

**International Education Program
Center for Urban Development Studies
Harvard University Graduate School of Design**

Excerpts from
Report on Szczecin Local Initiative Program

Center for Urban Development Studies

Executive Seminar on Strategic Planning for Urban Revitalization and Local Development

Cape Town, South Africa
January 2000

LOCAL INITIATIVE PROGRAM

6.1 Objectives of the Program

In Szczecin, the objective of the Local Initiative Program is to structure the institutional support and financial packages that will encourage city and community organizations to improve environmental and social conditions and maximize the leveraging potential of public and private inputs (figure 4). The partnership structure can be particularly effective at the neighborhood level where the agreement can address immediate needs and resident concerns. The partnership structure can also build on district level initiatives such as those under discussion for the Northern Zone.

The Szczecin Local Initiative Program can become a component of a citywide strategy aimed at addressing the social and economic problems of households and businesses located in marginalized neighborhoods. The proposed program would:

1. Institutionalize a legal and administrative framework to implement participatory approaches to the revitalization of neighborhoods such as the Northern District.
2. Build the capacity of local officials, community leaders, property owners, and residents to engage productively in collaborative actions that will revitalize neighborhoods.
3. Develop operational revitalization strategies and programs that are affordable to the city and the residents and carry a tolerable level of shared risk to achieve the desired revitalization objectives.
4. Explore alternative financing options including incentive-based programs to improve infrastructure services, housing and open spaces.
5. Field-test selected options to assess their effectiveness and evaluate the performance of various partnership and risk-sharing agreements under different neighborhood conditions.

"Before you had to go from one institution to the next with no response from the officials. Thanks to the new program (for Social Services) being implemented by the City and Szczecin University, things should change." People are starting to change some things. A choir was organized in school, since last summer there is a club for the elderly in cooperation with an association for diabetics. The Skolwin Friends Association was formed and there is also a Family Counseling Center.

Excerpt from Szczecin Newspaper, March 1999

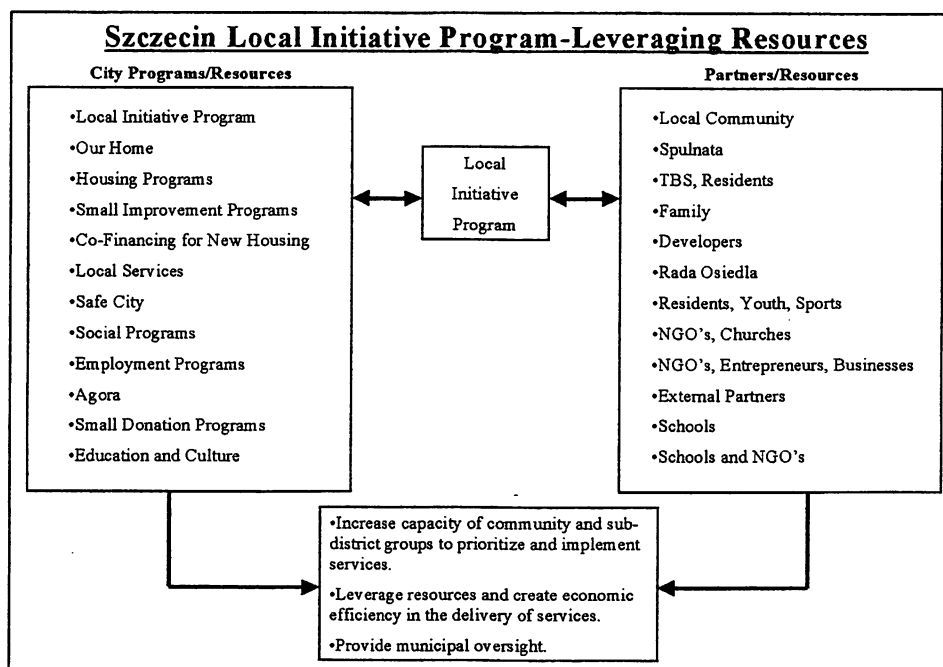


Figure 4. Szczecin Local Initiative Program-Leveraging Resources

6.2 Advantages of the Partnership Structure for Local Initiatives in Szczecin

The Directors of various City Departments involved in providing neighborhood services, have indicated an interest in developing an institutional structure that will improve the effectiveness of the services they are providing. Currently, with many different programs working within a neighborhood it is difficult to coordinate and there is considerable overlap in function and the delivery of services (Figure 5).

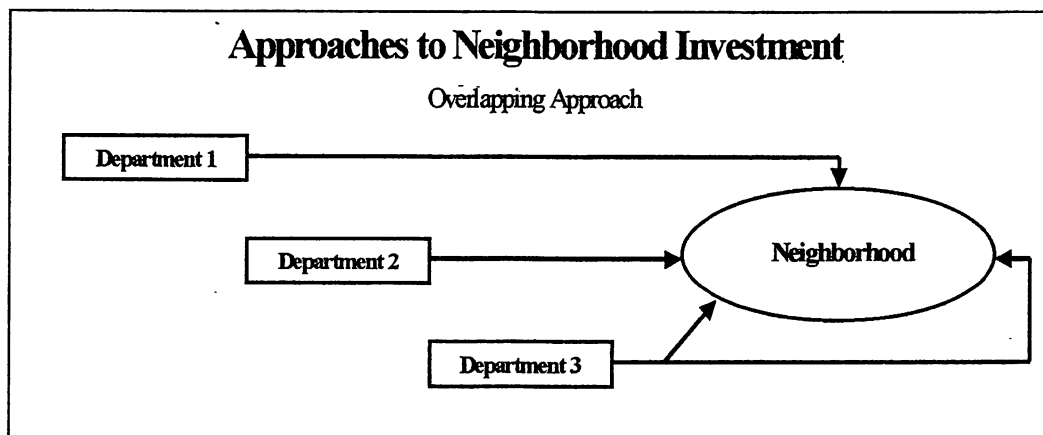
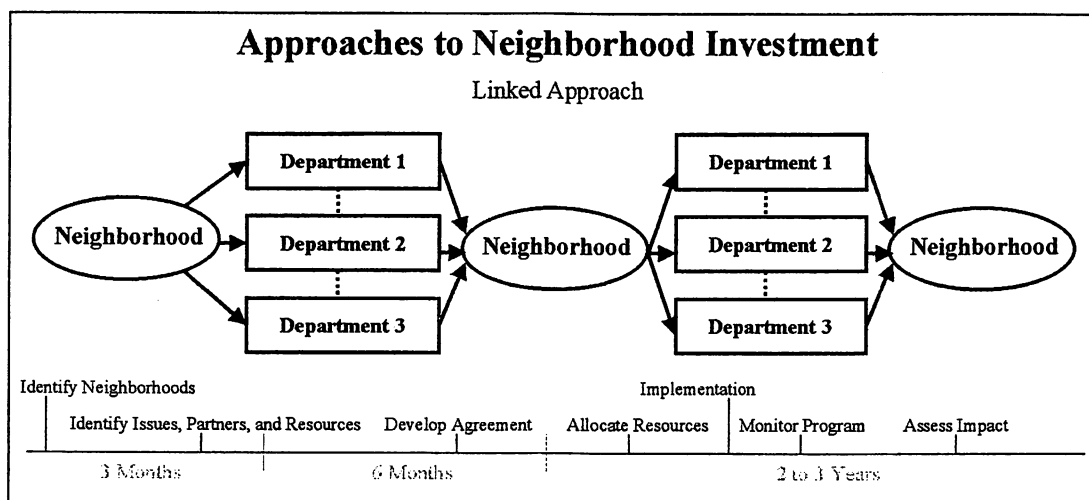


