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POLICY OF REGIONAL AUTHORITIES IN THE PROCESS OF ENTERPRISE CREATION

1. Introduction

The aim of a process of development of local action by the local government is to improve competitiveness of the region.

Competitiveness of the region can be defined as the ability for constant development. Such general presentation enables the inclusion of general categories to the competitiveness of different areas of the region and actions leading to synergistic effects of development processes².

The competitiveness in market economy means the ability of various actors and competing entities (including local government units) to take the best position in relation to closer and further environment. Increasingly, the competitive ability of administrative subjects depends not only on economic entities of a business owner and abilities of his employees, but also on the viability of territorial and social systems – and their economic capacity for expanded reproduction of local, regional and national resources, some of which consciously, or unconsciously are used by a professional³.

The competitiveness does not arise spontaneously as a result of changes in macroeconomic environment, nor is the sole result of entrepreneurship at a micro

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² D. Strahl, *Wykorzystanie wskaźnika Herfindalha–Hirchmana do oceny konkurencyjności regionów*, [w:] *Gospodarka a środowisko II*, Prace Naukowe Akademii Ekonomicznej we Wrocławiu Nr 1043, 2004, s. 11.

³ T. Markowski, *Zarządzanie rozwojem miast*, Wydawnictwo Naukowe PWN, Warszawa 1999, s. 102.

level. This is a net of all actors in the economy scene⁴.

The competitiveness not only reflects a production capacity of the society, but also the efficiency of its social and political structures⁵.

The competitiveness of local government units is not a target itself. It is not only the ability to compete effectively, but together with the inclusion of items such as productivity, efficiency, profitability, are the tools and means to achieve an overall aim, which is a constant improvement of the life environment of its inhabitants⁶.

The purpose of this paper is therefore an indication of some aspects of the local government interventionism, to display an interest role fully made by self-governed authorities in local development processes.

2. Local development

Local development is a difficult concept to define, since it includes phenomenon of the social, economic and environmental elements. In definitions of local development the attention is drawn to positive nature of the change, growth and advancement of quantitative and qualitative need referred to observed phenomena to the needs, preferences and hierarchy of the values corresponding to the local system⁷.

Local development is a process of a positive change in the growth of quantitative and qualitative changes in a territorial unit; taking into account needs, priorities and preferences, and considered values of its residents⁸.

Local development is a gradual process of certain forms of the community and performance related to a specific location, embedded in a particular space⁹.

Local development is linked to a local scale of the socio – economic environment, and includes a local community life. It is conducted from the perspective of the needs of those communities, local development resources and the involvement

⁴ A. Jewtuchowicz, *Innowacje i organizacja transferu technologii jako element konkurencyjności regionu*, [w:] *Polityka regionalna i jej rola w podnoszeniu konkurencyjności regionów*, M. Klamut, L. Cybulski, (red.) Wrocław 2000.

⁵ M. Trojanek, *Czynniki określające konkurencyjność układów przestrzennych (regionów i miast)*, [w:] *Podstawy gospodarczej polityki miasta*, Studium Poznania, cz. II, R. Domański (red.), KPZK PAN „Biuletyn”, nr 187, Warszawa 1999.

⁶ E. Wysocka, *Przestrzenne aspekty konkurencyjności w świetle integracji z Unią Europejską*, „Człowiek i Środowisko” 2001, nr 1, s. 39.

⁷ L. Wojtasiewicz, *Ekonomiczne uwarunkowania rozwoju lokalnego*, [w:] *Rozwój lokalny i lokalna gospodarka przestrzenna*, J.J. Parysek (red.), Bogucki Wydawnictwo Naukowe, Poznań 1996 r., s. 100-101.

⁸ L. Wojtasiewicz, *Czynniki rozwoju lokalnego – nowe ujęcie metodologiczne*, [w:] *Problematyka rozwoju lokalnego w warunkach transformacji systemowej*, W. Maik (red.), KPZK PAN, Warszawa 1997, s. 7-18.

