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# CONTEMPORARY CONDITIONS OF STRATEGIC PLANNING OF A CITY'S SOCIAL AND ECONOMIC DEVELOPMENT – SELECTED ASPECTS

# WSPÓŁCZESNE UWARUNKOWANIA PLANOWANIA STRATEGICZNEGO ROZWOJU SPOŁECZNO-GOSPODARCZEGO MIASTA – WYBRANE ASPEKTY

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ABSTRACT: In the times of quick and widespread changes, innovations and new ways of city management, new approaches to planning of strategic development of urban entities are expected. Therefore there is a continuing search for possibilities of acquiring new information about the city market and ways to shape it, residents' participation and involvement, and also creating city openness. Urban centres are not closed entities but they have strong relations with the local, domestic and global markets. There is a search for new directions and priorities in strategic planning of social and economic development, while the established goals follow consultations, workshops and meetings of various groups of urban stakeholders. The consequences of long-term implementation of a city's image as open is, on the one hand, its recognisability, yet – on the other one – the experience of positive and negative effects of the implementation. The purpose of the study is to identify selected contemporary conditions of strategic planning of a city's social and economic development, emphasising – in particular – the bases for creating a city's openness, including the related opportunities and hazards. Another intention is to highlight innovative ways of collecting market information about needs and aspirations of city users, as well as to form the residents' attitude towards their involvement in the development of their living space. The applied research methods include literature studies, benchmarking and reasoning.

KEY WORDS: strategy, city, city coolhunter, trendsetter, overtourism, participation

ABSTRAKT: W dobie szybkich i szerokich zmian, innowacji i nowych sposobów zarządzania miastem oczekiwane są nowe podejścia do planowania strategicznego rozwoju tych jednostek. Wobec czego poszukuje się możliwości pozyskania nowych informacji o rynku miasta i wpływania na niego; partycypacji i zaangażowania mieszkańców oraz kreowania otwartości miasta. Ośrodki miejskie nie są zamkniętymi organami, mają one silne relacje z rynkiem lokalnym, krajowym i globalnym. W planowaniu strategicznym rozwoju społeczno-gospodarczego poszukują nowych kierunków i priorytetów, a wskazane cele są następstwem konsultacji, warsztatów i spotkań wielu grup użytkowników miasta. Konsekwencją długookresowego wdrażania wizerunku miasta jako otwartego jest z jednej strony jego rozpoznawalność, z drugiej strony

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miasto odczuwa pozytywne i negatywne konsekwencje tego działania. Celem badania jest wskazanie wybranych współczesnych uwarunkowań planowania strategicznego rozwoju społeczno-gospodarczego miasta, szczególnie podkreślając podstawy kreowania jego otwartości, w tym szanse i zagrożenia płynące z takiego działania. Dodatkowym zamierzeniem jest wskazanie innowacyjnych sposobów zbierania informacji z rynku o potrzebach i dążeniach użytkowników miasta; a także kreowanie postawy zaangażowania mieszkańców w rozwój przestrzeni, w której funkcjonują. Zastosowane metody badawcze to: studia literatury, benchmarking, wnioskowanie.

SŁOWA KLUCZOWE: strategia, miasto, city coolhunter, trendsetter, overtourism, partycypacja

# Introduction

Nowadays global economy undergoes substantial changes which result from a number of diversified factors. The major determinants are the factors related to new network connections, as well as new engineering, technological and communication solutions, facilitated flows and openness. The priorities of various groups of entities existing in a particular space and their relations also become different. Population concentration is undergoing transformation as well – most people dwell in and around urban centres, especially the largest ones. Cities become spatial entities responsible for fulfilling the needs of their inhabitants and also for their own social and economic development as well as development of their functional areas. Moreover, cities become labour markets, places to live in and areas of city tourism. With regard to the above, cities tend to offer a lot, in particular when it comes to services which they provide and functions which they perform.

Targeting the social and economic development has turned into a process of complex planning and developing a spatial strategy valid for the particular spatial entity. The strategy should be developed so that it flexibly responds to varying conditions and its implementation should be appropriately monitored. The functions of the monitoring would be to alert, coordinate and quickly respond to changes (Matusiak 2015). The new challenges that urban entities have to face require multidimensional transformations to be implemented by the authorities, including: internal relations and relations established with the near and distant surroundings, structure of objectives, development directions and priorities, synchronisation of actions, openness and out-of-the-box thinking. One should still remember the traps of openness, which entail the risk of a city decomposition and an outflow of its inhabitants.

