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HOW TO MEASURE THE EFFECTS OF REGENERATION IN DEGRADED AREAS? THE CASE OF POLAND

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Abstract: The article aims to analyse and assess the ways of monitoring and evaluation of the regeneration activities used in regeneration programmes in Poland. The research is primarily focused on the characteristics of the dominating in the country an indicator-based approach to the assessment of regeneration effects. It assumes an analysis of the development measures indicated in a regeneration programme. Therefore, the work reviews the indicators used for the assessment of regeneration effects at a local level, in various terms: social, economic, spatial, technical and environmental. Next, on the basis of 20 regeneration programmes submitted to the competition for Model Urban Regeneration organised by the Ministry of Development in Poland, an in-depth analysis of techniques used to evaluate the results of regeneration activities was made. In this case what was observed was also a partial use of an economic approach which assumes the study of relations between outlays and effects and also an qualitative approach consisting in the determination of the degree of satisfaction with regeneration activities among local interested parties. The conducted research shows that despite recent legislative changes facilitating and unifying regeneration, local authorities in Poland still carry out limited monitoring of the regeneration effects in degraded areas.

Keywords: regeneration, monitoring, evaluation, indicators, degraded area, Poland

1 INTRODUCTION

After the collapse of state socialism, the "Western approach" to strategic planning and regeneration, with its holistic and integrative approach to development has begun to take hold in the evolving policies and governance practices of post-socialist cities in Central and Eastern Europe (Albrechts, 2004). It was the effect of understanding urban development as not only physical and spatial change, but also social, environmental and economic. Therefore, it naturally responds to the need for a planning mechanism capable of dealing with the challenges that the post-socialist cities face (Scott and Kühn, 2012). Of course, urban transformation take place under various conditions. As a result, regeneration strategies are not identical and do not bring

about the same outcomes. Numerous examples prove that the "Western approach" to regeneration does not always work in Central and Eastern Europe (Feldman, 2000; Földi, 2006; Temelova, 2009; Kaczmarek and Marcinczak, 2013). In particular, monitoring the effects of regeneration, which is considered one of the key elements of the regeneration process, apart from diagnosis, programming and implementation, has encountered many doubts.

In Poland, regeneration activities were initiated in 2004 with the emergence of European funds. However, they were continued over the years without the assessment of their long-term effects (Jarczewski and Dej, 2015). Admittedly, the indicators were formulated at the preparation stage of local regeneration programmes, nevertheless they were not verified at the subsequent phases of the regeneration process. As a result, regeneration activities, in which substantial public means and sometimes even private resources were invested, were almost not verified (Ciesiółka, 2018). Simultaneously, drawing on the research of 2010, 63% of the European Union's member states declared that they regularly monitor regeneration activities (Integrated Urban Regeneration in Europe, 2010). Poland has not been in this group so far.

The problem of the lack of a proper regeneration monitoring system in Poland was noticed with the formulation of a new state policy concerning regeneration in the years 2014-2015. In the National Urban Policy (NUP) and the assumptions of the National Regeneration Plan (NRP), and further in the Act on Regeneration and guidelines on spending EU funds for regeneration in Poland, the responsibilities of local authorities for monitoring regeneration activities were more specified. What followed was the unification of the entire regeneration process which also led to the organisation of the monitoring system. The article aims to analyse and assess the ways of monitoring and evaluation of the regeneration activities used in regeneration programmes in Poland. The investigation rests on data concerning the entire country by commune, the lowest administrative unit, because in Poland regeneration programmes are drawn up for communes. What was presented in more detail were the regulations deriving from the twenty regeneration programmes prepared as part of Model Urban Regeneration, a competition organised by the Ministry of Development which aimed to develop model solutions concerning programming and implementing regeneration activities. The research results presented contribute to the ongoing scientific and application-based discussion on the ways of assessing and evaluating regeneration effects (see e.g. Adair et al., 1999; Lichfield, 1994; Sanderson, 2000; McCulloch, 2000; Alexander, 2006; Colantonio and Dixon, 2010; McCarthy, 2012; Kaczmarek, 2015; Peng et al., 2015).

