

Wrocław – Nadodrze, Poland

BACKGROUND INFORMATION	
PROJECT TITLE	Wrocław – Nadodrze district 'Maximum leverage from limited resources'
Beneficiary	Municipality of Wrocław (city council)
Duration of project	2005 – continuing
Member State	Poland, Dolnośląskie region (Lower Silesia), Wrocław
Geographic size	Size of the target area: 1.5 – 2 km ² , population of the target area: approx. 28 000, population of the municipality: 633 000, population of the functional urban area: 861 000
Funding	The total financial expenditure of the Nadodrze revitalisation programme is intended to be around €30 million. Of this the ERDF is contributing €10 million through 16 projects within the <i>Regional Operational Programme of Dolnośląskie Region 2007-2013</i> (RPO WD), of which €8.5 million is already spent. Also new projects are being generated which could increase this sum by a maximum of €2 million. ESF projects were carried out, as well as small projects from other programmes such as URBACT and the Central Europe transnational cooperation programme which use the ERDF, but they were small compared with the above-mentioned funding. Private contributions (leverage) are not included in the projects' calculations.
Operational Programme	A co-ordinated mix of projects co-financed through different programmes. The main activities supported by the ERDF are undertaken within the Dolnośląskie Regional Operation Programme (RPO WD 2007-2013), priority IX 'Cities', point 9.1 – where 16 projects with a total budget €12 million (including ERDF – €7 million) are in progress.
Managing Authority	Managing Board of Dolnośląskie Region (Lower Silesian Voivodship) – for RPO WD Programme
Cohesion Policy Objective:	Convergence
Main reason for Highlighting this case	A broad and long-term comprehensive city revitalisation programme, engaging many organisations and private persons in the development processes covering both infrastructure and social affairs. Skilful coordination of many different operations and of finances from numerous sources to achieve the 'critical mass', changing the character of the chosen limited area, but significantly influencing the sustainable development of the whole city. Exemplifying the key role of the city authorities in coordinating scattered activities. Model solution for cities of medium and large size.
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1. PROJECT DESCRIPTION	
Overall objective / goals	The renewal and animation of the very neglected district of Nadodrze, which adjoins the historic centre. Wrocław's history means that it has many places which were ruined during the war or deteriorated in communist times. The core 'old town' has been revitalised in the last 20 years and now is one of the most attractive urban centres in this part of Europe. But the remaining historic districts are examples of blight and social degradation. This area – Nadodrze – was chosen as a key project as it has one of the most deprived urban area and for its geographic position as being close to the city centre. Many different large-scale actions were planned here, to assure the sustainability of results. Transformations in this district intend to be a pilot project for other areas showing that deep changes are possible.
Description of activities	The main activity (i.e. the one with highest budget) is the technical renovation of selected public buildings, green spaces and parks, as well as façades and courtyards in residential buildings. Sixteen such projects were initiated. In the case of residential houses, public operations aimed to encourage inhabitants to join the programme by renovating their flats using private resources. Actions of this type concern about 60 selected buildings, from over 250 which applied for financing. Operations aiming at the reintroduction of shopping streets, the economic animation of the area and the improvement of public transport were also undertaken. All these actions have been supported by ERDF resources. Actions in the social sphere are undertaken in parallel, to counteract the social exclusion of inhabitants and promote the growth of professional activity. These tasks are addressed by the municipal projects, supported by the ESF. From these resources Nadodrze district has about a €5 million share. Against this background the activities of several dozen NGOs were developed, sponsored from different resources, including European grants. These activities focus mainly on the local community and on young people. There are also projects aimed solely at the efficient management and co-ordination of transformations in the Nadodrze district, through the capitalisation of knowledge (e.g. URBACT).
Recipients	The main infrastructural projects concern the broad local community: the school renovations, the police station, parks and green squares. Renovations of the courtyards concern the inhabitants of adjacent houses, though the improvement of the quality of public spaces and the aesthetics of buildings influences the district as a whole. The construction of the Centre for Professional Development and the location of other all-town social services as well as the support of local trade and economic development serve all the town's inhabitants. However the development of these exogenous functions favours the development of external connections of the Nadodrze district within the city structure and the enhancement of the district's attractiveness for both existing and new inhabitants and for businesses.
Mainstreaming of gender equality and non discrimination	Operations are undertaken in this very neglected district aimed at breaking the clear downward spiral of social exclusion. Some activities focus directly on handicapped social groups, including women from difficult families. In such cases actions are specifically targeted at inclusion into the labour market or the increase of the professional activity of women and of young people.
Intended outputs and results	The improvement of the quality of public spaces in Nadodrze and the restoration of the function of commercial high streets targets the economic growth of the area, and the improvement of the social situation. The renewal of two schools aims to improve the conditions for young people's learning and to reduce social exclusion. The renewal of the police station and the video monitoring network of public spaces has the objective of improving safety and increasing positive social relations. The renovation of

