

**ASSESSMENT OF NEEDS
AND OPTIONS FOR
TECHNICAL ASSISTANCE
IN ECONOMIC
DEVELOPMENT AND
CITIZEN PARTICIPATION IN
SANDOMIERZ, POLAND**

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Introduction

The findings and recommendations made in this report are based on a visit by the consultants to Sandomierz, Poland December 8 - 15, 1996. A separate trip report includes the scope of work and detailed schedule of the visit. In a meeting held during September 1996, the Mayor of Sandomierz indicated an interest in two task areas of the Local Government Partnership Program (LGPP): economic development planning and improving citizen participation in local government. Our findings in these two task areas will be reported separately, but in fact, as we learned about the issues and circumstances in Sandomierz, we found considerable overlap of these tasks. Our recommendations reflect this outcome.

Findings - Economic Development

The specific request by the City of Sandomierz, as articulated in the SOW for the consultancy, was for help with developing a regional economic development strategic plan. However, discussion with the Mayor early in the consultancy indicated a broader interest in establishing an appropriate and useful role for the city in local economic development. This is also the thrust of recommendation #1 in the David Dowall report¹ on Strategic Land Management, entitled "[A]ssessment of Sandomierz economy and targeting potential growth opportunities". Our findings and discussion are in the broad context of economic development in Sandomierz and the surrounding region.

1. *The regional setting and regional resources for economic development (ED)*

Our interviews with representatives of the labor office, the vovoidship statistical office and with the vice vovoid indicates that at the vovoidship (provincial) level there are many of the requisite support elements for regional economic development in place or underway:

- The first stage of a provincial economic development strategic plan has been completed². The second stage report is to be published in January 1997. Stage 1 undertook a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis and for each of the 11 economic development opportunity sectors identified, formed a practitioner task group to undertake a more detailed analysis, formulate specific development objectives, identify problems, and suggest solutions. Over 300 people participated in the Stage 1 analysis. The provincial level plan does not carry to the next lower level, municipalities or gminas, but does create a regional context for coordinating local ED efforts. We were not able to obtain a clear understanding of what will be included in the Stage 2 report which will be a "strategic plan" and is being prepared by the research branch of a local steel works. Oversight of this effort is provided by the provincial Department of Policy and Economic Development
- Business support services, regional promotion, and promotion of locally produced products is centered in an "agency for regional development" created by the Governor in cooperation with local businesses. A booklet describing 1996-97 promotional events, has more than 200 entries³.
- The vovoidship statistical office and local labor offices maintain data on economic activity, employment and the structure of the labor force. Regular monthly reports are published. A number of interviewees suggested

¹Report of Mission to Assess Feasibility of Providing the City of Sandomierz, Poland with Technical Assistance on Strategic Land Management, David Dowall and Barbara Sakowska-Knapp, PADCO, July 31, 1996

²Strategic Programme of Economic Development for the Tarnobrzeg Province, Governor's Office, October 1994.

³Zaprasza Tarnobrzekie (Welcome to Tarnobrzeg Province): Promotional Program for Tarnobrzeg Province, 1996-97.

that because a substantial portion of the local economy (30-40%) is "grey market" statistics on economic activity and on unemployment may be misleading. Nevertheless, a substantial body of economic data can be drawn on for economic analysis and monitoring of economic development.

- Promotional literature at the regional and local levels is widespread. It includes a focus on leading businesses and on tourist attractions. The capacity to produce quality promotional materials in several languages is clearly present.
- A chamber of commerce was formed during the past 18 months and has approximately 100 members. It holds regular meetings and publishes a business bulletin.

Additional investigation is required to determine the degree to which these government departments and private sector organizations are meeting needs at the provincial level and are successfully serving businesses and the population outside the provincial capital. It is important that economic development work in Sandomierz be coordinated with and take advantage of provincial efforts and resources.