The article starts with the introduction. The following chapter is theoretical and discusses the importance of monitoring for the regeneration process, problems connected with this activity and also possible techniques for assessing the progress in the implementation of regeneration activities. The third part presents current legal and strategic regulations concerning monitoring of regeneration in Poland. The fourth section describes the source materials and work methods used in the further part of the text. In the fifth part monitoring indicators used in regeneration pro-

grammes in Poland were analysed in detail, in different terms: social, economic, spatial, technical and environmental. Then, based on the 20 regeneration programmes prepared in the competition for Model Urban Regeneration, other techniques used for the analysis and assessment of regeneration effects were reviewed. The article ends with the conclusion.

2 MONITORING OF REGENERATION – IMPORTANCE, PROBLEMS AND METHODS

The monitoring of the undertaken regeneration activities is crucial for the entire regeneration process which involves diagnosing, programming and implementing regeneration activities. It allows assessing ongoing changes occurring in the regeneration area and also, when needed, correcting the direction of intervention adjusting to the processes observed. Thus, it is a tool for assessing the efficiency of undertaken activities, determining their success (cf. Moore and Spires, 2000). Moreover, the observation of progress in the implementation of regeneration programmes is also of great social importance. It enhances a sense of responsibility and partnership among entities engaged in regeneration activities and enables local communities to understand better occurring changes (Ferym Olejniczak, 2008).

The monitoring of urban planning and regeneration activities is burdened with numerous difficulties resulting from internal and external conditions concerning the development of areas subject to renewal (Alexander, 2006). The proper monitoring of occurring changes is largely dependent on the appropriate formulation of diagnosed problems and then the determination of regeneration objectives and relevant regeneration projects. What is also important for monitoring changes in degraded areas are such features as: the size, location and the degradation scale of a regenerated area as well as a local potential understood as the will and determination of interested parties to introduce changes (Bristow, 1999). In effect, an unquestioned feature of the whole regeneration process, and in particular the monitoring stage, is a strong dependence on local determinants (Evans, 2005). It makes it difficult to find universal mechanisms to evaluate this process. At the same time, attention should be paid to external factors influencing the area subject to regeneration, such as global prosperity or socio-economic trends. They influence the regeneration pace often making it difficult to assess the efficacy of undertaken activities focused solely on the problem area.

For these reasons, ways of monitoring which would be resistant to the dependencies mentioned above have been sought for many years. Presently, in the absence of better solutions, a sectoral approach is applied, which assumes the assessment of regeneration activities in different aspects of the intervention: social, economic, spatial, technical, environmental and cultural. As Kaczmarek notices (2015), three basic types of the sectoral evaluation of regeneration activities can be distinguished: economic, indicator-based and qualitative.

1. An economic approach is based on determining the financial relation between incurred costs and the effects in spatial, technical and economic terms, which enables a quick quantification of the intervention (see. e.g. Alexander, 2006; Caprino et al., 2018). This method ignores, however, social and cultural aspects, key in the entire regeneration process, therefore it can only be the starting point for further analyses.
2. An indicator-based approach, on the other hand, involves an analysis of the development measures indicated in the regeneration programme. The advantage of this solution is the possibility of formulating such measures in relation to all spheres of the regeneration process, and also to social, environmental and partially cultural aspects (see e.g. Hemphill et al., 2003; Evans, 2005). Then, what is possible is comparing occurring changes in the indicated periods of time. When using this method, hard-to-measure aspects of regeneration are sometimes omitted, such as subjective feelings of various social groups and also the atmosphere surrounding the regeneration process, including the existence of potential conflicts. These are very important aspects of regeneration which strongly affect its efficiency and which can be dealt with applying the third, qualitative approach.
3. A qualitative approach consists in determining the degree of satisfaction with the course of regeneration among local stakeholders (see e.g. Lichfield, 1994; Maginn, 2007). What is used is qualitative research, such as questionnaires, in-depth interviews, also with representative groups. Still, this method is very costly, time-consuming and highly dependent on the choice of a research sample.

