



Resituating the Local in Cohesion and Territorial Development



**Case Study Report**  
**The Participatory Budget for Lodz,**  
**Poland**

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## Abbreviations

EC	European Commission
EFRD	European Fund for Regional Development
EGTC	European Grouping of Territorial Cooperation
ESF	European Social Fund
EU	European Union
GDP	Gross Domestic Product
LAU	Local Administrative Unit
NUTS	Nomenclature of Territorial Units for Statistics
R&D	Research and Development
SGI	Services of General Interest
SME	Small and Medium-Sized Enterprises

## Executive Summary

Since 1990s Poland has gone a long way toward democracy and decentralization with an increasing role of public participation in planning and spatial development. Participatory budgeting – the subject of this report, as exemplified in the city of Lodz, is one of the most important tools to empower local communities and NGOs in processes of recent spatial changes in Poland. By allowing people to decide – at least partly – what public funds will be spent to, participatory budgeting increases trust in local authorities, as well as promotes knowledge and awareness of city administrations and their possibilities.

Lodz represents an exceptionally interesting case of transforming urban region. From the beginning of the 21st century onwards it was possible to note new impulses for social, functional and physiognomic change in the city of Lodz. From being a highly-industrialised centre it has been evolving in the direction of a city providing services, up to and including those typical of the metropolitan level. Today's Lodz is seeking a new identity, albeit one that is also based clearly around its cultural past (Dmochowska-Dudek, Tobiasz-Lis, Wójcik 2017).

The opening-up of the city to the influences exerted by globalisation and modernisation are resulting in far-reaching change in its social and material space. Old inequalities present in the urban space are being overlain by new ones induced by either the inclusion or exclusion of particular social groups, inter alia in respect of flows taking place at European and even global level. This all leaves Lodz as a fascinating subject of academic study as it is fascinating in its own right as a city, with all its social and spatial unevenness existing on varying scales and involving both areas in close proximity to one another (i.e. differences in the advancements of modernisation and revitalisation efforts in regard to individual buildings, yards and streets) and the city as a whole (with transformations taking place in given city districts).

This report presents the Participatory Budget in Lodz as a way of financing local community needs. It shows the creation and evolution of participatory budget in Lodz since 2013 as well as the process of its implementation including examples of projects financed from participatory budget and their socio-spatial results. It consists of analyses of participatory budgets' expenditures structure and influence of the projects on the neighbourhood and the city. It also assesses long term influence and identify barriers, challenges and opportunities of using this instrument in urban regeneration process of the city of Lodz.

## 1. Introduction

The **Participatory Budget for Lodz** as the Action under the RELOCAL case study research is one of the tools implementing the Development Strategy of Lodz 2020+ through locally driven projects. Participatory budgeting (PB) is a mechanism that allows citizens to decide how to allocate part of the public budget. It is a bottom-up, place-based decision-making and development activity through small-scale, local projects. Its main aims focus on building human capital, local awareness and spatial change both within neighbourhoods inside the city as well through projects addressed to the city as a whole.

The action is implemented as a part of the local budget of the city of Lodz since 2013, thus it is relatively mature. Inhabitants decide how to spend it to satisfy their needs. Since the first edition in 2013, over 700 projects were implemented of a total cost reaching 190 mln PLN (45 mln EUR). The action is continuously monitored and changed (improved) after experiences of each edition. Five editions (2013-2018) are already completed, for the sixth (in 2019) projects are only chosen but not yet started to be implemented. They reflect current needs of particular neighbourhoods in particular time – from a set of new books for the local library, additional benches – or litter bins – on a city square, to the construction of a playground, the outside gym or a city bike infrastructure.

The Action is prepared and implemented by local self-government, however actors such as: local activists, associations, NGOs are also involved, especially in its initial phase. In each edition of the participatory budget projects are submitted by residential community groups, school communities, NGOs, interest groups...

The aim of the Participatory Budget in Lodz is to give people a chance to decide about the local development of the city through specific ideas undertaken in particular neighbourhood units. Thus, it promotes a bottom-up (participatory) approach to local decision making and planning. Projects implemented within the Participatory Budget in Lodz aim to be a response on local needs (in the scale of local neighbourhoods). Particular projects might reduce inequalities between neighbourhoods at local scale and at the same time, as the entire city of Lodz develops through these projects, its position among other regional centres gets better. As it is a part of the Local Development Strategy of the City of Lodz, it is connected with EU ITI Policy.

The action promotes local autonomy and place-based development as projects applied for funding by the Participatory Budget are suggested by inhabitants (individuals, residential communities, schools, interest groups etc.). Application for funding, promotion of the project and if it's successful – its implementation ties local neighbourhoods, develops people's place-identities, makes them understand place-based development, allows to be proud of their neighbourhood.

## 2. Methodological Reflection

The choice of the methods and techniques of study was dictated by the need of acquiring from the subjects of study the possibly pertinent and reliable information. It was decided, then, to use the following techniques of research from the domain of qualitative investigations: focused interviews with the representatives of the local authorities, local groups and NGOs; free interviews with a standardised list of information sought, the homogeneous dyad (free interview, conducted simultaneously with two persons, “situated on the same side of the problem” – here the respondents were the employees of the entity), mental mapping (showing the perception of the urban space in the context of “reach of functioning” / influence of actions within the Participatory Budget on this space).

### Methods, tasks, work schedule

Stage	Tasks	Timing	Location
Stage I	Preparation of the concept and study plan	October-November 2017	Desk research, University of Lodz
Stage II	Study visits	November-December 2017	Area of the Vity of Lodz, City Hall of Lodz
Stage III	Focused interviews with employees of the City Hall of Lodz and the Representatives of Local Neighbourhoods, NGOs involved in PB	04.12.2017	Lodz Agency of Regional Development (ŁARR)
Stage IV	Individual, in-depth interviews with the employees of the City Hall of Lodz and the Representatives of Local Neighbourhoods, NGOs involved in PB	January 2018	City Hall of Lodz
Stage V	Processing and summarising the material collected; preparation of the report	February 2018	Desk work, University of Lodz