The purpose of the study is to identify selected contemporary strategic planning conditions of a city's social and economic development, highlighting the bases of development of city openness, including related opportunities and hazards of the process. Another intention is to point out innovative ways of collecting market information about the needs and aspirations of city-dwellers and to foster the inhabitants' attitude of involvement in the development of the space in which they live. The author shows only some selected conditions of the socio-economic development of city strategic planning focused on some items related to city's openness and creation of a development strategy.

A proposal for new market players' engagement is also submitted. Research aspects selection has resulted from new possibilities created by the global economy, scientific-technical progress and rapid changes. The applied research methods include literature studies, benchmarking and reasoning. The reasoning process applies to a retrospective presentation of the present state of things and also recommendations for the future. The latter, among others, are expected to enhance introduction of new market players (city coolhunter, trendsetter) who should make government-run activities in the area of satisfying residents' needs more effective.

# The concept of social and economic development in the process of strategic planning in a city – contemporary conditions

Striving for sustainable development underpins contemporary social and economic development of a city. The concept is executed in different ways, depending on the given city's condition, its competitive position, wealth and previous development path. The concept of sustainable development transforms alongside with changes resulting from economic transformations and global progress (Szelągowska 2017). Every new approach to development strengthens priorities pertaining to improving the quality of life, well-being and environmental protection measures. The process of strategic planning involves an analysis of a diagnosis developed based on the condition of the urban centre. Exo- and endogenic development factors are identified to outline the presence and future of a spatial entity (Parysek 2018). Authorities follow new concepts of urban development while looking for the right development path and identifying factors which support the development. The factors include efforts towards implementing the concept of a city which is compact, eco-city, smart (Zmyślony 2015), XXQ, responding to the inhabitants' needs, sustainable, green, etc. Basically all these concepts relate to maintaining the comfort of life in an urban entity and maintaining or improving the quality of resources and living conditions in the space for future generations. The identified concepts of social and economic development of cities first and foremost apply to the entities which have satisfied the basic needs of their inhabitants to a great extent and their development path can be related to a higher order needs. Nonetheless, it does not mean complete exclusion of urban centres with a low development level or overlapping problems from becoming oriented towards implementation of higher targets assuming that basic needs are simultaneously satisfied.

The choice of a social and economic development strategy and its markers such as mission, vision, strategic objective and basic objectives, directions and priorities as well as the way of approaching the results of the adopted document implementation and their measurement becomes an individual issue of every settlement entity, although some general trends and models can be identified, in which the relations between the authorities and the city users play the most important role (Rynio 2017). There are 3 types of models: separate, partly participative and participative (Korenik 2018).

The separate model is dominated by traditional, centralistic management, where the authorities independently manage, identify the needs of society, manage satisfying and availability of the needs and subjectively plan long-term actions. Society deals with satisfying their own needs and does not interfere in or support the authorities' operations. In the partly participative model, relations are established, still the cooperation typically covers selected areas indicated by the authorities. They are usually ones in which the authorities are not experienced enough or have no resources to act and so involve the inhabitants to reduce the costs or acquire potential investors, or the authorities recognise their limited knowledge of the area. In the participative model the authorities extensively cooperate with the inhabitants, analyse their needs and attempt to satisfy them; at the same time the inhabitants participate in making decisions about and get involved in actions which apply to them directly. Society submits their own projects and ideas on how to improve the city functions, e.g. as part of civic budgets or through design thinking workshops.

The city development concepts in which society participates actively, are established upon taking into account social needs, consulting draft assumptions on a current basis and synchronising implementation actions to ensure a synergy effect. The strategy implementation is evaluated based on measures which monitor strategy implementation and control the levels reached. When the monitoring results are satisfactory and the conditions remain unchanged, the strategy is further implemented. When the monitoring measures are unsatisfactory and/or the conditions have changed significantly, the city development strategy should be updated accordingly.