Regardless of the monitoring method of regeneration activities, its efficiency relies on the availability of statistical data, the proper organisation of data collection and also, as was mentioned earlier, the costs related to this process. It is also worth paying attention to a situation when regeneration concerns small areas. The monitoring results obtained can be easily linked to the inhabitants of these areas, which can lead to social tensions and can spoil the chance of successful regeneration.

3 REGENERATION MONITORING SYSTEM IN POLAND

In the existing legal regulations and documents on regeneration of degraded areas adopted at the national level in Poland, there are provisions defining the need, and sometimes also principles of monitoring regeneration activities. The guidelines are most often limited to the presentation of the need for considering a monitoring system of undertaken activities while preparing a regeneration programme for a commune. The NRP adopted in 2014, specifies that a regeneration programme must have a transparent system for monitoring the efficiency of activities and an equivalent flexible system for introducing modifications as the reaction to changes in the programme environment. Still, there are no other guidelines in this regard, such as those referring to the principles of formulating monitoring indicators. Simi-

larly, quite vague provisions can be found in the guidelines of the Minister of Development adopted in 2015, concerning regeneration in the operational programmes for the years 2014-2020. This document emphasises that regeneration activities must be coordinated and its effectiveness needs to be evaluated and monitored with the involvement of local communities. Following the NRP assumptions, the system of monitoring and assessment of efficiency of activities was repeated as one of the necessary elements of the regeneration programme as well as the system of introducing modifications in reaction to changes in the programme environment. The Act on Regeneration adopted in 2015 contains the most detailed description of regeneration monitoring. Its provisions determine that the regeneration programme should be subject to the assessment of its topicality and degree of implementation, made by a head of a rural commune government, a mayor or a city president at least every three years, in accordance with the monitoring and evaluation system set out in this programme. This assessment is subject to the opinion of a social advisory body in a commune: the Regeneration Committee and is announced on the website of the commune the programme was prepared for. The Act also specifies that if the assessment proved the achievement of regeneration objectives, the regeneration programme should be abandoned (entirely or in part to which the accomplished objectives relate).

Next to the national guidelines, some voivodeships adopted regional rules on regeneration, including monitoring its effects. The most detailed ones can be found in the Wielkopolskie Voivodeship. Due to their comprehensiveness, the adopted solutions can provide a model and be followed by other voivodeships. In the document entitled *The rules on programming and supporting regeneration as part of the Regional Operational Programme for Wielkopolska 2014+*, a four-tier system of regeneration monitoring was determined:

1. Monitoring of the basic parameters of the regeneration programme at its adoption stage as well as possible updates. The parameters include the number of inhabitants and the size of the degraded and regenerated areas, and also the list of regeneration projects contained in the programme with the presentation of estimated costs and expected results.
2. Monitoring of the degree of implementation of objectives defined in the regeneration programme at least every two years, however, no specific monitoring tools have been suggested.
3. Monitoring of the effects of the implementation of the regeneration programme by analysing the level of indicators used at the stage of the delimitation of a regenerated area at the commune level and at the regeneration area in comparison to the value of indicators at the phase of selecting a regeneration area. This analysis should be conducted once in two years.
4. Ongoing monitoring of the level of the regeneration programme implementation, consisting in the constant updating of the list of projects specified in the regeneration programme, will support a change in their status from "considered for regeneration" into "in progress" or "implemented" with the provision of the incurred costs and sources of financing.

Communes have been obliged to prepare reports from the programme implementation in cycles of minimum two years, which would cover the information indicated above. The coordination of the entire process of collecting monitoring material carried out at the local level is taken care of by the voivodeship self-government. The first comprehensive data on all four stages of monitoring will be gathered in 2020 and also in 2022 and 2024.

In 2018, a report from the research of Statistics Poland (GUS) on the scope of regeneration at the commune level in Poland came out, important from the standpoint of regeneration monitoring. This is the first such study showing statistical data obtained in 2015-2017 which received the return of over 99% of answers. The research covered the following issues:

1. the number of communes having regeneration programmes or preparing for their implementation, or carrying out these tasks on the basis of other documents;
2. social participation in regeneration, including the forms and the scope of social consultations and regeneration committees;
3. size, population number and delimitation criteria for degraded areas;
4. size, population number and the structure of regeneration areas;
5. regeneration projects and entities implementing them;
6. monitoring of regeneration processes;
7. financial framework for regeneration programmes;
8. dedicated tools, including special spheres of regeneration and local regeneration plans;
9. frequency of the topicality assessment of regeneration programmes.

