

## **Changes in attitude in our cities to development strategies, an example from Hradec Králové**

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### **Abstract**

The time of 90' was really the time with crucial changes in attitude to planning processes and development organization in our cities. After long period with central planned economy, when our cities were only objects of development invoked due to state bureaucracy, suddenly the cities start to be planning subjects and organizers not only contemporary city life but also their future. It is understandable that cities did not be prepared to this role, as well as are understandable first after-revolution opinions, which refuse whole planning. The paper is focused on changes in attitude our cities to urban, strategic and economical planning during the 90's. There are three key phases described as well as presumption of future changes.

**Key words:** city planning, city development, strategic planning, urban planning, economical planning

### **1. Introduction**

It was not long ago when local politicians were not interested in urban planning. The year 1989 brought crucial political, economical and social changes, and marked the first transformation from "central planning economy" to the free market economy. The first un-practiced understanding of that situation felt as if all types of planning and all plans were something reminiscent of the previous socialistic government. Of course the liquidation of the central economic plan was O.K. because those plans tried to plan every aspect of everyone in the society. The society was decentralized and many levels of power were structured at the local level. Cities, towns and villages stopped being part of the state administration and started to work, more like political and economic subjects. The cities, towns and villages got back their former properties and ownership responsibilities to their economy and future economic, spatial, as well as social and cultural development.

In the evolution of the attitude to the autonomous economy and development, we can see several phases during the last period. These phases have a different duration in different towns and cities. This evolution of the attitude is not and cannot be finished yet. This current period is period of standard behavioral constitution in the local government as well as in development strategies which I want to interested in later in this report.

## 2. Phases of development strategies after 1989 year

### 2.1. "The ad-hoc decision-making phase"

The first phase represents the period during 1989 and the half year of 1990. This phase could be named "**the ad-hoc decision-making phase**". The main characteristics of this phase was the high level of abandoning of long or middle range plans. *Economical planning* was cut down only to one year budgeting; *urban planning* reduced to keep only existing planning documentation. An example we can show during this situation in contemporary Kralovehradecky Region where there were only 19 new master plans approved during that time. [1]

### 2.2. The phase of "early planning"

#### 2.2.1 Situation in urban and economical planning

During this phase it was clear to the larger city that administration only by ad-hoc decision making resulted in many problems and was not a long-term viable or sustainable solution. Particularly planning of huge investments or development of large areas had big problems due to lack of both economic and urban long-range strategies and perspectives. The number of cities that find the problem in non-existence of the *urban planning* grew up rapidly. These cities understood that only topical master or regulatory plans could help in organizing of large development projects. The examples we can find in newly formed master plans of our big cities like Brno (1994), Olomouc (1998) or Hradec Kralove (2000) [2] or regulatory plans for development areas like South Part of Brno City Center – Zvonarka (1994), Plzen – Borska Pole (1995) or Locality Aldis in Hradec Kralove (1999). [3] The methodology of master plans changed in that time radically. The urban planning methodology at the end of socialistic period could not reflect new social conditions, particularly the non-existence of a state economic plan, the change of property ownership or the growing up of private investors. The transformed social situation brings out one side for the necessity of a broad-based master plan– it is impossible to precisely say where a cinema should be located and where a butcher shop should be located, but on the other side, arose the necessity of more precise regulations in the master plans. It is necessary to say what types of buildings are allowable, facultative allowable and non-allowable in the territory. Master plans changed from directive instrument to the instrument of area function use supply. Beside this changes in urban planning, the *economical planning* at the half of 90' is staying more or less without changes and still work mostly with one year budgets.

#### 2.2.2 Situation in strategic planning

In that time started our conditions of *strategic planning*. It is mostly the consequence of new information from abroad and partly the result of marketing activities of some new firms in our market. Strategic planning was understood mostly as an economic development tool and was characterized "*the systematical way how to organize the changes and make consensus in whole society vision for better economical future*". [4]



The strategic plans from that period we can characterize not only by their economical orientation but also equally by their short term planning. Those documents (for example the strategic plans from cities as Pardubice, Hradec Kralove, Turnov, Jihlava and many other places) [5] contained general vision like “we want to create the rich, European, cultural and ecological city” and sometimes add a requirement of “center of region”. The other parts of strategic plan were three or four “action plans”. These action plans included themes that were very similar in all our cities. There were action plans like economic development, traffic, city image or quality of life. The next part of strategic plan collected from aims and tasks was very detailed.