	<p>façades and the co-ordination of the development of commercial functions, as well as the improvement of public transport, aim to stimulate the Nadodrze economy and to make this district commercially attractive for the whole city. The modernisation of courtyards and support for the renovation of residential buildings aims to improve living conditions and attract new inhabitants. In addition to all these actions a rich social programme was introduced, preparing the local community for acceptance and full use of the potential of the proposed changes.</p>
2. POLITICAL AND STRATEGIC CONTEXT	
<p>National and regional framework for implementing ERDF funded urban development projects</p>	<p>Poland is a country where 2/3 of the population lives in cities. The urban network is polycentric, without the drastic domination of large cities. It consists of over 900 cities of different sizes, spread out almost evenly over the national territory. The economic and social situation of cities is generally good, though there are areas, cities or districts which are neglected. Most local authorities actively promote development, often achieving success. Nonetheless they have little experience in complex urban management, which would embrace technical and infrastructural issues as well as social and economic aspects. Therefore the integrative model of multi-sectoral revitalisation is still a kind of experiment.</p> <p>In the last 70 years Polish cities have grown considerably, but their development has relied mainly on the construction of new suburban housing estates. Historic city centres became abandoned and technically neglected. They often became the social problem areas, as low-income or disadvantaged families were housed there.</p> <p>Cities in western Poland have an additional feature, stemming from their recent history. Following the change of state borders the population was displaced to the west, and cities became inhabited by immigrants from the east, often with no urban traditions. The political situation meant that this population perceived its living situation as unstable and did not identify with its new place of residence. Also in general this new population was smaller than before war, so much of the infrastructure was superfluous. Therefore municipalities paid too little attention to maintenance, repairs and rebuilding. This interim state of uncertainty lasted almost half a century. The centres of cities in western Poland were especially neglected. Due to these events, in 1945 Wrocław found itself within the new, post-war borders of Poland. It was also especially ruined during the last months of the war, because the city was turned into a 'fortress' in which the fascists resisted even longer than in Berlin. For defence purposes they demolished an important part of the centre just to build an airfield, which was necessary to survive the siege.</p> <p>Today, urban management in Poland has a highly sectoral structure on all levels of public administration, to face problems that partially date back more than 50 years. Revitalisation, understood as horizontal co-ordination of sectoral policies, is slow to be implemented and is still a kind of experiment. The organisational solutions applied in Wrocław are among the first attempts at integrating policies in Poland. They constitute a model solution for other Polish cities because they fulfil the postulates of the new urban policy in Poland, which is being implemented at present.</p> <p>The Wrocław of the 21st century is a relatively rich city. In the last 20 years the city, as a leader in the country, has made use of almost all the new opportunities for development which the political transformation of Poland has afforded. It is also the capital of a very dynamic region. But other cities of this region are not developing so well or so fast, and they are considerably smaller. In many of them social and economic problems are very deep. Therefore Wrocław is not seen as the main beneficiary of external support. That is why it cannot expect high per capita support from European funds, including the ERDF – this question was agreed at regional political level. The regional operational programme (RPO WD) laid down a</p>