The analysed aspects concern then each stage of the regeneration process, from diagnosing through programming, implementation up to monitoring and evaluation. The obtained results allow assessing quite accurately the current state of regeneration in Poland and significantly contribute to research on regeneration effects. The update and more public statistics are planned to be provided in the subsequent years.

4 SOURCE MATERIALS AND WORK METHODS

In this article different source materials and research methods were applied. First of all, use was made of the *desk research* method supported by content analysis. *Desk research* consists in collecting and analysing information from many secondary sources; whereas content analysis is a method of drawing conclusions on the basis of the defined features of data and includes extracting written parts, quotations or examples from sources to support certain observation or dependency (Buttolph Johnson et al., 2010). The data analysis on monitoring regeneration effects at the local level in Poland presented in chapter five comprised data from Statistics Poland, collected in 2015-2017 and described in chapter three. The in-depth analysis of regeneration programmes for the 20 cities selected in the competition Model Urban Regeneration presented in chapter six was made based on the review of regeneration

programmes available on websites and also directly in the cities' offices. Moreover, in-depth interviews with representatives of selected communes were conducted, in which monitoring and the evaluation of regeneration activities were more detailed (Lublin, Włocławek and Leszno). This investigation aimed at people directly engaged in the preparation of the regeneration programme and was carried out by phone. The results obtained allowed showing the existing state of the monitoring system and the evaluation of regeneration activities in Poland.

5 MONITORING REGENERATION EFFECTS AT THE LOCAL LEVEL IN POLAND

The new legal regulations, the guidelines laid down in strategic documents at a central level, and primarily the possibility of financing regeneration projects from European Union funds make the actions for renewal of problem areas increasingly common. At the end of 2017, regeneration programmes were drawn up in over 53% of communes (Table 1). Given only urban communes, this indicator is even higher and amounts to 69%. Regeneration is a little less popular in rural areas, because 38.5% of rural communes has prepared regeneration programmes so far. Overall, almost 10% of the country constitute a degraded area as understood by the provisions regulating the regeneration. This territory is inhabited by over 8.3 mln people. A prevailing argument for classifying this area as degraded one was social problems (27.4% of indications to social problems as important or moderately important at decision making), more rare were spatial-functional issues (22.9%), economic (22.5%) or technical ones (19.5%). The least significant were environmental problems (17.5%). The size of the regeneration areas, that is those parts of degraded land where the regeneration projects were implemented, is somewhat smaller and is nearly 1 mln ha, which makes up about 3.2% of the country's total area. This is inhabited, however, by as many as 5.1 mln people which means that every eights citizen of Poland is directly affected by regeneration activities. Among the planned projects, social-oriented activities dominated (28.1% of projects), spatial-functional (21.8%) and technical (17.2%) ones. A more rare were those solving economic problems (6.3%) or environmental issues (5.1%).

Table 1 Basic data on regeneration programmes in Poland

	number	share
commune with regeneration programmes	1,318	53.2%
size of degraded area	3 075 358 ha	9.8%
number of inhabitants in degraded area	8 334 368	21.9%
size of regeneration area	991 108 ha	3.2%
number of inhabitants in regeneration area	5 069 177	13.3%

Source: own study based on GUS data as at 2017.

Data at the country level also allow indicating how often communes in Poland assess the topicality of regeneration programmes. It is worth emphasising here that only some communes are obliged to report cyclically on progress in the implementation of regeneration activities. It concerns selected voivodeships in which regional authorities imposed such an obligation on communes (e.g. Wielkopolskie Voivodeship) and also communes where regeneration programmes were drawn up based on the Act on Regeneration. Until 2023 the provisions of the Act are not mandatory in Poland. The regeneration programme can rest exclusively on the guidelines on regeneration programming in operational programmes. More information on this topic can be found in the publications by Rogatka et al. (2015) and also by Szlachetko and Borówka (2017). A mere 23.4% of communes in Poland decided to follow the statutory path which is more time-consuming and demanding for local authorities, but gives more instruments influencing a regeneration area after the adoption of the programme.