Figure 5. Overlapping Approach to Neighborhood Investment

The partnership structure at the neighborhood level helps to define services with the highest priority where coordination will leverage private initiatives and the impact of municipal assistance (Figure 6). The development of a partnership program for a neighborhood allows municipal programs to complement each other and encourages city resources and programs to build upon each other in a spatially focused manner.

Figure 6. Linked Approach to Neighborhood Development



A linked approach identifies the critical areas in which different City departments need to work with each other and avoids the need for excessive coordination, which tends to over emphasize "process" at the cost of producing actual results. Within a partnership structure, city departments and other partners can define their roles and responsibilities, work together as necessary when implementing projects and use monitoring and project assessment tools to measure their impact and contribution to meeting the major objectives of the partnership program. Distinct advantages of partnership approaches include:

Partnership programs increase the capacity of community and sub-district groups to prioritize and implement service.

- Help to organize and mobilize community initiatives and leadership in disadvantaged neighborhoods, and develop avenues and a capacity for self-initiative;
- Identify priorities and assign responsibility for implementation among different city departments, resident groups, and NGOs; and
- Provide long-term support for NGOs to become effective implementers of programs.

Partnership programs create economic efficiency in the delivery of services.

- The development of a partnership program for a specific neighborhood allows municipal programs to complement each other;
- Direct city resources and programs in a spatially focused manner; and
- Leverage private resources among residents and matching resources from other programs.

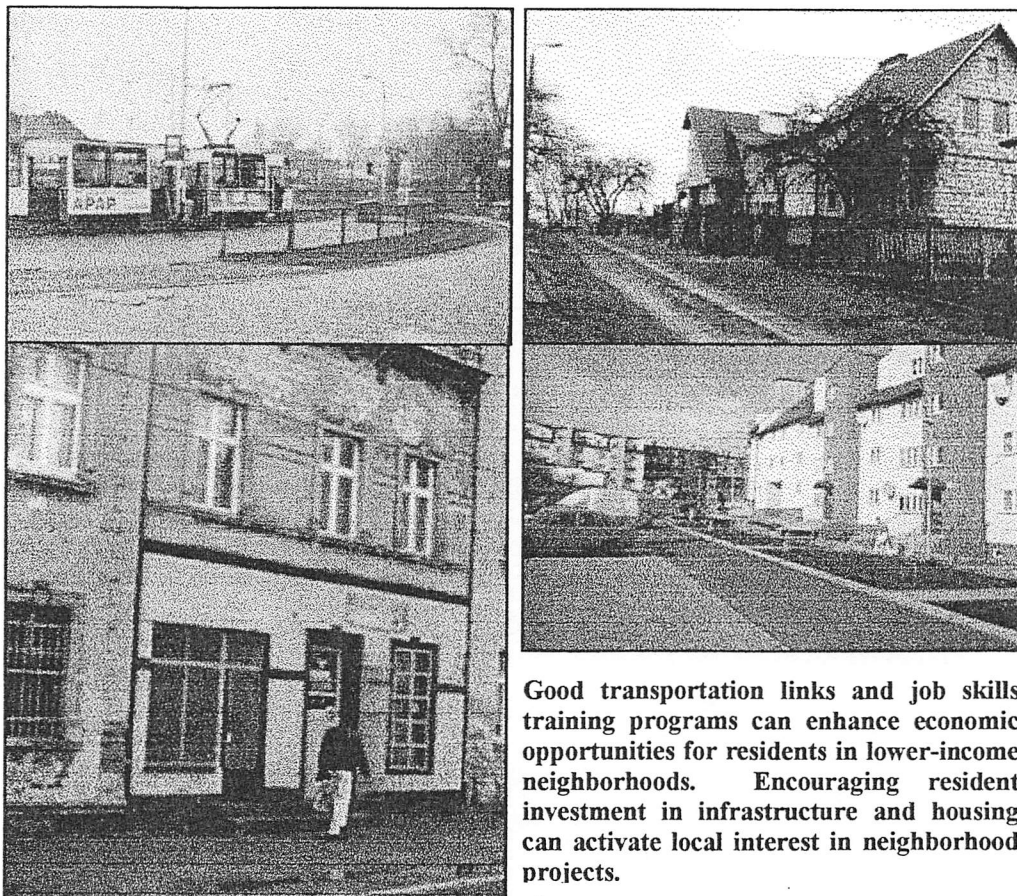
Partnership programs provide for an appropriate level of municipal oversight.

- The city can direct resources to priority programs that support citywide strategies (for example, housing strategy, safe city, or youth programs); and
- Monitor programs for impact and provide financial oversight.

