

IR-ABC-116

Central and Eastern Europe Local Government and Housing Privatization

Prepared for the Office of Housing and Urban Programs
Agency for International Development



ICMA
Consortium Report

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PN-ABC-116

**BRONOWICE REDEVELOPMENT PROJECT:
ASSESSMENT AND TECHNICAL
ASSISTANCE RECOMMENDATIONS**

Report of Field Mission to Lublin, POLAND

October 1993

Prepared for the Office of Housing and Urban Programs
U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

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INTERNATIONAL CITY/COUNTY MANAGEMENT ASSOCIATION
USAID Project No. 180-0034
USAID Contract No. EUR-0034-C-00-2034-00
Local Government and Housing Privatization
Request for Services # 32

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ABSTRACT

This report describes the technical assistance that was provided by an ICMA team to the City of Lublin, Poland in March 1993 under ICMA's Local Government and Housing Privatization Contract, and proposes a program of follow-on help to the City. The objectives of the assistance were threefold: review and critique the City's Bronowice Redevelopment Plan, develop recommendations for implementation of the Plan and determine the City's need for further technical assistance and training.

The Bronowice area is a mixed use, low income, urban neighborhood which is in need of substantial upgrading and improvement. In contrast to a previous redevelopment scheme for the area, which was to be publicly funded and involve demolition of all existing housing structures, relocation of residents and new high rise development, the City's new plan for Bronowice encourages private investment and emphasizes rehabilitation of existing buildings, new "infill" development and "self help" projects. The Bronowice Redevelopment Plan envisions a 10 year improvement program that will use limited public investment in a strategic way to encourage maximum private investment and significant community self-help.

The Bronowice Redevelopment Plan was judged to be a reasonable and innovative approach to revitalization. Efforts have been made to include residents in planning for the area and the incremental approach to revitalization appears sound given the modest public investment resources that are available. At the same time, there are many problems and constraints which will have to be addressed to achieve the objectives of the Plan.

ICMA recommendations to the City include that: a project coordinator be appointed to manage the implementation of the Plan, a task force of city officials be formed to coordinate public assistance to the area and a neighborhood based, non governmental organization (preferably a non profit community development corporation) be established to provide an organizational framework for community self-improvement. The report includes a work plan for implementing the Bronowice Redevelopment Plan.

A program of follow-on technical assistance and training for Lublin is proposed for A.I.D. consideration.

EXECUTIVE SUMMARY

This report describes the technical assistance that was provided to the City of Lublin, Poland by an ICMA team in March 1993. The work was carried out under ICMA's Local Government and Housing Privatization Contract with the Office of Housing and Urban Programs, A.I.D. Under that contract ICMA developed a strategy and work program for A.I.D. to provide assistance to Polish cities and the national government in the areas of municipal development and privatization.

Lublin is a city of 352,000 persons in South Eastern Poland and the 10th largest city in Poland. It is an major cultural, educational and research center. The area is an important agricultural and industrial center.

The principal objective of ICMA's work in Lublin was to review and critique the strategy for redeveloping the Bronowice area, a mixed use, low income, urban neighborhood in need of substantial upgrading and improvement. In contrast to the typical redevelopment schemes of the previous era, which were completely publicly funded and involved total site clearance, relocation of the residents and new high-rise development, the City has prepared a new plan for Bronowice that will encourage private investment, and emphasize rehabilitation of existing building, "infill" development and "self-help" projects. The City has prepared a phased, 10 year improvement program which anticipates relatively modest levels of strategic public investment coupled with private investment by residents and investors. Extensive cooperation between the City, residents and private investors will be required to achieve the objectives of the Bronowice Plan.

The ICMA team's approach was to work collaboratively with City officials and critically examine the City's plan for the Bronowice area. The ICMA team sought to provide useful and constructive assistance and advise on how to design, marshal resources and implement a revitalization strategy for the area. The ICMA team concluded the City's plan for the Bronowice area is well thought out and sound. It provides for strategic use of limited public resources and participation by residents in planning, financing and implementing the Plan.

At the same time, many problems and constraints to revitalization of the area are evident and many uncertainties exist about the extent and availability of financial resources to implement the Bronowice Redevelopment Plan. The residents are largely low income. Many properties are in poor condition. Infrastructure systems are either non existent or old. The area has environmental problems and a negative image which discourages private investment. Readily available public resources to upgrade the area are limited.

On the other hand, modest reinvestment is already occurring and there are opportunities for financing the improvement of Bronowice. Besides special budgetary appropriations by City Council these include : (1) sale of city owned land and use of the proceeds for public improvements, (2) agreements between the City and potential Bronowice developers for the developers to pay for infrastructure improvements and (3) development of self help projects or City-resident projects where residents make in kind contributions to help finance public improvements. These strategies can provide only limited amounts of funding and capital, but they should be adequate to initiate the redevelopment process and allow for tangible incremental upgrading.

To reinforce the notion that "things can happen" in Bronowice-and to build on the small scale private investments already taking place, the City must demonstrate that it is serious about implementing the recommendations of the Bronowice Redevelopment Plan. To do so, the City must make a public avowal of commitment to the project, and create an organizational structure to take the lead in pushing the Plan's recommendations forward.

ICMA recommends that the President of Lublin appoint a project coordinator for the Bronowice Project and establish a task force of city officials to coordinate and expedite assistance for the Bronowice area. In addition, the City should facilitate the establishment of a neighborhood-based, non government organization (preferably a non profit community development corporation) to provide a framework for cooperation between the City, community residents and others interested in improving Bronowice.

The project coordinator, task force and community development corporation should work together to develop improvement projects, coordinate programs of assistance, identify and marshal resources and involve residents in improving the area. Appendix A provides a detailed work plan for implementing the Bronowice Redevelopment Plan.

Based on the results of the assistance provided in March and discussions with the President and other City officials, ICMA recommends to A.I.D. that it provide continuing technical assistance and training to Lublin to support implementation of the Bronowice Redevelopment Plan. This assistance should be contingent on the approval of the Plan by the City Council, the appointment of a project coordinator for Bronowice and the City's agreement to use its best efforts to support implementation of the Plan.

The City of Lublin has identified other priority areas where technical assistance would be helpful: improving the communal housing system; revising the planning process; and identifying revenue generation strategies to rehabilitate the old city. ICMA recommends that A.I.D. consider committing to a long term program of assistance to Lublin.

INTRODUCTION

This report describes the technical assistance that was provided by an A.I.D.-funded ICMA team to the City of Lublin, Poland in March, 1993. ICMA was asked by A.I.D. to assist Lublin in evaluating its preliminary plans for revitalizing the Bronowice area, a mixed use, low income urban neighborhood in need of substantial upgrading and improvement.

The report makes recommendations to the City of Lublin about how it might proceed to redevelop the Bronowice area and to A.I.D. on how it might support the City's efforts. The report also identifies other areas of concern to the City where ICMA believes A.I.D. technical assistance and training could be particularly helpful.

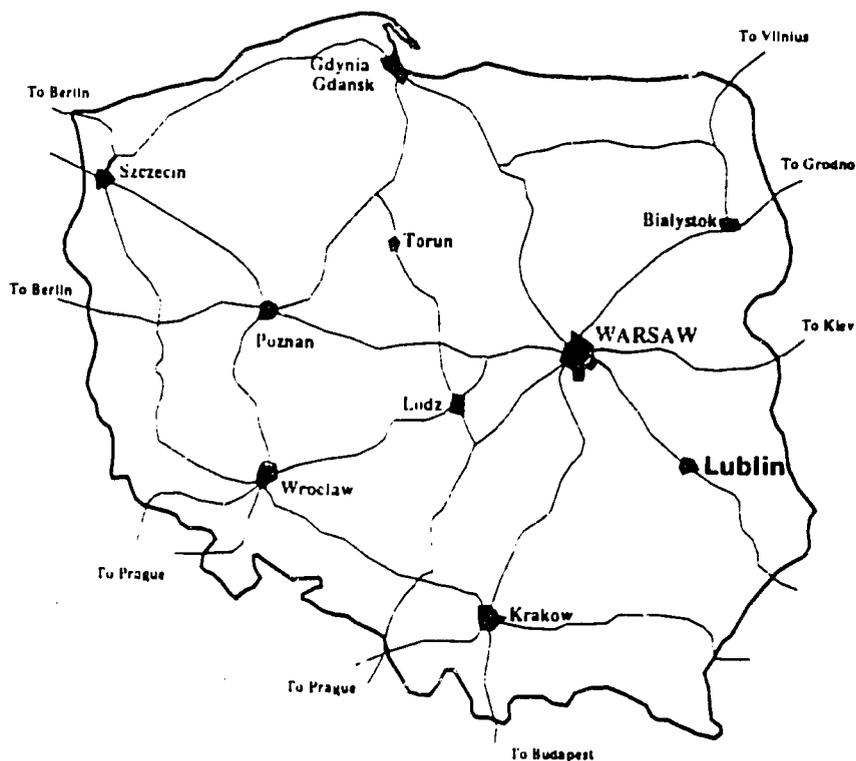
The remainder of the report is divided into five major sections and six appendices. First the background to the assignment and ICMA's approach to the work are described. Second, ICMA's overall assessment of the Bronowice Project and the results of the technical assistance are summarized. Next, the Bronowice Redevelopment Plan is critiqued in detail. Fourth, ICMA recommendations about how Lublin should go about completing and implementing the Bronowice Redevelopment Plan are presented. Lastly, a follow-on technical assistance and training program for Lublin is proposed for A.I.D. consideration.

The appendices include a detailed proposed work plan for the Bronowice area (Appendix A), and photographs of the project area (Appendix F). Also included in the appendices are the revenues and expenditures of the 1993 Lublin City Budget (Appendices B and C), a list of the people contacted during the field mission (Appendix D), and a bibliography (Appendix E).

BACKGROUND AND APPROACH TO THE ASSIGNMENT

In late 1992 ICMA teams met with national government officials and visited six Polish cities (e.g. Cracow, Gdansk, Gdynia, Lublin, Poznan and Szczecin) to discuss current problems of municipal development and privatization. Based on the field visits, ICMA identified opportunities for A.I.D. technical assistance interventions in each of the cities. ICMA's findings and technical assistance recommendations are found in Technical Assistance Strategy and Work Program for Poland in Local Government and Housing Privatization (February 1993, Draft). Follow-up discussions between A.I.D. and the City of Lublin resulted in A.I.D. asking ICMA to provide advice and assistance to the City on how to go about undertaking a revitalization program in the Bronowice area.