The topicality assessment of most regeneration programmes are made once every three years (30.4% indications). This is the period provided for in the Act on Regeneration and therefore it is most frequently chosen by communes drawing up programmes following the statutory path (58.8% of communes) (Fig. 1). In this group, the assessment is sometimes done more often: once a year or once every two years, however, in as many as 31% of cases, the time of the topicality assessment of the programme has not been specified. It can result, on the one hand, from negligence in preparing the document, and on the other, it may be indicative of the lack of awareness on the part of local authorities concerning the importance of monitoring for the renewal of degraded areas.

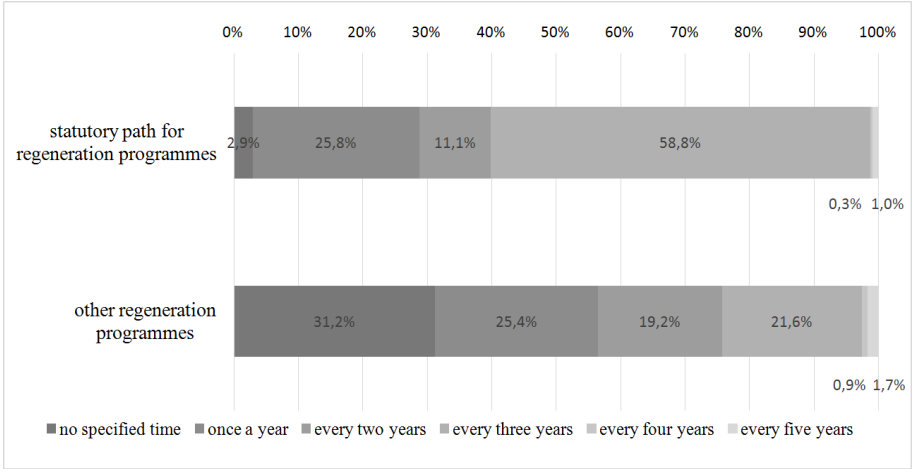

Figure 1 Frequency of the topicality assessment of regeneration programmes in Poland. Source: own study based on GUS data as at 2017.

Communes in Poland have been obliged to choose indicators to identify a degraded area and a regeneration area. It was specified in the Act on Regeneration and guidelines on regeneration programming in operational programmes. What is emphasised in this regard is the need to determine indicators for each of the spheres: social, economic, spatial-functional, technical and environmental. In some voivodeships, specific indicators for these spheres were additionally recommended. Such requirements were not imposed, however, in relation to indicators for monitoring regeneration effects. Despite this, communes often decided to use similar indicators at both stages of the regeneration process (diagnosing and monitoring). Usually, social indicators were selected which made up 53.4% of all indicators (Fig. 2). Spatial-functional, economic and technical indicators were much less used (12-15% of cases), whereas environmental ones were the least frequent (7.7%).