### 3. The Locality

#### 3.1 Territorial Context and Characteristics of the Locality

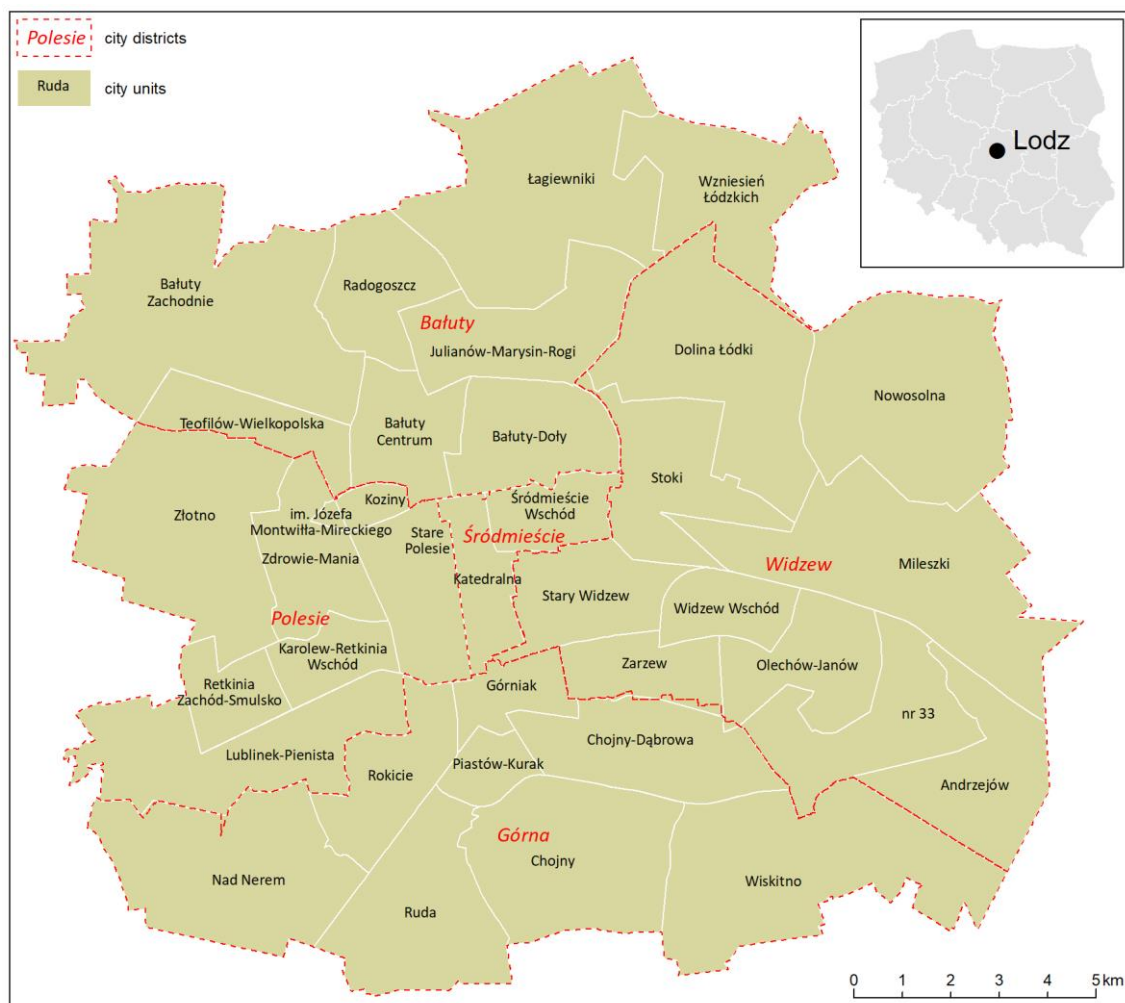
The city of Lodz is an autonomous locality (local self-government). It is LAU2, LAU1, and NUTS3 at the same time, due to the scale and the role of the city in the settlement hierarchy. Lodz is also a capital of the region (Lodz voivodeship).

Lodz among large cities in Poland is a specific place. The city created as a result of spontaneous processes of nineteenth-century industrialization is an excellent example for the study of internal diversity. A characteristic feature of Lodz shaped during the nineteenth-century capitalism and the socialist period was the existence of large social differences in its space. The structure of the city, although formed in large part in the second half of the 19th and the first half of the 20th century, mainly by economic factors, has been consolidated and even deepened by the socialist system. Irrespective of the socio-political system (capitalism, socialism), the city had an extremely industrial economic structure characterized by considerable underdevelopment of services, which had negative socio-cultural consequences for the city and its urban landscape.

Areas of growth (development) were in industrial Lodz of the nineteenth and early twentieth century enclaves in the space inhabited by poor people, concentrated in the characteristic forms of substandard buildings without any technical and aesthetic values. The industrial areas in the central part of the city were mixed up with industrial estate manors, worker settlements, and enclaves of basic services. Totalitarian governments in the city, first fascism, later communism, led to the destruction or removal of the pre-war social elite and ended the period of multicultural Lodz. The reconstruction of the original elites, mainly due to the establishment of many higher education institutions in Lodz, was a process extended in time. The historical material heritage of capitalist Lodz was destroyed by the communist authorities in almost 50 years and was significantly degenerated. After the Second World War, in the period of the socialist economy, new industrial districts and housing estates were built in the city. Few elite residential neighborhoods were settled by the inhabitants of the villages moving into the city, while the most representative buildings were occupied by state or public institutions and adapted to new functions.

Transformation period (political, economic and social), created new conditions for reconstructing the social and economic structure of Lodz. The city changes its social, functional and physiognomic face. It is evolving from the industrial center towards the industrial-service and service-industrial city, in which metropolitan service functions are becoming more significant than ever. The city of Lodz is looking for a new identity today, which is also based on its cultural past. The opening of the city to the influence of the processes of globalization and modernization changes its social and material space in a spontaneous way towards the growing disparities and differences.

Contemporary Lodz is, on the one hand, a collection of many previously transformed independent settlement units, on the other open land of former rural areas, forest, surface waters and wastelands. Former hamlets had a variety of genesis, different historical development, significant functional separations, and diverse urban and architectural features. The city of Lodz consists of five districts, which are divided into 36 units (see fig. 1), which corresponds with its internal diversity.



**Figure 1.** The location of the case study locality in Poland and the division of the city into districts and units  
(Source: *elaborated by authors, Head Office of Geodesy and Cartography*)

Name of Case Study Area	Łódź – The Participatory Budget for Łódź
Size	293 km <sup>2</sup>
Total population (2016)	649 569 inhabitants
Population density (2016)	2375.1 inhab./km <sup>2</sup>
Level of development in relation to wider socio-economic context	Disadvantaged within a wider underdeveloped region
Type of the region (NUTS3-Eurostat)	Predominantly urban
Name and Identification Code of the NUTS-3 area, in which the locality is situated	PL113 Miasto Łódź/ City of Łódź
Name and Identification Code of the NUTS-2 area, in which the locality is situated	PL113 Miasto Łódź/ City of Łódź

**Table 1:** Basic socio-economic characteristics of the area

(Source: *Statistics Poland, Eurostat*)

### 3.2 The Locality with regards to Dimensions 1 & 2

#### Analytical Dimension 1: Perception of spatial (in-)justice within the locality

The essential strategic document for Lodz ("Integrated Development Strategy for Lodz 2020+") indicates the characteristic features of spatial injustice that can be defined via development challenges: 1) poor quality of life, 2) negative demographic trends, 3) lack of sustainable transport system in Lodz and the agglomeration, 4) insufficient social bonds, social participation, and the local self-government community, 5) the need to improve the management of Lodz, and 6) spaces that require revitalization. In this context, social justice may be linked with the concept of quality of life. Areas of social injustice can be partially equated with areas with low or relatively lower quality of life. The latter, however, should be associated not only with strictly anthropogenic factors, but also environmental factors, which were indicated in the document "Municipal policy and environmental protection of the City of Lodz 2020+". The document emphasizes that the implementation of economic or social goals is not possible without considering the objectives of nature protection in the city, as well as planning goals. It is indicated that the developmental pattern is the "compact city", developed by central areas, applying peripheral areas as a source of ecosystem services. For Lodz, this pattern has been modified to the concept of the so-called "Blue-Green Network": parks and forest complexes in the city are connected by ecological corridors along the rivers.

Of course, taking into account environmental factors while analysing the quality of life does not imply that social factors should be ignored. On the contrary, these factors will be crucial for the quality of life. Spatial justice should be achieved throughout creating spaces of the high quality of life, in which residents and users have perfect conditions for individual and joint action for the implementation of their own and common goals. In this context, spatial injustice occurred to be a place of depopulation, with a high unemployment rate and, at the same time, low entrepreneurial attitude and low salaries, low-quality family relationships (including domestic violence and inclusion), the concentration of health problems (both physical and mental health, and addictions).