Additional investigation is also needed concerning the relative roles of local government units: gminas and municipalities, of the poviats, if that level of local government organization is reestablished, and that of the provincial level in terms of hard asset resources such as land, facilities, tax rate authority, infrastructure services, and debt financing that can be tapped for economic development. Resource identification is a normal component of economic development strategic planning. The materials we received concerning economic development planning at the voivodship level does not have this component, at least at Stage 1.

2. *The City of Sandomierz*

The city administration has only very limited staff resources that can be assigned to economic development tasks. The city Department of Development and Promotion has only three staff, one of whom is the registrar of businesses, one dealing with sports, celebrations and tourist events and a third who focuses on promotion. The Department has no computer, fax or copier. While very hard working and competent, it would be unrealistic to assume that these staff can undertake major new responsibilities in economic development. Local governments in Poland are being assigned additional major responsibilities such as primary education. The smaller the city, the less flexibility exists in terms of reassigning responsibilities and taking on new tasks. The city administration's role and tasks in economic development have to be structured with these staff limitations in mind. *Success is likely to lie in playing leadership, catalytic and organizational roles which facilitate and support work by the local business community, citizens groups, and educational institutions, and which make the best use of services and resources at the provincial level.*

There was general agreement among all those interviewed concerning the primary sectors offering opportunity for economic development in the town and immediate surrounding area: tourism, agriculture processing and marketing, small business development and education. However, the hard work of analyzing what is needed in each sector, identifying what resources can be obtained to meet needs, and of reaching consensus among stakeholders as to priorities, actions, schedules and responsibilities remains to be done. The case of tourism offers an illustrative example of the challenges that have to be faced.

Tourism as a case example

The physical assets of the old town are remarkable and are in generally excellent condition. A substantial fraction of the town budget is allocated to maintaining historic buildings. Sandomierz is surrounded in the voivodship

by other historic and natural attractions. The potential for tourist development seems obvious. However, this potential has been unrealized for a long period; as one interviewee said, "...the potential for tourism has been here for generations and we have not managed to be successful." It is important to understand what limits tourism to prevent it from having a significant economic impact.

There were about 66,000 tourist visits to the city in 1996. However, of this number 76 percent were educational tours of school children, that is, adult tourists represented only some 16,000 visits and most adult visits occurred during three or four summer months. This visitor profile likely accounts in part for the lack of tourist infrastructure such as hotel accommodations; and, in turn, is a result of the absence of this infrastructure as well as an absence of targeted marketing to a public that requires and will pay for quality accommodations, good restaurants, quality shops, multilingual guides, and so on. We claim no special expertise in tourist development, but an extended discussion with representatives of the local tourist association indicated that a change in mind set from that appropriate to tourism as it was practiced under socialism to that in a market economy is needed for tourist development that will have positive economic results.

Moving from a general agreement that tourism is a ripe sector for development to the participatory creation of a well designed plan of action involving businesses, government, local financial institutions, and citizens is the challenge.

Other ED opportunities

Enhancement of the local agricultural sector

As with tourism, there appears to be widespread agreement that agriculture, particularly fruit and vegetable production is a key sector for economic development. Establishing a formal "commodity exchange" is seen as a crucial step to improving the marketing of local produce. A second need is for increased processing and packaging facilities. The exchange is envisioned as growing out of the current informal tail-gate market held on city property. We were told that the exchange was in the process of creation. However, we encountered a wide range of ideas about what should be done by the exchange, what services should be offered, how it should be established and what role the city administration should play. A suggestion was made by more than one interviewee that "...you should bring in an outsider with expertise in economics, business and agriculture, but what is most important is that the person has no local connections". Regardless of the current status of implementation developing a consensus among key participants seems to be a significant step required for creation of a workable action plan to implement the exchange.