⁹ J.L. Siemiński, *Koncepcje rozwoju lokalnego*, CUP, Biuro Planowania Regionalnego, Warszawa 1994 r., s. 1-7.

in the process of local structures, local government and other organizations and institutions, mainly of the non-commercial nature (i.e. without income)¹⁰.

The local community also appears in other terms of the local development. With local development is also associated J. Parysek for whom it is “carrying out activities to promote economic and social development of the territorial units (cities, municipalities) with its resources, taking into account needs of the residents and with their participation in undertaken activities”¹¹ and R. Brol is treating local development as a harmonized and systematic operation of the local community, local government and other entities operating in the municipality in order to create new and improve existing production values of the municipalities, creation of the favorable conditions for the local economy and provide spatial and environmental good¹².

3. The local community

Local government has become a vitally important segment of a decisional and implementing mechanism of the political system and an immanent component of the political power system. An establishment of the local government at a level of such division of the country was a historic challenge for the whole society as the life of each one of us is within a given unit of settlement of villages, small towns, and big cities. In general, we are all members of certain communities. Since the local government had to deal with solving problems of a collective life at the local level, government and its participation in the realization of the idea of self-government have become the head of each commune. Thus, the subjectivity gained a new dimension for every citizen: a variety of ways to participate in solving public affairs of local importance, and thus “our” common matters¹³.

Residents of the municipality form a legal local community. Whenever this Act refers to a municipality, it should be understood as a local community and its relevant territory¹⁴.

In this state of affairs the council – although today it is a vital link of the Polish public administration system – represents only a small fragment, as the local government is put to the level of municipalities. The dominance of a centralized administration in Poland is at the same time so strong and becomes significantly seen

¹⁰ A. Zalewski, *Ekonomika rozwoju lokalnego (wybrane zagadnienia)* [w:] *Gospodarka miejska*, Szkoła Główna Handlowa w Warszawie, Warszawa 1995, s. 37.

¹¹ J. Parysek, *Rola samorządu terytorialnego w rozwoju lokalnym* [w:] *Rozwój lokalny: zagospodarowanie przestrzenne i nisze atrakcyjności gospodarczej*, PWN, Warszawa 1995, s. 37.

¹² R. Brol, *Rozwój lokalny – nowa logika rozwoju gospodarczego* [w:] *Gospodarka lokalna w teorii i w praktyce*, Prace Naukowe Akademii Ekonomicznej we Wrocławiu nr 785, Wrocław 1998, s. 11.

¹³ A. Lutrzykowski, *Samorząd terytorialny – wyzwanie dla społeczności lokalnych*, [w:] *Rola i zadania samorządu terytorialnego w rozwoju gospodarki turystycznej*, R. Gałęcki (red.), Mazowiecka Wyższa Szkoła Humanistyczno-Pedagogiczna w Łowiczu, Łowicz 2004, s. 80.

¹⁴ W. Czerwiński, *Samorząd terytorialny. Podstawowe przepisy prawne*, Toruń 1996, s. 19.

in overall governance of the country and is a real threat to the essence of the local government – its political and financial autonomy.

Independently to one or another attitude of a particular government or the central government towards municipalities objective characteristics of the administrative system are a key determinant. It was only the continuation of a Polish public administration reform and the increase of the participation of local government in managing public matters may lead to compensation of those proportions¹⁵.

To shape the development of the local community is significant, the potential for citizens residing a particular region, the matters of their direct environment are very important, as many of the needs fulfilled stay at a local level.

4. Local government

A local government is treated as a legal – public relation set up by the state and provided with administrative power. Its tasks include all local public matters not reserved by the Constitution and laws specific to other entities. Its autonomy is characterized by the performance of these tasks alone, and at its own risk¹⁶.