The above-mentioned pattern of spatial development of the city (a balanced compact city) has been precisely defined in the document "Spatial Development Strategy for Lodz 2020+". As a result of implementing this template, three spatial policy objectives should be implemented: 1) development of the city center, 2) limitation of the so-called urban sprawl, 3) increase in the identification of residents with their space, and, consequently, the development of a positive attitude of Lodz residents to Lodz and an increase in responsibility for the public spaces in the city.

The concept of spatial justice appears in the context of the management of municipal resources. From this perspective, the inequitable space is the space in which the municipal resource is the most deteriorated in terms of technology and at the same time used in an imprudent manner. It should be emphasized that spatially fair distribution of the municipal resource means its use, which is socially and economically profitable in specific conditions, solves the social and economic problems of particular places.

The space of social injustice is diagnosed in the context of access to high-quality educational services. It means that in specific spaces there are no basic educational services available using the appropriate quality infrastructure (educational, sports or IT), but also professional support of students with special educational needs is not ensured. On the other hand, there are spaces in which educational institutions have a surplus character. Finally, one can speak of a spatially irrational educational service offer.

The idea of social justice can also be applied to the concept of culture. The document "Culture Development Policy 2020+ for the City of Lodz" emphasizes that culture is a spatial

phenomenon. Active participation of Lodz in culture is possible only thanks to the appropriate quality of urban space, which is to be open, friendly to creators, including spontaneous civic cultural initiatives, and have appropriate conditions for the development of modern cultural institutions.

Speaking of spatial justice, reference should be made to the issue of health protection. From this perspective, we should consider spatially fair access to preventive care and health services, primarily financed from public funds. Interestingly, in the document "Health Policy for the City of Lodz 2020+" speaking about access to health care, the organizational, HR, infrastructure and financial parameters of entities providing benefits are pointed out, while location parameters are omitted.

The document "Policy of the City of Lodz concerning the municipal housing stock of 2020+" indicates inefficient economically, disordered in terms of information, organization, technical, planning and legal and socially unjust social management of the municipal resource in the city centre. The reason for this is the lack of separation of the commercial function and social function of the municipal resource. Besides, the municipal resource in the city centre remains in a bad technical condition.

## **Analytical Dimension 2: Tools and policies for development and cohesion**

Spatial justice at the urban strategic level is achieved through the implementation of the document "Strategy for Integrated Development of Lodz 2020+" and detailed strategies that supplement this document. The "Strategy for integrated development of Lodz 2020+" indicates two principles of its implementation: subsidiarity (local problems should be solved by local communities, organizations, and enterprises with the support guaranteed by municipal institutions) and concentration of activities (in specific areas should be diagnosed for them, problems on which municipalities should concentrate). It is worth emphasizing that space is defined in the document as one of the pillars of the city's development. At the most general strategic level, spatial justice (although formally unnamed) seems to be one of the critical objectives of urban policy.

It is worth emphasizing that the strategic documents indicate many features of socially unjust space: relatively lower quality of life conditioned by social and natural factors, problems of municipal resource management, lack of social cohesion, relatively lower quality of educational, cultural and health infrastructure and services, negative spatial phenomena (centre deurbanization and suburbanization). Unjust territories are the result of a lack of social cohesion in the spatial dimension. This means that there is a place in Lodz where the population inhabited it has a relatively lower ability to achieve prosperity and co-decide on urban matters. In the spatial dimension, there is a social stratification, polarization.

The spatial injustice in Lodz was diagnosed in strategic documents, but it was not eliminated because the issue of spatial injustice was completely omitted in strategic documents. It is worth emphasizing that we are not talking about a direct reference in the documents to the term but to the idea of spatial justice. The term "spatial justice" does not appear in any strategic document in Lodz.

The document "Policy of the City of Lodz concerning the municipal housing 2020+" indicates management of the municipal housing in the centre of Lodz as inefficient economically, unordered in terms of information, organization, technical, planning and legal, as well as socially unjust. The reason for this is the lack of separation of the commercial and the social function and the fact that municipal housing in the city centre are in a very bad technical condition.

In the document "Social Policy 2020+ for the City of Lodz – The strategy for solving social problems", it is suggested to create a municipal program for research and monitoring of social problems - "Lodz Social Observatory". Unfortunately, this proposal completely omitted the spatial context of postulated research. The document "Health Policy for the City of Lodz 2020+" is an example of a complete omission of the spatial context of ensuring social justice, in this case solving problems related to health prevention and healthcare services. In this document, the space of injustice is not diagnosed, spatial dimensions of intervention are not indicated.

The document "Development Policy for the City of Lodz 2020+" postulates organizing pre-school classes in primary school buildings. Such actions should be aimed to maximize the use of material and infrastructural resources that are entirely owned by the city. The goal is to use the available infrastructure rationally. Savings resulting from combining schools and kindergartens can be used to improve the conditions of other educational institutions. Another postulate is to develop a model for the diagnosis of threats and support for youth from risk groups, especially desirable in the city centre area.

The document "Culture Development Policy 2020+ for the City of Lodz" defines specific actions implemented in urban space. It indicates the necessity of animating ventures in open urban spaces, as well as the use of new spaces for the development of culture, in particular, the New Center of Lodz and Księży Młyn. The document also indicates the necessity to extend the infrastructure and cultural offer in new housing estates, in cooperation with non-governmental organizations. The residents' interest in participating in culture is to be stimulated through the urban cultural education program.

The document "Social Policy 2020+ for the City of Lodz - Strategy for solving social problems" indicates that the basic spatial dimension of social policy should be to offset the inequalities visible in space, above all the abolition of the division into "bad" and "good" housing estates. It is emphasized that just as social policy should cover every inhabitant, so in the spatial dimension should apply to every part of the city. The primary restoration activity, visible in the spatial dimension, is to be the revitalization of the centre of Lodz. Also, it is postulated to identify areas of concentration of social exclusion and to optimize the location of institutions implementing various aspects of social policy.

The detailed directions of spatial policy are not specified in the document "Spatial Development Strategy for Lodz 2020+" and in the statutory required "Study of Conditions and Directions of Spatial Development of the City of Lodz". The first document only indicates the schedule and direction of drawing up Local Spatial Development Plans. What is important, the preparation of investment areas and non-urbanized areas are planned in the peripheral parts of the city. Spatial policy regarding the centre of Lodz was focused on supporting investments protecting the historic core as well as strengthening the sense of local identity. The New Center of Lodz is indicated as the critical space for the development of the city.



Title of the document	The maps presenting the locations of areas requiring intervention	The maps of spatial directions of interventions presented in the document	Does the document mention the terms "social justice" or "spatial justice"?
Integrated development strategy for Lodz 2020+	-	-	- The document only mentions about "social self-government" and about "social participation"
Municipal and environmental policy of the City of Lodz 2020+	-	-	-
Policy of the City of Lodz concerning the municipal housing 2020+	-	-	+
Education policy for the City of Lodz 2020+	-	-	-
Culture Development Policy 2020+ for the City of Lodz	-	-	-
Social policy 2020+ for the City of Lodz - Strategy for solving social problems +	+ Location of poverty enclaves on the basis of spatial distribution of unemployment, payment of benefits, feeding, indebtedness of communal dwellings, offenses committed	+ Location of supporting institutions.	- The document refers to equal opportunities, inclusion and social exclusion as well as social cohesion. Among the key terms, however, "social justice" or "spatial justice" does not appear.
Health policy for the City of Lodz 2020+	-	-	-
Spatial development strategy for Lodz 2020+	-	+ Indication of the three concentric spatial intervention areas: the Metropolitan Zone, the Contemporary Area of the Urban Development Zone, and the Housing, Industrial and Non-Urbanized Areas.  Detailed concept of spatial development of the New Center of Lodz.  Development of existing and new public spaces in Lodz	-

**Table 2:** Evaluation of strategic documents of the City of Lodz Office regarding spatial justice

## 4. The Action

### 4.1 Basic Characteristics of the Action

First attempts of the participatory budget undertaken in 2012. The budget was first introduced in 2013 (applications for the first edition). Four editions (2014-2017) are completed now, for the fifth (in 2018) projects are only chosen but not yet started to be implemented.