6.3 Strategic Planning and Local Development

Strategic planning at the District Level can provide a framework for decision making and resource allocation to address the challenges of neighborhood development. Linking opportunity driven approaches within a context of broader economic, social and environmental objectives can significantly enhance the impact of a local initiative program (see Figure 7 and Figure 8).

Public, NGO and private funding will often differentiate their planning, financing and managing of development activities at the regional, city-wide and neighborhood levels. District-wide initiatives such as the upgrading of trunk infrastructure can encourage resident investment in infrastructure and housing at the neighborhood level. Stemming vandalism by youth of the regional bus system and creating alternative recreation programs is linked to increasing the transportation options for local residents to access jobs. Regional job training programs developed with employers can be linked to increasing economic opportunities for residents in lower-income neighborhoods.



Good transportation links and job skills training programs can enhance economic opportunities for residents in lower-income neighborhoods. Encouraging resident investment in infrastructure and housing can activate local interest in neighborhood projects.



Figure 7. District Development Strategy and Local Programs

Figures 8. Reinforcing Initiatives at the District and Neighborhood Level

Strategic Objective	District-Wide Initiative	Local Neighborhood Initiative
Increase Economic Opportunities	Job-Training Program	Maintenance contracts for public areas with local residents
	Regional Training Center and Incubator	Local outreach with Rada Osiedlowa
	Safe Transportation Linkages to local of Jobs	Bus-Stops located in safe areas with lighting. Work with police and social workers on youth vandalism of buses
Youth Programs	Safe City, Youth and Culture Programs	Play grounds, sports facilities and programs with Rada Osiedlowa and NGOs
Infrastructure	Improvements to Bulk and Connecting Infrastructure	Small Improvement Program for street and building systems
Housing	Housing Strategy for Northern Zone	Renovation, land purchase, affordable housing for lower-income families and housing opportunities for middle income families

Figures 7 and 8 illustrate how an expanded Local Initiative Program can leverage resident initiatives within neighborhoods and build on District level investments including infrastructure and social programs.

6.4 Organizational Structure

A common feature to the successful programs outlined earlier is a commitment on the part of the municipality of staff and resources to initiate and organize local activities in neighborhoods where community-leaders have not yet emerged and to assist those community leaders who have taken initiatives.

Another common feature is the use of partnership committees that create the opportunity for a broad set of groups to work together with the city acting in the role of facilitator and convener of the partnership process. Partners in Szczecin could include commercial enterprises, municipal departments and affiliated organizations such as the Rada Osiedlowa, community-based organizations such as street and neighborhood associations or a neighborhood church, NGOs such as the Szczecin Enterprise Center and educational institutions such as Szczecin University which is currently working with the city to assess social services. Basic groups within a partnership structure and outlined in Figure 9 include:

- **Local Initiatives Team**

To support the program, it is recommended that the Szczecin appoint an inter-departmental team to work with local residents, associations, NGOs and other city departments. The composition of a core team should include representatives of key city agencies that would be involved in the program. Members should maintain their positions in their respective departments and continue to report to their department heads. The core team would help define the program, liaison with senior city officials and develop the operational procedures including outreach, implementation, monitoring and follow-up.

An expanded team could be developed for a particular neighborhood to include city departments involved in the neighborhood and also include the Chairperson of the Rada Osiedlowa for the particular neighborhood. The expanded Team would assist the partnership committee to define the program for their particular neighborhoods and help to undertake the necessary research of existing programs and priorities through meetings within the community and surveys when appropriate. Team members working closely with the neighborhood should have good community outreach skills.

- **Standing Committee for City Development**

The Standing Committee should consist of directors of key departments that would work with the Local Initiatives Team to ensure coordination among city strategies, funding and implementation programs. This will help to integrate the inputs from different departments into projects being developed for the various neighborhoods, link to city funding cycles and help to resolve implementation and monitoring issues which arise when different groups are working together.

- **Partnership Committee**

A partnership committee would be developed for each designated area involved in the local initiative program. Persons serving on the committee could include representatives of key agencies working in the area, private businesses, civic leadership, churches, NGOs and residents. The partnership committee would work

with the city to define the priority issues within the neighborhood, such as social, youth, and sports programs, economic development and job training, operation and maintenance of neighborhood open space and social facilities, or housing revitalization. The partnership committee would work out a plan with the Local Initiatives Team to write the agreement and undertake their respective areas of action.

- **City Board and City Council**

The City Board is responsible for appointing a working group of representatives from city departments and other organizations, proposing the program, appointing a core local initiatives team and seeking the approval of City Council for the expanded Local Initiative Program.