As far as these circumstances of the local authorities are concerned, it should be identified as a mandatory link together with the inhabitants of the territory involved in its public affairs of local importance and as a form of decentralization of state administration, performed on the basis of relevant laws by local, independent authorities¹⁷.

Exacerbating competition between villages of the local government puts a lot of competitive advantages in the fight to reach the success of these regions, which would create a better, in comparison with other, values useful for potential investors.

5. Action of the local government as the mechanism of the influence on the local development

Local development is a process of socio- economic transformations on an area institutionally representing the area of the municipality, county. In this process, local authorities, institutional organizations and individuals engage themselves in the use of local capacities and resources together with development in different areas for the benefit of communities that make up the local community. The idea of local development is a combination of endogenous and exogenous development model¹⁸.

Explanation of the functioning mechanisms of the impact of the local development on a local municipality requires further consideration of a local economy

¹⁵ H. Izdebski, M. Kulesza, *Administracja publiczna zagadnienia ogólne*, LIBER, Warszawa 1998, s. 207.

¹⁶ E. Nowacka, *Samorząd terytorialny w administracji publicznej*, Wydawnictwo Prawnicze PWN, Warszawa 1997, s. 18.

¹⁷ Z. Niewiadomski, *Samorząd terytorialny w Europie Zachodniej*, FRDL, Warszawa 1990, s. 4 i n.

¹⁸ *Metody stymulowania rozwoju turystyki w ujęciu przestrzennym*, G. Gołębowski (red.), Wydawnictwo Akademii Ekonomicznej w Poznaniu, Poznań 2002, s. 194.

concept. The concept of the local economy is ambiguous and has evolved as the political changes of the country were made.

According to R. Broszkiewicz who indicates that the local economy is “a specific arrangement of persons, objects, structures and spatial limitations characterized by external and internal features of the commonwealth residing on the territory of the administrative division”¹⁹. As similar to the above can be considered the opinion of A. Zalewski, for whom “local economy is a collection of interdependent actors managing, operating in the municipality, where each of them adheres to the functions and aims to achieve their own purposes”²⁰.

As for this aim to have been achieved there should be sought a direct cooperation between local actors and the rest of the local economy²¹.

It also lists the types of entities mentioned such as enterprises, households, institutions and local authorities.

Local development is not a target itself but the means to achieve higher purposes of the Commission appointed to the local authorities. As you know, local authorities are not only pursuing their own forces, as doing so do not have sufficient resources, and sometimes also sufficient competence. In the area of their operation there are different managing entities, which operate on their own merits of the case, have their own goals and preferences. The local authority should ensure that the behavior of individual entities serve the common local purposes, acting in a name of their own interests. This can be achieved by creating conditions and taking measures conducive to rationalization of investment processes in the area²².

The government administration of different levels, by undertaking a strategic action, can promote and create their own vision for the development community, taking into account the opportunities and threats arising from the operation of the system in the socio - economic environment creating municipalities. In Poland there is still unshaped tradition of the strategic planning at the local level²³.

The development of the municipalities is affected by many factors. Some of them are local circumstances, however, some are of an external character, and they are independent of local authorities and local population, but impact on their situation affecting either positively or negatively. The development of the each local community should be considered taking into account all the circumstances. Taking

¹⁹ R. Broszkiewicz, *Mechanizmy i instrumenty sterowania procesami rozwoju gospodarki lokalnej i samorządowej w Polsce* [w:] *Gospodarka lokalna w teorii i w praktyce*, Prace Naukowe Akademii Ekonomicznej we Wrocławiu nr 734, Wrocław 1996, s. 33.

²⁰ A. Zalewski, *Ekonomika rozwoju lokalnego (wybrane zagadnienia)*, [w:] *Gospodarka miejska*, Szkoła Główna Handlowa w Warszawie, Warszawa 1995, s. 8.

²¹ *Ibidem*, s. 8.