	<p>strict ceiling on the sum for which the Wrocław authorities could apply, even despite the open competition among applicants. This limit was lower than a sum related to the city population. Therefore in the revitalisation programme that is under way, there is high share of the city's own resources. The municipality succeeded in making good use of local competencies, to become an ERDF beneficiary and to undertake the implementation and project management of the Nadodrze revitalisation.</p>
<p>The planning context</p>	<p>Wrocław is one of main cities of Poland whose importance goes beyond the borders of the region, and even of the country. In national spatial policy this metropolis has many key functions. The first is the higher educational system, learning (science), technologies and culture. In 2016 it will be a European Capital of Culture. Over the last 20 years the city authorities have implemented a development policy which is prominent at the national level, and is the national leader on this issue. Part of this policy is technical renovation and revitalisation. After the success of the renewal of the old town in the last decade of the 20th century, the city began to prepare the revitalisation programme for the remaining districts. This programme was launched in 2005. However changes in European urban policies and the cancellation of the Urban programme significantly limited external financial resources. Therefore in 2008 an amended revitalisation programme was adopted, defining a spatially limited 'support area'. It was founded on the idea that to obtain visible effects, activities ought to be concentrated on a single area. From among the options considered, the Nadodrze district was chosen, as the most neglected, and directly adjoining the already renewed 'old town'. The district was covered with a group of projects and urban programmes, including the '100 townhouses' and 'traditional shopping streets' programmes, as well as social programmes, partly implemented by NGOs. The organisational structures of the revitalisation management were created based on international experiences recognised through European projects, e.g. under URBACT. For this district 16 new infrastructural projects were prepared, all within the framework of the ERDF Regional Operational Programme (RPO WD). This programme grew from the regional development strategy and is compatible with the national development strategy.</p>
<p>3. IMPLEMENTATION</p>	
<p>3.1. PROJECT DESIGN AND PLANNING</p>	<p>The idea of complex revitalisation, embracing both infrastructure and social issues, fulfils the theoretical postulates about integrated urban regeneration. However so far it has not been implemented elsewhere in Poland on such as scale and with such determination as in Nadodrze. Wrocław's municipal authorities had already distinguished themselves with their own development policy at the beginning of Poland's transformation, and the city had made the most spectacular progress in the quality of urban spaces. The success of the renewal and reanimation of the old town, which engaged local community and private capital on a large scale, encouraged further actions.</p> <p>In 2005, directly after Poland's accession to the European Union, Wrocław municipality adopted the Local Revitalisation Programme, which aimed to prepare the city for the new urban projects, similar to the Urban programme under way in the old EU member states. However it soon turned out that the Urban programme would not be continued and European resources intended directly for revitalisation would get smaller. It was therefore decided to amend the Local Revitalisation Programme and to limit it to the selected 'support area'. The idea was to concentrate the efforts and resources on a smaller area, to make the effects of actions more visible and to cause a 'snowball effect' – pushing endogenous development processes with the participation of private capital and the local community. The programme had to affect development processes in the entire town, breaking organisational and mental barriers, and proving the efficiency of</p>

coordinated actions.

Several possible 'support areas' were considered, and each was scrupulously analysed. Most town districts had objects and infrastructure in a poor technical condition. Several areas were in a similarly bad social situation. The choice of the Nadodrze was influenced by three additional factors:

1. Adjacency to the old town, which had been deeply transformed several years earlier; Nadodrze's central location and high accessibility strengthen the potential for economic stimulation and may promote the authority's new development policy;
2. The district's townscape promoted the creation of attractive public spaces, including green spaces, which may serve residents from a wider area, stimulate business and attract new residents;
3. The size of the district seemed to match the resources which would be available for revitalisation, and a number of empty communal properties could facilitate the transformation.

The new Local Revitalisation Programme, limited to the Nadodrze district, was adopted in 2008. On its basis the municipal authorities prepared the main project applications to the ERDF-driven Regional Operational Programme – (RPO WD).

The 9th priority of the Dolnośląskie (Lower Silesian) Regional Operational Programme (RPO WD 2007-2013) is 'Cities' and supports revitalisation actions in cities across the entire region. Under the convergence goal many cities seemed to meet the conditions of the programme's support better. On the other hand it was known that given its potential and experience Wrocław is able to prepare a good project application. The managing authority assumed in the initial stages of programming that Wrocław would receive a maximum of €10 million (the requirement was for 30% own funds and 70% ERDF).

The quality of project proposals submitted to RPO WD by Wrocław municipality was high, but the amount of ERDF was not enough to carry out all the plans. The Wrocław authorities decided to count on their own prosperous financial situation. They used the experience of other countries, learned within ongoing European collaboration, for instance through the URBACT programme, to pool funding together and eventually they committed to the entire Nadodrze programme twice the amount of their own resources. In this way the municipality practically doubled the initial planned financing.

This large operation was favoured by the internal rule that all projects and municipal undertakings must be prepared so as to enable their easy transformation into 'European' projects. Such was the general internal procedure of the municipality. This raises costs a little, but means that the city is always ready when an opportunity to submit a good project occurs, e.g. within the framework of supplementary calls. This appeared very effective, because the end result is that the city gains many different items of financing. The above rule, applied universally, also allows the costs of project preparation to be reduced to a reasonable level (the scale effect) and prevents defeatism in case of failure. All building renewals simultaneously improved energy efficiency, in accordance with contemporary standards, within the limits allowed by heritage preservation regulations.