The action is implemented every year since 2013 as a part of the local budget of the city of Lodz, thus relatively mature. It is continuously monitored and changed (improved) after experiences of each edition.

The participatory budget follows up on previous initiative (the project "The Voice of Inhabitants Matters") that was undertaken in 4 (out of 36) city units in 2012. The idea of participatory budget was prepared and implemented by local self-government who leads the action today, however, the operationalization of particular activities might involve NGOs, neighbourhoods, local groups, private stakeholders and individuals. All these stakeholders are involved in the action – especially in its initial phase. In each edition of the participatory budget projects are submitted by residential community groups, school communities, NGOs, interest groups.

In each year, the whole process of preparation and implementation of the civic budget can be divided into 5 stages:

1. Information, Education, and Communication campaign on civic budget procedures (organised by local authorities) – March – August
2. Information, Education, and Communication campaign on civic budget procedures and proposed projects (organised by NGOs and local leaders) – March – June
3. Verification of the proposed projects – July – August
4. Voting – September
5. Evaluating and choosing the projects – November – December
6. Implementation of the projects (January – December of the next year)

### 4.2 The Action with regards to Dimensions 3-5

#### **Analytical Dimension 3: Coordination and implementation of the action in the locality under consideration**

Removal of spatial injustice, in accordance with the provisions of the "Integrated Development Strategy for Lodz 2020+", should pay particular attention to two principles: subsidiarity (local problems should be solved by local communities, organizations and enterprises with the support guaranteed by municipal institutions) and concentration of activities (in specific spaces should be diagnosed with key problems for them, which should be solved by municipal institutions). Space is one of the three pillars of city development. The idea of the participatory budget of Lodz was included in such strategic assumptions.

The participatory budget is implemented in Lodz in two spatial dimensions: local (the city units – a designated administrative subdivision of a city with their own council and executive) and supra-local – the city context. Of course, the local dimension is the key to this study. It deals with tasks funded by the participatory budget, located in the area and concerning mainly residents of one of the 36 city units in Lodz. The estate tasks submitted

within the framework of the participatory budget are tasks implemented by the self-government, but initiated and partly designed by local communities.

The size and principles of funds distribution within the participatory budget, which formally is part of the city's budget, are defined in the Mayor of Lodz legislations and regulations. What is important, so far, the civic budget has not been sanctioned as a separate legal creation. It is implemented as formally unspecified type of social consultations. The results of these consultations, and thus the results of voting within the framework of the participatory budget, are informal but widely accepted guidelines for the construction of this part (about 1%) of the municipal budget. It is worth noting that the city budget is prepared and implemented by the Mayor of the City and adopted and settled by the City Council. From this perspective, the rules of the participatory budget are based on a social contract between the Mayor of the City and the City Council and residents that the tasks selected within the participatory budget will be entered into the draft budget by the President, will not be contested by the City Council and will be implemented.

The distribution of the funds between the city units is made according to the algorithm, the most significant element of which is the number of inhabitants of each city unit. The criteria for qualifying projects for neighbourhood tasks are also specified. The lower limit on the value of reported tasks applies. Namely, the costs of carrying out tasks must be higher than 0 PLN. Therefore, it makes it impossible to implement cost-free tasks in the formula of the participatory budget. The value of the proposed settlement task may not exceed the amount of all funds allocated to the given city unit.

Task proposals may be submitted by every resident of Lodz, but the application must be supported by 15 other residents. The submitted tasks are verified in formal terms by the Office for Social Participation in cooperation with other organizational units of the City of Lodz Office. At the verification stage, consultative and promotional meetings are held regarding specific proposed tasks. The consultative and promotional formula is the meeting of the authors of the proposed tasks with residents and representatives of the City of Lodz Office. At the verification stage, minor modifications of tasks are allowed, all adjustments must take place with the consent of the authors of the proposed tasks. From among the verified tasks, the inhabitants of Lodz at the age of 16 and older, by voting (to the ballot box, by post or electronically) select the tasks submitted for implementation. The tasks that received the largest number of votes until the funds are exhausted are recommended for implementation. If the planned funds are not sufficient for the next task, then the tasks that received a lower number of votes are considered. The amount of funds for supra-local tasks is increased by unused funds originally intended for the implementation of local tasks.

The distribution of the projects between the city units varies over time and space. Within the last five years the number of task proposals is increasing, but at the same time, the percentage of positively verified applications is decreasing (from 84% in 2013 to 65% in 2017) – see tab. 3. This situation results, on the one hand, from the growing interest in the civic budget, and on the other hand from more precise and more complex verification procedures. The civic budget will not cover the costs of the projects located:

- in areas leased, rented and lent;
- in areas owned by the State;
- on plots with unregulated legal status;
- in areas at the disposal of entities to which the City, under the generally applicable provisions of law, cannot transfer funds for a given purpose;
- in areas covered by investment plans, plans for the sale of plots, programs or policies of the City, especially the Municipal Revitalization Program and Area Revitalization, if the



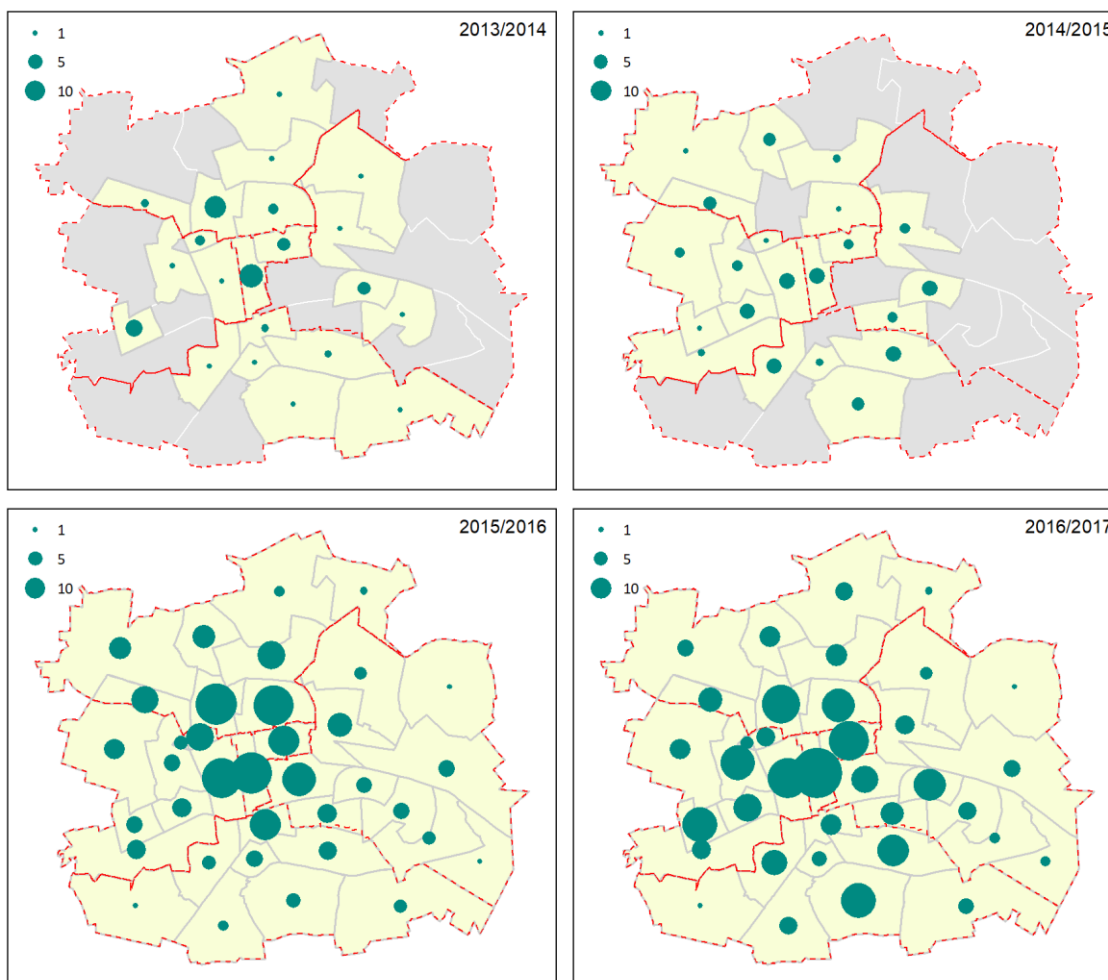
implementation of tasks would lead to a collision with the objectives, intentions or activities specified in these documents or the Integrated Development Strategy of the City of Lodz 2020+. However, these rules do not apply to public roads for which the President of the City of Lodz is the manager.