Lublin is a city of 360,000 in South Eastern Poland, 170 kilometers from Warsaw. It is the principal city in the Voivodship of Lublin and the 10th largest city in Poland. Lublin is a major cultural, education and research center. Total enrollment in Lublin's five universities is 32,000 students. The area is a major agricultural producer and the 14th largest industrial center in Poland. Several large industries (e.g. helicopters, delivery vans, food processing) are located in Lublin.



The total size of the City's housing stock is 90,000 units. About half of the units are cooperatively owned, 26% are privately owned and 24% are publicly owned or regulated. Typically, the size of housing units is 25-40 square meters, occupied by 2-4 residents. The current level of new construction is low – 200-300 units a year. Communal housing rents were increased 100% in May of 1992, and a 130% increase is planned for August 1993. Utility charges were also substantially increased in recent months. About 60% of the land within the municipality is privately owned.

The City is governed by an Executive Board of seven, five of whom are appointed by the 55 member City Council. The City has about 7,000 employees. In 1992 City expenditures were 462 billion zlotys (\$27.5 million). Revenues were obtained from state income tax sources (32%), city tax sources (largely the property tax, 34%), leases of city property and other sources (15%), state grants/reimbursements and miscellaneous sources (12%). The City's 1993 budget anticipates a 29% increase in expenditures, less than the rate of inflation. (See Appendix C, Lublin City Budget – 1993 Expenditures).

The principal objective of the Lublin technical assistance assignment was to review and critique the Bronowice Redevelopment Plan, which will be referred to City Council for adoption in the near future. As a part of the work, the ICMA team was to examine organizational and financing options to implement the Plan and work with the City to develop an implementation plan and schedule that takes into account likely financial resources and the feasibility of various project components.

The ICMA team's approach was to work collaboratively with City officials and critically examine the City's strategy for the Bronowice area. The ICMA team sought to provide constructive advice on how to design, marshal resources and implement a revitalization program for the area. To do this, the team reviewed background materials (See Appendix E: Bibliography); studied and evaluated the City's plan, implementation strategy, proposed revitalization standards and conditions for the project area and the data on which the Plan was based; inspected the site; and talked to public officials and private individuals knowledgeable about Bronowice. The discussions helped the team understand and evaluate the problems of the area, the prospects for upgrading, the options for revitalization and the potential resources for financing public and private improvements.

ICMA and City staff engaged in numerous assessments of the different aspects of the City's plan for the area. Special attention was given to an examination of the institutional options and organizational framework for implementing the Bronowice Project. ICMA also conducted two seminars for City staff on current U.S. planning practices and approaches to neighborhood revitalization and explained the public/private institutional mechanisms that are used in American cities. Appendix D lists persons contacted.

OVERALL ASSESSMENT AND RESULTS OF THE ASSIGNMENT

Bronowice Project Assessment

The Bronowice Project represents a different approach to urban redevelopment in Lublin and generally in Poland. Traditionally, redevelopment has meant total site clearance, relocation of occupants, development of new infrastructure and construction of high rise and medium rise flats to be owned by the government or large scale cooperatives. Little effort was made to ascertain or take into account the preferences of residents of the area. This type of redevelopment was expensive, socially disruptive and required very large public subsidies.

The Bronowice Redevelopment Plan, by contrast, proposes to encourage rehabilitation of existing structures, low rise "in-fill" developments, neighborhood self-help improvements and reliance to a large extent on private investment and initiative. This approach envisions incremental development of the area and relatively modest levels of public investment. Extensive cooperation between the City, residents and private investors will be required to achieve the objectives of the Plan.

While the Bronowice Redevelopment Plan is innovative and has taken neighborhood needs and circumstances into account, many difficult problems and constraints to its successful implementation are evident. The residents are largely low income. Many properties are in poor condition. Infrastructure systems are either nonexistent or old. The area has environmental problems as well as a negative image which discourages private investment. Readily available public resources to upgrade the area are negligible. Effective demand for land and housing is unknown.

Demonstrating the feasibility and cost effectiveness of a redevelopment strategy for a lower income neighborhood like Bronowice will constitute a major challenge, but if it is successful the Project will provide an institutional and programmatic model for other cities in Poland. The innovative characteristics of the Bronowice Plan include: (1) conservation of an existing neighborhood and its housing stock, (2) an apparent willingness by the City to appoint a project coordinator to manage and energize the implementation of the Project, (3) serious consideration by the City to establish a community-based organization to work with the City to upgrade the area and (4) adoption of a program of self-help initiatives to upgrade the area.

In terms of the Bronowice Project, the ICMA team concluded that the City's Plan for the area is well thought out and sound, though many uncertainties exist about the extent and availability of financial resources to implement the Plan.

The ICMA team investigated opportunities for funding the implementation of the Bronowice Project. Under the most promising of circumstances, funding options (for local infrastructure, home improvements and building upgrading, and long term home purchase mortgages) would be severely limited due to the lack of an adequate national legal and institutional framework for financing, the high rate of inflation in Poland, the widespread concern about unemployment, the general antipathy to debt on the part of homeowners, and the poor financial condition of cities and city enterprises which provide public services. Problems specific to Bronowice – its deteriorated physical conditions and the low incomes of the residents of the area – further complicate the issue of funding the improvement program for Bronowice.

Because of these considerations, in the short term (before national programs for financing housing and infrastructure improvements and grants in aid to localities are established or foreign donors establish programs to finance pilot urban redevelopment projects) the ICMA team identified the following funding strategies for the Bronowice Project.

1. sale of city land and use of the proceeds for public improvements
2. agreements between the City and potential Bronowice developers for the developers to pay for infrastructure improvements
3. cash investments by homeowners encouraged by a changed perception of the area
4. jointly funded public enterprise-resident financed infrastructure improvements for the area arranged by the City
5. self help activities where residents make contributions to improving public facilities
6. dedication by the City of a portion of the real estate property taxes collected from the area for public improvements for the area

These strategies can provide only modest levels of funding and capital, but they should be adequate to initiate the redevelopment process and allow for tangible, incremental revitalization.

Assessment of Local Capacity

The ICMA team found the Mayor and City officials eager to learn about planning and revitalization practices in the U.S. (the City has sister city relationships with Muenster, Germany) and to obtain assistance from A.I.D. on a variety of matters. Even though local financial resources are severely constrained and Lublin is confronted with many troublesome problems, City officials are open to considering new solutions and approaches to improving the capacity of the city administration to deal with its evolving responsibilities. Some improvements have been made in financial management practices, for example, based on exchanges with Muenster, Germany.

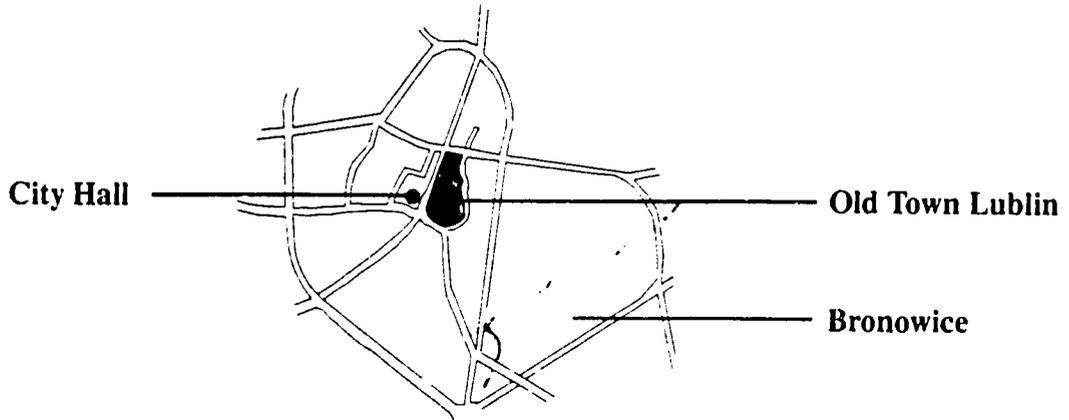
The mayor, chief architect and other key officials in the City appear interested in continuing the collaboration on the Bronowice Project and initiating a program of technical cooperation with A.I.D. to work on other problems. The availability of the designer of the Bronowice Project as A.I.D.'s principle point of technical contact with the City is fortuitous and will play a pivotal role in making an A.I.D. technical assistance program effective.

Results of Assignment

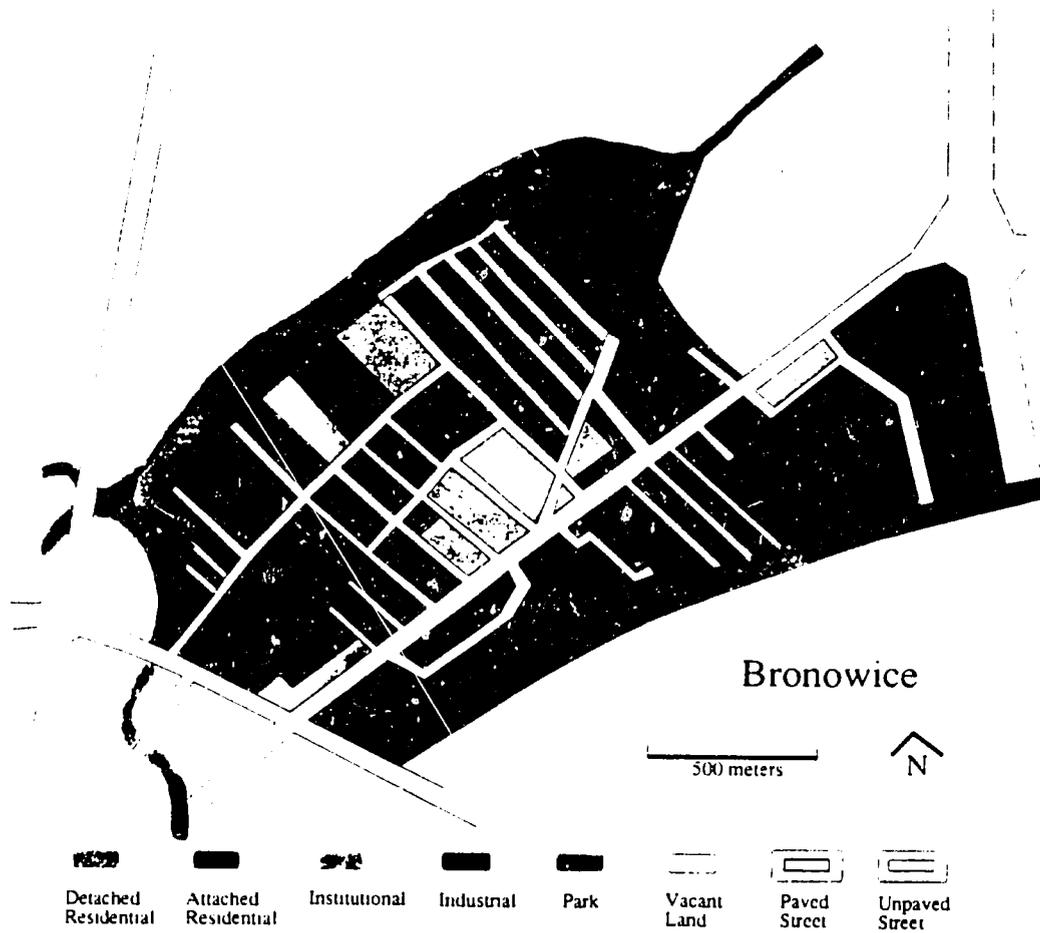
The following results were achieved during the assignment:

1. Prepared an Assessment of the Bronowice Project and the City's plans for implementation of the Bronowice Redevelopment Plan.
2. Assisted in the design of a Bronowice Project implementation work plan.
3. Conducted a seminar on U.S. planning practices for the staff of the Planning Department and a briefing for the Chief Architect on U.S. neighborhood conservation programs.
4. Identified other areas of critical need where A.I.D. assistance could be helpful.
5. Provided the planning staff with a copy of ICMA book, The Practice of Local Government Planning (1988), and ICMA Management Information Services reports on community development and local development corporations and techniques for affordable housing.

Location of Bronowice Relative to the Center of Lublin



Land Use of the Bronowice Area



THE BRONOWICE REDEVELOPMENT PLAN – AN ASSESSMENT

Characteristics of the Bronowice Area

Bronowice is a deteriorated, environmentally damaged and minimally serviced neighborhood that is home to approximately 4,000 people of little means, but much hope. The area is situated less than 2 miles from the center of Lublin and comprises about 200 acres (see maps opposite page). Bronowice is an area where small scale industrial uses are located adjacent to an older housing stock that consists of small “cottages” on individual lots along dirt or minimally paved alleys, and 3 story “apartment houses” on paved but poorly maintained and serviced neighborhood streets.

While there are certain advantages to living in Bronowice – property is inexpensive, there is good transit service and automobile access to the city and region, and the riverfront offers wonderful views of Old Town Lublin, there are many problems with the area that make it a difficult place in which to live. As explained below, the infrastructure (water, sewer, gas, streets) to support the residential areas are in poor condition and not available to all, there are environmental problems nearby and on site, and there are few community facilities and commercial establishments to provide for the needs of residents within the borders of Bronowice.

The land use as depicted in the map on the opposite page is categorized as follows:

- 80 acres of industrial land (40 percent of the total)
- 65 acres of residential land (33 percent)
- 25 acres of developable vacant land (12 percent)
- 20 acres of current or designated parkland (10 percent)
- 10 acres of institutional land (5 percent)

The industrial properties, all but one state owned, are small scale in nature, comprising 2-10 acre parcels of 1-3 story buildings, few of which have a footprint larger than 10,000 square feet. Several of the industrial properties are either no longer actively used or are underutilized as industries that could not compete in the new competitive economy have been closed down or scaled back. One former asbestos plant has left behind a large open air pile of hazardous asbestos waste. Environmental conditions at other closed industrial properties are unknown. Most of the industrial buildings that are currently not in use appear to be structurally sound and fit for reuse, either for industry (warehousing or new, more competitive manufacturing uses) or for commercial or community redevelopment.

As noted above, the residential areas of Bronowice are of two types. In the center of the district, the streets are lined with older (from the turn of the century) attached “apartment houses”, 2-3 story stone and brick buildings that are privately owned but communally rented. Almost 500 units of 250-400 square feet are squeezed into 50 such structures. About half of the units average 125 square feet per person, and about one third of the units are a bit smaller averaging 80 square feet per person.

The infrastructure that supports these units is incomplete, some units have access to gas, electricity, water and sewer services, but many others are limited to electrical service and make do with illegal hook-ups to deteriorated water and sewer lines. The cause for the latter situation can be traced to a Master Plan for Bronowice adopted by the City in the late 1970s that called for district-wide demolition and new construction. Utility service to the existing housing was to be discouraged as the housing was to be cleared and replaced with high rise housing estates. Only utility service to the industrial properties within Bronowice was to be retained. This meant that housing located along the main streets/utility lines to the industrial properties was provided with full service, whereas housing on secondary streets was officially denied service and had to suffer further as those lines which did exist were not maintained for almost two decades.

The second type of residential area in Bronowice consists of small, one or two-story, detached, “cottages” on moderate size lots that typically include a garden. The houses themselves are either wood, brick or limestone construction, from 300 to 1,000 square feet in size, privately owned, and occupied generally by the owner or relatives of the owner. Few services are provided – electricity to most, paved streets for some, but no gas, running water or sewer service for many (a few houses are located along the streets leading to the industrial properties, and thus are provided with full service as noted above). These houses were the kind of “sub-standard” housing units that gave rise to the “clear and rebuild” master plan of the 1970s. Many of the people living in these houses are elderly, long-term residents of Bronowice. Despite the “sub-standard conditions”, many of these residents are committed to their homes and the Bronowice neighborhood, as evidenced by many examples of recent reinvestment.

Bronowice contains approximately 25 acres (10 hectares) of vacant developable land. Two of the privately owned vacant parcels are on the main street and are in negotiation for sale and development, – one for residential use (60 small apartment units), and the other for a small supermarket. Much of the remaining vacant developable land lies alongside the riverfront. Though these parcels have wonderful vistas of the steeples of Old Town Lublin, their development will be limited due to environmental considerations – they are lowlands, and are subject to flooding, although the construction of a 3 meter high berm along the river to cover the drainage intercept mitigates this problem.

The 20 acres of parkland in Bronowice includes an 8 acre landscaped neighborhood park on its southeast border, and approximately 12 acres of riverfront land, mentioned above, that is designated in the Bronowice Redevelopment Plan to become a waterside park.

The institutional uses in Bronowice include a health care center, kindergarten and school for the handicapped. Children beyond kindergarten age must attend school outside the district.

There is little commercial development in Bronowice. Several small shops and one neighborhood pub account for what little retail exists within the district. Residents do have access to the commercial establishments in the adjacent housing estates.

Critique of the Bronowice Redevelopment Plan

The Bronowice Redevelopment Plan represents an important policy initiative for the City of Lublin. As mentioned earlier, the Bronowice neighborhood was originally slated for clearance and new construction in a City approved master plan completed in the late 1970s. Such plans were typical of the era. Funding shortages, site constraints and other problems stalled the implementation of that plan. Today, the City proposes a new plan, one that is considerably more modest in scale, yet which also may be more sensitive to the desires of the resident population, and more realistic in regards to the budget and the ultimate potential for implementation.

The new Bronowice Redevelopment Plan proposes to use limited public investment in a strategic way to encourage maximum private investment and significant community self-help. The plan has the advantage of having been discussed with and accepted by Bronowice's residents.

The major focus of the Plan is on improving basic municipal services (water, sewer, gas, electric, street surfacing, trash disposal) in support of privately funded housing rehabilitation and low rise "in-fill" residential and commercial development. An important feature of the Plan is that it legitimizes efforts to upgrade living conditions even though strict, nationally set "planning standards" may never be achieved.

The "redevelopment strategy" that is the foundation of this plan – "fix it, don't replace it" – is a sensible, cost-effective way to make meaningful improvements in people's living conditions within the severely limited budgetary constraints that currently confront the public sector in Lublin (City government and the utility enterprises). Such an approach is consistently used in most American cities and it has often led to successful neighborhood revitalization programs.

Many of the Plan specifics are eminently practical. New flexible, American-type zoning controls (density, height, coverage, set-back) are proposed as an alternative to a rigid master plan standards approach (where the precise shape, size and use of individual buildings are prior mandated). This allows private investors to develop projects that will more closely reflect market demand, while still promoting growth in an orderly fashion. New housing would be limited to the scale of existing housing, and would include a mix of inexpensive low rise flats and small detached houses with garden plots. Ground floor spaces in multi-story housing blocks are reserved for commercial uses to provide income for owner-occupants of upper levels. A small scale, skylit, former industrial warehouse is proposed for community reuse as a combined meeting room and volunteer activity center. The current underutilized kindergarten building, which had been an elementary school is recommended to be returned to full use as a community anchor for young families who may consider moving to Bronowice.

In the past, the absence of an up-to-date approved plan and fear that the earlier demolish and relocate plan might someday be revived have combined to cause significant disinvestment, both by private property owners and by the public sector. Consequently, the expected adoption of this Redevelopment Plan by the City Council (projected for summer of 1993) will, in of itself, spur private reinvestment in the area. It has been only recently, as the Plan has approached adoption by the City Council, that modest investments by private property owners have begun. For this reason, and because expectations have been raised in the community, it is hope that there will be some urgency to the adoption of the Plan by the City.

A considerable effort has gone into a process to develop a phasing scheme for the Plan. Incremental phasing of public improvements is designed to build support for later phases by demonstrating visible progress in earlier stages, which are small in scale and "doable".

The Plan envisions a ten year development program divided into three phases. The total estimated cost of public and private investments and improvements is \$3.7 million, about 80 percent of which would be public investment (in roads, utilities, parks and new council housing). Given the limited public resources that are currently available, most of the public investment is projected to be made in Phase 3. Phase 1 is planned as a modest beginning with public investment of \$320,000 and private investment of about \$180,000.

There is one important neighborhood improvement strategy that is recommended to address the specific problem of limited public resources: community empowerment. Community empowerment relies on the initiatives of local residents to participate in the planning and implementation of local improvement programs. Community

empowerment has important advantages. First, resident initiated actions put the community in control; the community can control a plan, a project or, in the broadest sense, their destiny. Second, the residents' accomplishments will cause a spirit of self-help and self determination to be firmly established and become a lasting community-based capacity for positive change. Third, building greater self-reliance by communities is a safeguard against the kind of economic downturn and fiscal crisis that is currently being experienced in Lublin.

Community empowerment can happen at many levels: through individuals, volunteer groups or sophisticated Community Development Corporations. This subject will be discussed in more detail under the following section on "An Implementation Strategy for the Plan".