Improving the business climate, services for entrepreneurs, education and retraining

The business people we met were successful in their endeavors and did not identify any unmet needs for business support services. They expressed either satisfaction concerning interactions with city officials and staff, or stated they had little interaction. None reported active membership in the vovoidship level Chamber of Commerce and none reported using vovoidship business services. Our sample was very small and may not be characteristic. Help with preparing business plans is available locally. The president of a local bank reported that they helped directly when the help needed was fairly simple. The Center for Promotion and Support of Agricultural Enterprise located in Sandomierz provides business services both to rural and urban entrepreneurs.

An interesting resource in this sector is a trust fund established by Pilkington Glass Works for retraining of and assistance to workers released as a result of efficiency improvements at the plant. A workforce reduction from about 1500 employees to 750 is foreseen. Three hundred fifty are planned to be released in January. The labor office has not yet planned specific assistance for these workers because it does not have information from the plant as to who they are. It was suggested that many will be encouraged to set up small businesses and that the trust fund may

be used to help finance business start-ups. Additional investigation is needed to understand the trust fund's purpose and conditions.

A new higher school, often referred to as university, has just started in Sandomierz. The Mayor and others referred to higher education as a key to retaining young people in the area and to economic development.

Municipal property and land management

In each sector identified for economic development, municipal property is a significant resource. In the absence of an overall economic development strategic plan, the disposal and use of municipal property may not be making the optimal contribution to community economic development. For example there are several buildings in the old town that are potential hotel sites. However, there are also competing uses for these properties. The university and commodity exchange are making demands on municipal land and buildings. Council housing (flats) occupies much of the space in old town buildings above the ground floor. Development of needed tourist infrastructure may require changes in use of some structures. Balancing competing uses is complex, but would be resolved more readily and perhaps with better results if a long term plan were in place and if mechanisms for participation and community decision making were strengthened. Access to competent technical analysis by, for example, an experienced tourist property developer, would also contribute to making good decisions. As recommended in the David Dowell report, we see strategic land management is an integral component of economic development for Sandomierz.

Our perception of the current status of these economic development opportunities is that while general agreement exists about their potential, reaching concrete plans for action will require consensus building, mobilization of resources, and access to technical evaluation and assistance. Moreover, as recognized by the Mayor in making his request for assistance in creating an economic development strategic plan, achieving a widely shared vision is needed to motivate and guide the sustained effort required to achieve results.

Citizen Participation Findings

In a general sense, we were impressed by the number of mechanisms that have been developed in a short period to time for citizen participation -- there is an elected city council with 28 members, elections are contested (only 6 of 28 members were returned after the last election), the mayor is elected from the city council, there are open city council meetings, city budgets and plans are published, there are several local and regional newspapers, some radio stations, public meetings are held on certain subjects, the mayor holds at least one day open for people to come and talk with him, and so on. Yet, despite very impressive and real progress in actualizing these instruments of what is often called civil society, the actual *quality* of participation is still problematic.

When this is added to the changes going on in the economy, and the devolution of power and and increased financial responsibility to the already stretched municipal level, it creates a somewhat tenuous situation. Perhaps the Mayor captured this situation best when he commented about both the economy and citizen participation as follows:

“Quite a few people feel lost in the current situation. They are dealing with existential fears, while structural changes, sharp competition and unemployment are growing. There is a problem of awareness, and we try to communicate and get participation...but people have had a bad experience from the past, and they do not yet believe the authorities are their's.”

In essence, even though a certain number and kind of forums are present, the depth and level of participation is not what it could be.

Drawing from our interviews in Sandomierz, there appear to be several reasons for this situation:

- There is an apparent hesitancy and lack of trust in the *process* of participation. Citizens have not had sufficient positive experience yet to indicate there are benefits which outweigh the risks
- The municipal government has not yet found the key to *effective communications* with citizens. One interviewee said this: "We lack experience in the communication process; we produce reports and make them available, but people do not read them." Generally, city governments need to be aggressive about communication with citizens, and find many different channels to communicate key information and messages.
- The political and organizational culture still tends to be somewhat top down. Thus, for example, if the Mayor or a senior person or an "authority" is in a meeting, that person tends to dominate the proceedings. As well as reflecting a certain tradition, this also suggests that the *skills and tools to run participatory meetings* might not yet have evolved sufficiently in Polish settings.