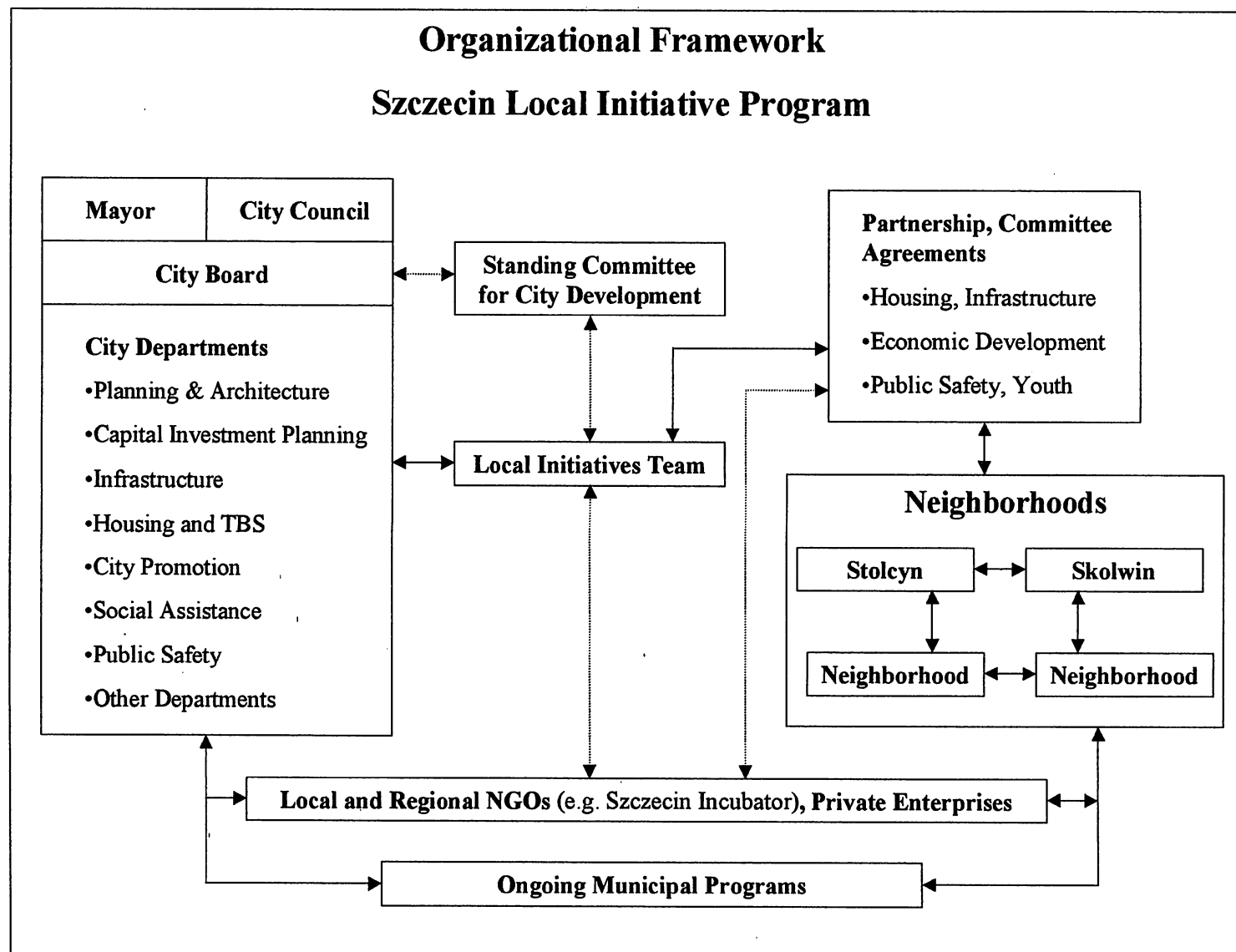
- **City Departments**

An expanded Local Initiative Program working through partnership instruments can promote better collaboration among city departments in delivering services to marginalized neighborhoods. The Local Initiatives team would work with City departments to secure commitments for their respective work within a partnership agreement and assist them in structuring sub-agreements with residents and NGOs.

- **Local and Regional NGOs**

With the tremendous growth in the number of NGOs in Szczecin, there is an opportunity to leverage the human and financial resources of groups working within neighborhoods. The two cases highlighted in this report illustrate how the city can partner with NGOs and how in certain cases, these NGOs can leverage funds from outside the greater Szczecin community including private sector funding and regional and national funds.

In developing an expanded Neighborhood Initiative Program, the city can begin to distinguish among community-based organizations that have the capacity or the potential capacity to deliver services that meet the objectives of a partnership agreement and build the capacity of local groups to provide these services by providing longer-term contracts.



6.5 The Enabling Environment

In Szczecin, the city could initiate a local initiatives program within its current legal, financial, regulatory structure. The current instruments available include:

- **Local Community Initiatives Act**

Act No. XXII/267/96 of the City Council--Organizing and Refinancing Local Community Initiatives

- **Financing of Technical Infrastructure**

Act No XXI/286/96 of the City Council --Planning, Financing and Realization of Technical Infrastructure in the Building areas in the Szczecin Commune.

- **Program for Small Improvements and Our House Project**

The program provides financing of renovations of common building elements such as stairs, roofs etc. Participants include the residents of the buildings.

- **NGO Support Grants**

The City is redesigning its support to NGOs to incorporate three levels of grants, ranging from operating support funding for NGOs to longer contracts for services.

Discussions with city officials highlighted how these programs can be drawn upon to develop a neighborhood initiative program that has a spatial focus and creates an impact that leverages additional resources. Partner organizations and commercial firms can also provide funding and in-kind contributions. Examples include the Szczecin Enterprise Center and the Green Foundation's reuse of old buildings and their ability to raise in-kind funds.

- **Other Funds**

The advantage of the neighborhood initiative program is the ability to leverage funds from sources outside including national funds for housing; regional EU funds for social and environmental projects and specialized funds that are often made available to initiatives undertaken by NGOs in association with bilateral funders such as USAID or foundations such as the Ford Foundation.

The city can develop agreements to work with potential partners at different levels and within different time periods. For example:

1. A partnership agreement can be developed at the neighborhood level among key partners over a longer time period, for example three years during which they would enter into a separate agreements, for example a street association, that wants to upgrade its street.
2. A district-wide activity such as training would involve NGOs, city agencies, and neighborhood outreach

**International Education Program
Center for Urban Development Studies
Harvard University Graduate School of Design**

Excerpts from
Report on Szczecin Local Initiative Program

Center for Urban Development Studies

Executive Seminar on Strategic Planning for Urban Revitalization and Local Development

Cape Town, South Africa
January 2000

LOCAL INITIATIVE PROGRAM

6.1 Objectives of the Program

In Szczecin, the objective of the Local Initiative Program is to structure the institutional support and financial packages that will encourage city and community organizations to improve environmental and social conditions and maximize the leveraging potential of public and private inputs (figure 4). The partnership structure can be particularly effective at the neighborhood level where the agreement can address immediate needs and resident concerns. The partnership structure can also build on district level initiatives such as those under discussion for the Northern Zone.

The Szczecin Local Initiative Program can become a component of a citywide strategy aimed at addressing the social and economic problems of households and businesses located in marginalized neighborhoods. The proposed program would:

1. Institutionalize a legal and administrative framework to implement participatory approaches to the revitalization of neighborhoods such as the Northern District.
2. Build the capacity of local officials, community leaders, property owners, and residents to engage productively in collaborative actions that will revitalize neighborhoods.
3. Develop operational revitalization strategies and programs that are affordable to the city and the residents and carry a tolerable level of shared risk to achieve the desired revitalization objectives.
4. Explore alternative financing options including incentive-based programs to improve infrastructure services, housing and open spaces.
5. Field-test selected options to assess their effectiveness and evaluate the performance of various partnership and risk-sharing agreements under different neighborhood conditions.