²² M. Trojanek, *Instrumenty sterowania rozwojem lokalnym w wybranych gminach pogranicza polsko-niemieckiego*, [w:] *Strategia rozwoju lokalnego na przykładzie gmin pogranicza polsko-niemieckiego*, B. Gruchmana, F. Walk, E. Nowińska (red.), Wydanie Akademii Ekonomicznej w Poznaniu, Poznań 2003, s. 58.

²³ E. Nowińska, *Strategiczne planowanie rozwoju...*, *op. cit.*, s. 67.

action and stimulating economic development, local government must consider external factors, so-called out of local and internal (so called local)²⁴.

The effective creation and encouragement of local development can take place when; firstly- a local government identifies correctly the situation of the local economy, secondly- identifies current trends and diagnose business needs and preferences.

6. Role of the local government in stimulating the enterprise

Variability and complexity of the socio – economic phenomenon is growing along with the progress of civilization. From the point of view of the economic entity they reveal with instability in a balance of market credits, appearance of the new markets and disappearance of the present ones and changes in legal, social and environmental determinants of activity²⁵.

Starting with the date of establishing the law concerning local government, the principal purpose which was decentralization of the power and replacing the dominant system in previous development with a new sectoral logic of territorial development, they have become a subject of the new intervention in free market mechanisms. Pursuing, however the policy of local development they interact directly or indirectly, on the structure, pace and direction of evolution, located in the municipality, and even beyond, collective economic entities. There are therefore entirely new economic realities in the Polish category of impacts, which can be determined as the local government interventionist²⁶.

Adoption of such determination is based on the analysis of the similarity of the causes, effects and instrumental palette intervention characteristic for the central power with features of the local government area impact for the entrepreneurship. Firstly, the bulk of the main problems facing the entire economy as well as the local have a long-term character. You cannot therefore rely on their own, desired solutions within legal rights and market structures. Demanding- supplying disadvantages of the creating mechanism so called “invisible hand of the market” result as well in the country as in the municipality with its optimal behavior in costly ventures involving significant risk²⁷.

A presented definition includes basic characteristics to municipal intervention. It is the impact on the decisions of businesses to implement and maintain a village in a rational way of the local development. This objective practically results on purposes, which are expected to achieve a fundamental prerequisite. These are the operational objectives, which may include:

²⁴ *Ibidem*, s. 68.

²⁵ A. Sztando, R. Brol, *Dlaczego i jak należy wzbogacać procedurę SWOT w procesie terytorialnego planowania strategicznego* [w:] *Problemy zarządzania w działalności samorządu terytorialnego*, Uniwersytet Opolski, Opole 2002, s. 55-82.

²⁶ A. Sztando, *Interwencjonizm samorządowy - obszary i instrumenty oddziaływania samorządu terytorialnego na gospodarkę lokalną* [w:] *Gospodarka lokalna w teorii i w praktyce*, Prace Naukowe Akademii Ekonomicznej we Wrocławiu nr 785, Wrocław 1998, s. 125-134.

²⁷ K. Fabianska, J. Rokita, *Przedsiębiorczość, ryzyko, struktury*, Warszawa 1991, s. 49.

- Development of existing business structures.
- Developing the activity of the population living in the municipality in terms of establishment of a “small business”.
- Gaining external investment.
- Rational exploitation of the environment.
- The use of so-called. “Unwanted assets” owned by a municipality or local operators.
- Maintaining existing and creating new jobs²⁸.

The local government has a large variety of instruments that can be used to achieve these tasks, with a major impact on a sphere of local development.

7. Summary

Capacities of the local government in local development processes and thereby increase of the competitiveness of course, are broader than those presented in this article.

The way to increase regional competitiveness in conditions of globalization is to strive for common, integrated activities of the entities having an impact on the perception of the region. A confirmation of this thesis is that K. Weiermaira, according to whom what is not competitive on a large integrated market – is lost. It indicates that the condition of maintaining the competitive position of regions in modern economic conditions is a promotion of small and medium-sized enterprises. This form is to promote their integration, which enhances the economic potential²⁹.