There are two other factors which bear on citizen participation. First, many interviewees described a situation where individuals or groups "participated" when there was a controversial decision being considered (e.g., the town council was considering raising the rents on council housing, there was a new waste management system under discussion). In this instance, the people who participated were often negative and interested in only one issue. And it was seen as very difficult to get people to participate in a *positive and constructive* manner about an issue or, more generally, about making the city or the government run better in general.

Related to this last issue, it was clear from our interviews with business that the idea of "a good corporate citizen" is in its infancy. When asked why he did not participate in the Chamber of Commerce, one business owner replied that it was "...because I didn't see any immediate profit in being a part of the Chamber". Yet, at least in that interview, he was considering what his role should be vis-a-vis the community at large.

Recommendations

Given the "picture" in both task areas described above, we recommend a particular approach which focuses on economic development in the city of Sandomierz, and integrates citizen participation at different stages to generate an inclusive and transparent approach to development. Economic development is important to the municipal government and to the citizens of Sandomierz. People will take it seriously. With the right kind of technical support, elements of citizen participation can be brought to bear to address economic issues which will have two effects -- 1) it will make the approach to economic development better and 2) it will begin to create a broader base of citizen participation skills and tools in the Sandomierz area. Specifically, we recommend the following:

1. **Develop a strategic economic plan or vision organized around a theme such as "Sandomierz 2001" which has input from and is widely accepted by all parts of the community as a blueprint for development.**
 - A. *Appoint an Economic Development Commission which represents key stakeholders in the community.*

Why?

There are at least two very important reasons behind our recommendation for an Economic Develop Commission. First, it can generate the best ideas for economic development in Sandomierz from a diverse group of people who actually live and work in the city and who

would play an important role in implementation. Second, it can develop a consensus around a “best approach”, and this broader base of support for action will increase the chances that plans will be carried out effectively. However, these results will occur only if participatory activities are carried out skillfully, and the quality of participation is high, resulting in progress which everyone can see. To help enhance the likelihood that this will happen, we recommend the following technical assistance to the Commission:

How?

How this Commission gets formed, its charter, who is selected to serve on it, and how it conducts its first meeting is critical. Given the experience of the past in Sandomierz, any start-up actions which are not done thoughtfully and transparently will increase the likelihood that citizens will be cynical about the Commission's work and effectiveness. For example, one senior manager in the Sandomierz city government said, in response to the idea of an Economic Development Commission, “Most people are against things....won't they see this as negative from the beginning if it is connected to the local authorities?”

Given that tradition as a context, assistance could be offered in the following areas:

- Methods of communicating about the Commission, its formation, its role and inviting ideas of who should be on it.
- Developing criteria for selecting people to the Commission
- Help in writing a scope of work or charter for the Commission and
- Assisting in the design and facilitation of the first Commission meeting. This assistance could include the following:
 - * before the meeting, we could work with a small team of three or four people to develop a clear agenda, agree on transparent ways to communicate the agenda and prepare any other materials which would make the meeting go well;
 - * during the meeting (or perhaps before if offered in the form of training), we could provide assistance in ways to build a shared purpose, insure real and appropriate participation by all members, clarify how decisions will get made and how to support the decision making process, summarize agreements and actions, and decide on how best to communicate results;
 - * following the meeting, some assistance could be provided in the area of communicating results, monitoring actions, and integrating this meeting with future meetings.

It is through a persistently transparent economic planning process producing real results which are then communicated widely that the skepticism and negativism about the “local authorities” can be overcome. Successful operation of the Commission will help the community mobilize with a sense of common purpose and objectives.

B. Expanding participation in the economic development planning process**Why?**

Although the utilization of an Economic Development Commission will certainly broaden participation, we see other, important opportunities for citizen involvement. With appropriate assistance, the Economic Development Commission could organize and play a lead role in carrying out one or two expanded meetings in which input could be sought from large number of community players.