Nevertheless, the number of tasks recommended for implementation has increased five times during the last years – now covering the whole city (fig. 2).

		Edition				
		2013/2014	2014/2015	2015/2016	2016/2017	2017/2018
Task proposals		908	871	645	1572	1131
Verified proposals		762	751	531	1188	730
Recommended tasks	the city unit level	41	58	72	196	209
	supra-local level	6	7	15	22	24

**Table 3:** The number of the participatory budget projects (2013-2018)

(Source: elaborated by authors, <https://uml.lodz.pl/dla-mieszkancow/lodzianie-decyduja/budzet-obywatelski/>)



**Figure 2.** The number of the recommended tasks within the participatory budget (2013-2017)

(Source: elaborated by authors, data of the City of Lodz Office)

#### Analytical Dimension 4: Autonomy, participation and engagement

The Program Council for Participatory Budget is responsible for monitoring, evaluation and recommending changes to the civil budget procedures. Representatives of the organizational units of the City of Lodz Office (Director of the Office for Public Participation of the City of Lodz Office and the Plenipotentiary of the President of the City of Lodz for Cooperation with Non-Governmental Organizations), the City Council of Lodz, city units' councils, non-governmental organizations, residents and the academic community operate in the Council. The Council is appointed by the President of the City of Lodz, with some of its members being elected. The election procedure applies to representatives of the city units' councils and non-governmental organizations as well as direct representatives of residents. The election has a competition formula, is made by a team consisting of employees of the Lodz City Hall. Representatives of the City Council are indicated by the Chairman of the City Council in Lodz. Representatives of the academic community are invited by the Mayor of Lodz.

In the previous editions of the participatory budget, the Municipal Consultation Group was responsible for its implementation. The chairman of the Team was the Director of the Office for Social Participation. The team consisted of a total of 17 people representing various organizational units, positions or subordinate units of the City of Lodz Office. In July 2017, the competences of the Municipal Consultation Group were replaced by the competences of two new bodies: The Coordinating Committee and The Working Group for the correct implementation of tasks within the participatory budget in the city of Lodz. The Vice President of Lodz became the Chairman of the Coordination Committee. This action can certainly be treated as raising the rank of participatory budget in urban policy.

The social consultations are crucial for success in implementing the civic budget. The aim of the tasks within the consultations is to increase the public participation, activity and involvement within the process of the participation budget creation. Activities carried out by local authorities in cooperation with NGOs are intended to provide inhabitants to submit proposals for tasks to the civic budget, as well as preparing residents of the city of Lodz, who were 16 years of age, to vote for the positively verified tasks. The typical Information, Education and Communication (IEC) Campaigns activities are:

- "marathons" of writing proposals for the civic budget,
- mobile and stationary advisory and consulting services for people preparing proposals,
- printing leaflets for residents,
- printing information posters,
- running a website dedicated to the civic budget,
- preparation of films promoted in social media, on websites,
- briefings for the media.

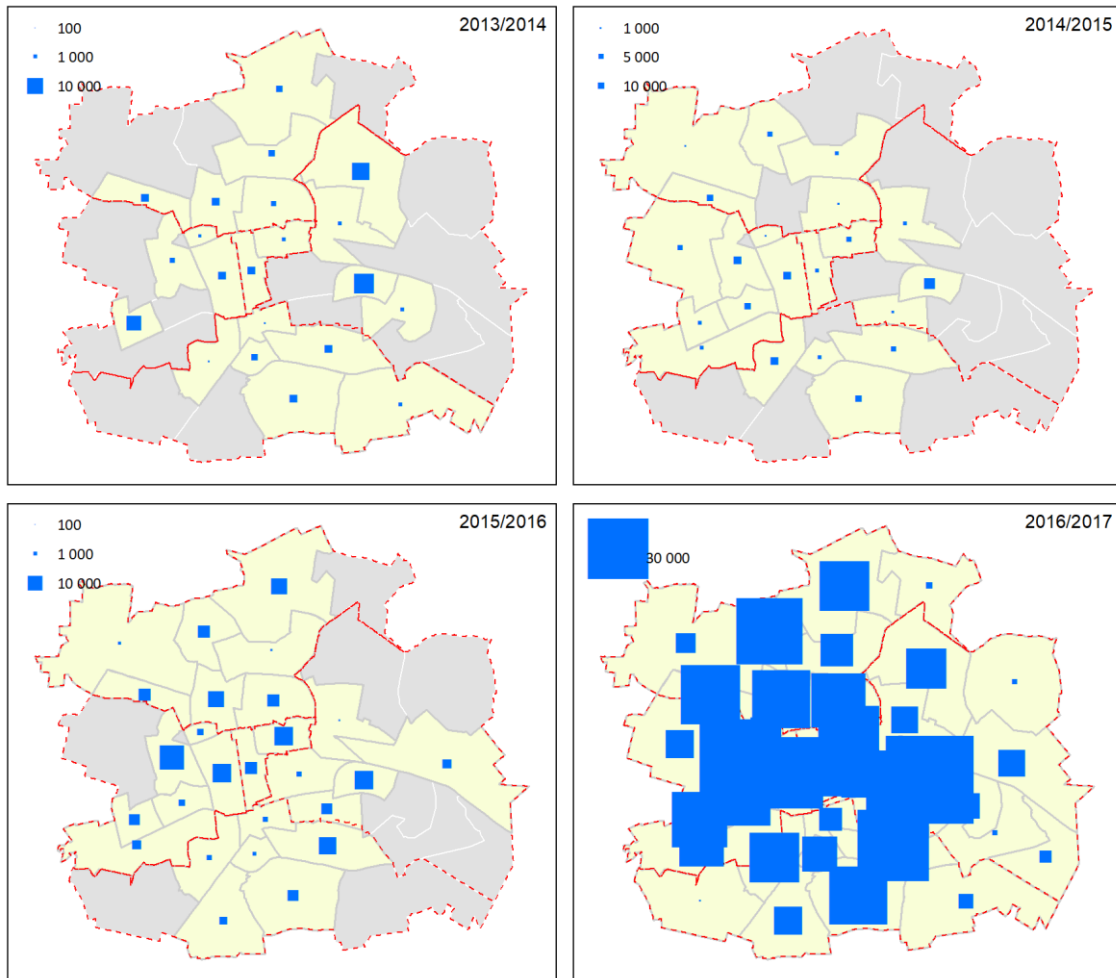
A special promotional event is the "Civic Budget Festival", (firstly organized on September 17, 2016), during which the authors of proposals for the civic budget present their projects (fig. 3).