The project planner has organized a significant public participation effort (community meetings, neighborhood surveys, and constant interaction with residents and property owners). The ICMA team strongly supports such an effort and believes that public participation is critical to the successful implementation of the Plan.

The Bronowice Redevelopment Plan is a thoughtful, reasonable, practical guide for community improvement and development that could become the standard for such plans in Lublin as well as in other Polish cities where similar blighted areas exist. In seeking to preserve the human scale of the district as it exists today, and in recognizing that City government must work with the private sector and with community residents to achieve real gain, the Plan is an innovative approach to solving complex urban problems.

THE BRONOWICE REDEVELOPMENT PLAN – ICMA FINDINGS AND RECOMMENDATIONS

Based on the review of the Bronowice Redevelopment Plan, visits to the site and discussions with City officials and private persons, ICMA prepared findings, recommendations and suggestions which were submitted to the City. These are presented in four sections: (1) suggestions for Improving the Presentation of the Plan, (2) an Implementation Strategy for the Plan, (3) Financing Options, and (4) Implementing Phase 1 of the Plan.

Suggestions for Improving the Presentation of the Plan

In presenting the Plan to City Council for adoption, the experience of American planners may be of some use. Typically, an American planning document includes a written introductory policy statement that discusses the public purpose, the economic and social justification, and the underlying strategy of the Plan. Such a statement does more than merely explain existing conditions or summarize the methodology used. Rather, it provides the context for people not directly involved with the development of the Plan to better understand the meaning of the Plan – why the Plan is important, who benefits, what does it cost, how can it be implemented.

A concise, informative policy statement should include a discussion of the goals of the Plan, and an explanation of why the recommendations of the Plan are sensible and cost-effective. It should conclude with a vision (text together with sketches of improved areas) of what the results could be if the Plan is carried out as recommended.

The plan should also be accompanied with a “Guide to Action” – an implementation plan that includes a detailed budget, an implementing organizational structure, a very specific listing of first steps or actions required to start the implementation process, and a preliminary description of project phasing. A well prepared “Guide to Action” can become a road map that makes it clear and easy for public decision makers to move forward with the Plan’s recommendations. The concept and details of an implementation strategy will be discussed next.

An Implementation Strategy for the Plan

The major premise of the Bronowice Redevelopment Plan is that modest public investment and community self-help can turn around the image of the area and lead to significant private investment and improved living conditions. For this to happen, many obstacles will have to be overcome.

Barriers include: the existing poor public image of the Bronowice district; environmental problems such as the open-air asbestos dump on site, the smell of the polluted river which is the northern boundary to the district, the lack of a comprehensive drainage system, the wetland conditions of the major publicly owned vacant development tracts, and the belching smoke from the foundry one mile upwind of the district; the current demographics of the area – many poor, many elderly; clouded title to much of the property; community distrust of government intentions and actions that festered during the communist era and is only recently beginning to abate; lack of development financing due to hyperinflation; low utility fees which discourage investment to improve services; the fiscal constraints on the City's operating and capital capacities; and finally, the all too human perception that such problems are insurmountable, that no one else has ever successfully dealt with such a situation and that it is probably useless to even try.

Yet, some modest reinvestment is already occurring! It appears that given the opportunity, a number of people are making a commitment to stay in Bronowice and improve their circumstances. It is conceivable that this modest first wave of reinvestment could be a precursor to a turnaround in the image of the area.

Bronowice does have several development advantages. Land is available and inexpensive. The district is close to the center of town and is well served by public transport. The main street which runs through Bronowice has good commercial development possibilities. With the adoption of the Plan, private investors will be put on notice that the district is a priority area for city investment and that over time public services will be improved. There are wonderful vistas of Old Town Lublin down many of the streets and from the river bank that will be developed as a park. And, there is a high level of private home ownership in the area.

To reinforce the notion that "things can happen" in Bronowice – and to build on the momentum of the small scale private investments already taking place, the City must demonstrate that it is serious about implementing the recommendations of the Plan.

There are three components to a successful implementation strategy: a public avowal of commitment to the project, the creation of an organizational structure to take the lead in pushing the Plan's recommendations forward, and the marshalling of available resources, which includes public and private funding and community self-help.

Initial Public Commitment – Appointment of a Project Coordinator

Public commitment to the Plan is a crucial first step in its implementation. In many U. S.

cities, public commitment for plans similar to the Bronowice Redevelopment Plan have begun with the appointment of a project coordinator who reports directly to the Mayor. A project coordinator serves several purposes. First, the very assignment of a project coordinator by the Mayor provides clear indication that the Plan is the Mayor's plan, that he accepts its recommendations and supports its implementation. Second, a project coordinator provides a visible, focused and accountable point-of-contact between the community and its government. Third, the position allows for the delegation and the subsequent use of mayoral authority without burdening the Mayor with day-to-day responsibilities.

A project coordinator can and should perform a variety of functions. A project coordinator can chair an interdepartmental task force that is charged with initiating city actions that are proposed in the Plan. In this position, the project coordinator can arrange for periodic meetings (monthly at first, later on a quarterly basis) with department heads to track progress and identify problems that require resolution by the Mayor. The project coordinator should have frequent access to the Mayor (weekly if needed) and should provide him/her with concise written status reports.

A project coordinator should become the spokesperson for the Plan to City Council when their input or deliberation is required, and to the press, who should be briefed on any occasion where visible progress can be demonstrated.

A project coordinator must be able to break down the general recommendations of the Plan into detailed actions that can be properly budgeted and specifically assigned to agencies and departments for implementation. This means that the project coordinator should come to the job with experience with the bureaucratic maze of government.

Finally, the project coordinator should be responsible for organizing a structure of continuing community involvement with the implementation of the Plan. It is a suggestion of the ICMA team that this organizational structure take the form of a neighborhood-based, non-governmental organization.

Organizational Structure

The City should facilitate the establishment of a neighborhood-based, non-governmental organization to provide the framework for cooperation between the City, community residents and others interested in improving and investing in Bronowice. This organization could be established as a public company, Foundation, or a non-profit organization (if pending legislation is enacted). ICMA recommends that if possible, the organization be set up as a non-profit Community Development Corporation (CDC).

Community Development Corporations are arguably the most sophisticated form of community self-help. CDCs are community-based non-profit tax-exempt organizations created for the purpose of developing or improving housing and community facilities or services. Generally, a CDC receives start-up "seed" funding from local government, either in the form of marketable assets (i.e. land that can be sold) or in staff support.

A CDC can be an effective tool for building public-private partnerships in support of neighborhood improvement. A CDC is initiated with the appointment of a Board of Directors, either by the Mayor or by City Council. A majority of Board members should be nominated by residents of the community, thus ensuring that the work of the CDC will meet the community's real needs. The Board should include leaders from outside the community who can provide advice and direction from different perspectives.

A CDC should be legally incorporated, a process initiated by the Board itself once it is appointed. In Lublin, this would require modification of state law which now imposes a corporate tax on non-profit organizations which provide for infrastructure improvements in urban areas (inexplicably, infrastructure improvements in rural areas are tax-exempt). Until such time as this law is modified, the CDC could limit its activities so as not to incur taxes. This means that the CDC could be appointed at the time that the Plan is adopted by City Council, but it would initially concentrate on organizing volunteer efforts, marketing land, negotiating for City support for service improvement, etc.

In organizing a CDC several issues will have to be addressed. First, a purpose statement should be crafted that is specific to the immediate tasks at hand, yet broad enough to allow for a changing agenda in the future. Questions of officers, membership, etc. will have to be resolved. The city appointed project coordinator could become the staff of the Bronowice CDC, working part-time for the City and part time for the CDC.

A CDC could undertake a wide variety of activities in Bronowice. The CDC could organize self-help housing rehabilitation activities; provide training for "sweat-equity" programs; coordinate volunteer "clean-up", "paint-over" and "fix-it" efforts; organize a gardening program, as for instance for the riverside area that is to become a park; explore ways to improve communal housing maintenance; contract out site improvement work; market and develop property; and, provide a forum to moderate community conflicts.

The creation of a CDC for the Bronowice district, together with the appointment of a project coordinator and the convening of the interdepartmental task force will demonstrate strong public support for the project and provide a good organizational structure to get things moving. The next step in the implementation process is to identify and marshal resources – particularly for the first phase of the Plan.

Financing Options

The level of public and private resources that will be available to implement the Bronowice Redevelopment Plan is a critical concern. Under the most promising of circumstances funding options and opportunities are severely limited by the overall economic climate and the lack of financial resources and financing programs. The high rate of inflation in Poland, the widespread concern about unemployment, a traditional antipathy of homeowners to incurring debt and an inadequate national legal and institutional framework for financing local infrastructure, home improvements and building upgrading and long term home mortgages all severely limit the financing options that are available. The lack of financial resources at the national level and the poor financial condition of cities and city enterprises which provide public services further restricts the availability of resources. Lublin like other Polish cities must make budget decisions within the context of limited resources.

The problem of identifying funds for the Bronowice area is especially difficult to address because of the substandard physical conditions of the Bronowice area and the low income of the area's residents. In the short run (before national programs for financing housing and infrastructure improvements and grants in aid to localities are established) the funding options and strategies for Bronowice that warrant further examination are limited. Six options appear promising: (1) a special budget appropriation specifically earmarked for the Bronowice area, (2) sale of City owned land in the area and use of the proceeds for public improvements in Bronowice, (3) negotiation of agreements between developers of properties in Bronowice and the City under which developers agree to finance infrastructure improvements in exchange for City concessions, (4) cash investments by property owners encouraged by the City Council's approval of the Bronowice Redevelopment Plan and a changed perception of the area, (5) public enterprise-resident jointly funded infrastructure improvements and (6) "self help" activities where residents make non cash contributions to improving public facilities (e.g. streets, parks etc). These options and strategies can provide only modest levels of funding and capital, but they should be adequate to initiate the redevelopment process and allow for tangible, incremental revitalization.

