



# Schemes for regeneration management, its monitoring and fast- track reactions – Lodz case study

**WEAVING A COLLABORATIVE CITY**



## Analysis of organisational structures of the Lodz City Hall in terms of procedures adapted to revitalisation management in Lodz

Pursuant to the Act of 9th October 2015 on Revitalisation, the preparation, coordination and creation of conditions for revitalisation, as well as its implementation within the scope of the commune's competence, are its own tasks.

On the basis of the provisions of the Act on Revitalisation, the following main groups of tasks of the commune can be distinguished:

- ❖ delimitation of degraded area and revitalisation area;
- ❖ preparation and adoption of the Municipal Revitalisation Programme, including the introduction of revitalisation projects within the scope of the commune's own tasks to the annex to the resolution on the long-term financial forecast;
- ❖ evaluation and updating of the Municipal Revitalisation Programme;
- ❖ establishment of a Special Revitalisation Zone in order to ensure efficient implementation of revitalisation projects and necessary procedures enabling, among others: emptying of premises, issuing administrative decisions, management of properties located within the zone, granting subsidies to owners and perpetual usufructuaries for the implementation of renovation, conservation and restoration works, awarding public contracts;
- ❖ revitalisation of the commune's properties;
- ❖ broadly understood coordination of revitalisation activities carried out by various entities in the revitalisation area.

The Act on revitalisation further defines the way in which the commune will perform the tasks mentioned above. The most important features are:

- openness and transparency, transparency and active stakeholder participation (public participation, universal design);
- preventing social exclusion, in particular with regard to the conditions of using the communal housing stock;
- cooperation with other levels of self-government and government administration.

The above mentioned conditions result in further tasks of the commune related to revitalisation, such as: conducting social consultations and cooperation with various entities involved in the process of revitalisation in the area of revitalisation.

Taking into account the above, the management of the revitalisation process should be analysed in terms of the following procedures:

1. implementation of preparatory activities, including activities related to the designation of the revitalisation area, adoption of the Municipal Revitalisation Programme and inclusion of projects in the Multiannual Financial Forecast;
2. structures and procedures ensuring efficient management of the Municipal Revitalisation Programme, including the coordination of revitalisation tasks - appointing a revitalisation coordinator, adjusting the organisational structure of the commune to the needs related to the coordination and implementation of revitalisation tasks - introducing procedures enabling the implementation of the commune's own tasks in the area of revitalisation, including the establishment of a Special Revitalisation Zone;
3. implementation of own revitalisation projects by the commune, covering the principles of cooperation and communication of various entities involved in the revitalisation process in the structures of the commune and its organisational units;
4. ways of conducting public consultations at various stages of the revitalisation process;
5. principles and forms of cooperation with stakeholders in the field of revitalisation projects, including various ways of involving stakeholders in the implementation and cooperation in the implementation of revitalisation projects;
6. cyclical assessment and updating of the adopted assumptions concerning revitalisation, including all activities monitoring the implementation of the Municipal Revitalisation Programme and activities related to its updating.

**This compilation presents a summary of the structural and procedural conditions in the process of revitalisation management in Łódź. It is analysed successively:**

1. As part of the preparatory activities, the Municipal Revitalisation Programme of the City of Łódź and the tasks resulting from or directly related to it, in order to identify groups of entities involved in the implementation of the projects;
2. Within the structures and procedures ensuring efficient management of the Municipal Revitalisation Programme - organisational structure of the Łódź City Hall in the context of revitalisation management and procedures applied in the implementation of revitalisation tasks, including the Project Monitoring System procedure;
3. Within the structures of the implementation of own revitalisation projects – the principles of cooperation of various entities involved in the implementation of revitalisation

projects by the commune (on the example of selected projects: Projects 1-8 Revitalisation of the Area Centre of Łódź and the Municipal Programme of Cooperation with Non-Governmental Organizations);

4. As part of the methods of conducting public consultations - the issue of taking into account public consultations in particular phases of implementation and the work of the Revitalisation Committee and the Civil Dialogue Committee for Revitalisation;
5. Within the framework of the principles and forms of cooperation with stakeholders – the actual involvement of entities external to urban structures and the principles of their cooperation in the revitalisation process in Łódź;
6. As part of the cyclical evaluation and updating of the adopted assumptions, framework procedures related to the monitoring of the implementation of the Municipal Revitalisation Programme and its cyclical updating.