**Figure 3.** The "1st Civic Budget Festival" in Lodz (2016)

(Source: <https://www.radiolodz.pl/posts/28498-festiwal-budzetu-obywatelskiego-w-lodzi>; <http://filianr21-baluty.blogspot.com/2016/09/biblioteka-na-festiwalu-budzetu.html?m=0>)





**Figure 4.** The number of votes on projects within the participatory budget (2013-2017)

(Source: *elaborated by authors, data of the City of Lodz Office*)

### Analytical Dimension 5: Expression and mobilisation of place-based knowledge and adaptability

The tasks proposed by the inhabitants of Lodz for implementation within the framework of the participatory budget require a real pricing, which does not concern the current costs of a private undertaking, but the expected future costs of an investment carried out under the Public Procurement Law. In this case, the support of the inhabitants' initiatives is supported by the knowledge of the employees of the City of Lodz Office, who, as part of their duties, have assistance in the preparation of tasks' calculations to be carried out in the future within the participatory budget.

The rules of the participatory budget are set annually. It is a response to the changing challenges of the implementation of the participatory budget. The Program Council for Participatory Budget is responsible for the maximum adjustment of the participatory budget procedure to the current needs, which is an institution allowing to use the knowledge and experience of various people, institutions and organizations involved in social participation at the local and city level (City Hall of Lodz, City Council Lodz, councils of city units, non-governmental organizations, residents and scientists dealing with the issues of social participation in their research).

## 5. Final Assessment: Capacities for Change

### Synthesising Dimension A: Assessment of promoters and inhibitors (in regards to the action: dimensions 3 to 5)

The distributive dimension of spatial justice is ensured within the Lodz participatory budget through **an algorithm of distribution of funds among the city units**. The financing amount of the projects in the city units depends on the sum of PLN 200,000 and the amount corresponding to the number of population (see tab. 4).

The city district	The city unit	Financing amount in PLN (1 PLN ≈ 0.23 EURO)	Population
Bałuty	Bałuty-Centrum (BC)	1 850 000	47128
	Bałuty-Dół (BD)	1 680 000	42241
	Bałuty Zachodnie (BZ)	440 000	6819
	Julianów-Marysin-Rogi (JM)	600 000	11536
	Łagiewniki (LA)	260 000	1695
	Radogoszcz (RA)	1 280 000	31284
	Teofilów-Wielkopolska (TW)	1 790 000	45187
	Wzniesień Łódzkich (WL)	250 000	1307
<i>Bałuty District - in total</i>		<i>8150000</i>	<i>187197</i>
Górna	Chojny (CH)	1 330 000	32446
	Chojny-Dąbrowa (CD)	1 920 000	49014
	Górniak (GO)	870 000	18905
	Nad Nerem (NN)	240 000	1086
	Piastów-Kurak (PK)	910 000	20174
	Rokicie (RO)	800 000	17301
	Ruda (RU)	600 000	11394
	Wiskitno (WI)	310 000	3333
<i>Górna District in total</i>		<i>6 980 000</i>	<i>153 653</i>
Polesie	Karolew-Retkinia Wschód (KR)	1 520 000	37497
	Koziny (KO)	570 000	10456
	Lublinek-Pienista (LP)	370 000	5097
	im. J. Montwiłła Mireckiego (MM)	260 000	1665
	Retkinia Zachód-Smulsko (RS)	1 140 000	26767
	Stare Polesie (SP)	1 430 000	34609
	Zdrowie-Mania (ZM)	310 000	3135
	Złotno (ZL)	460 000	7577
<i>Polesie District - in total</i>		<i>6 060 000</i>	<i>126 803</i>
Śródmieście	Katedralna (KA)	1 570 000	38429
	Śródmieście Wschód (WS)	860 000	18626
<i>Śródmieście District - in total</i>		<i>2 430 000</i>	<i>57 055</i>
Widzew	Andrzejów (AN)	390 000	5583
	Dolina Łódki (DL)	270 000	2011
	Mileszki (MI)	260 000	1807
	Nowosolna (NO)	330 000	3865
	Nr 33 (NR)	230 000	777
	Olechów-Janów (OJ)	920 000	20906
	Stary Widzew (SW)	1 000 000	22531
	Stoki (ST)	570 000	10777
	Widzew-Wschód (WW)	1 550 000	38595
	Zarzew (ZA)	910 000	20503
<i>Widzew District - in total</i>		<i>6 430 000</i>	<i>127 355</i>
City units' projects - in total		30 050 000	
Citywide (supra-local) projects		9 950 000	
<b>In total</b>		<b>40 000 000</b>	<b>652063</b>

Table 4: Distribution of civic budget funds among the city units (2017/2018 Edition)

(Source: *elaborated by authors*, <https://uml.lodz.pl/dla-mieszkancow/lodzianie-decyduja/budzet-obywatelski/>)

It should be pointed out that the most important element of the allocation method is the number of residents of the city units. Thanks to this, an equal distribution of funds between beneficiaries - inhabitants of Lodz is strived. The procedural dimension of spatial justice is guaranteed in the participatory budget of Lodz through the procedure of consultations of participatory budget rules, submission of draft projects for implementation, as well as verification and selection of tasks. Importantly, at all stages of the operation, all stakeholders are provided with indirect (through their representatives) or direct participation. It is enough to recall here the structure of the Lodz Program Council for Participatory Budget: representatives of the organizational units of the City of Lodz Office, the City Council of Lodz, the city units' councils, non-governmental organizations, residents and the academic community.

### **Synthesising Dimension B: Competences and capacities of stakeholders**

As indicated, the space of injustice is conditioned by a low quality of life. It is worth emphasizing that access to green areas is not even in the space of Lodz. The urban green places are concentrated mainly in the central nineteenth-century part of the city. Besides, two large green enclaves form Las Łągiwnicki (north-eastern part) and a complex of parks: Park im. J. Piłsudskiego, Municipal Zoological Garden, Botanical Garden on Brusy (western part).

The second group of factors determining the quality of life are social factors. Unjust places are the result of a lack of social cohesion in the spatial dimension. This means that there are places in Lodz where the inhabitants have relatively lower ability to achieve prosperity and co-decide on public issues. In the spatial dimension, there is social stratification and polarization. The document "Social Policy 2020+ for the City of Lodz - Strategy for solving social problems" indicates that the area of concentration of social problems is the inner city within the boundaries of the so-called The Lodz Metropolitan Area and neighboring areas of old housing estates belonging to the districts of Bałuty and Górna. The most serious social problems can be grouped in the following categories: demographics, labor market, families, health, disability, homelessness, and social policy management system. In the analyzed document "Social Policy 2020+ for the City of Lodz - Strategy for solving social problems", it is planned to establish a municipal program for research and monitoring of social problems "Lodz Social Observatory", however, no spatial context of postulated research is indicated.