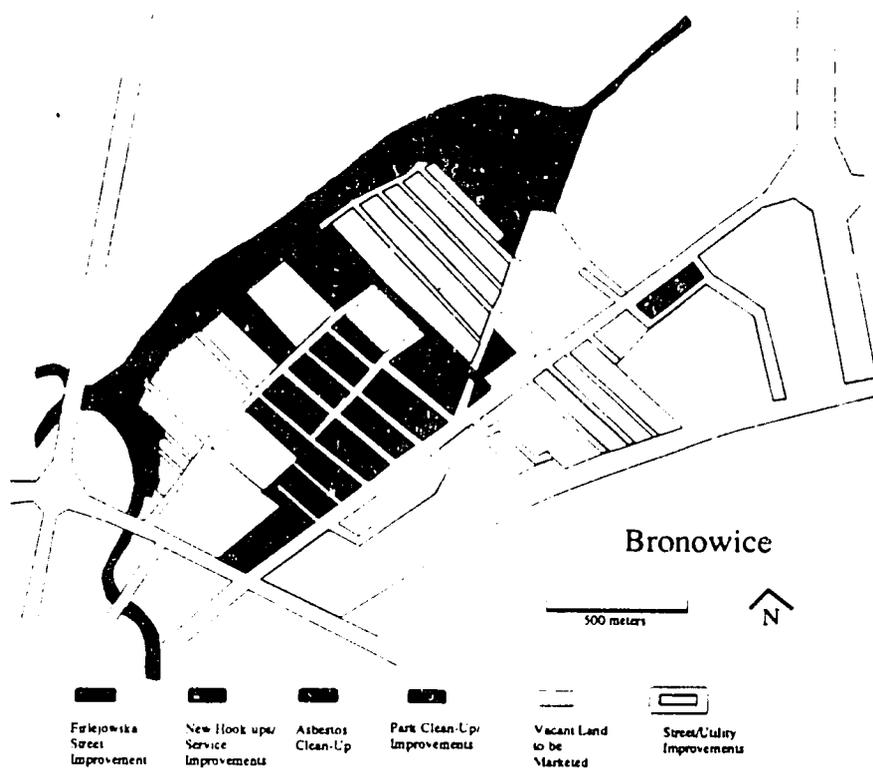
Over the longer run financing opportunities will expand and could include: (1) increased allocation of budget resources to Bronowice from the city budget or the city utility enterprises, (2) dedication by the City of a portion of the real estate property taxes collected from Bronowice for public improvements for the area, (3) receipt of financial assistance from national grant in aid or donor pilot project programs, (4) the development of financing mechanisms for the City to borrow funds for infrastructure improvements and (5) the development of affordable home improvement loan programs by private lenders. It will be an important task for the project coordinator to lobby for priority funding for the Bronowice Plan.

Implementing Phase 1 of the Plan

The implementation of the first phase of the Plan (scheduled for 1993/1994) will be crucial to the long-term success of this project. If visible progress can be made, people expectations will rise and the image of the district will begin to change. The physical improvement activities recommended in phase one were carefully chosen with this belief in mind. Five specific activities are recommended: the provision of new services on the unimproved portion of Firlejowska Street; the repair of and the subsequent permission to allow hook-ups to service lines in the center of Bronowice where service was discontinued as a result of the earlier demolition plan; the encasement, covering and landscaping of the asbestos dump; the marketing and development of vacant land; and a neighborhood clean-up program.

The resources required to implement these activities are modest in scale and much can be contributed by the residents themselves. For instance, the improvement of Firlejowska Street can make use of an active, on-going City program whereby the City engineers

Bronowice Redevelopment Plan: Phase One Improvements



develop the plans for the improvements and then jointly fund the construction with the residents, usually on a 50/50 basis. In this case, the Bronowice Community Development Corporation, representing the community at large, can organize the 50 percent "contribution" which can include labor, materials or cash.

To allow hook-ups to the services on the improved streets in the center of Bronowice an engineering analysis must be performed to determine the current condition of these services which have not been maintained for twenty years. The cost of this analysis should be minimal and should be borne by the service department. If significant repairs must be made, a phased improvement program could be considered, with the cost of improvements shared 50/50 as is the current policy with service extensions.

The environmental clean-up of the asbestos dump will not be an inexpensive activity. However, the burden is on the state, which owned the facility, to immediately remove this significant health hazard, which affects not only the Bronowice district but the residential areas downwind of the site and the city at-large as well. The CDC and the President of Lublin should work together to bring public pressure to bear on the state to meet its fundamental responsibility to ensure the health and safety of its citizens.

The CDC can be given the right to market city-owned land in Bronowice that is currently vacant. The proceeds of any sale of public land should be turned over to the CDC to be reinvested in the community. This would be a way for the City to support the start-up costs of the CDC without having to provide a cash appropriation in the City's budget. The CDC might also market privately owned land in Bronowice, and, as with any real estate agent, take a commission on the event of a sale. The CDC, for example, can negotiate the sale of the "supermarket" site on the main street in Bronowice with the idea that the recommended service improvements and street widening for that site be funded by the developer.

To encourage the sale and development of land in Bronowice, the project coordinator for the city can provide "one stop shopping" and priority for development review services. Ensuring a smooth and quick development approval is a "resource" that can be equally as valuable as cash.

Another "resource" that can be applied to encourage new development in Bronowice is a tax-abatement program, whereby investors are relieved of paying property taxes for a certain period of time, usually five years. This would require action by City Council but should be considered early on in the implementation process as it has proved to be a very successful development incentive in many American cities.

The last recommended activity of the first phase of the Redevelopment Plan is a neighborhood clean-up, fix-it program. The public resources required for this task are minimal – perhaps some paint and other materials, and trash pick-up – but the volunteer effort would be great. The CDC can organize a district wide program that would promote clean-ups several times a year by exerting neighborhood level pressure to join the community self-help effort.

For the later phases of the Plan, other resources for implementation will have to be identified. At this point, options are limited. But several longer-term possibilities exist. As property tax rates and utility fees are permitted to rise with new legislation proposed by the state, a portion of the increases could be dedicated to the CDC to be reinvested within the community. In turn, the reinvestment will improve neighborhood conditions, thus increasing the value of property which will mean increased tax revenue for the City.

CDCs in America have developed to the point where they can provide “neighborhood bank services”, accepting resident savings and reinvesting the capital within the community by offering mortgages for new housing and home improvement loans at low interest rates. When inflation comes under control and a national housing finance system is established in Poland, this may become a viable option. (Currently, financing options, as with the Polish-American Fund for example, are limited to private profit making companies, with payment tied to a dollar index.)

The Bronowice Community Development Corporation can, once some visible progress has been made, begin to think about developing applications for funding through national or international grant organizations.

In the final analysis, there will continue to be a need throughout the life of the Plan implementation to dedicate a certain portion of the city's general budget to improvement projects in Bronowice. These funds should not be considered an expense, but rather an investment. When matched with a sustained community self-help program organized by the Bronowice Community Development Corporation, the results will be a significant improvement in the living standards of the people of Bronowice.

PROPOSED TECHNICAL ASSISTANCE FOR LUBLIN

Based on results of the assistance provided in March and discussions with the President and other City officials, ICMA recommends to A.I.D. that it provide continuing technical assistance and training to Lublin to support implementation of the Bronowice Redevelopment Plan. The scope of such a technical assistance program is discussed below. (Appendix 1 provides a work plan for implementation of the Bronowice Redevelopment Plan.)

In addition, the City of Lublin has identified other priority areas for technical assistance: (1) Improvement of Communal Housing System, (2) Redefinition of Lublin Master Plan and Planning Process, (3) Revenue Generation Strategies for the Foundation for the Preservation of Monuments, and (4) A need for a Training Program.

ICMA recommends to A.I.D. that a follow-on technical assistance program should be contingent upon the City: (1) approving the Bronowice Redevelopment Plan, (2) appointing a project coordinator for Bronowice, and (3) agreeing to use its best efforts to support the implementation of the Plan.

The Bronowice Project

Objective and Scope of Assistance

In the initial field mission, advice was given to the project planner and to the President on different aspects of presenting the Bronowice Redevelopment Plan to City Council for adoption and on varying means to implement the Plan. ICMA proposes to provide continuing support to the City in its implementation of the Bronowice Redevelopment Plan. Scheduled periodic visits by an ICMA team would provide the opportunity to review with City officials the progress that had been achieved since the last visit, identify problems and issues and approaches to resolve them, plan and design new initiatives and programs for Bronowice and provide technical advice and information to the City on various implementation issues.

Once the City Council has approved the Bronowice Redevelopment Plan, a follow up visit is proposed to review the status of the project and the progress that has been made in implementing the actions identified in this report. (See Appendix 1, "Proposed Work Plan for the Bronowice Area").

A concern of the RHUDO housing officer in Warsaw was that the City of Lublin was unprepared to develop the internal financial resources needed to move this plan forward. The follow-up mission would give special attention to two related subjects: a more detailed program of low-cost and volunteer implementing actions; and, discussions on the importance of developing and targeting local resources, using examples from Philadelphia and other American cities on how property taxes and utility fees are used to sustain growth and revitalization. Based on this work, the project coordinator would prepare a detailed financial plan (e.g. Capital Improvement Program) for Bronowice.

Next Steps

During the next visit to Lublin the ICMA team would lead discussions on and review:

- *Legal issues and options to creating a CDC.* U.S. experiences relating to the choice of Board members, by-laws, staffing, budget preparation, fund-raising activities, public relations and agenda setting would be shared. Information on how a CDC can operate programs that provide counseling, emergency repair services, housing, rehabilitation training, weatherization, and how a CDC can organize community volunteer clean, plant and paint efforts. would be presented. Targeted stakeholders would be the planning department, representatives of the President, potential board members and community leaders.
- *The development of a Capital Improvement Program (CIP) Strategy.* American cities fund the kind of urban renewal projects recommended in the Bronowice Plan through a long-term Capital Improvement Program, which is separate from the operating budget, and has its own funding authority and funding sources. A strategy that incorporates ideas to identify and evaluate potential financial resources together with a process for prioritizing projects to be funded would be discussed with representatives from the President, utility departments, and planning staff.
- *Review of progress/assignments of the Bronowice Project.* A major recommendation of the ICMA team was the appointment by the President of a project coordinator. The follow-up mission should undertake a review of the activities of the coordinator, including assisting the coordinator in developing a detailed six-month work program and in outlining a schedule of assignments for City departments to be approved by the President.. Further, the ICMA team would advise the project implementation team (coordinator, CDC, project planner) on issues that they would identify as being potential roadblocks to successful implementation of the first phase of the Plan.