The main risks of the programme concerned the interaction of public tasks and private investments. In principle the municipality does not finance private investments. Therefore instruments to stimulate individual initiative and change the behaviour of flat owners and businesses must be very accurate. There is a high risk that the desired results will not be achieved, at least not in the foreseen time. To avoid such cases the city applied three solutions:

	<ol style="list-style-type: none"> 1. In parallel it undertook many of its own actions and stimulated the activity of several dozen NGOs, to reach the critical mass for impact on the local community. Given the intense activity the risk of failure of an individual project is greater, but the chance of final success higher, despite the high number of bodies involved; 2. It concentrated on the continuation or modification of earlier actions, through which it had already gained experience – either in other districts of the town or in other European cities with which Wrocław collaborates; 3. The main resources were committed to low-risk projects such as the renovation of public property, public spaces between buildings, and common parts of buildings. This is because flats and shops are private but courtyards, staircases and entry zones remain municipal property. <p>The rules adopted regarding the interaction of public and private ownership appeared effective. They were accepted as the standard way of operating, but were constantly improved. The programme of renovation of townhouses is going on in the entire city, not only in Nadodrze, similarly to other actions focusing on collaboration with business.</p> <p>For activities in Nadodrze, Wrocław municipality mainly used its own resources. ERDF resources, though a minority, were very important. However the principal added value of the ERDF seems to be the implementation of practices to prepare and co-ordinate different urban projects and plans. The municipality wanted to achieve a high efficiency in gaining ERDF resources, so they built an effective organisational structure and procedures which became profitable also for other actions.</p> <p>ESF resources were also committed in Nadodrze. However there were no territorially-targeted projects here: Nadodrze used resources from the wider projects. Therefore the level of ESF financing in Nadodrze can only be estimated roughly, at less than €1 million.</p>
3.2. MANAGEMENT, MONITORING AND EVALUATION SYSTEM	<p>In the organisational structure of the municipality there are many units whose competences and operations are connected with revitalisation. So a key problem is the co-ordination of various operations run by fragmented bodies of the city, and their comprehensive programming and planning.</p> <p>At the beginning of the implementation of the revitalisation programme, Wrocław municipality set up a special coordinating unit. This is the Presidential Department ('President' is the title of the city's mayor) whose tasks cover among other things the synchronisation of different sectoral units within the framework of the Nadodrze revitalisation programme. These works are supervised by the Deputy City Mayor. The municipality took a great deal of care with the selection and preparation of the employees of this unit – including financing postgraduate studies in project management. One person in this unit, equipped with wide decision-making powers, was responsible for the entire coordination of matters in Nadodrze with a focus on infrastructural projects (Regional Operational Programme – RPO WD)</p> <p>Sectoral departments of the municipality deal with individual projects according to their competences. The management of projects co-financed from European funds is the task of European Project Management Office, which is divided into two departments: investment projects (ERDF) and social projects (ESF). They manage all such projects led by the municipality.</p> <p>Most social projects in Wrocław are coordinated by MOPS, the Social Assistance Centre. These projects are co-financed by the ESF, and embrace the entire city. One can estimate that such projects distributed resources to Nadodrze of about €1 million. Social actions are supported also by hard projects funded from ERDF resources, such as the construc-</p>

tion of the Centre for Professional Development, which is one of the key projects that aim to enliven the district socially and economically.

Operations directly concerning the economy and collaboration with business (shopping streets) are led by the Economic Development Office. Its employees prepared the Nadodrze Local Action Plan within the framework of their limited participation in the Urbameco project. The experience gained in this project, including the knowledge transferred from other European cities, underpinned further actions in Nadodrze.

Spatial development issues are dealt by the City Development Office. Within the framework of the EDC3 (3rd European Development Corridor) and Via Regia Plus projects it gained experience and worked out the concept of the Nadodrze communications junction of which the busy Wrocław-Nadodrze railway station is the core. Part of this task is already finished. Talks with the railway administration are now under way regarding the adaptation of the building and improvement of network connections.

The internal co-ordination system works effectively for municipal operations. Its efficient procedures favour successful applications for external resources in various programmes co-financed by the ERDF and ESF. Organisational units are interested in including projects in their sector in one of the urban initiatives so as to gain additional external resources.