"Before you had to go from one institution to the next with no response from the officials. Thanks to the new program (for Social Services) being implemented by the City and Szczecin University, things should change." People are starting to change some things. A choir was organized in school, since last summer there is a club for the elderly in cooperation with an association for diabetics. The Skolwin Friends Association was formed and there is also a Family Counseling Center.

Excerpt from Szczecin Newspaper, March 1999

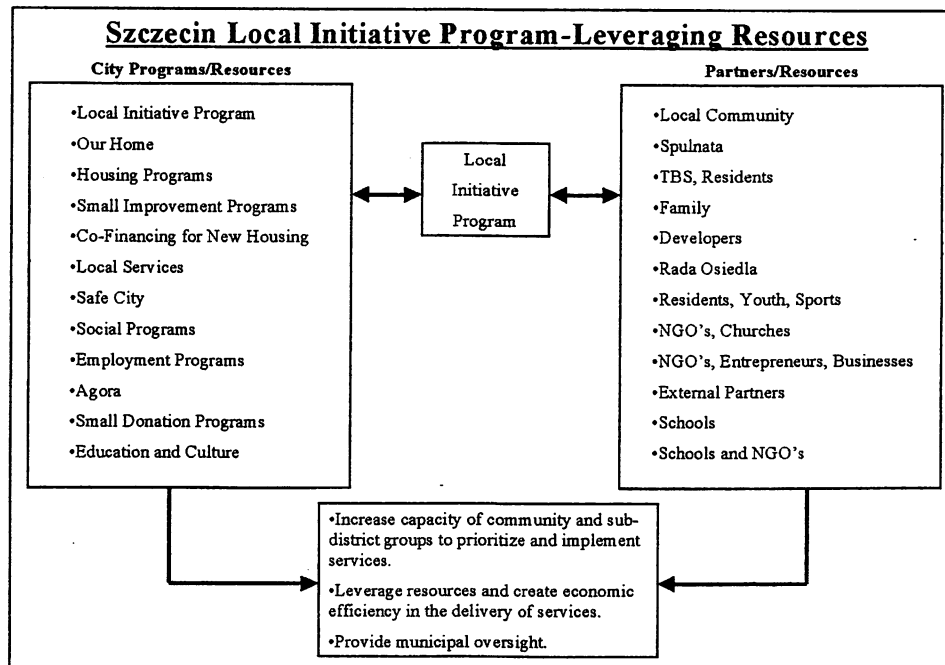


Figure 4. Szczecin Local Initiative Program-Leveraging Resources

6.2 Advantages of the Partnership Structure for Local Initiatives in Szczecin

The Directors of various City Departments involved in providing neighborhood services, have indicated an interest in developing an institutional structure that will improve the effectiveness of the services they are providing. Currently, with many different programs working within a neighborhood it is difficult to coordinate and there is considerable overlap in function and the delivery of services (Figure 5).

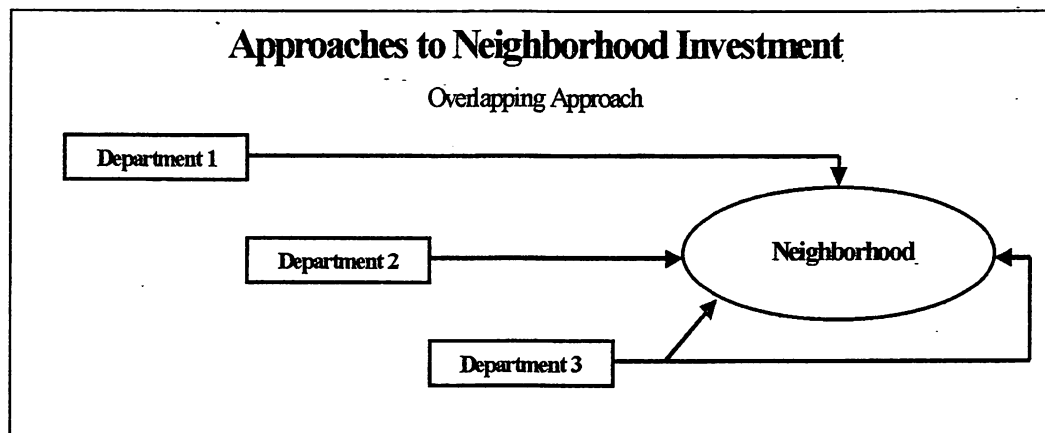
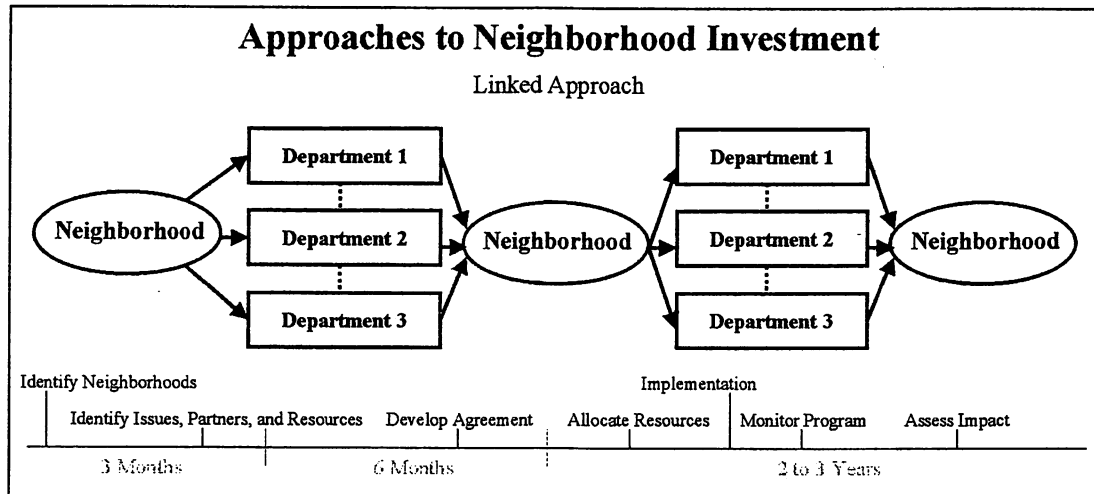


Figure 5. Overlapping Approach to Neighborhood Investment

The partnership structure at the neighborhood level helps to define services with the highest priority where coordination will leverage private initiatives and the impact of municipal assistance (Figure 6). The development of a partnership program for a neighborhood allows municipal programs to complement each other and encourages city resources and programs to build upon each other in a spatially focused manner.