### Characteristics of revitalisation management in Łódź

No.	Feature	Characteristics
1	Coordination of the Municipal Revitalisation Programme in this: horizontal cooperation within the structures of the Łódź City Hall	<ol style="list-style-type: none"> <li>1. Coordination will be carried out in the <b>organizational structures of the city.</b></li> <li>2. The Revitalisation Coordinator is the <b>Director of the Revitalisation Bureau.</b></li> <li>3. <b>Substantive supervision over the implementation of revitalisation projects is exercised by the Revitalisation Coordinator.</b></li> <li>4. Due to the necessity to involve most of organizational units of the city in the proces, the Revitalisation Coordinator, within the scope of his competences, will have the possibility to <b>issue binding instructions and recommendations to the directors of other units within the scope of their participation in the revitalisation proces.</b></li> <li>5. Decisions on determining the tasks for each organizational unit within the Municipal Revitalisation Programme are made by the <b>Revitalisation Coordinator</b> who performs his tasks through the Revitalisation Bureau in cooperation with the Revitalisation Team.</li> </ol>

No.	Feature	Characteristics
		<p>6. The Revitalisation Coordinator approves the decisions of the Steering Committees for the project influencing the objectives of the Municipal Revitalisation Programme.</p> <p>7. The Revitalisation Coordinator also exercises substantive supervision over municipal institutions and companies in the scope corresponding to the revitalisation undertakings entrusted to them.</p>
2	Strategic decisions	<b>Steering Committee for Revitalisation</b> , composed of representatives of the Mayor of Łódź, the City Council and managers of key organizational units.
3	Opinions and interpretations of the compliance of the implemented measures with the assumptions of the Municipal Revitalisation Programme	<b>Revitalisation Committee</b>
4	Managing revitalisation projects/programmes	It is assumed that the tasks related to the management of projects/revitalisation programmes <b>will be separated</b> from the whole project management system in the city <b>and subordinated to the Coordinator.</b>
5	Cooperation and dialogue with stakeholders Social participation	<p>1. The Revitalisation Committee, which performs an advisory and consultative function.</p> <p>2. Civic Dialogue Commission for Revitalisation, which operates at the Revitalisation Bureau and supports the proces of social participation and acts as a consultative and advisory body for the Revitalisation Coordinator.</p>

## Structure of tasks in the Municipal Revitalisation Programme

The City Council of Łódź adopted the Municipal Revitalisation Programme on 28th September 2016. On 5th July 2018, by virtue of Resolution of the City Council, it was updated.

The study refers to the revitalisation tasks defined in the Municipal Revitalisation Programme in the context of assigning them to various types of entities responsible for their implementation.

The responsible entities have been indicated directly in the Municipal Revitalisation Programme, which in some cases contains a rather general allocation, i.e. the City of Łódź. On the basis of data from the process of monitoring the implementation of the Municipal Revitalisation Programme, specific entities in the city's structure responsible for the implementation of individual projects have been established.

In the analysis, the following classification of entities responsible for the implementation of projects from the Municipal Revitalisation Programme was adopted:

- ❖ The City of Łódź, i.e. units in the organizational structure of the city: departments and bureaus;
- ❖ organizational units of the City of Łódź, i.e. budget units, municipal companies;
- ❖ urban Cultural Institutions;
- ❖ external cultural institutions, e.g. the Central Museum of Textiles;
- ❖ external public institutions, e.g. the Voivodeship Police Headquarters;
- ❖ universities;
- ❖ private entities, including: network managers, parishes, private entrepreneurs.

In addition to the entities responsible for the implementation of revitalisation projects, such as the City of Łódź and municipal organizational units, the Municipal Revitalisation Programme lists internal and external entities potentially participating in the implementation of revitalisation projects.