Long-Term Program of Assistance

As a part of a long-term program of assistance to Lublin, ICMA would:

- continue to monitor progress in the implementation of the Plan
- lead technical discussions on strategies that would be useful in solving environmental, infrastructure and financing problems
- provide assistance in preparing applications for funding of activities
- provide advice and support in the design and implementation of programs and activities that improve the Project area
- assist in the preparation of City/developer agreements to finance infrastructure improvements and private investments

Results

- increased capacity of the City to coordinate and manage the delivery of services and assistance to the Bronowice area
- increased public investment in infrastructure repairs and extensions and public improvements in Bronowice
- increased private investment by resident owners in their homes and private investors in residential and commercial properties
- elimination of the negative effects of the asbestos dump
- active involvement of residents in planning for and improving Bronowice
- development of a model CDC-type organization which could be replicated in other cities

Improvement of Communal Housing System

Objective and Scope of Assistance

The City of Lublin owns approximately 25% of the inventory of housing. The maintenance enterprise has a staff of nearly 800. A substantial share of the City's budget resources are allocated to the communal housing stock. City officials recognize the range of problems posed by such public ownership of such a large share of the housing stock. At the present time, City officials lack the information and understanding needed to come to grips with the complex range of issues that effect the communal housing system. While the City Council has made some efforts to improve the process for reviewing the budget of the communal housing department, there has been no comprehensive documentation and analysis of the costs, management and operating practices of the communal housing program. Such a report would provide the basis for a more effective allocation of public funds, improvement management oversight and accountability over the communal housing function and improvements in the operation of communal housing. Improvements could include: development of incentives for privatization, contracting out of services or the management function, improved targeting of public services, development of improved management information and reporting systems, and management efficiencies. This work would build on communal housing technical assistance programs developed under this contract for cities in Poland and Slovakia.

Next Steps

The ICMA team will conduct a preliminary review of the management of communal housing including its organization and lines of authority, the availability of accurate information on the tenants, buildings conditions, occupancy patterns, rent and utility collection, maintenance and repair practices, use of housing enterprise employees and reporting practices etc.

Results

This technical assistance would result in:

- as assessment of the managerial, financial, organizational and programmatic problems and issues that need to be given priority attention and consideration
- a work plan, schedule and budget for conducting a management and program audit to improve the communal housing program in Lublin

Redefinition of Lublin Master Plan and Planning Process

Objective and Scope of Assistance

Lublin's current Master Plan, which is the basis for all development regulation in the city, is an outdated, inflexible and not easily modified document. The Director of Planning has asked the ICMA team to provide assistance in exploring new ways to plan for and regulate growth in the context of increased private sector responsibility for and activity in urban development.

Next Steps

The ICMA team would lead discussions and carry out a strategic "scanning" exercise on:

- growth management techniques employed in the United States
- specific strengths and weaknesses of the current Master Plan approach in accommodating private development while protecting the "public good"
- the products, purposes, processes, analytical techniques, staffing skills and organizational structure related to the American planning/zoning system
- planning scenario creations that would highlight major issues that will challenge Lublin as private sector development increases
- legal and policy constraints at the local, regional and national level that impact on proposed new planning methods

Results

This technical assistance would result in:

- development of a one year work program to assist the planning department in creating a new "General Plan" and a new development regulatory framework
- development of a policy paper that would summarize concerns Lublin would like to see addressed in new national planning enabling legislation

Revenue Strategies for the Foundation for the Preservation of Monuments

Objective and Scope of Assistance

The mission of the Foundation for the Preservation of Monuments is to facilitate the restoration of Old Town Lublin, itself a historically significant district and a potential major tourist attraction, as well as other historic properties in the City. However, the Foundation is on its own in terms of identifying the resources to carry out its responsibilities.

The Director of the Foundation has asked the ICMA team shares ideas and experiences it may have of fundraising activities that could support the goal of historic preservation. Philadelphia has led the United States in historic preservation efforts having had over \$1 billion invested in historic restoration. Philadelphia also has developed a number of historic preservation organizations which have assisted in the process and which have raised the issue of historic preservation to a level of awareness that has made it easier to garner the financial support to move projects forward.

Next Steps

The ICMA team would discuss and provide information about:

- various fund-raising strategies and approaches that could be developed in Lublin to help finance the improvement of the old town
- public relations approaches to creating a public awareness of the social and economic importance of historic preservation efforts
- different means and incentives that the Foundation and City could employ to assist private developers in attracting needed investment and government approvals for historic preservation projects
- the concept of an "Old Town Lublin" management/development corporation, that would act as a "facilitator" in promoting/developing/restoring this potential tourist district.

Results

This technical assistance would result in:

- as assessment of the principal managerial, financial and organizational problems and issues that need to be given attention and a description of the technical assistance information that was provided
- a work plan to define a specific action plan for the Foundation to develop a revenue generation program

Training

Objective and Scope of Assistance

City officials would benefit from participation in conferences and seminars on various local government issues and problems. Study tours to the U.S. would provide insights into how U.S. institutional systems and organizations could be adopted to the needs of Lublin. For example, the President and key staff involved in the Bronowice project could observe first hand neighborhood revitalization programs and how CDCs carry out housing and community development programs. Someone associated with the Lublin Foundation of Monuments Restoration could benefit from learning how historic preservation organizations are financed, promoted and managed. Staff from the Architecture and Town Planning Department could be sent to conferences/seminars on how to develop public/private partnerships and how to negotiate the terms and conditions for new developments with private developers.

Next Steps

Based on the design for the technical assistance program, a training program to complement and support the technical assistance program will be developed for A.I.D consideration.

Results

Lublin officials and other training participants would be more aware of options and considerations inherent in implementing the recommendations of the technical assistance.

Next Steps in the Development of the Technical Assistance Program

A.I.D. and the City of Lublin need to discuss and agree on the scope and conditions for a technical cooperation program. Based on that agreement ICMA could prepare a detailed work plan, budget and schedule for follow on assistance.

The exact level of effort and schedule for the proposed program of assistance will be based on an understanding between A.I.D. and Lublin. However, as a guideline ICMA suggests that over the next year A.I.D. make available three-four person months of technical assistance and provide various types of training to 20-30 officials. ICMA suggests that the technical assistance program provide for regular and periodic visits by ICMA staff and consultants.

APPENDIX A: PROPOSED WORK PLAN FOR THE BRONOWICE AREA

In this section ICMA identifies the major short and long term actions that are required to complete the Bronowice Redevelopment Plan document and begin to implement the Project design. The parties that should be principally responsible for implementation of the Bronowice Redevelopment Plan are: the President, The Project Coordinator acting together with the CDC Board, the Project Coordinator on his/her own, and A.I.D.. Three types of recommendations are made: (1) actions to improve the Redevelopment Plan proposal to the City Council, (2) short term actions to implement the Bronowice Redevelopment Plan over the next six months and (3) longer term actions to implement the Bronowice Redevelopment Plan.

Actions to Improve the Bronowice Redevelopment Plan Proposal

The Architecture and Town Planning Department as part of the Bronowice Redevelopment Plan submission to the City Council should:

- Prepare a policy statement describing the underlying redevelopment strategy for the area.
- Prepare a "Guide to Action" or implementation plan.

Actions to Implement the Bronowice Redevelopment Plan Over the Next Six Months

The President should:

- Appoint a Bronowice Project Coordinator for the Bronowice Project to: (1) organize and marshal resources, (2) coordinate City support, (3) focus attention on the Project, (4) develop programs for the project area and (5) serve as the principal technical contact with A.I.D..
 - Appoint a Project Task Force of city officials to coordinate implementation of the Bronowice Plan and evidence the President's interest in implementing the Bronowice Plan.
 - Endorse the concept of establishing a neighborhood based, non government organization (preferably a Community Development Corporation (CDC)) for the area and appoint a group citizens and City officials to assist the Project Coordinator establish the CDC and serve on its board of directors.
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- Assist in solving the problem of the environmentally hazardous asbestos dump including seeking funding from the Voivod ECHO Fund to cover over the existing exposed asbestos dump and convert the area into an open space available to the public.
- Request the Water and Sewerage City Enterprise give priority attention to the Bronowice area and develop an infrastructure improvement plan and a plan for the regrading and reuse of the river bank.

The Project Coordinator and the CDC Board should:

- Establish a CDC, including: (1) evaluate different organizational options for the CDC, (2) select the most appropriate organizational approach given current law, (3) prepare bi-laws/articles of incorporation or other appropriate organizing documents, (4) establish the CDC, (5) adopt a set of objectives and an initial six month-one year work plan for the CDC, (6) adopt a first year budget for the CDC (7) meet with City officials to discuss how to go about implementing the Plan, (8) develop a plan to establish a neighborhood organizational structure and (9) hold neighborhood meetings to explain the Plan and the role of the CDC.

The Project Coordinator should:

- Prepare a Bronowice Implementation Plan, Schedule and Budget for 1993-1994, including anticipated outputs/accomplishments. The Budget should include a Capital Improvement Program for Bronowice.
- Prepare a detailed implementation work plan for the Bronowice project for the next 3-6 months identifying: tasks to be undertaken, the organization accountable for completing each task, the schedule for completing each task and the resource requirements and milestones expected to be achieved during the period.
- convene regular meetings of the Project Task Force to review the status of the project.
- Develop a proposal to the Water and Sewerage City Enterprise requesting that it initiate planning and prepare a schedule for infrastructure improvements for Firlejowska Street.
- Develop a plan for residents/property owners to provide their share (50%) in cash or services of the cost of infrastructure improvements for Firlejowska Street.

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- Develop a proposal to the Cleaning City Enterprise to improve the storage and removal of solid waste in Bronowice.
- Develop a proposal to the City Board and City Council to sell a tract of city owned land in Bronowice for residential development with the proceeds to go toward public improvements for the area.
- Request that the Water and Sewerage City Enterprise survey existing infrastructure services in Bronowice to determine the availability of services and the improvements and repairs required. Request the Enterprise establish hook up fees, an application process and a schedule for utility connections for Bronowice property owners.
- Identify a resource (e.g the architects' association or the Department of Architecture and Town Planning) to provide advice to home owners about how to fix up and make repairs/improvements to their homes.
- Develop information for the public on the Bronowice Redevelopment Plan, including information for residents about how to secure utility connections, how to become involved in planning for the area, how to obtain assistance in getting advice on fixing up their properties etc.
- Contact potential buyers and sellers of property in the area to inform them about the Bronowice Redevelopment Plan. Offer to assist them in obtaining the necessary permissions for development.
- Meet with residential and commercial prospective developers to encourage private investments and attempt to negotiate agreements with the developers, including how infrastructure improvements would be financed.
- Develop a plan and schedule for a "clean up-paint up" program for the area using City and resident resources.