The space of social injustice can also be defined with the lack of access to the infrastructure enabling permanent cultural and recreational activity. In Lodz, this problem mainly concerns new housing estates.



**Figure 5.** The list of laureates announced during the Gala with the participation of the Mayor of the City. The laureates are given the title “The Hero of the City”.  
(source: <https://uml.lodz.pl/dla-mieszkanow/lodzianie-decyduja/budzet-obywatelski/20182019/wyniki-i-realizacja-zadan/>)

### Synthesising Dimension C: Connecting the action to procedural and distributive justice

In terms of distributive justice, participatory budget aims to strengthen public activity and citizens’ involvement in taking financial decisions. It also provides possibilities to forward citizens ideas and projects and to take greater responsibility for their neighbourhoods and the city as a whole.

## 6. Conclusion

The RELOCAL project asks in how far spatial justice, can be achieved through place-based strategies. The story of the Participatory Budget in Lodz is the example of bottom-up approach induced by local leaders and activists leading to reducing social and spatial inequalities. Since the first edition in 2013, over 700 projects were implemented of a total cost reaching 190 mln PLN (45 mln EUR). The city of Lodz represents an exceptionally interesting case of transforming urban region, that from being a highly-industrialised centre has been evolving in the direction of a city providing services. This opening-up of the city to the influences exerted by modernisation are resulting in far-reaching change in its social and material space. Old inequalities present in the urban space are being overlain by new ones induced by either the inclusion or exclusion of particular social groups.

The Participatory Budget in Lodz is an opportunity for all inhabitants interested in (co-)deciding about the local development of the city through specific ideas undertaken in particular neighbourhood units. Thus, projects implemented within the Participatory Budget in Lodz reflects the local communities' needs. Particular projects reduce inequalities between neighbourhoods at local scale and at the same time, as the entire city of Lodz develops through these projects, its position among other regional centres gets better. As it is a part of the Local Development Strategy of the City of Lodz, it is connected with EU ITI Policy.

Participatory budgeting is one of the most important tools to empower local communities and NGOs. Participatory budgeting increases trust in local authorities, as well as promotes knowledge and awareness of city administrations and their possibilities. Being engaged in applying for funding and promoting the projects strongly ties local neighbourhoods, develops people's place-identities, makes them understand place-based development, and allows to be proud of their neighbourhood.



## 7. References

- Wójcik, M., Tobiasz-Lis, P., Dmochowska-Dudek, K. (2017), Problems of Post-Industrial City Development. Tensions Between The Structure And Image Of Lodz (Poland), <https://relocal.eu/problems-of-post-industrial-city-development-tensions-between-the-structure-and-image-of-lodz-poland/>
- Suliborski A., Wójcik M. (2014), Dysproporcje społeczne i gospodarcze w przestrzeni Łodzi. Czynniki, mechanizmy, skutki.

## 8. Annexes

### 8.1 List of Interviewed Experts

Focus group 1; Date: 1 December 2017, 9.00-12.00

- Scientist
- Member of The Coordinating Committee and The Working Group for the correct implementation of tasks within the participatory budget in the city of Lodz
- Member of The Coordinating Committee and The Working Group for the correct implementation of tasks within the participatory budget in the city of Lodz
- Member the first Municipal Consultation Group
- Director of the Office for Social Participation
- City Commissioner, Office for Social Participation
- City Commissioner, Office for Revitalisation
- City Commissioner, Office for the City Strategy
- Director of the Department for Social Participation and Culture

Focus group 2: Date: 1 December 2017, 13.00-16.00

- Local (the city unit) politician
- Local (the city unit) politician
- Regional Commissioner, Department of Cooperation with Non-Governmental Organizations, Team Secretary for the Implementation of the Civic Budget of the Lodz Voivodship
- NGO activist, local leader
- NGO activist, local leader
- NGO activist, local leader
- NGO activist, local leader
- NGO activist, local leader
- NGO activist, local leader

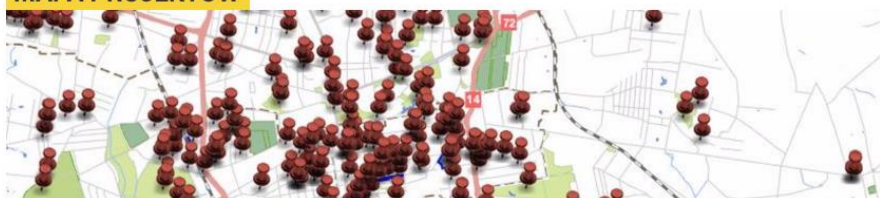
Interviews 1-20. Structured interviews carried out in January 2018 with local place users in the city unit Smulsko. Length: 20-30 minutes per interview.

## 8.2 Stakeholder Interaction Table

Type of Stakeholders	Most relevant 'territorial' level they operate at	Stakeholders' ways of involvement in the project (What do we gain, what do they gain)
Local politicians (2)	Local (city)	Insights into governance processes; importance of and critical opinions on the action; place-based knowledge about local contexts (identification of disadvantaged areas); future development and challenges of the city
Local administration (6)	Local (city)	Insights in governance processes; comprehension of practical realisation of political activities; history of the initiative; importance of civil organisations for the city
Civic Budget Board (2)	Local (city)	Detailed insights in the action and coordination of its numerous sub-actions; history and future goals of the action; discussion of possible future challenges; communication and relationship to local administration and politicians
Non-profit/civil society organisations (local leaders) (6)	Local (city)	Importance and comprehension of civic engagement processes of residents and associations on the local level
Local and regional state offices/representations (1)	Local (city)	Local and beyond local perception of the city
Media	Local (city) beyond local (regional and national)	Media-related perception of the action; communication of public perception and opinion of the action
Academics/Scientists (1)	Beyond local (regional and national)	Scientific perception of the action; discussion of local resources; future development of the city

### 8.3 Photos

#### MAPA PROJEKTÓW



Sprawdź na mapie, co Budżet Obywatelski zmienił w twojej okolicy

#### 2018/2019



#### 2017/2018



#### 2016/2017



#### 2015/2016



#### 2014/2015



#### 2013/2014



#### AKTUALNOŚCI BUDŻETU OBYWATELSKIEGO



Informacje dotyczące realizacji zadań oraz kolejnych etapów poszczególnych edycji budżetu obywatelskiego

Detailed information on the Participatory Budget different editions on the website:  
<https://uml.lodz.pl/dla-mieszkancow/lodzianie-decyduja/budzet-obywatelski/> (access:  
15.06.2018)

## BĄDŹ BOHATEREM W SWOIM MIEŚCIE



## ZOBACZ, JAK DZIĘKI BO ŁODZIANIE SAMI ZMIENIAJĄ SWOJE MIASTO

Wśród realizowanych projektów - coś dla ciała, coś dla ducha. Poniżej garść przykładów - od szkolnego kina, przez strefę do ćwiczeń workoutu, doposażenie Ośrodka Rehabilitacji dla Dzikich Zwierząt do pełnego miłości projektu realizowanego w hospicjum dla dzieci, gdzie dzięki "przyszywanym ciociom", mali podopieczni mają czuć się mniej samotni.