Almost one fifth of the value of the undertakings of the Municipal Revitalisation Programme are undertakings of entities independent of the city (public institutions, universities, other private entities). Therefore, the possibility of direct control of revitalisation projects by the Municipality of Łódź, including entrusting the implementation of these tasks to external entities, at best concerns 80% of the projects. The actual controllability is likely to be even lower due to the obligations resulting from the co-financing agreements. Projects co-financed from EU funds, in accordance with the guidelines of given competitions, are managed by project implementing units. These units are not compatible with the project management structure of the City of Łódź. Additionally, EU projects are characterized by limited flexibility in the possibility of shaping their basic parameters (scope, schedule, objectives, institutional conditions) due to the obligations contained in the co-financing agreements, including the necessity to maintain the so-called project sustainability.

Undertakings without EU co-financing in the Łódź Municipal Revitalisation Programme constitute over 40% of the total value of all its undertakings.

The value of private undertakings in the Łódź Municipal Revitalisation Programme amounting to 410 million PLN is only 8.69% of the total value of undertakings. Meanwhile, the expected effect in the form of involvement of private funds in the revitalisation of the area according to the provisions of the Municipal Revitalisation Programme amounts to 4.5 billion PLN, which is

many times more valuable. This shows the scale of the challenge of getting involved in revitalising private funds. Even if one adds to the involvement of private undertaking of universities, the total private contribution to revitalisation amounts to 14% (661 million PLN). One of the challenges of the overall management of the revitalisation process is to promote the participation of projects with the participation of private partners as well as the efficient implementation of these tasks, in which this participation is already declared.

## *Conclusions resulting from the analysis of undertakings of the Municipal Revitalisation Programme*

First of all, conclusions resulting from the analysis of the Municipal Revitalisation Programme should be referred to its provisions. Revitalisation management refers to revitalisation undertakings which may be managed by the Revitalisation Coordinator, i.e. those which fall within the competence of a commune. These undertakings constitute about 80% of all undertakings of the Municipal Revitalisation Programme.

1) The management of revitalisation in Łódź refers in particular to projects assigned to implementation by organisational units of the Łódź City Hall or by municipal organisational units. However, the approach to project management should be differentiated according to the additional classification, i.e:

- projects implemented by an organisational unit within the city's structure or by a municipal organisational unit;
- projects for which external entities participating in their implementation are foreseen, for which a unit or municipal organisational unit designated in the city's structure acts as a coordinator (on behalf of the Revitalisation Coordinator appointed in the Municipal Revitalisation Programme);

2) With regard to other projects included in the Municipal Revitalisation Programme, revitalisation management takes into account the principles of coordinating these projects in accordance with the provisions of the Act on Revitalisation.

## *Additional observations related to the conditions resulting from the Municipal Revitalisation Programme*

The basic revitalisation undertakings included in the Municipal Revitalisation Programme, which constitute the largest part of the tasks within the revitalisation process, are undertaken by very different entities. The Municipality of Łódź has different control capabilities, understood as influencing particular groups of projects, depending on their implementer.

1. The easiest to control in the context of the scope of self-government influence are, for obvious reasons, own projects (carried out by the organisational units of the Łódź City Hall);
  - a. In this group, projects financed entirely from the city budget, which do not require the involvement of external contractors, are definitely the most influential of the self-government, but also the most demanding in terms of coordination within the vertical structures of the city;
  - b. The self-government has a slightly lesser influence on the implementation of its own projects, for which external contractors must be selected, or which have EU funding and restrictions resulting from co-financing agreements taken into account.
2. Management of undertakings of municipal organisational units:
  - a. It is also here that the greatest influence occurs in the scope of projects financed entirely from the unit's own resources, without external contractors;
  - b. It is more difficult to select external contractors or there are restrictions resulting from the EU co-financing agreements.
3. An even smaller scope of self-government influence is present in the management of projects of self-government cultural institutions, due to their greater independence and contracts with directors, which give them a significant level of organisational sovereignty; here, too, the previously indicated comments on external contractors and EU funds may be repeated.
4. The influence of the self-government on the management of projects of other public entities, which are not subject to the self-government or supervised by it, is much smaller. In this group, universities seem to be a special subgroup, due to the complex internal structure and complicated decision-making procedure.
5. The greatest sovereignty and the smallest potential for self-government to influence projects concerns private entities.