The benefits of running meetings like this include the following: enhanced participation beyond the city officials and the commission, increased input from people who have a stake in the economic development process, consciousness raising for all about the complexity and trade-offs of economic development issues in Sandomierz, increased ownership of economic plans, and a chance for all to learn some citizen participation tools which can be used for other problems and situations.

How?

Once the Economic Development Commission begins its work, has formulated initial direction and agreement about its operation and roles, it can then have as one of its functions the development and implementation of these expanded Strategic Planning meetings. We would recommend that there be one or two of these meetings, that they may include between 100-200 Sandomierz participants chosen in a way that reflects an economic cross-section of the community, and that the meetings be held in the large conference room in the Castle. Each meeting would last between one and two days.

Running large strategic planning meetings like this will require some special tools and techniques, especially given the perceived tendency of citizens to defer to authorities on one hand, or to argue over or be negative about a special interest on the other hand. Technical assistance can be provided in the following areas to the Commission and to those charged with responsibility for running the meetings:

- Developing an agenda that balances the need for input and discussion against time and the large number of people participating;
- balancing work done in the large group against more participatory work done in smaller task groups;
- identifying appropriate times during the meeting that short, concise, targeted informational inputs would be helpful (e.g., shared experience about tourist development from a similar city with historical assets and seasonal tourism);
- training a number of participants before the meeting in team facilitation skills so that they can lead the small group task work to get the most work done while optimizing participation;
- deciding on which techniques would be most appropriate to use to assist people in "voting" to get some "sense of the meeting" about ideas generated in small group task work;
- agreeing on ways to summarize progress made at the end of the strategic planning sessions, and to communicate results to all participants (and others).

The results of these expanded Strategic Planning Sessions will then be used by the Economic Development Commission as it develops plans for Sandomierz. We can provide

some advice about how to integrate outcomes into the work of the commission, and how about to communicate what is being used as well as what was not used and why.

2. Develop a well focused effort to increase adult tourism -- help create a “task force” on touristic development and write an action plan identifying steps required for near and mid-term results.

Why?

There appears to be an opportunity to move forward quickly in the tourism sector. There is broad agreement that tourism is a key economic development sector, the physical assets required to attract visitors are in place and in excellent condition, a tourist association exists and can be strengthened. Steps in marketing, particularly gaining a better understanding of the Polish and foreign market niches which may be the most productive in terms of increasing adult tourist visits and increasing tourist revenue, can be rapidly undertaken. We believe that a focused marketing effort can have visible results during the 1997 season.

Longer term, ways must be found to improve tourist infrastructure particularly accommodation, restaurants, services and shops. The analysis and technical input required to develop a strategy for infrastructure improvement including best use of municipal property should be undertaken as soon as possible, certainly before major decisions concerning disposal of old town property are made.

Using the tourism sector as a model, the process of how a common vision is translated into concrete strategy and action plans, that is, how the Economic Development Commission acts through a task force can be developed. We suggest that a Task Force on Tourism be created shortly after the establishment of the Economic Development Commission. Successful operation of the Task Force yielding visible actions will also help establish the value and legitimacy of the economic development process and strategy overall.

How?

1. Establish the Task Force on Tourism

The Economic Development Commission creates the Task Force as one of its initial actions. This will require writing its charter or statement of work, and appointing its members. Technical assistance can be provided for these tasks. Assistance can also be provided to the task force as it operates to insure effective communication with its constituents and the public and to assist with resolution of issues and problems.

2. Provide technical assistance in two important initial undertakings of the Task Force:

- A “hard look” assessment of what Sandomierz (and the surrounding area) has to offer adult “paying” tourists and how to market to this audience given the status of current infrastructure as well as identifying what near-term low cost improvements might be made to better meet the needs of this market. Both Polish and foreign expertise may be utilized in this effort.