Contemporary city development concepts focus on following recent trends, turn towards implementation of latest technologies, directions and priorities which include state-of-the-art engineering achievements. Cities tend to fall in a trap of replicating a commonly accepted pattern, which is an unachievable concept. Still, endogenous resources can be utilized to create a development path. They provide a solid development base and individualise an urban centre (Korenik 1999). Endogenous city development determines its specificity and image, and the attracted human resources.

Operating based on human resources and attracting the right groups of people to the city becomes the prerequisite for intensive development. High quality human resources, capable of creative thinking and socially active, getting involved in endeavours at improving the quality of life and cooperating are particularly welcomed. Creative human resources who are appropriately motivated can lead to a positive change in the city image (Kaczmarek 2010) and presentation of new directions of development by attracting new branches of economy or traditional operations with innovative solutions.

# The trap of city's openness

Contemporary development of a city is often related to its openness, which is evidenced in priorities and directions acquired in the strategies of many Polish and

foreign cities. A city's openness can be understood in different ways because it applies to a number of management and life areas. Such an openness includes the following:

- openness of public data,
- transparent operation of a city,
- openness to new entrepreneurs (business friendliness),
- openness to new city inhabitants and users openness to people,
- openness to culture and multiculturality,
- accessibility (transport),
- openness to environment and greenery (ecology),
- openness to innovations and innovativeness and new means of communication,
- openness to cooperation and participation (Olech 2011),
- a city's openness to tourism (Kowalczyk 2005).

The above-mentioned aspects of a city's openness fit in a number of areas of a spatial entity functioning. The scope of the aspirations presents the state of their achieving by an urban centre and to what extent it strives towards implementation of a given kind of openness. Public data openness depends, e.g. on the urban centre's size: in smaller entities the data can be generated easier, but a wide range of presentation is not required; on the other hand, in big spatial entities, there is a problem with data acquisition, their sharing in compliance with legal regulations and within the scope of data relevant for presentation and effective for acquisition. Openness oriented towards transparency of city actions relates to transparent governance, investment process planning and showing the directions and priorities of development; it is linked with openness to cooperation and participation. The inhabitants' participation supports a city's adaptation to their expectations and contributes to creating a city responding to its residents' needs (Szot-Gabryś 2003; Kelty 2015). Well-developed relations between the authorities and society determine a high quality of life in a city, which attracts new inhabitants and, accordingly, the city develops more offers for them. New inhabitants, especially of other nationalities, bring along specific customs and traditions, and hence the openness to diversified cultures (Deklaracja 2017).

Cities open not only to workforce migration, but also to attracting potential investors by creating incentives for their activity. In order to attract investors and external users, cities initiate actions related to development of transport accessibility. A city's attractiveness also increases under the influence of innovative actions and implementation of innovations and new communication solutions. Execution of all kinds of openness affects the quality of life in a city but openness to environment and greenery plays the major role (ecology). Recognisability of a city in its near and distant surroundings is meant to ensure openness to tourism.

Openness is essentially intended to foster the occurrence of such positive effects as:

- more positive perception of the authorities by the inhabitants and understanding of mutual objectives,
  - improvement of the image and recognisability,
  - becoming a smart city,

- improving the quality of the city functioning and inhabitants' life,
- increasing investment in the urban space,
- creating a compact, cohesive and green eco-city,
- higher availability of the urban centre,
- higher inclination to innovation and attracting innovative and creative branches,
- maintaining the city for the future at least in an unchanged or preferably improved environmental condition,
  - increasing the GDP per capita,
  - synergy effect.

On the other hand, a city's openness entails a number of traps:

- with a lack of educated, high-grade and involved society some of the openness will not bring the expected results because the inhabitants will not be interested in them or they will not take advantage of it, which will lead to a situation where the costs borne cause ineffective budget burdening;
- delayed results of the implemented openness discourage the inhabitants from pursuing activity because if they are not able to see the results of cooperation, they stop getting involved;
- results of openness may become blurred in time, which makes changes hardly noticeable, and consequently discourages the organisers and cooperating people;
- openness may bring opposite effects than intended, especially when the conditions in which limitations are reduced have not been sufficiently investigated;
- in the case of openness to tourism, its huge success may reveal negative features to a certain extent.