Nadodrze District Council is also heavily engaged in carrying out projects in this part of town. This is an elected body, an auxiliary unit of the city council, which exists in big cities. Its main functions are to give an advisory opinion on individual projects in the preparatory and implementation phase. It organises collaboration with inhabitants, targeting their commitment to the affairs of the district. It also leads or helps to run social actions of different kinds.

To strengthen NGOs' participation at the beginning of the programme, the municipality organised the Info-point on Nadodrze's main street. Its task was to support information flow and to promote social actions in the district. The Info-point is run by a foundation which was chosen in a contest, and which has led many actions in Nadodrze before. The municipality gave the attractive premises for this activity. This place has become an important element on the map of the district. Many initiatives, independent or partially financed by the city, are connected with this info-point.

The adaptation of the building at Paulinska Street 2 for especially active NGOs was also financed entirely from municipal resources. The municipality adopted the rule that it supports NGOs' activities in general. It often covers their contribution if they apply for resources from different programmes, including these linked with the ESF or ERDF. Not all NGOs' actions are successful, but in most cases the municipality bears this risk, because the overall effect of these actions is positive: NGOs often work on innovative themes and find financing solutions to which the city would not apply. This increases the overall amount of resources involved in transformations, brings new experiences and enlarges the social actions. For example, owing to this policy many ecological actions have been initiated in Nadodrze, including the Lower-Silesian Eco-development Centre, an outpost of regional significance.

The formal assessment of actions led in Nadodrze is carried out according to the rules of the programmes from which the individual projects are financed. The entire process of the Nadodrze revitalisation is subject to binding municipal supervisory procedures. It is being observed attentively by the media, which double-check the efficiency of the actions undertaken. The Revitalisation Programme is also updated. At the moment the new Nadodrze master plan is under preparation; it comprises further actions, given that most of the previously planned investments, infrastructure and other activities are drawing to an end.

	<p>The experiences of the programme also often lead to amendments in the policies of the municipality. For example, to maintain control over the entire transformation, the municipality abandoned the previous practice of selling public-owned buildings in Nadodrze. At present most of the premises are rented, which facilitates the policies related to business, and on the other hand preserves the municipality's influence on the structure of activities. It is also more favourable to the strengthening of wider social participation.</p>
<p>3.3 GOVERNANCE: PARTNERSHIP, PARTICIPATION AND EMPOWERMENT</p>	<p>The main projects realised in Nadodrze were municipal projects, which means that the initiator, applicant and executor was the city of Wrocław. Therefore co-ordination did not demand agreements with external partners. However nowadays, after several years of implementation, one can conclude that problems of partnerships and participation are becoming one of the major issues of the Nadodrze revitalisation, and in spite of a considerable variety of situations, they were underestimated at the beginning of the plan.</p> <p>This does not mean that no such partnership actions were undertaken, but from today's perspective it seems that in spite of the considerable commitment, more should have been done on this issue.</p>
	<p>As an important success one can assess the co-ordination of operations in different municipal institutions. For example within the framework of the Urbameco project the Local Support Group was organised, consisting of representatives from different public and social institutions which collaborated in the realisation of the project. At the beginning this group became acquainted with the experiences of other European cities (particularly Lyon) and on this base it initiated the efficient procedures of mutual collaboration, which have worked well in municipal structures so far.</p>
	<p>For many years, Wrocław City Council has had the auxiliary unit Nadodrze District Council, which leads activities for social participation with high skills, knowledge and commitment, and on the other hand gives professional advice to the projects introduced by the municipality. Council members have earned real respect among inhabitants and their work is thought of very highly, more highly than in other city districts.</p>
	<p>There are also special projects addressed to specific groups of stakeholders, such as business, craftspeople, artists, young people or low income families. Several dozen NGOs are active here – people speak of 80 NGOs in Nadodrze, but this number is hard to verify.</p>
<p>4. INNOVATIVE ELEMENTS AND NOVEL APPROACHES</p>	
<p>4.1 INNOVATION</p>	<p>The development of urban infrastructure and the strengthening of the local community, which are two key components of revitalisation, are in principle financed from two separate funds: ERDF and ESF. Beneficiaries must possess initiative and knowledge to skilfully connect different ideas and different resources. Paradoxically this situation leads to innovation – each comprehensive revitalisation programme is created individually, adapting to its own conditions and needs. The revitalisation of Nadodrze district in Wrocław already required in the first phase the task of preparing a reliable comprehensive programme, focused not just on gaining financial support, but on the real problems of the city. For this reason, research and analyses were undertaken by local experts. These studies are <i>per se</i> an element of innovation in the Polish context, since there is a dominant conviction that the authorities usually know or 'feel' what the basic challenges are in their city. Moreover, knowledge from other large urban programmes in Europe was also taken into account, including the experiences of the Urban programme.</p> <p>Another element of innovation in this context was the decision of the Wrocław authorities to concentrate actions on a limited geographic area: the Nadodrze district. For six years all the revitalisation operations were</p>