In principle, as regards the entities listed in the points above: 4 and 5 self-governments may "manage" their projects (or at least coordinate them with their own projects) only on the basis of voluntary agreements and only within the framework of such agreements.

### *Structures and procedures of the Łódź City Hall ensuring efficient implementation of the Municipal Revitalisation Programme*

The revitalisation tasks are carried out in various aspects by a number of organisational units scattered across almost all departments of the Łódź City Hall and numerous municipal



organisational units. This section presents the distribution of tasks related to revitalisation on the basis of identified documents entrusting these tasks to individual units.

The table below lists the organizational units in the structures of the City Hall and the organizational units of the city, including the organizational units of the city's cultural institutions, which in the Municipal Revitalisation Programme have been assigned responsibility for the implementation of specific projects. These are the key entities for the revitalisation of Łódź. This group also includes entities directly responsible for the supervision and management of the revitalisation process (participation in the Steering Committee for Revitalisation, e.g.: The Mayor, Vice-Mayors, Treasurer and Secretary, Directors of selected Departments).

Additionally, the table includes municipal organisational units which, apart from units assigned directly to the Municipal Revitalisation Programme undertakings, actively participate in this process. These entities are important due to the fact that they participate in the implementation of specific tasks within the currently implemented revitalisation projects, e.g. relocations, investment implementation, project settlement, etc.

### Key actors and their tasks related to revitalisation

Entity	Tasks related to revitalisation
Mayor of the City of Łódź	<ul style="list-style-type: none"> <li>Chairman of the Steering Committee for Revitalisation</li> </ul>
Vice-Mayor of the City of Łódź in the Revitalisation and Sport Department	<ul style="list-style-type: none"> <li>Vice-Chairman of the Steering Committee for Revitalisation</li> <li>Supervision over the Revitalisation and Sport Department</li> <li>Supervision of the revitalisation process</li> </ul>
Other Vice-Mayors of the City of Łódź, Treasurer of the City of Łódź, Secretary of the City of Łódź, Director of the Revitalisation and Sport Department, Director of the Mayor's Department and	<ul style="list-style-type: none"> <li>Members of the Steering Committee for Revitalisation</li> </ul>

<p><b>Directors of the Legal Department and the City Architect Bureau</b></p>	
<p><b>Revitalisation Bureau</b></p>	<ul style="list-style-type: none"> <li>• Managing the implementation and monitoring of the Municipal Revitalisation Programme</li> <li>• Implementation of social and economic activities, including the organization of removals in the Revitalisation Bureau (Area Hosts and Social Lighthouse Keepers)</li> <li>• Promotion and information on revitalisation</li> <li>• Coordination and implementation of projects: <ul style="list-style-type: none"> <li>❖ Municipal programme of cooperation with non-governmental organisations</li> <li>❖ Creating friendly urban spaces</li> <li>❖ Cyclical inventory of cultural landscape values in Łódź</li> </ul> </li> <li>• Education and training measures – improving the quality of education</li> <li>• Thermomodernization activities</li> <li>• Air protection and urban low-carbon transport actions</li> <li>• Building an ICT system in the scope of Intelligent Social Policy</li> </ul>
<p><b>Municipal Monument Conservator Bureau</b></p>	<ul style="list-style-type: none"> <li>• Supervises undertakings of owners and perpetual usufructuaries of real estate, including construction works, conservation and restoration works</li> </ul>
<p><b>Project Management Department</b></p>	<ul style="list-style-type: none"> <li>• Coordination of the Priest’s Mill revitalisation project</li> <li>• Expo Horticultural 2024</li> </ul>
<p><b>Municipal Investment Board</b></p>	<ul style="list-style-type: none"> <li>• Coordination and implementation of investment tasks within revitalisation projects:</li> <li>• It is the largest project of revitalisation of the area of the Centre of Łódź, the biggest currently realized revitalisation tasks</li> <li>• Developed post-industrial buildings and historic palaces</li> <li>• Revitalisation of the Poznański Palace</li> <li>• Construction and reconstruction of buildings serving the development of social rental housing</li> </ul>
<p><b>Culture Department</b></p>	<ul style="list-style-type: none"> <li>• New functions of Łódź libraries</li> <li>• New functions of Łódź community centres</li> </ul>