- Development of a medium-term strategy for improvement of touristic infrastructure in order to increase tourist visits, extend the tourist season, and increase tourist revenue both to the local economy and to the city budget. This strategy will have to address how to improve accommodation, improve tourist services, increase touristic events, how to attract and support private investment in tourist infrastructure. Expert analysis and input is needed as is mobilization of local business owners and strategic use of municipal property and resources.

3. **Establish an assertive communications program -- help change the way the local municipal government communicates with its citizens**

Why?

At present, as mentioned earlier in this report, the Sandomierz municipal government uses certain channels to communicate with local citizens -- there are open city council meetings, various city documents (e.g., the budget) are published and available, there seems to be reasonable coverage of city affairs in the newspaper, the Mayor makes at least one day available for citizens to come to discuss matters with him, and so on. Yet, the Mayor and other Sandomierz municipal managers expressed dissatisfaction with the quality of communication between the local government and citizens. They would often put it in terms like “we would send the budget and plans out to more people but they wouldn't read it anyway” or “people don't seem to be interested in finding out more about what we are doing”. There are at least three reasons for this communication problem:

- There are insufficient communication channels being used by the local municipal government, and the channels that are being used are probably not being employed aggressively enough. For example, key yearly budget and planning documents presently being produced ought to be sent to the larger Sandomierz community. Granted, this would be costly and not everyone would read this material, but it would send the message that the budgeting and planning process is fully transparent and open. As another example, citizen commissions (like the proposed Economic Development Commission) can serve as a communication channel as well as a critical way to get much needed input into municipal problems.
- Right now the Mayor is the only city spokesperson. This creates an information bottleneck when the mayor is in meetings, out of town or otherwise unavailable. When this happens, it also can create the perception information is not readily available, or hidden.
- When citizens of Sandomierz do initiate discussions or communicate with the local authorities, they tend to do so around a controversial issue, and the communication tends to be critical, negative, or pushing against something the government is trying to do. This means, at least to a certain extent, local municipal authorities are “captured” by citizens or groups with an “axe to grind”. They hear little or nothing at all from other citizens in the city. By itself this can create a quite

skewed -- and narrow -- view of "what citizens want", unless steps are taken to reach out beyond the more assertive people pushing special interests.

How?

Given this communication context, we would recommend a more assertive approach to communication by the Sandomierz municipal government. While this approach would play an integral role in the economic development activities proposed above, it would also provide a stronger communication base for the local municipal government in general, and would thus have benefits for all local government activities. The end result, if carried on over time, will be enhanced citizen participation and greater trust in government affairs. Specifically, we recommend the following:

1. *Get more city employees communicating clear messages and providing information about city government in Sandomierz.*

Expand the channels of communication by training department heads (and/or other city employees) to become positive municipal spokes people. Through this training, municipal employees could participate in discussions to develop and agree on key vision elements and messages it wants to communicate to citizens about how the city wants to operate and be seen now and in the future. For example, how the city wants to approach the issue of customer orientation could be discussed, the city's specific level of commitment could be agreed on, and messages could be developed to engage municipal employees in communicating in the future.

Besides helping city employees to get clear about its approach to issues like customer service, this communications training would add skills to key city employees and empower them to communicate on regular city affairs to citizens. The training would deal with issues like vision, developing a customer orientation, generating clear messages, making presentations, listening and drawing out the views of others, and dealing with the media. It would also deal with the Mayor's special legal role in certain kind of communication matters

2. *Expand the Mayor's communication channels with the media.*

At present, it appears there is a good deal of media activity in Sandomierz and in the voivodship in general, and there is media interest in municipal affairs. This provides the opportunity for the Mayor to communicate more using media channels. Therefore we recommend that the Mayor holds biweekly press conferences and hosts or participates in a periodic radio or television "talk show" where citizens could call in directly with questions for the Mayor. These media activities could be preceded by media training for the mayor (and any other key city employees who might be communicating more with the media).