Many cities (especially big ones with tourist and historical facilities) have seen the effect of tourism 'oversuccess', which means that the implementation path of the tourism strategy rendered excessively good results (Novy 2017). The inhabitants and authorities fall in the trap of prosperity. Consequently, the inhabitants of the spatial entities experience the following negative effects:

- the prices of flats to rent go up quickly (especially for short-term rent), and so the inhabitants cannot afford renting a flat;
- the purchase prices of flats also increase and so the flats are not available for people living in the area;
  - the number of permanent dwellers decreases and the number of tourists rises;
- there are deficiencies in tourist services because the number of permanent dwellers is decreasing;
- the prices of services, contamination (waste), noise, crowd, air pollution and crime rate go up;
- people who disturb the regular functioning of the city come to it, especially when the low price is among basic attraction factors (low price of flights, services, accommodation) visitors soon become a burden and objects of conflicts, and not the source of success;
  - historical places are destroyed due to very high numbers of visitors;

- nature is destroyed as it is unable to recover after being visited by crowds of people coming to interesting nature areas;
- the number of local entrepreneurs is decreasing in favour of chain services and low quality door-to-door trade;
- local traditions, habits and cuisine evolve towards easier understanding, cheap rubbish products and unification.

Excessive tourism, the so-called overtourism, is then observed, which can be compared to an invasion of a swarm of insects. It involves too high a number of visitors who negatively impact the reference space (Research for TRAN Committee – Overtourism 2018; http://www.masaperlowa.pl/overtourism-czyli-nienawidzi-sie-turystow-dlaczego/#.XRkMEOgzY2w). Consequently, the inhabitants are pushed out of their flats in central and attractive locations, which are occupied by tourists. It affects the costs and quality of life as well as safety of the inhabitants (Kowalczyk-Anioł 2017). Tourists appropriate the inhabitants' favourite cafes and restaurants, they are noisy and indiscriminate about their behaviour. They make local society feel like strangers in their habitat (http://www.pch24.pl/europie-zagraza-nowa-inwazja--i-wcale-nie-chodzi-o-imigrantow,63529,i.html#ixzz5sN1rdP18). In order to ensure protection from negative effects of overtourism, cities introduce some regulations intended to maintain balance between the two groups. Sample regulations and barriers resulting from the actions are presented in Table 1.

There are different ways of fighting overtourism but they can be divided according to categories. Venice has been introducing the most severe limitations and barriers as the city has a lot of overlapping problems with excess and predatory tourism (Montanari 1995; http://www.citymetric.com/business/why-amsterdam-barcelona-and-veniceare-all-trying-clamp-down-tourists-1617; Kowalczyk-Anioł 2017; Trancoso González 2018). In Barcelona the focus of tourist attention was taken away from the city centre by developing attractions in other parts of the city and in the region (https://www.academia.edu/8387106/The\_naked\_tourist\_revealing\_tensions\_in\_the\_Barcelona\_Model; https://www.theguardian.com/commentisfree/2014/sep/02/mass-tourism-kill-citybarcelona). The same becomes true for Polish cities. Overtourism has become most visible in Krakow, where cheap airlines have established services with different destinations (e.g. Dubai) for which the cost of flight and accommodation in the city is low and so it has become an attractive tourist destination (http://www.wiadomosciturystyczne. pl/aktualnosci/2234,0,8,,problem\_overtourismu\_nie\_dotyczy\_jeszcze\_polskich\_miast\_.html). Wroclaw is another example of a city which has to face negative effects of its successful tourism and low-price strategy (Kruczek 2018).

Creating openness is the right direction and the priority of social and economic development. It brings the aforementioned benefits and in that sense it should be the cities' objective in long-term development planning. If care is exercised, limitations in place and incentives for inhabitants established, the result of the actions will be very good. This also depends on the appropriate level of satisfying the needs, especially the basic ones. The openness management tools shall be selected so that the results can

Table 1

Limitations and barriers in cities introduced as a result of overtourism (selected examples) –

# Limitations introduced or intended

No advertisements or promotions of trips to the city in the local or regional scale			•		
Programme of tourists "detracting" from the centre. Providing other places of interest	•	•			•
Limiting access to the city harbour for big vessels (ships, ferries)			•	•	•
City entrance fees. Booking a visit in advance					•
Limiting short- term flat rental. City entrance Suspending grant- fees. Booking ing permits for new accommodations	•	•			
Limitations for one-day tourists (tickets, taxes)	•				•
Limiting the number of tourists allowed in the city (daily)				•	•
	Barcelona	Berlin	Bruges	Dubrovnik	Venice

Source: own study based on selected internet sources (see References).

be predicted and planned, while tourists visiting the city – financially and mentally ready for it.