One of the trends of a new public management at the municipal level should be an active co-operation of public entities and private partners based on a public – legal partnership.

Activeness of the local authority in development of the local economic activity will undoubtedly be the subject of transformation, but there should be also extended the range of competence and abolition of existing legal restrictions in case of direct involvement of the local government in the process of shaping local development.

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²⁸ A. Sztando, *Interwencjonizm samorządowy ...*, op. cit., s. 125-134.

²⁹ P. Zmyślony, *Potrzeba przywództwa w rozwoju partnerstwa na rzecz zarządzania rozwojem polskich regionów turystycznych* [w:] *Gospodarka turystyczna w regionie. Przedsiębiorstwo. Samorząd. Współpraca*, A. Rapacz (red.), Akademia Ekonomiczna we Wrocławiu, Jelenia Góra 2006, s. 168-175.

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Abstract

Polityka władz regionu w procesie kreowania przedsiębiorczości

Działania przedsiębiorcze podejmowane przez podmioty gospodarcze funkcjonujące na obszarze jednej lub kilku jednostek terytorialnych powinny prowadzić przede wszystkim do rozwoju już istniejących firm oraz podejmowania działań innowacyjnych. Wyrazem działań przedsiębiorczych są również aktywne postawy mieszkańców oraz władz samorządowych i innych jednostek związanych z danym obszarem, mające wpływ na rozwój społeczno-gospodarczy określonej jednostki terytorialnej. Działalność miejscowej władzy niewątpliwie tworzy przyjazny klimat dla rozwoju przedsiębiorczości i przyczynia się do aktywacji społeczno-gospodarczego regionu. Trudno nie zgodzić się z opinią, że ożywienie społeczno-gospodarcze pociąga za sobą szereg procesów gospodarczych, ekonomicznych i społecznych. Na rozwój lokalny ma wpływ wiele czynników określających jego ostateczny kształt. Rozwój lokalny wymaga zaangażowania i wspólnych działań gospodarstw domowych i rolnych, podmiotów gospodarczych działających w danym kraju, różnego rodzaju instytucji, organizacji lokalnych i administracji lokalnej. Samorząd terytorialny powinien być elementem kierującym w tym systemie. W niniejszym artykule podjęta jest próba wskazania możliwości kształtowania rozwoju lokalnego przez samorząd lokalny. Uznano za zasadne zaprezentowanie podstaw teoretycznych służących do opisu tego zjawiska. W spektrum uwagi znalazły się problemy funkcjonowania modelu zarządzania publicznego, zrozumienia rozwoju lokalnego oraz wpływu samorządów lokalnych w procesie jego kształtowania.

Policy of regional authorities in the process of enterprise creation

The entrepreneurial activity undertaken by economic entities functioning on an area of one or a few territorial units should lead, first of all, to the development of already existing companies and attempting innovative actions. Also, positive atti-

tudes of inhabitants, local government and different individuals connected with a given area, having the influence on socio – economic development is a word of action of a described territorial individual. The activity of a local authority is undoubtedly creating a favourable climate for local development thus contributing to a socio – economic activation of an administrative district. It is hard to disagree with the opinion, that a socio – economic boom is pulling districts behind a sequence of economic, social and investment processes. It is creating possibilities for economic subjects as well as inhabitants participating in the economic processes. The presented problems are the basic purpose of the following article concerning a local development and a local government. A lot of factors have a direct influence on local development and its ultimate shape. Local development requires involvement and shared action of households and agrarian belongings, economic subjects acting in a particular country, different kinds of institutions, local organizations and local administration. A local government should be a driving force in this system. This article is an attempt to show the possibilities of shaping local development by the local government. It is essential to present theoretical bases serving for the description of this phenomenon. The main attention is focused on the problems connected with functioning of the public managing model, comprehending local development and the influence of the local government on the process of shaping the growth of regions.

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