Both of these devices -- the press conferences and the talk shows -- can be very useful expanding communication with citizens and creating greater openness and transparency. Of course, it does take some special skills to participate in media events effectively and confidently, and these will be addressed in the media

training which will deal with the following: refining key messages to deal with different issues, taking control of interview situations, the role that verbal and non-verbal behavior plays in interview situations, handling difficult questions, etc.

3. *Use focus groups (and perhaps customer surveys) to get better data about citizen perceptions.*

There is a need to get data from “regular”(ie, non-participating) Sandomierz citizens, to get beyond the negative views which are the only ones now that get heard by city authorities. It is not unimportant to listen to complaints or special interest groups; indeed, it is very important that all voices be heard, that everyone has some channels to communicate and influence municipal government. However, it is important that one segment of society not be the *only* one that is heard, as is the case now. If this continues, it can lead to inaccurate conclusions about citizen views.

Therefore we recommend that a small number of city employees be trained in how to conduct informal focus groups which we see as a practical, everyday approach that can be used to gather valuable information from the community. While the primary benefit of focus groups is to go beyond the almost exclusive input of negative, special interest groups, and gather information from a broad range of citizens, there are at least three very important other benefits:

- * Focus groups with trained city employees as moderators, make for good public affairs as they demonstrate the municipality's interest in what the community is thinking and feeling;
- * focus groups concentrate on finding out as much as possible about participants' experiences and feelings on a given topic, but are not used for resolving conflicts, building consensus, changing attitudes and/or making decisions;
- * finally, focus groups create an atmosphere that promotes meaningful interaction, respects opposing views, and demonstrates a willingness to listen without any signs of defensiveness on the part of the moderators.

The focus group training would help lay people learn how to plan, conduct, and analyze the data from focus groups.

There are two premises behind this assertive approach to communication: First, that communication will be greatly improved if more information is communicated proactively using different and varied channels and, second, that communication is a two-way process, that the Mayor and other Sandomierz municipal employees must seek and get information as well as give it, and must be influenced *by* citizens as well as exerting influence *on* citizens.

Potential Model Outcomes From the Work in Sandomierz

There are a number of possible model outcomes related to work in middle and smaller size municipalities which might be derived from work in Sandomierz. Some of the possibilities are as follows:

1. In general, efforts can be made to document closely the way in which two components of the LGPP (economic development and citizen participation) are integrated to achieve specific outcomes in Sandomierz. The kinds of tools and actions that work particularly well can then be distilled into a practical guide or approach to component integration. This especially makes sense in the area of citizen participation which tends to cut across all other components.
2. Another potential model outcome from work with Sandomierz is development of systems and practices that enable smaller towns and rural gminas to better access economic development services offered at the provincial level.
3. As another outcome, a guide can be developed (if one does not already exist), which identifies resources that can be tapped and describes the authority that can be exercised by small towns and gminas in support of economic development.
4. Documenting the actual practice of generating meaningful citizen involvement in various aspects of the economic development process would be a useful model outcome. For example, which specific techniques work best to facilitate meetings that actually produce concrete outcomes in a participatory manner in smaller communities where people tend to know one another? What kinds of methods can be used to help people change from being “critics” concerned with one issue to being fuller participants in a positive, forward looking effort with benefits for the whole community? What kinds of actions actually increase trust in the local municipal government as it tries to effect various changes?
5. Finally, a modest guide might be developed dealing with the whole area of what we have labeled “assertive communications”, or “changing the way the local government communicates with citizens”. Such a guide would offer specific suggestions on different channels for communications in middle and smaller cities, and what type of communication training works best, who should get what kind of training, and what kind of impact might be expected, given a specific training intervention.

Next steps

The next steps involve getting a translation of this report to the Mayor, then meeting with the Mayor and his assistants to review the recommendations, make appropriate changes, develop a draft implementation plan, and identify measurable performance indicators. Then the proposed plan and indicators needs USAID and UI approval.