# Contemporary challenges to the concept of strategic social and economic development of a city – new market players

Under new conditions of social and economic development of cities it has become a challenge to provide an innovative approach to strategic process planning and managing collecting of necessary market information about the city users' needs and aspirations and building foundations for society's involvement in development and participation (Lariusz 2013; Putnam 1995).

To that end a proposal was made to introduce into the urban market representatives of two new jobs: trendsetter and coolhunter. Their characteristics are presented in Tables 2 and 3. A city trendsetter forecasts urban trends. The person is characterised by high intuition and understanding the city rhythm – its "blood circulation". Potentially, employing a trendsetter should improve the relations between the authorities and the residents and help adapt the city to its inhabitants' needs (https://nowymarketing.pl/a/14987,influencer-trendsetter-i-coolhunter-nowe-profesje-w-internecie). This way the city maintains its high attractiveness and competitiveness against quickly changing global economy because it is able to be ahead of others (Mierzejewska 2011).

A city coolhunter follows trends on a regular basis and is always present wherever something that affects the city and its inhabitants is going on, collects data, analyses them and reports them to the authorities. Based on this, the authorities build and update their strategies and modify products and services on their offer. A city coolhunter captures the behaviour and trends popular with the inhabitants to quickly and flexibly respond to the changing market situation (http://www.kluczdokariery.pl/edukacja/strefa-studenta/katalog-zawodow/art,20,coolhunter-tropiciel-trendow-zawod-przyszlosci.html).

Table 2 A new role for a trendsetter in initiating inhabitants' participation and supporting their involvement

Area	Trendsetter	City trendsetter
Definition Definition	Trendsetter is a person who establishes trends, a precursor. A trendsetter affects shopping decisions of other people and customer behaviour. Each of us can become a trendsetter because we talk to others about specific brands or products, recommend or discourage from buying them and share opinions. Trendsetters are usually celebrities, bloggers or vloggers.	City trendsetter – an ambassador of a city, a chosen city inhabitant. A city trendsetter operates based on social imitation principle; a city is looking for a leader who is admired for their activity, satisfaction, influence held on others and the fact that the person cares for the community; others do not feel like staying behind.

Table 1 contd.

Area	Trendsetter	City trendsetter
Tasks	A trendsetter's role is to promote brands among their friends or fans. The person should be in, which means they look for new products and becomes a living advertisement thus recommending the products to others. There is no direct promotion of products; the promotion is spontaneous and balanced.	A city trendsetter's role is to create city development trends, to promote new services introduced by the authorities and to activate urban society to take responsibility for the city. A city trendsetter highlights the new services developed by the city for the city users, promotes events organised by the city and participates in the decisions about the city development directions and priorities as well as comments on them. A city trendsetter promotes active approaches, shows how to do it and that it impacts the city. They are an example to follow.
Profits	A trendsetter gets products created by stylists and designers, gadgets and items to test, wear and recommend them. A trendsetter can promote a brand and then receives the items and is paid for the service.	A city trendsetter gets free access from the city authorities to new services and events, gadgets and products to test and promote them. A city trendsetter becomes a participation leader to promote this form of relations with the city.

Source: own study based on https://poradnikprzedsiebiorcy.pl/-czy-wiesz-kim-jest-trendsetter.

The new approach to the concept of city strategic management ensures flexibility of the created strategic document and a quick response based on the changes assumed. A trendsetter and a city coolhunter aim to orient the inhabitants towards getting involved in the authorities' decisions, submitting projects which change the image of the city and contributing their own skills to improving the quality of life in the spatial entity.