Figure 6. Linked Approach to Neighborhood Development



A linked approach identifies the critical areas in which different City departments need to work with each other and avoids the need for excessive coordination, which tends to over emphasize "process" at the cost of producing actual results. Within a partnership structure, city departments and other partners can define their roles and responsibilities, work together as necessary when implementing projects and use monitoring and project assessment tools to measure their impact and contribution to meeting the major objectives of the partnership program. Distinct advantages of partnership approaches include:

Partnership programs increase the capacity of community and sub-district groups to prioritize and implement service.

- Help to organize and mobilize community initiatives and leadership in disadvantaged neighborhoods, and develop avenues and a capacity for self-initiative;
- Identify priorities and assign responsibility for implementation among different city departments, resident groups, and NGOs; and
- Provide long-term support for NGOs to become effective implementers of programs.

Partnership programs create economic efficiency in the delivery of services.

- The development of a partnership program for a specific neighborhood allows municipal programs to complement each other;
- Direct city resources and programs in a spatially focused manner; and
- Leverage private resources among residents and matching resources from other programs.

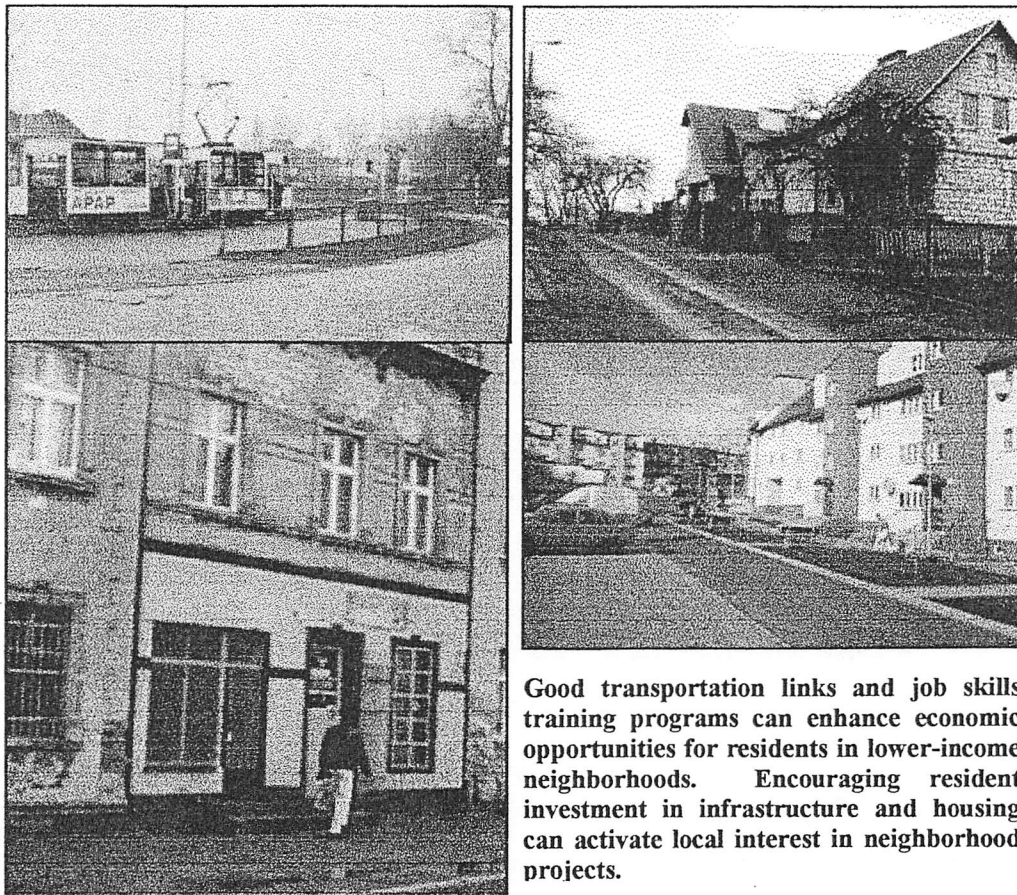
Partnership programs provide for an appropriate level of municipal oversight.

- The city can direct resources to priority programs that support citywide strategies (for example, housing strategy, safe city, or youth programs); and
- Monitor programs for impact and provide financial oversight.

6.3 Strategic Planning and Local Development

Strategic planning at the District Level can provide a framework for decision making and resource allocation to address the challenges of neighborhood development. Linking opportunity driven approaches within a context of broader economic, social and environmental objectives can significantly enhance the impact of a local initiative program (see Figure 7 and Figure 8).

Public, NGO and private funding will often differentiate their planning, financing and managing of development activities at the regional, city-wide and neighborhood levels. District-wide initiatives such as the upgrading of trunk infrastructure can encourage resident investment in infrastructure and housing at the neighborhood level. Stemming vandalism by youth of the regional bus system and creating alternative recreation programs is linked to increasing the transportation options for local residents to access jobs. Regional job training programs developed with employers can be linked to increasing economic opportunities for residents in lower-income neighborhoods.



Good transportation links and job skills training programs can enhance economic opportunities for residents in lower-income neighborhoods. Encouraging resident investment in infrastructure and housing can activate local interest in neighborhood projects.