	<p>concentrated there, counting on social acceptance and on the 'snowball effect' – starting the endogenous processes of transformation – not only here, but also in other districts.</p> <p>The organisational structure introduced for the implementation of the programme was also innovative. As already mentioned, the revitalisation consists of various multidisciplinary actions. In the organisational structure one can speak of a multisectoral process. Theoretically every sector in the city is subordinate to the mayor, but he/she usually does not have the capacity to run the detailed co-ordination, and relies on deputies and staff. Wrocław decided to break this systematic insufficiency, by appointing the Presidential Department to which competence for the intersectoral co-ordination of the revitalisation programme was delegated. This is a rare case of horizontal competences in the institutional structure of municipalities. Simultaneously other actions were undertaken to improve the information flow inside the organisational structures of the municipality.</p> <p>The city also implemented rules for the preparation of all large operations, which are compatible with the practice of programmes cofinanced by European Union funds. In spite of difficulties and higher costs at the beginning, it soon turned out that it resulted in gaining more external resources. In effect, having most of the documentation ready, the municipality can apply to programmes with almost no additional workload.</p> <p>Many innovative efforts, and the detailed solutions being implemented, concerned local empowerment and public participation (see section on thematic focus).</p> <p>At present the experiences of the Nadodrze programme are being transferred to other city districts. Simultaneously the municipality is preparing the master plan for new actions in Nadodrze, building on previous achievements of revitalisation. Professionals are beginning to use the notion of the 'Wrocław model' in reference to the complex implementation of revitalisation actions.</p> <p>The municipality also uses the success of the Nadodrze revitalisation in other spheres. It stresses that spatial transformations based on social participation and inclusion, as done in Nadodrze, have distinct cultural references. It used this argument as the crucial element of its campaign for the title of European Capital of Culture. This approach appeared to be effective – Wrocław won the competition and will be a European Capital of Culture in 2016. It is planned to show to the audience the role the local communities' cultures played in the positive transformations of the city. One ought to underline that the qualifying committee meeting of the contest took place in the 'info-point' in Nadodrze.</p>
<p>4.2. KEY IMPLEMENTATION CHALLENGES AND PROBLEM-SOLVING PRACTICES</p>	<p>Despite broad operations to create local empowerment and public participation, one can perceive weak points in the local community's inclusion and in the level of its commitment to the projects. The municipality is also conscious of these gaps. On the scale of the entire city it achieved a high level of public commitment, and so gained many new participants in the developmental activities in Nadodrze and other districts. However the people who are left out of the local community are the 'old' inhabitants of the district, who often live in microcommunities and are often affected by various types of disadvantage.</p>