 $\label{eq:Table 3}$  City coolhunter – a person who inspires and shows new directions of the city development

Area	Coolhunter	City coolhunter
Definition	Coolhunter (market trends analyst) – observation, detection and forecasting of new consumer trends. In 2010 this job was listed for the first time in the latest Classification of Jobs and Specialisations (http://www.biznes-firma.pl/coolhunternowy-trend-na-rynku-pracy/17720).	City coolhunter (market trends analyst) — a person responsible for observation, detection and forecasting of new trends and needs of city users.
Tasks	Observation and analysis of behaviour of people aged 12 to 30 (they are most susceptible to trends and generate the majority of market benchmarks).	Observation and analysis of behaviour of people in different age groups and studying of organised groups of entities which affect a city's policy and development (associations, NGOs, societies, etc.) within participation – they are the most involved and creative members of urban society.

Table 2 contd.

Area	Coolhunter	City coolhunter
Domains covered	Cosmetics, fashion, clubs, gadgets, etc.	Public, mass, private events, meetings, demonstrations, movements, projects, etc.
Execution	Coolhunter is everywhere where young people are – in the streets of big cities, clubs, cinemas and cafes; a coolhunter makes observations of the youth's clothing style, hairstyles, electronic equipment used, music and film preferences, thematic and linguistic scope of their conversations. Based on the observations, a coolhunter develops a report which identifies current and future trends, and points out the gadgets, clothes and ways of spending free time which will be desired in the near future and the ones which are out of date.	A city coolhunter is everywhere where young people are — in the streets of big cities (protests, demonstrations, etc.), meetings of organisations, participation in preparation of big city events as part of social participation. Observations are carried out on websites, during events organised by social organisations and formally non-organised entities, in parks and other public spaces. Based on the observations, a coolhunter develops a report which identifies current and future trends; a city coolhunter points out the development aspects and directions which are significant for the inhabitants, the inhabitants' priorities and needs; what is important for the city users in a long-term perspective. A city coolhunter observes residents' reactions to the operations of the authorities, the implemented changes as well as the identified city development directions and priorities.

Source: author's own elaboration.

### 4. Conclusions

A change and its speed as well as the ability to respond to a change flexibly are the most important aspects of the new conditions of strategic planning of a city's social and economic development. That is why a strategy should contain provisions which will enable quick transformations. To that end building a strategy should be related to obtaining the inhabitants' approval, which is possible if the society actively participates in the development of the essential components of the document. The established objectives and tasks are also executed with the city inhabitants' support and owing to flexible management of the space. Only then a relationship between the authorities and the inhabitants is established, which facilitates reaching a synergy and mutual respect. Society's involvement helps to identify their needs, focusing on fulfilling the needs and improving the quality of life. Implementation of a city openness in various dimensions becomes another advantage. Still, when implementing openness, the possibility of its negative effects has to be taken into consideration. It applies in particular to openness in tourism, which may lead to the inhabitants' slowly escaping from the city or result in the need to implement a programme of limiting the access to the city and putting up barriers to unlimited accessing certain tourist attractions. Compensating actions in tourism strengthen the inhabitants' position towards tourists. Some cities in Poland

also follow the path which boosts overtourism. A lack of changes in the segmentation of customers and offered services and attractions as well as price-based competition may result in the need to implement the measures similar to the ones already taken in Venice, Dubrovnik, etc. Warsaw, Krakow and Wroclaw are the Polish cities most likely to follow the scenario. It is necessary to build a new tourism strategy for the cities, most probably one based on quality and not quantity, that is founded on applying regulation tools in the form of accepted visitors quota.

Participation in contemporary economy has become the base for creating a high quality spatial entity which attracts highly-educated and creative human resources and bohemians. The human resources are highly involved in strategic planning by identifying the objectives, directions and priorities of a city development. In light of the above a durable cooperation of the city with trendsetters and city coolhunters seems reasonable. This new approach to management, where trendsetters and city coolhunters take active part in identifying the objectives, priorities and directions of development, offers a wide range of opportunities to introduce pulses which boost the inhabitants to act and helps to establish understanding, especially in conflicted and diversified societies. They transfer information bilaterally between the authorities and inhabitants, developing new relations. The tools they use include recommendations, word-of-mouth, acquaintances, etc.

The new approach to the strategic planning conditions of social and economic development require that the authorities and inhabitants follow an out-of-the-box approach and answer questions on the state of knowledge, have courage to use new tools and challenge traditional objectives, directions and priorities.

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