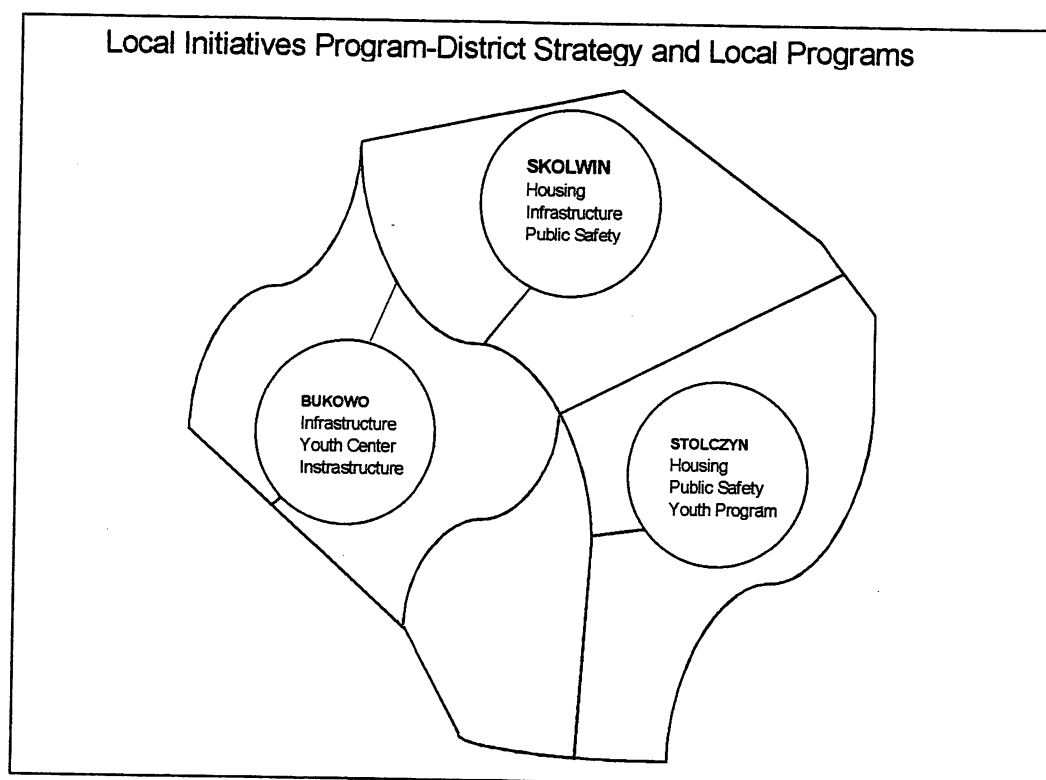


Figure 7. District Development Strategy and Local Programs

Figures 8. Reinforcing Initiatives at the District and Neighborhood Level

<u>Strategic Objective</u>	<u>District-Wide Initiative</u>	<u>Local Neighborhood Initiative</u>
Increase Economic Opportunities	Job-Training Program	Maintenance contracts for public areas with local residents
	Regional Training Center and Incubator	Local outreach with Rada Osiedlowa
	Safe Transportation Linkages to local of Jobs	Bus-Stops located in safe areas with lighting. Work with police and social workers on youth vandalism of buses
Youth Programs	Safe City, Youth and Culture Programs	Play grounds, sports facilities and programs with Rada Osiedlowa and NGOs
Infrastructure	Improvements to Bulk and Connecting Infrastructure	Small Improvement Program for street and building systems
Housing	Housing Strategy for Northern Zone	Renovation, land purchase, affordable housing for lower-income families and housing opportunities for middle income families

Figures 7 and 8 illustrate how an expanded Local Initiative Program can leverage resident initiatives within neighborhoods and build on District level investments including infrastructure and social programs.

6.4 Organizational Structure

A common feature to the successful programs outlined earlier is a commitment on the part of the municipality of staff and resources to initiate and organize local activities in neighborhoods where community-leaders have not yet emerged and to assist those community leaders who have taken initiatives.

Another common feature is the use of partnership committees that create the opportunity for a broad set of groups to work together with the city acting in the role of facilitator and convener of the partnership process. Partners in Szczecin could include commercial enterprises, municipal departments and affiliated organizations such as the Rada Osiedlowa, community-based organizations such as street and neighborhood associations or a neighborhood church, NGOs such as the Szczecin Enterprise Center and educational institutions such as Szczecin University which is currently working with the city to assess social services. Basic groups within a partnership structure and outlined in Figure 9 include:

- **Local Initiatives Team**

To support the program, it is recommended that the Szczecin appoint an inter-departmental team to work with local residents, associations, NGOs and other city departments. The composition of a core team should include representatives of key city agencies that would be involved in the program. Members should maintain their positions in their respective departments and continue to report to their department heads. The core team would help define the program, liaison with senior city officials and develop the operational procedures including outreach, implementation, monitoring and follow-up.

An expanded team could be developed for a particular neighborhood to include city departments involved in the neighborhood and also include the Chairperson of the Rada Osiedlowa for the particular neighborhood. The expanded Team would assist the partnership committee to define the program for their particular neighborhoods and help to undertake the necessary research of existing programs and priorities through meetings within the community and surveys when appropriate. Team members working closely with the neighborhood should have good community outreach skills.

- **Standing Committee for City Development**

The Standing Committee should consist of directors of key departments that would work with the Local Initiatives Team to ensure coordination among city strategies, funding and implementation programs. This will help to integrate the inputs from different departments into projects being developed for the various neighborhoods, link to city funding cycles and help to resolve implementation and monitoring issues which arise when different groups are working together.

- **Partnership Committee**

A partnership committee would be developed for each designated area involved in the local initiative program. Persons serving on the committee could include representatives of key agencies working in the area, private businesses, civic leadership, churches, NGOs and residents. The partnership committee would work

with the city to define the priority issues within the neighborhood, such as social, youth, and sports programs, economic development and job training, operation and maintenance of neighborhood open space and social facilities, or housing revitalization. The partnership committee would work out a plan with the Local Initiatives Team to write the agreement and undertake their respective areas of action.

- **City Board and City Council**

The City Board is responsible for appointing a working group of representatives from city departments and other organizations, proposing the program, appointing a core local initiatives team and seeking the approval of City Council for the expanded Local Initiative Program.

