



TOWARDS MULTI - LEVEL GOVERNANCE FOLLOWING THE REFORM OF REGIONAL POLICY IN POLAND?

**KATARZYNA HERMANN-PAWŁOWSKA
WARSAW SCHOOL OF ECONOMICS
COLEGIUM OF SOCIO-ECONOMIC POLICY**

BACKGROUND TO THE STUDY

- Reform of regional policy introduced by the National Strategy for Regional Development 2010-2020
- Multi-level governance – part of a new paradigm of regional policy

Question:

Does the reform effectively change the relations between all stakeholders of regional policy in the direction of MLG?

And if yes, then what type of MLG emerges from the reform?

THEORETICAL FRAMEWORK OF THE STUDY

Three steps of analysis concerning:

Change in horizontal and vertical dimensions of the regional policy making system:

- What levels of government are to be involved at different stages of policy-making processes (vertical dimension)?
- What non-governmental partners/non-state partners are to be involved at different stages of policy-making processes (horizontal dimension)?

Position of different actors in a delivery system of regional policy:

- What are the roles and tasks of state and non-state actors at different stages of policy making in the reformed delivery system of regional policy?
- What kind of competences are assigned to different actors of regional development in the delivery system of regional policy in Poland (main competence, supporting competence, mere involvement in the system)?

Degree of impact of non-state actors on the policy outcomes.

- What form will the involvement of non-state actors take in the system?
- What is the capacity of non-state actors to exercise impact?
- What mechanisms are provided for strengthening the capacity of non-state actors to exercise impact?

ROLE OF DIFFERENT ACTORS IN PROCESSES OF REGIONAL POLICY MAKING ACCORDING TO THE NSRD

ACTORS AT DIFFERENT LEVELS/PROCESSES	SUPRANATIONAL LEVEL	CENTRAL LEVEL			REGIONAL LEVEL		LOCAL LEVEL	PARTNERS
	European Commission	Prime Minister/ Council of Ministers	Minister for regional development/ MRD	In-line ministers and their ministries	Regional self-government/ Marshal Offices	Voivode	Local self-government	
META-GOVERNANCE	●	●	●	●	●	●	●	●
PROGRAMMING	●	●	●	●	●	●	●	●
MANAGEMENT/ IMPLEMENTATION	●	●	●	●	●	●	●	●
COORDINATION	●	●	●	●	●	●	●	●
CONTROL/MONITORING /EVALUATION	●	●	●	●	●	●	●	●

Legend:

- - main competence
- - supporting competence
- - involvement in the process
- - no role in the process

DIFFERENT FORMS OF PARTNERS' INVOLVEMENT IN PROCESSES OF REGIONAL DEVELOPMENT

ACTORS/PROCESSES	REGIONAL SELF-GOVERNMENT	LOCAL SELF-GOVERNMENT	SOCIAL AND ECONOMIC PARTNERS	NGOs	ACADEMICS	PRIVATE PARTNERS
META-GOVERNANCE	● / ●	●	●	●	●	●
PROGRAMMING	● / ●	● / ●	●	●	●	●
MANAGEMENT/ IMPLEMENTATION	●	●	●	●	●	● / ●
MONITORING AND EVALUATION	● / ●	● / ●	● / ●	● / ●	● / ●	●

Different forms of involvement in processes of regional development (adaptation of typology developed by T. Börzel):

- - consultation
- - joint decision- making (through participation in common institutions e.g. monitoring committees, working groups)
- - delegation of tasks to partners (participation of public authorities by e.g. standard setting and control arrangements)
- - partners' self-initiative (but involvement of public authorities e.g. financial support for the initiatives).
- - no involvement in the process

MECHANISMS SUPPORTING THE DEVELOPMENT OF MLG SYSTEM UNDER REGIONAL POLICY IN POLAND

Mechanisms supporting the development of MLG system:

- territorialisation process
- new territorial contract
- new institutional arrangements
- supporting actions provided under objective 3 of the NSRD

Weaknesses of the mechanisms:

- uncertain outcome of territorialisation process,
- lack of strong obligation for partners' active involvement under new territorial contract,
- undefined forms of partners' involvement in new institutions.

+

- low social capital

MULTI-LEVEL GOVERNANCE SYSTEM EMERGING FROM THE REFORM OF THE REGIONAL POLICY IN POLAND

The changes introduced by the reform of regional policy in Poland are of qualitative character and concern:

- the importance of the actors in the system measured by scope and weight of competences granted under regional policy,
- the character of relations between different actors resulting from application of new forms of involvement in the processes,
- new organisation of relations between some of the actors in the system in comparison to the system applied so far.

MULTI-LEVEL GOVERNANCE SYSTEM EMERGING FROM THE REFORM OF THE REGIONAL POLICY IN POLAND

The importance of actors in the delivery system of regional policy changes in the following directions:

- central government maintains its central role in regional policy-making,
- regions rise to the position of main partners of central government in regional policy and strengthen their position as main actors in regional development at the regional level
- the role of in-line ministries in realization of territorial development policy is increased,
- the local authorities rise to the position of crucial sub-national partners for regional authorities,
- the importance of partners in regional policy is strengthened by greater opportunities to get involved in decision-making at every stage of policy making.

MULTI-LEVEL GOVERNANCE SYSTEM EMERGING FROM THE REFORM OF THE REGIONAL POLICY IN POLAND

The character of relations between all actors of regional development changes towards more participatory, contractual and voluntary as a result of:

- greater opportunities for all actors to influence outcomes of decision-making by greater application of consultations, creation of possibilities for joint decision making and encouragement for partners' self –initiatives,
- introduction of territorial contract functioning on a basis of negotiations between state and regions and on participation of different actors in its preparation and implementation.

The organisation of relations between some of the actors changes as a result of:

- introduction of new coordination mechanisms and institutions e.g. Coordination Committee of Development Policy,
- creation of new institutions supporting strategic programming, management, monitoring and evaluation of development processes e.g. national and regional observatories, national and regional territorial forums,
- introductions of new modes of cooperation e.g. common central state – regional working groups on preparation of the NSRD.

CONCLUSION

MULTI-LEVEL GOVERNANCE, which may emerge from the reform, will be characterised by:

- **duo-centric system** , with two main centres of coordinating actions and managing relations with all actors involved in the processes of territorial development,
- **more participatory, voluntary and contractual relations,**
- **growing interdependences between all actors,**
- **better accountability of public actions,**
- **pressure on increased coordination capacity of central and regional authorities.**