

METROPOLITAN CITIES IN POLAND

Introduction

The phenomena of urbanisation, globalisation as well as regional development are accompanied by notions such as metropolitan city, metropolitan area and metropolisation. A feature of metropolitan city, other than the number of residents (significant), is diversity of functions localised in it and the reach of their influence. Defining a metropolitan city based on functional features, and not only on quantified features allows for the relative free choice of interpretation, which cities can be recognised as metropolitan cities. Therefore, there exists a wide free choice in applying the definition of a metropolitan city.

Also, the definition (term) concerning metropolitan area, which relates also to the definition of the reach of the area, causes no less trouble. Metropolitan cities together with metropolitan areas, in short called metropolises, became synonyms of notions such as agglomerations, conurbations of the capitals of countries and regions, poles of growth, including big growth, a big city and a city of international significance (including so called "europolises", i.e. cities of European significance or category). These notions include the area of direct influence of a given city.

The urban settlement network in Poland consists of more than 800 cities. Among these cities there is a number of bigger cities. Some of them create complexes of cities. Bigger cities are of a certain international significance. They are also significant science and entrepreneurship centres. These cities have the chances for development of their functions in the future.

On the other hand, the term metropolisation of the settlement network means the process of increasing the size and direct influence on the environment of big cities. Not only town-planners and spatial planners deal with this process. The phenomenon of metropolisation and changes of this phenomenon are of a meaning, which goes beyond the region or even the country. It is currently reflected both in legislation, in planning concepts, and in spatial development. One observes establishment of associations, incorporating metropolitan cities – both domestic and international associations. Hence, it is up-to-date asking such questions as for example: what are metropolises, what factors decide about metropolisation of cities, what meaning it has for spatial planning, etc.

Therefore, in the hereby presentation we will try to answer the questions concerning metropolisation of cities in Poland. The study consists of six parts, dedicated to the following issues:

the first issue – it is an attempt to determine the cities of European significance in Poland, which are called "europolises". So far, several such attempts have been undertaken. One has presented the results of one⁷ of attempts to determine "europolis".

The second issue – it is presenting in what way the problems of metropolitan cities have been included in the Polish Act on spatial planning and development of 2003. It is inasmuch an innovative approach, that the law determines the category of metropolitan cities and metropolitan areas as a separated element in the process of spatial planning.

The third issue – it is discussing in what way the problems of metropolitan cities and "europolises" have been separated and included in the concept of the policy of country's spatial development from 2000.

The fourth issue – it is discussing the method of including the problems of metropolitan cities and areas in elaborated plans of spatial management of provinces /regions/ from 2003.

The fifth issue – it is discussing the method of functioning of the foundation named The Union of Polish Metropolises (Unia Metropolii Polskich). This foundation was called into being by municipal governments of 12 biggest cities, which in the opinion of these governments have metropolitan features.

The sixth issue – it is discussing the method of including the problems of metropolitan cities in scientific research studies. One has limited the presentation to three aspects of these studies: structural, functional, and analytical ones.

When presenting a given issue, one has applied appropriate statistical information or the issue has been illustrated by the relevant graphic presentation.

To end with, in the summary, one has presented six conclusions resulting from the above-mentioned issues.

1. “Europolises” in Poland, i.e. European rating of Polish cities. To compare the meaning of the network of cities in Poland with the network of European cities, one has applied a methodological approach according to GIP-RECLUS, DATAR – 1989. According to this approach, 8 categories of the cities have been separated (levels of hierarchy), which are of supranational, i.e. European significance. For Poland one has initially assumed for the analysis the set of 30 city complexes or cities with more than 100 thousand residents. When analysing this set one has considered the following elements: the size of the superior education centre (measured by the number of students), the rank of the cultural centre (measured by the number of seats in the theatres and the number of museums) as well as the scale of influence of a given city on the environment (measured by administrative rank). The elements under investigation indicate that a given city has its own sphere of influence.

In light of the above-mentioned analysed elements, from the set of 30 cities only 16 cities have been qualified to one of the 8 categories (all with more than 200 thousand residents). Qualification of cities in Poland, which have been qualified to one of these categories, is presented in Table 1. From this Table it follows, that cities in Poland qualify to lower categories of European cities, i.e. to “europolises”. Among them, only Warsaw ranks in the 5th category, which makes it comparable with Vienna and Prague. The following cities qualify to the 6th category: Gdansk, Katowice, and Kraków. Among the European cities, in this category are: Hanover, Nurberg, Leiptzig, Minsk, and Bratislava.