### *2.2.3 Example situation in Hradec Kralove*

I want to show the situation in the “Strategic Plan of Economical Development of the City of Hradec Kralove” [6]. The strategic target like “the creation of new parking building” are mixed here with targets that characterized normal municipality work like “city development department must have actual databases of buildings for enterprises in the city”. Some targets were unrealized from the level in which there were located – for example “city property department prepare the purchase of plots for new industrial areas”, but nothing in the strategic plan show the localization of that’s areas, the financial limits etc. Some targets were moreover in the direct incompatibility with Czech law – “the director of city development prepare stimulus system for new investors” despite from the law was clear that only State Office for Economic Competition” could prepare such stimulus systems. Other, not very good target from that document included “the city provides plots for university campus building” in the situation in which planning permission for whole area was issued and the first building just exist there.

### *2.2.4 Critique of the phase of “the early planning”*

From today’s point of view we can discuss methodology of strategic planning. There was a “community” method declared, but the community was created only from “commission of strategic planning” which was established due to city council. The commission members were mostly “key actors” represented by VIP persons in the city – directors of institutions, businessmen etc. The commission was established on political basis as well. From this reason there are many stakeholders not welcomed in the process, including those mostly from NGO’s, professional associations etc. The citizen participation was brushed off by presentation of finish version on the plan days before approving of the plan in the city council. There is no surprise that the efficiency of those types of plans were very low. It was not a rarity that that plan did not “survey” the election period in which it was prepared. Sometimes the politicians who prepare the plan left the plan themselves or they were rightfully criticized by citizens due to non existing part interesting in e.g. environment, sustainability etc.

But, we can not appreciate these first strategic plans only negatively, despite faults and shortcomings in the process of their creation as well as in their contents. These first generation of strategic plans brought in our cities and towns a completely new phenomenon. These plans started the first step in the way to strategic planning in the European context, as we show below. We can also to say that there are a number of

cities and towns in which this very optimal planning phase was not passed off. This cities and towns started the pioneers if new strategic planning approaches just in the second half of the 90's.

### 2.3 The phase of "the advanced planning"

The time of the turn of the century came the more complex planning approaches in our cities and towns planning. We can find some reason for it. Firstly, there are not very good results of the strategic and economical planning. It could be caused due to better information about approaches and standards in strategic planning from abroad e.g. in the European Union. The other reason could be caused due to widely changed social approach to sustainability.

#### 2.3.1 Situation in urban planning

In the field of the **urban planning** we can see the stabilization of the situation, stable increase in the number of master plans and regulatory plans, and stabilization of the standards of that documents. The master plans diffused from cities and bigger towns to villages; in the year 2003 there were 83 smaller villages that have no urban planning documentation in the Kralovehradecky Region. [1]

#### 2.3.2 Situation in economical planning

The field of the **economical planning** brought crucial changes the year 2000. In that year, new municipality laws took effect [7]. There is duty to prepare not only one-year budget according this new law but also 3 years budgeting perspective.

#### 2.3.3 Situation in strategic planning

We can see dynamical changes in that time in the field of **strategic planning** as well. Number of cities and towns left the economic approach to the strategic plan and started to use the strategic plan more broadly. As I mentioned above, there are many reasons for this attitude changing. They have only one target – *understanding the strategic plan as a complex document for the city/town/village development, which will be characterized due to well-balanced connection between three crucial spheres – 1. Economical stability, 2. Social cohesion and 3. Environmental and cultural heritage protection.* [8] Those principles are in the harmony with sustainability targets. The principles of sustainability came from the conference in Rio de Janeiro in the 1992-year as a reaction to ecological situation in our planet. The Agenda 21 was the real result of that conference [9]. Agenda 21 proclaim the sustainability as a basis of all smarty human doing. **Local Agenda 21** was created for the municipality level as a continuation of the Agenda 21 process. The document Local Agenda 21 recommends in many chapter concrete models of behavior of the community which head towards sustainability. It is a pity that there are only few examples of Local Agenda 21 usage during last 10 years in the Czech Republic. There are only 27 cities and towns that participate in that program (for example Kladno, Brno, Ceske Budejovice, Moravska Trebova, Vsetin or Zlin). [10]

More successful activity in the Czech Republic is the **project "health city"**. This project is focused on balanced development of the all spheres which have influence to the health and welfare of the city/town inhabitants. This project is implemented in



the worldwide scale from the 1988-year and in the Czech Republic works just from 1989 year. There are 32 cities and towns whose implement the "health city" principles. They are associated in the "National Network of the Health Cities – Czech Gate". The members' cities and towns are Brno, Hodonin, Chrudim, Kromeriz, Litomerice and many others. "Health cities/towns and regions" try to smartly develop their territory as a pleasant place for life with their inhabitants co-operation. They believe that inhabitants could became "health patriotism" and start to feel the city/town and surrounding landscape as their real homeland and they start also to care about it. Moreover the "Health City project" open the space for understanding of regional and global coherence of sustainability to the local inhabitants. [11]

There are started the changes in the approach to strategic planning by the influence projects described above and other information and education campaigns. New approaches took a stress to the community methodology during planning process and wider local inhabitation participation.