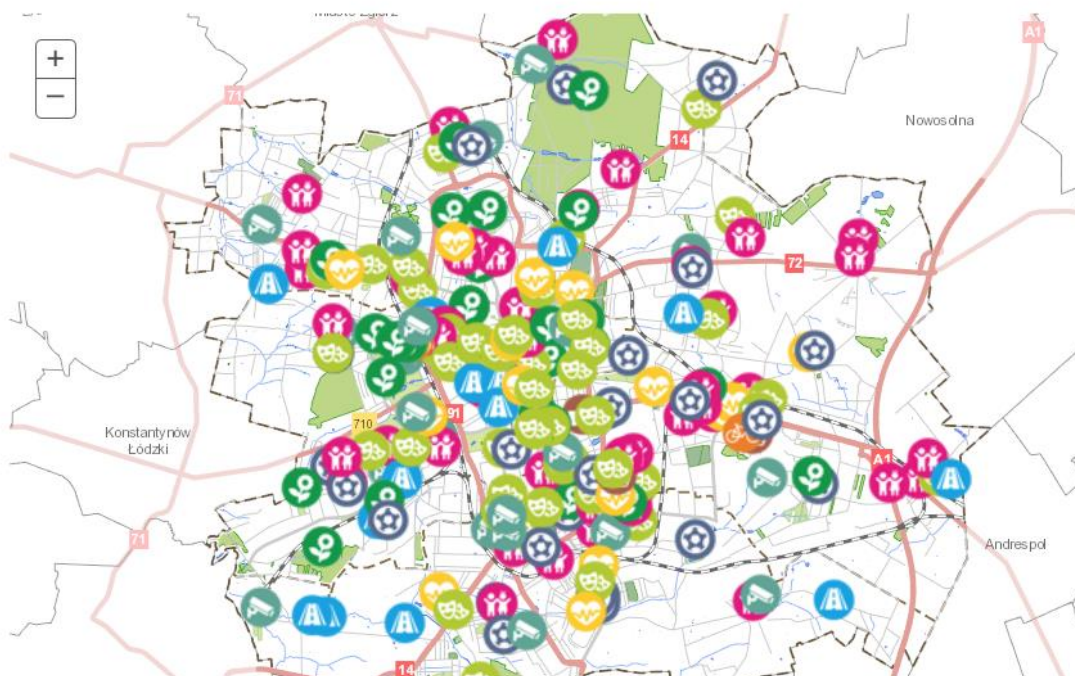
Promotional videos on the selected Participatory Budget projects on the website:  
<https://uml.lodz.pl/dla-mieszkanow/lodzianie-decyduja/budzet-obywatelski/20172018/badz-bohaterem-w-swoim-miescie/> (access: 15.06.2018)



## ZOBACZ NA MAPIE, CO BĘDZIE REALIZOWANE W RAMACH BO 2018/2019

Wybierz kategorię z listy:

pokaż wybrane



	<b>EDUKACJA, DZIECI I MŁODZIEŻ</b>		<b>TERENY ZIELONE I OCHRONA ŚRODOWISKA</b>
	<b>SPORT I REKREACJA</b>		<b>KULTURA I DZIEDZICTWO</b>
	<b>INFRASTRUKTURA DROGOWA I KOMUNIKACYJNA</b>		<b>ZDROWIE I POMOC SPOŁECZNA</b>
	<b>INFRASTRUKTURA KOMUNALNA I BEZPIECZEŃSTWO</b>		<b>INFRASTRUKTURA ROWEROWA</b>
			<b>INNE</b>

Poniżej możesz wybrać interesujący Cię rejon (dzielnice lub zadania ogólnomiejskie), osiedle czy kategorię i sprawdzić na mapie jakie zadania będą realizowane w przyszłym roku.

ID+Tytuł zadania:

Rejon:

Osiedle:

Kategoria:

Interactive Participatory Budget Map (with finder of tasks, city units, categories) on the website:

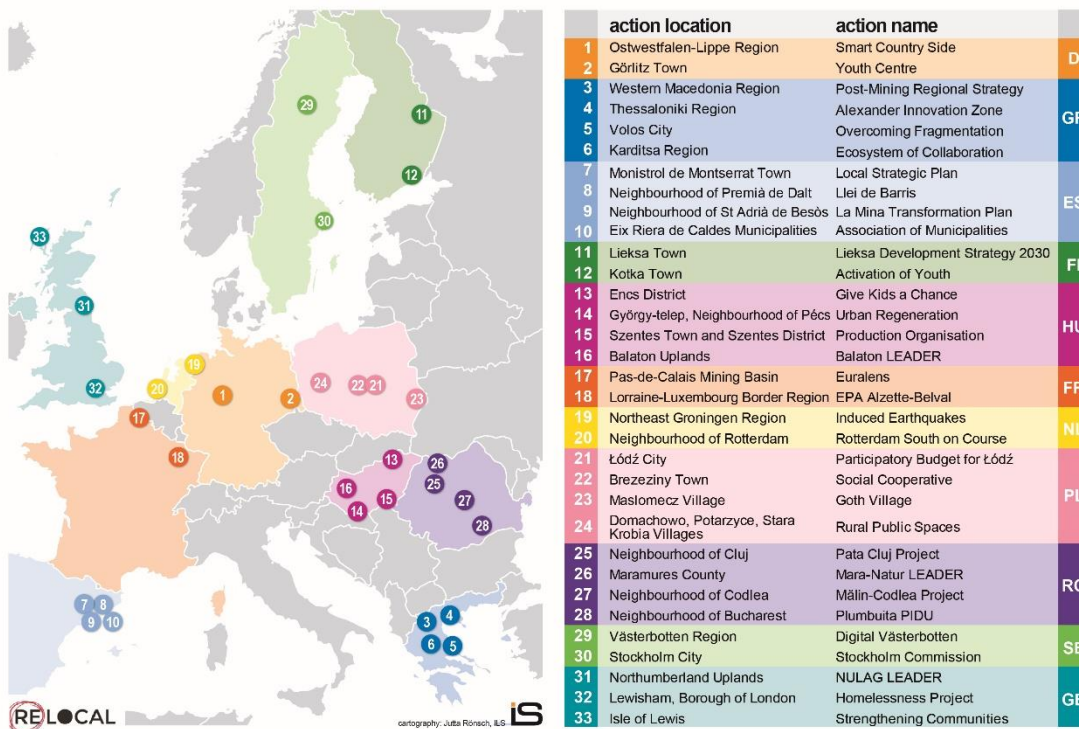
<https://uml.lodz.pl/dla-mieszkancow/lodzianie-decyduja/budzet-obywatelski/20182019/wyniki-i-realizacja-zadan/> (access: 20.03.2019)

## The RELOCAL Project

EU Horizon 2020 research project '**Resituating the local in cohesion and territorial development**' –**RELOCAL** aims to identify factors that condition local accessibility of European policies, local abilities to articulate needs and equality claims and local capacities for exploiting European opportunity structures.

In the past, especially since the economic and financial crisis, the European Social Model has proven to be challenged by the emergence of spatially unjust results. The RELOCAL hypothesis is that **processes of localisation and place-based public policy** can make a positive contribution to spatial justice and democratic empowerment.

The research is based on **33 case studies** in **13 different European** countries that exemplify development challenges in terms of spatial justice. The cases were chosen to allow for a balanced representation of different institutional contexts. Based on case study findings, project partners will draw out the factors that influence the impact of place-based approaches or actions from a comparative perspective. The results are intended to facilitate a greater local orientation of cohesion, territorial development and other EU policies.



The RELOCAL project runs from October 2016 until September 2020.

Read more at <https://relocal.eu>

Project Coordinator:



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