A.I.D. should:

- Commit to making technical assistance available to the City on a scheduled basis to assist in the implementation of the Bronowice Plan over the next 12-18 months. The assistance would include: (1) technical review and discussion of City plans and actions, (2) development and periodic review of mutually agreed upon work plans and milestones, (3) seminars and discussions on the role of the

CDC and programs it might develop, (4) technical discussions on program matters (including developing strategies to obtain help to solve environmental, infrastructure and financing problems etc.), (5) planning a study tour to the U.S. to observe how CDCs design and manage neighborhood improvement programs, (6) assistance in preparing applications for funding activities for Bronowice and (7) development of guidelines for City-developer agreements to finance infrastructure improvements and private investments.

- Commit to providing regular technical assistance and training to the City on other priority topics that improve the City's capacity to implement the Bronowice Redevelopment Plan.

Longer Term Actions to Implement the Bronowice Redevelopment Plan

The President should:

- Meet periodically with the Project Coordinator and Project Task Force to review the status of the Bronowice Redevelopment Plan.
- Use his best efforts to secure funding and institutional support for the implementation of the Plan.
- Seek to identify opportunities to secure national or donor assistance to finance improvements and programs in Bronowice.

The Project Coordinator and the CDC Board should:

- Regularly review the status of the Project and its implementation plan identifying problems and issues that need to be addressed. Based on the reviews revise the Project Work Plan.
- Design and develop programs and projects to carry out the Plan.
- Periodically report to and meet with the President, City Council and public on the progress being achieved.
- Conduct meetings on a regular basis with residents of the Bronowice area.
- Periodically review the status of the project with the ICMA technical assistance team.

The Project Coordinator should:

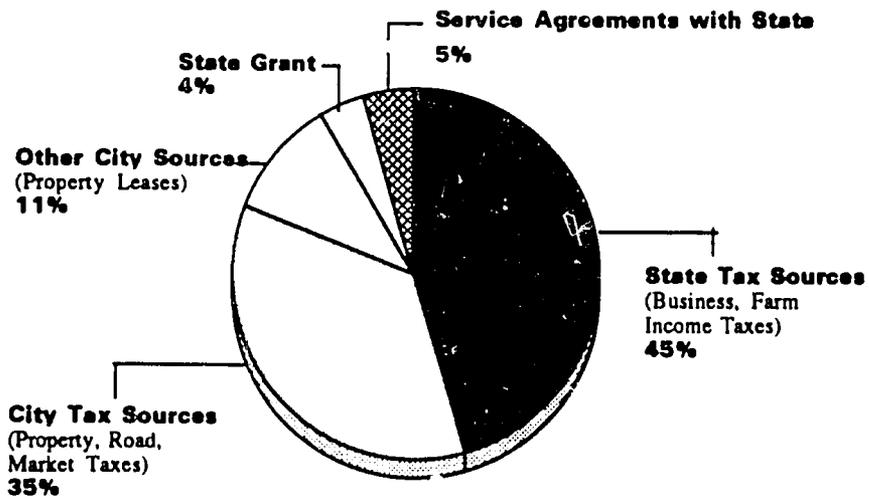
- Manage, coordinate and expedite the implementation of projects and activities (e.g. improving infrastructure, providing assistance to property owners, carrying out “clean up-paint up” campaigns, providing public information about the Bronowice Redevelopment Plan etc.).
- Identify funding resources and develop programs and activities for Bronowice.
- Maintain regular contact with and facilitate communication between the CDC board, Bronowice residents, property owners, City officials etc.
- Manage and monitor implementation of the Plan.
- Evaluate the extent of progress being achieved.
- Monitor and expedite actions by City agencies and public enterprises to make improvements in Bronowice.
- Research options for putting industrial properties in Bronowice back into use. Based on the research, develop a plan for the use of industrial properties.
- Design and seek funding for affordable residential financing schemes to improve and rehabilitate rental and owner occupied properties.
- Prepare a concept paper for the City Board and City Council on how property tax revenues could be used to finance improvements in Bronowice.
- Prepare periodic progress reports on Plan accomplishments and make them available to City officials and the public.

A.I.D. should:

- Provide continuing support to the Project, so long as technical assistance and training resources are available and satisfactory progress is being made.

APPENDIX B: LUBLIN CITY BUDGET - 1993 REVENUE

FIGURE: PERCENT OF TOTAL REVENUE BY REVENUE SOURCE



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TABLE: LUBLIN CITY BUDGET - 1993 REVENUE

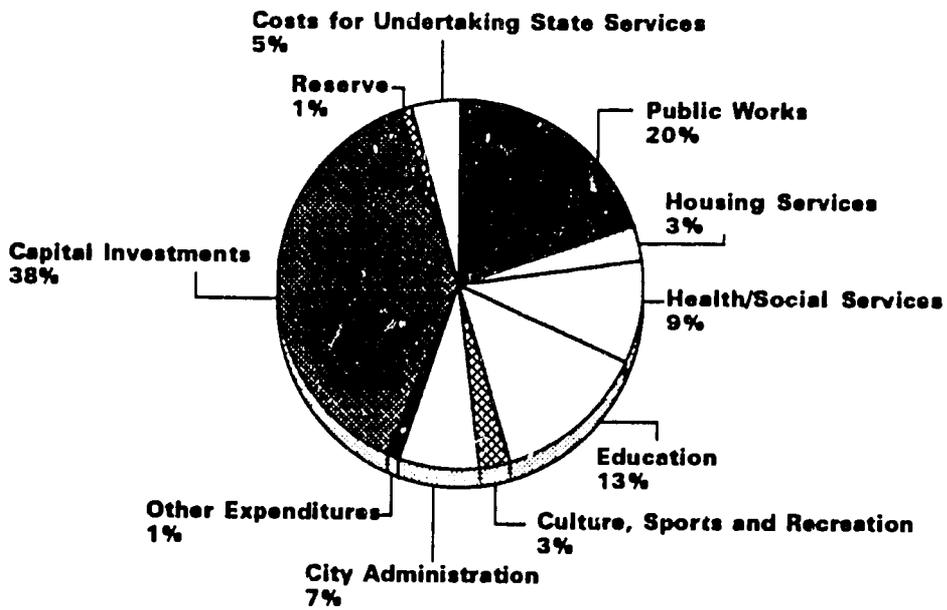
Revenue Source	1993 (Million ZI)	1993 (Million \$*)	Change 1992-1993
State Tax Sources	252,100	15.01	37%
Enterprises/Agriculture	30,000	1.79	64%
People	222,100	13.22	34%
City Tax Sources	196,680	11.71	22%
Property	146,000	8.69	31%
Road	30,000	1.79	35%
Market	15,000	0.89	-13%
Other	5,680	0.34	-47%
Other City Sources	58,554	3.49	-20%
Leases	55,214	3.29	-16%
Other	3,340	0.20	-55%
State Grant	20,858	1.24	42%
Service Agreement	26,857	1.60	-18%
TOTAL	555,048	33.04	16%

* exchange at \$1 = 16,800 Zloty

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APPENDIX C: LUBLIN CITY BUDGET - 1993 EXPENDITURES

FIGURE: PERCENT OF TOTAL EXPENDITURES BY EXPENDITURE CATEGORY



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TABLE: LUBLIN CITY BUDGET - 1993 EXPENDITURES

Expenditure Category	1993 (Million Zl)	1993 (Million \$)	Change 1992-1993
Public Works	117,994	7.02	33%
Public Transport	45,000	2.68	13%
Street Lights	25,000	1.49	39%
Other	47,994	2.86	70%
Housing Services	18,580	1.11	41%
Subsidy for HME	13,000	0.77	11%
Repair Private Rentals	1,000	0.06	0%
Legal Changes in Property	2,500	0.15	-
Maintenance of Fire Stations	180	0.01	33%
Contracted Planning Services	1,500	0.09	441%
Insurance	250	0.01	-
Other	150	0.01	172%
Health/Social Services	53,110	3.16	84%
Education	79,900	4.76	44%
Culture, Sports and Recreation	16,600	0.99	50%

City Administration	43,645	2.60	31%
City Council	600	0.04	65%
City Board	1,350	0.08	58%
General Administration	40,095	2.39	31%
Payroll	17,500	1.04	26%
Other	22,595	1.34	40%
Other Expenditures	6,200	0.37	3400%
Capital Investments	227,124	13.52	14%
Infrastructure (drainage, streets)	153,244	9.12	33%
Construction of Communal Flats	30,100	1.79	39%
School Construction	2,500	0.15	-92%
Repair of Streets	5,000	0.30	92%
Repair of Historic Properties	4,000	0.24	36%
Repair of Housing Enterprises	30,000	1.79	22%
Reserve	5,996	0.36	-
Costs for State Services	26,857	1.60	-18%
TOTAL	596,006	35.48	29%

* exchange at \$1 = 16,800 Zloty

APPENDIX D: PERSONS CONTACTED IN LUBLIN**City of Lublin - Administration**

- *Leszek Bobrzyk, President, Ratusz (Mayor)*
(Plac Wl. Lokietka 1, 20-950 Lublin, Tel. 226-26; Fax 236-10)
- *Zbigniew Muszynski, Vice President City Board (Deputy Mayor)*
(Plac Wladyslawa Lokietka 1, 20-950 Lublin, Tel. 254-92)
- *Maria Baranowska, Director Investment Planning Department*

Lublin City Council

- *Leszek Daniewski, President of City Council*
(Plac Lokietka 1, 29-950 Lublin; Tel. 235-35)
- *Marek Jaworski, Chairman of Planning Committee*

City of Lublin Planning Department
(Krakowskie Przedmiescie 78, Lublin)

- *Jadniga Jamiokkowska, City Architect*
- *Elzbieta Macik, Director, Planning Office*
- *Ewa Kipta, Town Planner and Bronowice Project Planner*
(Ul. Kalinowszczyzna 64/19, 20-201 Lublin; Tel. 224-32; Fax 23-610)
- *Jan Zamasz, Architect*

Lublin Voivodship (Regional Government)

- *Zbigniew Dudzinski, Regional Planning Director*
(Ul. Spokojna 4, 20-914 Lublin, Office Tel. 257-30; Fax 248-26)

Member of Parliament and Representative of Foundation for Democracy

- *Ryszard Setnik, UNIA MP and Representative Foundation for Democracy*
(Ul. Fantastyczna 21/64, 20-531 Lublin; Office Tel. 30-296)

Lublin Foundation of Development

(Ul. T.Zana 38 C, 20-554,Lublin; Tel. 55-70-44; Fax: 55-82-19)

- *Andrzej Kidyba, President of the Board*
- *Krzysztof Stefaniuk, Lawyer and Member of City Board*