	<p>An example is the wide-ranging project to renovate townhouses. In spite of the spectacular effects, the local community remains dissatisfied, misunderstanding the philosophy of such projects. One of its rules is that it cannot finance private property but only public property. In some cases this leads to dissonances or paradoxes. For example considerable resources may be spent repairing a staircase, reproducing its historic form, while the flats themselves remain unrepaired. This may evoke frustration which may turn into vandalism. Today the deficiencies in this area are considered as the basic problem of the Nadodrze revitalisation programme. The municipality is developing activities with the local community, using the effects of revitalisation that have already been achieved, including the new microcommunities created as result of the migration of residents from other districts.</p> <p><i>Also see 4.3</i></p>
<p>4.3. THEMATIC FOCUS</p>	<p>The lead idea of the Nadodrze revitalisation programme was the 'snowball effect' of development – the initiation of endogenous growth processes, through the inclusion of a wide range of local organisations and the local community. The authorities intended to prepare and implement a critical mass for 'seed' actions, which would make the process really take off.</p> <p>Although the vast majority of the initial resources was invested in hard infrastructure, the stimulation of social activities at the scale of the entire town is being evaluated as the most important success of the programme. Many innovative efforts, and the detailed solutions being implemented, concerned local empowerment and public participation. Many of them were dedicated to stakeholder inclusion and collaboration. This task turned out to be especially difficult, just because it was too innovative in relation to the previous practice. This model of cooperation between the municipality and the NGOs had never been experienced before. Some problems of reciprocal mistrust weakened the expected effects of this collaboration. However, the municipality did not become discouraged. It set up and maintained the 'info-point', to keep the promotional-informational action of the programme alive.</p> <p>Despite its name, the 'info-point' has been able to shift from informing to involving, as regards social participation in urban renewal. Spending huge amounts on hard investments, the municipality undertook many differentiated actions in the social sphere, using its own organisational structures to coordinate all of them. Via these activities they prepared inhabitants for the changes and achieved a high level of public commitment. But from today's perspective one can see that the old social structure of the area (the previous inhabitants) were insufficiently included in new activities. This caused among other things the growth of problematic behaviours.</p> <p>Theme 5: local empowerment and public participation</p>
<p>5. FUNDING</p>	
	<p>The ERDF invested €10 million within the RPO WD, of which €8.5 million has already been spent, but there are also new projects which can increase this sum by up to €2 million. Small projects were also financed from other programmes such as URBACT and Central Europe which are part of the ERDF, but their size was very small in comparison to those mentioned above, and one can omit them in summary calculations (e.g. the Urbameco project provided €27 000 for Wrocław).</p> <p>Two of the RPO WD projects were begun in summer 2009 and are already finished. The remaining ones were begun in summer 2010 and these are still running – they will be finished in 2012. In general in project applications one complies with the practice of the equal distribution of the budget across time intervals. However the reimbursement within the programmes financed by ERDF is often late. This does not cause a huge problem for</p>

	<p>experiences of other European cities, and led finally to the more efficient and less risky planning of the revitalisation processes in Nadodrze.</p> <p>Unofficially one uses the phrase 'the Wrocław model of revitalisation' to refer to a highly concentrated and comprehensive set of investment and social activities, engaging many institutions, organisations and private persons. But if the Nadodrze programme is to be regarded as a model, then one should make several essential remarks. The first concerns the scale of actions and the economic power of municipality: a programme such as Nadodrze can be carried only by the biggest cities, which have a healthy budget and are able to supplement the big ERDF and ESF projects with numerous small activities of their own. They must also be strong enough financially to smooth the inequalities of refinancing so that payment delays do not block progress.</p> <p>The strength of the Nadodrze programme is its complexity, concentration and adaptation to the needs of the chosen place, and not only to the requirements of the programmes which were offered. This is the wisdom which can be transferred to many other places, regardless to their size and economic potential.</p>
<p>6.3 ISSUES AND PROBLEMS</p>	<p>A strength of the programme is adaptation to local conditions. The targets and profile of the actions were formulated individually and independently. If some ideas were imported, then this was generally in a carefully studied way. But many of initiatives proposed by NGOs tried to transfer ideas from other cities directly, which did not always lead to success. However the Wrocław authorities do not fear risk in this matter, because they considered that it is worthwhile to take a risk with many small projects than to limit the activities of the local community.</p> <p>Public participation is simultaneously the triumph and the fault of the programme. On one hand the general public and businesses were successfully convinced to support the changes in the town. On the other hand, in spite of efforts, the level of commitment of the old local community remains unsatisfactory. Processes of social inclusion are still going on and the situation will probably improve soon. But it is clear that the inertia and social issues of the resident community were underestimated.</p> <p>Not all operations were co-ordinated to a sufficient degree, especially those concerning public institutions with their own independent organisational structure. For example in spite of the new police station and preventive video monitoring, the police authority has reduced staffing levels and finally, hopefully temporarily, criminality increased in Nadodrze. Another institution carrying out public tasks, the regional railway authority, did not actively support the idea of the Nadodrze public transport node, preferring the existing railway station. So far this project has only been implemented for trams and buses, though the full idea is only abandoned temporarily.</p> <p>In addition, it was not possible to adapt some of the city's sectoral policies. The municipal housing policy still is not able to address properly social issues related to housing in Nadodrze. The authorities own most of the free social flats and there are not enough innovative solutions in this regard.</p> <p>Operations are still under way to promote the wider inclusion of the local community in the revitalisation programme of the district. It turned out that an effective method in this regard was the inclusion of new inhabitants and business newcomers, because they set a good example and are generally appreciated by the local community. Old inhabitants willingly collaborate with the newcomers, which no one predicted. On the contrary, tensions and conflicts were expected, but these did not appear on any scale.</p>
<p>6.4 PROJECT OUTPUTS & RESULTS</p>	<p>The main programme outputs are: the modernisation of two schools, the improved quality of the public space in three green squares or parks, the installation of video monitoring to prevent crime, the modernisation of public buildings – the police station, the Centre for Professional</p>