#### *2.2.4 Example situation in Hradec Kralove*

The trends described above we can see in formerly mentioned city of Hradec Kralove too. "The Strategic Plan of the Economical Development" which I mentioned above was re-named to "The Strategic Plan of the City" in the year 2000. The main motive for that change was obvious changes in the social-wide attitude to the sustainability. It was a pity that this re-making of the plan hasn't any influence to the content of the plan. The demand for plan changes became only the communal election in the autumn 2002. The need of the crucial plan actualization discussed the city council and the work group for plan actualization starts to work as consultative body of the vice-mayor for city development. The new targets for strategic plan actualization are:

- To create a clear and understandable document about the main city orientation;
- To create a realistic and realizable document;
- To create the document which reflect real needs of city inhabitants;
- To enlarge inhabitants participation during plan creation;
- To create a stabile and permanent communication between municipality and city inhabitants;
- To build up the health patriotism;
- To avoid the conflicts – to create the city-wide consensus about the city future;
- To create a comprehensive document with harmonious interest in main city life spheres;
- To create a document to stress to sustainable future of the city;
- To create document in the European quality;
- To create a document which respect super ordinate strategic documents. [12]

As we can see the actualized document must reflect all contemporary standards in the strategic planning. The plan will be finish in the autumn 2004.

#### *2.3.5 Critique of the phases of "the advanced planning"*

The time of the turn of the century was characterized by big changes in the field of strategic planning. The main economical targets were replaced by targets in wider context e.g. quality of life protection, environment, cultural heritage protection etc.

There are more and more grow up the sustainability as a basic part of our cities/towns strategic plans in the dependency on worldwide strategic documents as (Local) Agenda 21 or “health city project”.

## 2.4. The phase of “contemporary planning trends”

### 2.4.1 Situation in urban planning

The planning progress of our cities/towns didn't stop. There are many things to improve not only in the theory but also in the practical application of the documents. According to prepared new building law we expect big changes in the *urban planning* in the following period. After 1989 year has the building law several changes. The main reason for these changes was to eliminate disproportions between the law and new social, economical and political situation. New building law must improve above all these domains:

- The urban planning tools. New urban planning tools are the urban planning analysis, the urban development policy, urban planning documentation, planning permission and planning prescription;
- The rights and responsibilities of all planning subjects (including NGO's, businessmen associations etc.) and public participation;
- The conditions for the changes in the property ownership, which will be the pre-conditions of territory, use for the public benefit; the conditions for buildings in public necessities, effectualness and enforceability of the urban planning tools. [13]

### 2.4.2 Situation in strategic planning

In the field of the *strategic planning* we can see the bigger interest in implementation and mostly in the tools for planning efficiency survey. As an example we can use a row of “the indicators sets”. In the local level we presume the use of the Common European Indicators Set that was created during the year 2001 by the European Commission. [14] There is the first generation of the common European indicators, which are contemporary examined. The set content 10 indicators divided to two groups – five basic indicators and five complementary indicators. There are basic indicators:

- A.1 Citizen Satisfaction with the Local Community;
- A.2. Local Contribution to Global Climate Change;
- A.3. Local Mobility and Passenger Transportation;
- A.4. Availability of Local Public Open Areas and Services;
- A.5. Quality of Local Ambient Air.

Besides this “basic” set of indicators there is “additional” set which contents those indicators:

- B.6. Children's Journeys to and from School
- B.7. Sustainable Management of the Local Authority and Local Businesses;
- B.8. Noise Pollution;
- B.9. Sustainable Land Use;
- B.10 Products Promoting Sustainability.



### 2.4.3 Situation in economical planning

In the field of *economical planning* there are no bigger changes till today in the comparison with previous phase. There is more and more visible the need of long and middle term budgeting perspective. The requirements of EU pre-structural and structural funds bring the necessity of the middle term budgeting perspective.

### 3. Conclusion

For the future there will be the principal question to solute relations and mechanisms between separate types of plans in theoretical as well as in practical level. On the basic of practical experiences and theoretical studies we can positively recommend to our cities and towns to co-ordinate the preparation of all types of the plans. It means that strategic plan, master plan and long-term economical perspective could be prepared in the same time and mutually coordinated, influenced and fine-tuned. As the result the cities and towns become the coordinate planning complex that help to the maximum efficiency of resource use and the best way to municipality development.

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