the effects are durable).

The management control will be carried out on the basis of three orders of the City President, i.e. within the framework of establishing the principles of functioning of management control in the Kędzierzyn-Koźle City Hall of 20 January 2021 and the principles of risk management included in the order of 31 May 2017, and also on the basis of the order of 23 December 2011 on establishing the principles of management control in municipal organisational units and obliging their managers to apply them.