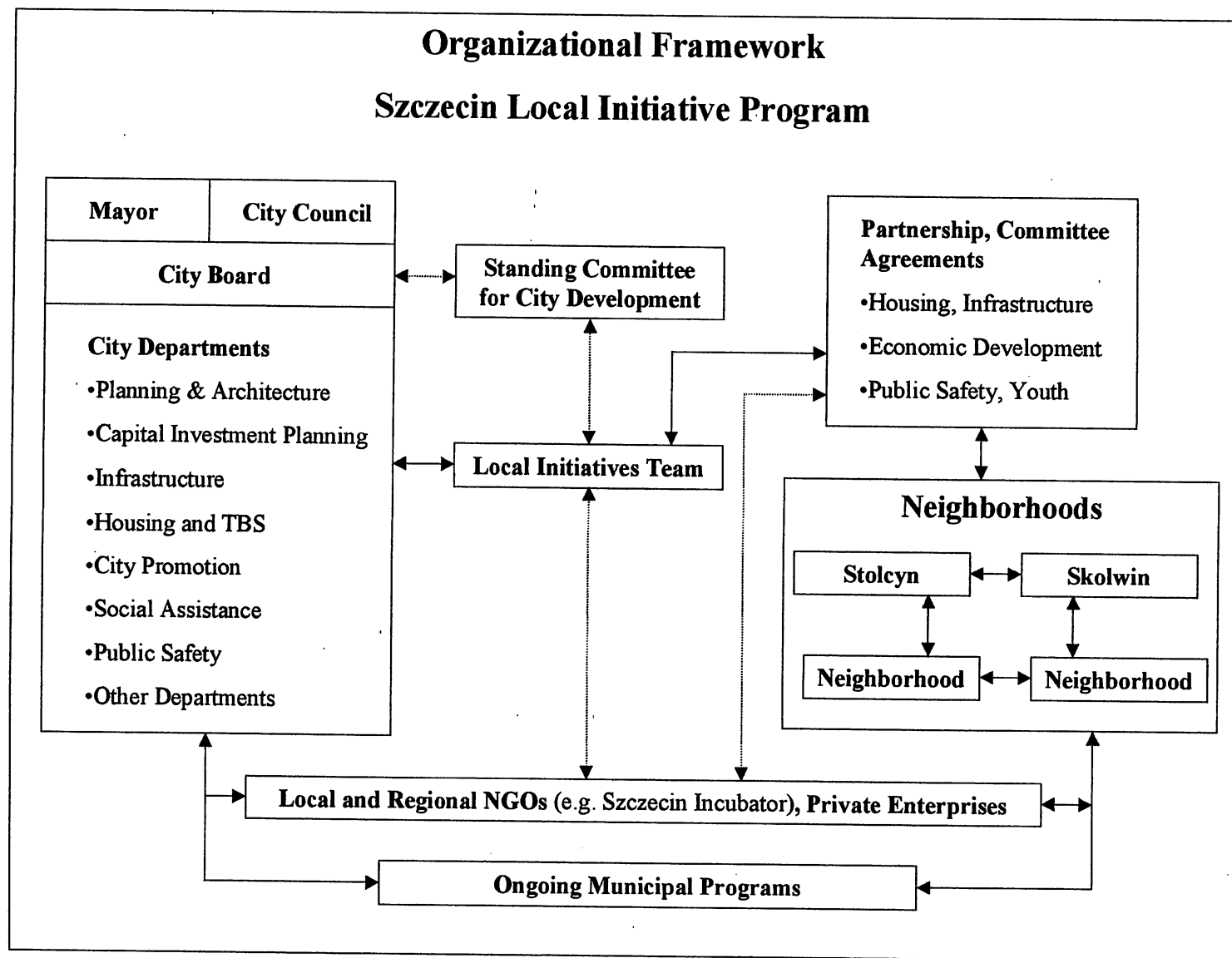
- **City Departments**

An expanded Local Initiative Program working through partnership instruments can promote better collaboration among city departments in delivering services to marginalized neighborhoods. The Local Initiatives team would work with City departments to secure commitments for their respective work within a partnership agreement and assist them in structuring sub-agreements with residents and NGOs.

- **Local and Regional NGOs**

With the tremendous growth in the number of NGOs in Szczecin, there is an opportunity to leverage the human and financial resources of groups working within neighborhoods. The two cases highlighted in this report illustrate how the city can partner with NGOs and how in certain cases, these NGOs can leverage funds from outside the greater Szczecin community including private sector funding and regional and national funds.

In developing an expanded Neighborhood Initiative Program, the city can begin to distinguish among community-based organizations that have the capacity or the potential capacity to deliver services that meet the objectives of a partnership agreement and build the capacity of local groups to provide these services by providing longer-term contracts.



6.5 The Enabling Environment

In Szczecin, the city could initiate a local initiatives program within its current legal, financial, regulatory structure. The current instruments available include:

- **Local Community Initiatives Act**

Act No. XXII/267/96 of the City Council--Organizing and Refinancing Local Community Initiatives

- **Financing of Technical Infrastructure**

Act No XXI/286/96 of the City Council --Planning, Financing and Realization of Technical Infrastructure in the Building areas in the Szczecin Commune.

- **Program for Small Improvements and Our House Project**

The program provides financing of renovations of common building elements such as stairs, roofs etc. Participants include the residents of the buildings.

- **NGO Support Grants**

The City is redesigning its support to NGOs to incorporate three levels of grants, ranging from operating support funding for NGOs to longer contracts for services.

Discussions with city officials highlighted how these programs can be drawn upon to develop a neighborhood initiative program that has a spatial focus and creates an impact that leverages additional resources. Partner organizations and commercial firms can also provide funding and in-kind contributions. Examples include the Szczecin Enterprise Center and the Green Foundation's reuse of old buildings and their ability to raise in-kind funds.

- **Other Funds**

The advantage of the neighborhood initiative program is the ability to leverage funds from sources outside including national funds for housing; regional EU funds for social and environmental projects and specialized funds that are often made available to initiatives undertaken by NGOs in association with bilateral funders such as USAID or foundations such as the Ford Foundation.

The city can develop agreements to work with potential partners at different levels and within different time periods. For example:

1. A partnership agreement can be developed at the neighborhood level among key partners over a longer time period, for example three years during which they would enter into a separate agreements, for example a street association, that wants to upgrade its street.
2. A district-wide activity such as training would involve NGOs, city agencies, and neighborhood outreach