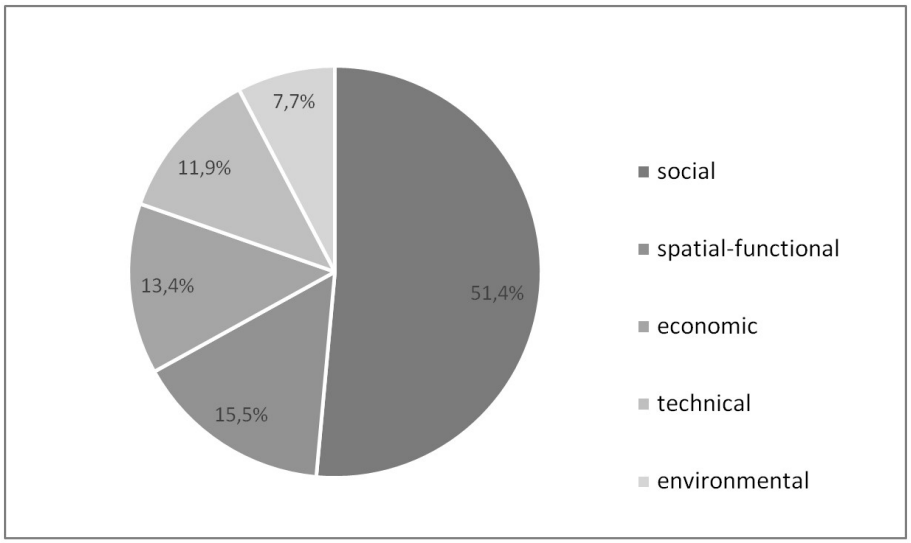

Figure 2 Types of indicators selected for monitoring regeneration effects in communes in Poland. Source: own study based on GUS data as at 2017.

The indicator most often selected for monitoring regeneration in Polish communes was the number of persons benefiting from social assistance. It was used in as many as 65.3% regeneration programmes (Table 2). What was also popular were other social indicators, such as: the number of registered unemployed and the number of registered long-term unemployed, and also the number of reported offences against family and custody. Each of them was used in a minimum of 1/3 regeneration programmes. Among economic indicators the most often analysed were the number of entities of the national economy entered into the national business register REGON (50.5% of cases). Other economic indicators were hardly ever used. They included the number of national-economy entities deregistered from the register REGON, and also a commune's income from property tax and from personal

income tax. The most popular indicator in the spatial-functional sphere was the number of people using the sewage system (25.6%). Moreover, what was also analysed were, e.g. the surface of roads, squares and boulevards designated for pedestrian traffic, the number of places in pre-school institutions per 1,000 of the pre-school-age children (3-5 years old) and the length of bicycle infrastructure. Among relatively popular technical indicators, the number of flats in municipal resources should be mentioned (18%) and also immovable treasures registered into the nation's heritage displaying moderately strong or strong signs of damage as well as the number of social premises in the municipal resources. Environmental indicators were analysed the least frequently and they included the size of organised green areas (17.4%) as well as the size of illegal waste dumps and the balance of planted and felled trees.

Table 2 The most popular indicators selected for monitoring regeneration effects in communes in Poland

No.	Name of indicator	Type of indicator	Share of regeneration programmes using given indicator
1.	Number of persons benefiting from social assistance	social	65.3%
2.	Number of registered unemployed	social	58.2%
3.	Number of entities entered in REGON register	economic	50.5%
4.	Number of registered long-term unemployed	social	40.5%
5.	Number of reported offences against family and custody	social	35.5%
6.	Number of post-working age population	social	31.8%
7.	Number of persons using sewage system	spatial-functional	25.6%
8.	Number of pre-working age population	social	18.0%
9.	Turnout in self-government elections	social	18.0%
10.	Number of flats in municipal resources	technical	18.0%
11.	Size of organised green areas	environmental	17.4%
12.	Number of national-economy entities deregister-red from REGON register	economic	15.5%

Source: own study based on GUS data as at 2017

The data for the whole country allow assessing an indicator-based approach applied by local authorities regarding regeneration monitoring. The analysis conducted proves that social issues are the most important element of the regeneration process in Poland, both at the diagnosing and monitoring stage. Improvement in this matter is most often expected as a result of the implementation of regeneration projects. At the same time, as was mentioned in the earlier part of the article, the choice of a monitoring indicator depends on data availability. Undoubtedly, social indicators

are more easily available than environmental indicators which are usually aggregated for larger areas than cities' districts. This aspect should be considered at the final assessment of the regeneration monitoring system in Poland.