Lublin Foundation of Monuments Restoration

- *Jerzy Debski,Chairman*
(4 Jezuicka Street, 20-113 Lublin Tel. 244-03)

Polish American Fund

- *Barbara Oleksiejuk, Staff Lublin Office*

Real Estate Broker

- *Jerzy Kleczkowski, Biuro Nieruchomosci*
(Ul. Sklodowskiej 38,20-029 Lublin, Tel. 330-09)

Bronowice Property Owner

- *Maria Suwarek*
(241-80)

Lublin University Business School

- *Michal Jarmul,*
(Ul. Narutowicza 8, Lublin 20-004, Tel.296-96; Fax 294-96)

Catholic University of Lublin

- *Tomasz Mickiewicz, Economics Department*
(Ul. Czwartek 1716, Lublin 20-124; Tel./Fax 77-98-28)

Peace Corp (OIC)

- *Martin Myhre, Senior Business Advisor*
(Ul. Krolewska 3, Lublin 20-109; Home Tel. 557-205; Office Tel. 259-29)

Translator

- *Marek Albigowski*
(Ul. Kaliska 5 m 39, 20-632 Lublin; Tel. 226-26; Fax 236-10)

APPENDIX E: BIBLIOGRAPHY

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APPENDIX F: SELECTED PHOTOGRAPHS OF THE BRONOWICE PROJECT AREA

View of Old Town Lublin from Riverfront in Bronowice



Communal Housing in Center of Bronowice



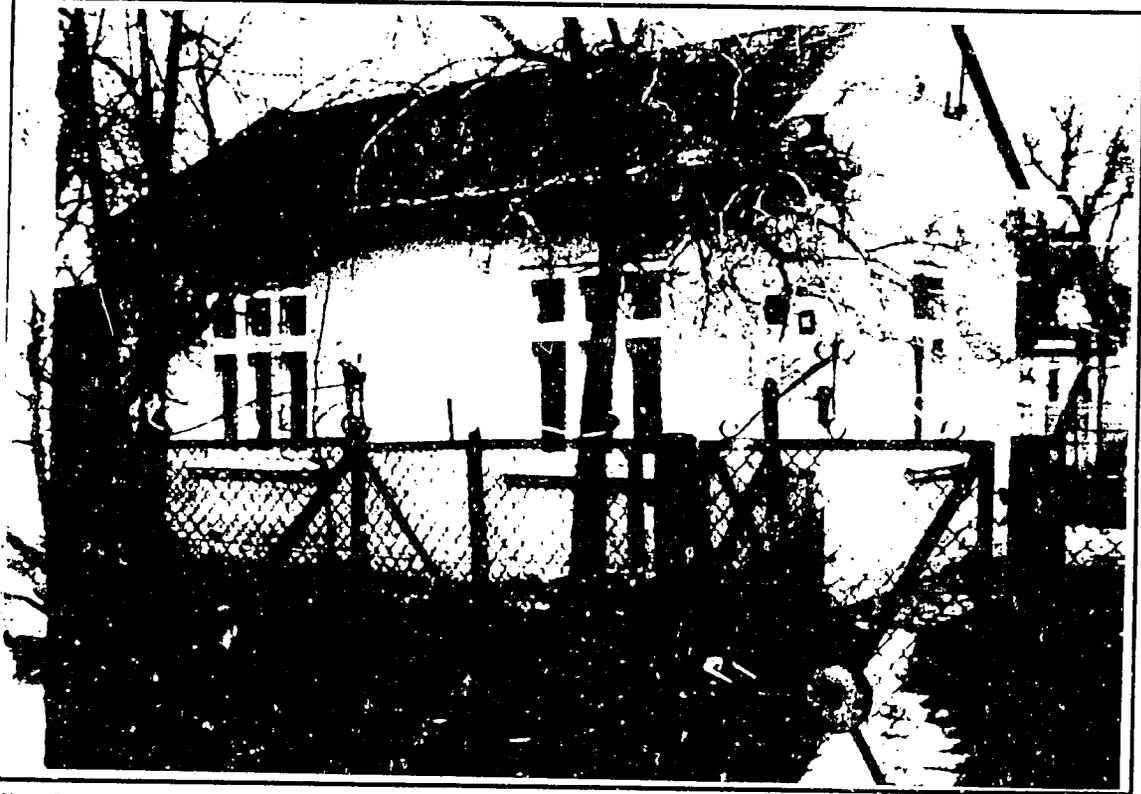
Paved Street without Water, Sewer or Gas Services



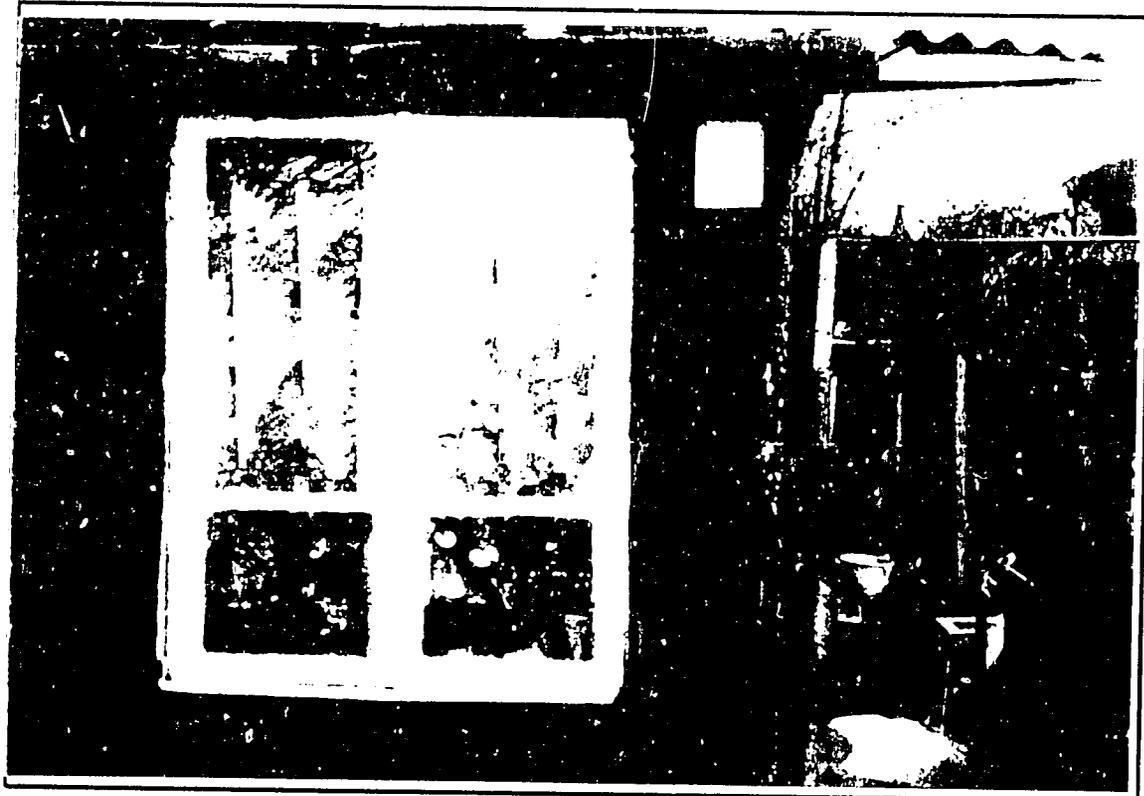
Unpaved Street with Private Cottage Housing



Renovated Private Cottage Housing with Garden

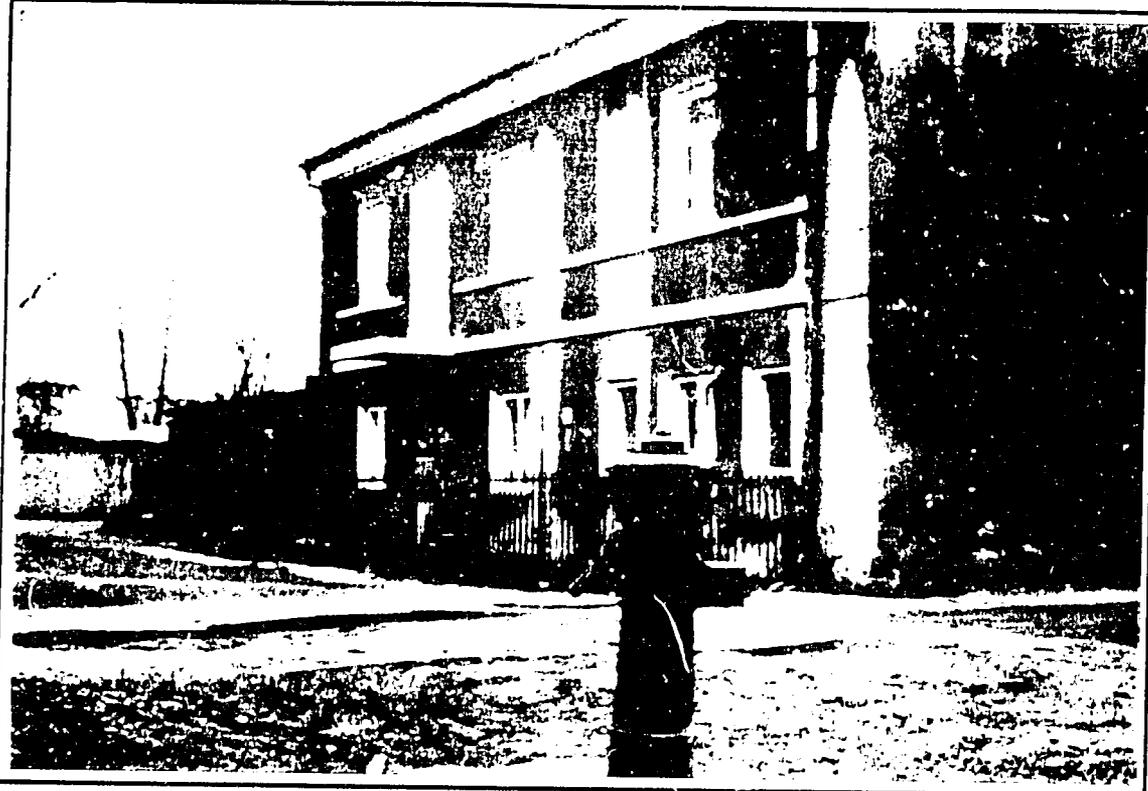


New Coat of Paint and Flowers are Typical of Private Cottage Housing



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Renovated Detached House without Indoor Water Service



Courtyard Rear of Communal Housing Block