<b>Social Communication and Heritage of Łódź Bureau</b>	<ul style="list-style-type: none"> <li>• Modernisation and expansion of tourist routes in Łódź related to textile industry and architecture</li> <li>• Tourism Economy Development Programme – complementary to the Area Revitalisation of the Centre of Łódź</li> </ul>
<b>Employment Promotion and Business Services Bureau</b>	<ul style="list-style-type: none"> <li>• Undertakings for the employment of unemployed persons</li> <li>• Projects relating to the creation and maintenance of new businesses</li> </ul>
<b>Municipal Social Welfare Centre in Łódź</b>	<ul style="list-style-type: none"> <li>• Professional activation of people at risk of poverty or exclusion</li> <li>• Support for social and health services</li> </ul>
<b>Economic Development and International Cooperation Bureau</b>	<ul style="list-style-type: none"> <li>• Economic Promotion of the City of Łódź</li> </ul>
<b>Health and Social Affairs Department</b>	<ul style="list-style-type: none"> <li>• Establishment of the Municipal Active Senior Citizen Centre</li> </ul>
<b>Łódź Geodesy Centre</b>	<ul style="list-style-type: none"> <li>• IT services in the revitalised metropolitan area of Łódź</li> </ul>
<b>Urban cultural institutions:</b> 1. EC-1 Łódź City of Culture 2. Museum of Cinematography in Łódź 3. Powszechny Theatre in Łódź 4. Polesie Art Centre	<ul style="list-style-type: none"> <li>• Undertakings in the field of renovation of buildings used for cultural purposes, including historic buildings in Łódź</li> <li>• Reconstruction and modernisation of post-industrial buildings, with cultural adjustment</li> <li>• Undertakings in the scope of expanding the educational and cultural functions and enriching the offer;</li> <li>• Undertakings in the field of development of new cultural functions (e.g. Science and Technology Centre, National Centre for Film Culture, Modern Museum of Independence Traditions)</li> </ul>

In most cases, the tasks of individual entities responsible for the implementation of projects from the Municipal Revitalisation Programme are assigned to their respective competences. A special case is the Revitalisation Bureau, which, apart from the tasks of managing and monitoring the Municipal Revitalisation Programme, is also entrusted with the management of selected projects. Another outstanding example is the Municipal Investment Board, which was appointed at the same time as the coordinator and executor of projects 1-8 of Area



Revitalisation of the Centre of Łódź and other projects involving the implementation of the investment scope by the city. There is a clear tendency to transfer coordination to the Municipal Investment Board in the case of projects for which the city is the direct executor (the so-called "own" city), and which are implemented by the city:

- ❖ are mostly based on the realization of the investment scope;
- ❖ are co-financed from EU funds.

The most important tasks of the entities marked in the diagram as important, resulting from the aforementioned regulations, are summarized in the next table.

### *Important entities and their tasks related to revitalisation*

Entity	Tasks related to revitalisation
Road and Transport Administration	<ul style="list-style-type: none"> <li>• Cooperation in the preparation and implementation of road investment tasks</li> </ul>
Shared Services Centre	<ul style="list-style-type: none"> <li>• Accounting for projects implemented by the Municipal Investment Management Board</li> <li>• Correspondence with the Managing Authority, accounting for EU co-financed projects, including revitalisation of the Area Centre of Łódź, keeping financial documentation</li> </ul>
Municipal Premises Board	<ul style="list-style-type: none"> <li>• The process of emptying the premises for renovation</li> <li>• Preparation and execution of removals</li> <li>• Repairs of replacement premises</li> </ul>
Municipal Greenery Board	<ul style="list-style-type: none"> <li>• Coordination of activities related to the development and revitalisation of urban green areas</li> </ul>
Housing Management Bureau	<ul style="list-style-type: none"> <li>• Approves proposals for the allocation of replacement premises</li> </ul>
Municipal Social Welfare Centre in Łódź	<ul style="list-style-type: none"> <li>• Participation in the process of supporting residents in revitalised areas, including the removal process</li> </ul>