6 MONITORING OF REGENERATION EFFECTS IN SELECTED CASE STUDIES

In 2015, the Ministry of Development in Poland organized a competition entitled Model Regeneration of Cities. Based on the applications submitted, 20 cities were selected in which local authorities proposed the most comprehensive ways to solve the diagnosed problems. In subsequent years, regeneration programmes were developed in these cities with the expert support of central authorities. These documents are to be an example for other communes in Poland of how to prepare activities for the renewal of degraded areas. The selected cities are situated in various parts of the country (in 12 voivodeships), have different size (from 3 thou to 1.78 mln) and their problems vary. These are: Chorzów, Dąbrowa Górnicza, Dobiegniew, Ełk, Grajewo, Hrubieszów, Konin, Leszno, Lublin, Milicz, Opole Lubelskie, Rybnik, Słupsk, Stalowa Wola, Starachowice, Szczecin, Warszawa, Włocławek, Wrocław i Żyrardów. It was only in the six of all these centres that local authorities decided to prepare regeneration programmes applying the statutory path. In the other 14 cases, use was only made of guidelines on regeneration in operational programmes. This decision affected the frequency of the topicality assessment of the regeneration programme. Usually, it was planned every three years (7 cases), moreover, six cities will made the assessment every two years and once a year. In Chorzów, the frequency of the topicality assessment of the regeneration programme was not specified.

In all the cities what was commonly used was an indicator-based approach to monitoring the regeneration process, consisting in the analysis of development indicators. The indicators were most often identical with those serving to diagnose a situation in a commune and to identify degraded areas. They were usually associated with particular regeneration objectives specified in the regeneration programme; each of the objectives (or directions of activities) was described by several relevant indicators. What was given for each indicator was the base value for the year of a city's diagnosis intended to identify a regeneration area as well as the target value planned to achieve by the end of the implementation of the regeneration programme, usually until the year 2023. Sometimes the target value was only replaced by the expected trend: upward or downward. In some cases, e.g. in Chorzów and Żyrardów, the indicators were divided into output, result and impact indicators. Then, output and result indicators referred to specific regeneration projects. An effect visible right after the implementation of the project was recognised as an output, e.g. the number of renovated buildings, a size of the regenerated area, the number of trained persons or the number of employers taking part in the activation programme on the labour market, whereas an impact was an effect more delayed in time, e.g. the number of

organised social events in a renovated building, the number of car accidents in a regenerated area, or the number of persons who found jobs after training as part of the regeneration project. Impact indicators referred in such a situation to regeneration objectives. In some cases, an impact was presented in a descriptive form, not in a quantified one, as a target for a degraded area after the regeneration.

Nearly all the analysed cities assumed also the application of an economic approach to monitoring regeneration effects. It is supposed to consist of the preparation of cyclical, usually annual, financial and physical reports from the implementation of projects. They should include the information about the value of regeneration projects implemented in a given year with their financing source. These data will constitute the basis for the assessment of efficiency in spending means intended for regeneration. At the same time, generally, there are no plans regarding the financial assessment of the results of projects in spatial, technical and economic terms.

A qualitative approach to the assessment of regeneration effects in the studied cities was applied only in three cases: in Lublin, Włocławek and Wrocław, not specifying the thematic range of social research at the same time. Yet, in Lublin a spatial scope was indicated: the research would embrace the inhabitants of the regeneration area and groups not included directly in the activities of the programme. It was also allowed to organise a detailed and continuous study, i.e. an Internet survey. What was put forward as an argument for using these types of tools was the need for an analysis of the social reception of the actions taken, which would prove the efficiency of the regeneration programme. The qualitative research is also supposed to control whether the problems have not been exported outside the regeneration area.

Among other regeneration monitoring methods, one can mention an observation of changes in the physiognomy of a regenerated area based on the photographic documentation of the state of land development proposed in Lublin and an analysis of difficulties arising during the implementation of particular projects (e.g. in Stalowa Wola).

The relevant units separated within the structures of city offices were responsible for collecting data as part of the monitoring process. A supervisory role was performed by teams for regeneration or Regeneration Committees separated within the office structures, in which representatives of residents, non-governmental organisation and entrepreneurs sat next to public administration and self-government staff. What is important, most communes planned to make the obtained monitoring results public by putting them on their websites (obligatory only for those cities which followed the statutory path for preparing a regeneration programme).

7 CONCLUSION

Moore and Spires (2000) indicated that evaluation research is being driven by political pressures designed to ensure a degree of accountability. This aspect is particularly important when regenerative projects are financed from public funds. Therefore, the purpose of evaluation is to assess the degree to which policy, pro-

gramme and project objectives are being secured, and how effectively, efficiently and economically they are being achieved. Analytical and statistical problems also influence the assessment method. These guidelines undoubtedly affected the monitoring and evaluation system of regeneration effects in Poland.