	<p>Development and the Nadodrze Social Support Centre especially devoted to address issues faced by disadvantaged groups of population, the adaptation of two buildings for cultural and NGO activity, the modernisation of public courtyards inside seven blocks of flats, the improvement of public transport, the introduction of municipal services supporting economic activity and the reintroduction of traditional arts and crafts as well as revitalisation of the more important shopping streets, and the creation of permanent organisational structures for the participatory development model of the city.</p> <p>One of the most significant programme results is the stimulation of the active commitment of residents and businesses to participate in the activities of the programme, using their own initiative as well. The municipality succeeded in leveraging private means, in an amount sufficient to cause a visible improvement of the quality of flats and commercial premises. This leverage appears to be a permanent phenomenon.</p> <p>Activities in Nadodrze also influenced social behaviour and the attitude of businesses in other districts. Without exaggeration one can say that the success in Nadodrze has strengthened the social identity of the whole town and willingness to cooperation with its authorities.</p> <p>The above-mentioned facts have significantly influenced the whole community of the town. The new social situation has arisen – the new quality of space influences the social processes, and these aim to create cultural transformations. This point of view was presented in Wrocław’s application for the title of the European Capital of Culture 2016. And this point of view became an effective supplement to other achievements of the city in the last two decades – so that this honorific title was awarded to Wrocław.</p>
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7. CONCLUSIONS: KEY SUCCESS FACTORS AND LESSONS LEARNED

	<p>A most important success of the Nadodrze revitalisation programme is that it examined and showed convincingly what revitalisation should rely on. This example is well known, being commented and generally accepted, which leads to further steps in Nadodrze and actions in other city districts. Through these first successes the model was established, which showed how to work, how to engage many people, and how include them in the process of transformation. Therefore this programme exemplifies public empowerment and participation.</p> <p>The second essential success was the restoration of an unusually beautiful though very neglected district. This is an example of the unique town planning of the turn of 19th and 20th centuries, full of public green spaces of the highest quality. It is unique in Wrocław and in the country. The project showed how the contemporary city may function in beautiful spatial forms, and that one can restore this type of space to life. Furthermore it was done in a spectacular manner, through the many activities and a significant amount of joint resources.</p> <p>The third success is the essential rise in the quality of public spaces in the centre of the city. Actions in Nadodrze supplemented earlier achievements in the old town district. Adjacent Nadodrze can offer some metropolitan functions that were lacking, mainly recreational – green areas, arts and crafts, and secondary trade and services. Opportunities are also starting to appear in the improvement of public transport. The Wrocław Nadodrze railway station is located considerably nearer the real city centre and busy destinations such as the university than is the main Wrocław railway station.</p> <p>As the fourth success can be considered the beginning of new approach in the regeneration process in the context of Wrocław, in which citizens are actively involved in the transformation processes.</p>
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8. FURTHER INFORMATION	
Bibliography	Based on data delivered by Wrocław municipality, supplementary internet information and interviews carried out in February 2012. http://www.Wroclaw.pl/files/nadodrze/rewitalizacjaprezentacja.pdf http://www.Wroclaw.pl/464968.dhtml http://www.Wroclaw.pl/files/nadodrze/obszarwsparcianadodrze.JPG http://lokietka5.pl/ http://nadodrzerevitalization.wordpress.com/ http://nadodrze.strefa.pl/ http://www.echonadodrza.zafriko.pl/ Urbameco – http://urbact.eu/en/projects/human-capital-entrepreneurship/urbameco/homepage/ http://www.viaregiaplus.eu/wps/portal/viaregia
Contact	Sebastian Wolszczak, Revitalisation Project Manager, Project Management Group, President's Department, Municipality of Wrocław, zzp@um.wroc.pl , +48 71 777 73 44 There is no separate web page for revitalisation programme. The city web page is: http://www.Wroclaw.pl
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