The conducted research of the system for monitoring regeneration effects in Poland prove a widespread use of an indicator-based approach. It focuses mainly on the analysis of changes in a social sphere, not paying much attention to an environmental one. It results from the nature of problems occurring in regeneration areas and also types of planned projects. The in-depth analysis of case studies showed that there is little interest in other methods of analysing changes taking place in regeneration areas. An economic approach is only partially used, and a qualitative one is presented exclusively to complement other ways of monitoring. It should be also indicated that the obtained results are to a great extent concurrent with the results of the research conducted in 2010 in all the EU countries (cf. Integrated Urban Regeneration in Europe, 2010). Since 2016 the improvement in the regeneration process in Poland has been supervised by the National Urban Policy Observatory appointed by central authorities. This is another element of changes concerning regeneration in Poland. The important thing is that their final effect should be the actual regeneration of degraded areas. It will be possible to detect by an effective and reliable monitoring system.

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Ako zmerať účinky regenerácie v degradovaných oblastiach? Prípad Poľska

Súhrn

Po páde štátneho socializmu sa „západný prístup“ k strategickému plánovaniu a regenerácii s holistickým a integrujúcim prístupom k rozvoju začal ujímať v rozvíjajúcich sa politikách a postupoch riadenia postsocialistických miest v strednej a východnej Európe. Bol to dôsledok chápania mestského rozvoja ako nielen fyzických a priestorových zmien, ale aj zmien sociálnych, environmentálnych a ekonomických. V Poľsku sa začalo s razantnou regeneráciou a revitalizáciou miest najmä po roku 2004 v nadväznosti na možnosť využívať prostriedky z európskych fondov. Pomerne veľa rokov však pokračovali aktivity v mestách bez hodnotenia ich dlhodobých účinkov. V Národnom regeneračnom programe prijatom v roku 2014 sa však už uvádza, že program regenerácie musí mať transparentný systém na monitorovanie efektívnosti činností a rovnocenný flexibilný systém na zavádzanie zmien ako reakciu na zmeny v zameraní environmentálnych priorít. Pochopiteľne, monitorovanie urbanistického plánovania a regenerácie je zaťažené mnohými objektívnymi skutočnosťami vyplývajúcimi z vnútorných a vonkajších podmienok v kontexte rozvoja jednotlivých oblastí podliehajúcich obnove.

Uskutočnený výskum opatrení a systému na sledovanie regeneračných a revitalizačných účinkov v poľských mestách dokazuje široké použitie prístupu založeného na exaktných ukazovateľoch. Zameriava sa hlavne na analýzu zmien v sociálnej oblasti a menej pozornosti venuje široko chápanej environmentálnej oblasti. Vyplýva to jednak z povahy problémov vyskytujúcich sa v oblastiach, na ktoré sa sústreďuje regenerácia a revitalizácia, jednak z typov a zamerania plánovaných projektov. Hĺbková analýza prípadových štúdií ukázala, že o iné urbánne fenomény v súvislosti s ich zmenami v „regeneračných“ oblastiach sa zaujíma len malý počet subjektov. Ekonomický prístup sa vzhľadom na pomerne výrazné ťažkosti používa iba čiastočne a kvalitatívny prístup sa predkladá, bohužiaľ, výlučne len na doplnenie iných spôsobov monitorovania. Na druhej strane treba však uviesť, že získané výsledky do značnej miery zodpovedajú výsledkom výskumu uskutočneného v roku 2010 vo všetkých krajinách Európskej únie.

Od roku 2016 dohliada na zlepšenie procesu regenerácie a revitalizácie miest v Poľsku Národný útvar mestskej politiky (National Urban Policy Observatory) vymenovaný ústrednými vládnymi orgánmi. Toto možno považovať za ďalší pozitívny krok zmien týkajúcich sa regenerácie urbánneho prostredia v Poľsku. Dôležité však je, že konečným výsledkom by mala byť skutočná efektívna regenerácia degradovaných urbánnych areálov. Je zrejmé, že tento cieľ sa dá splniť len pomocou vytvorenia účinného a spoľahlivého monitorovacieho systému.