Table 1. Qualification of cities in Poland according to European classification
Source: Own study according to GIP-RECLUS, DATAR -1989 method

City's European category	Cities in Poland	Cities in other countries (selected)
1	-	Paris, London
2	-	Milan
3	-	Rome, Madrid, Barcelona, Frankfurt, Brussels, Rotterdam, Berlin
4	-	Copenhagen, Hamburg, Stuttgart, Zurich, Athens, Lyon, St. Petersburg
5	Warsaw	Vienna, Marseilles, Geneve, Toulouse, Antwerpen, Kiev. Prague, Budapest
6	Kraków, Gdansk, Katowice	Hanover, Leiptzig, Minsk, Bratislava
7	Lódz, Wroclaw, Poznan, Szczecin, Bydgoszcz-Torun, Lublin	Dresden, Bern, Vilnius. Lvov, Kaunas
8	Białystok, Czestochowa, Kielce, Radom, Rzeszów, Olsztyn	Kosice, Kaliningrad, Hrodna, Brest, Frankfurt on the Oder and Slubice

The remaining 11 cities qualify the 7th and 8th categories. Table 1 also presents an attempt to rank the cities of European significance in countries neighbouring with Poland. This study has only preliminary character. By extending this study, which currently takes place, by including other elements, one can expect that obtained results concerning European ranking of cities in Poland may be subject to change.

2. Metropolitan cities in the Act on spatial planning and development. In amended law of March 27, 2003, a new provision concerning metropolitan areas was introduced. This provision obliges to separate metropolitan areas in the concept of the policy of spatial development. It also obliges to prepare the plans for metropolitan areas in the plans of spatial development of provinces. It also defines the notion of metropolitan area.

The first provision in the law stipulates that in the concept of spatial development of the country one determines “basic elements of domestic settlement network, separating metropolitan areas”.

The second provision in the law stipulates that in the plan of spatial development of province “for metropolitan area one enacts the plan of spatial development”.

In the third provision one determines that as “metropolitan area one should understand the area of a big city and functionally tied to it direct environment, set in the concept of spatial development”.

Introduction of these provisions to the law indicates that the category, which is metropolitan area, together with the city with metropolitan functions, ceases to be only the category with research features. This category was introduced to the legal order. It becomes a separated object, which requires appointment of an appropriate organ managing it. Managing this type of object concerns as yet the matters connected with planning of development, i.e. with strategic management. However, as the time goes by it will be necessary to establish current management, i.e. operating management.

The need to introduce operating management for metropolitan areas will arise, if investments connected with the service of metropolitan city will be increasingly concentrated on these areas. Currently the functions of operating management in metropolitan areas are performed by organs of territorial government of supra-commune level: administrative districts (powiaty) and provinces.

3. Metropolitan cities in the Concept of the policy of spatial development. According to this Concept, accepted by the Parliament of the Republic of Poland on November 17, 2000, the following elements of the settlement network were separated: capital metropolis, evenly placed on the territory of the country cities of European significance - “Europolises”, as well as cities of domestic, supra-regional, and regional significance.

Capital metropolis is Warsaw. The rank and chances of Warsaw, according to the Concept, at the European level are comparable with those of Vienna, Marseilles, Naples, Kiev, Prague, and Budapest. Increase of the significance of this metropolis is possible if modernisation forces will be set going. Thanks to it the city may become an attractive and competitive place for the location of entrepreneurship and innovativeness of capital in the European scale.

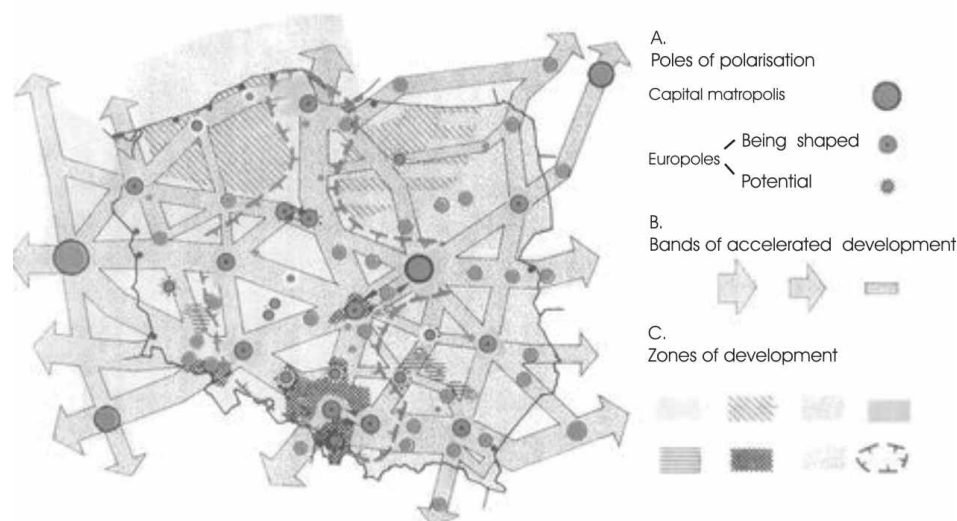
From among the set of poles (centres) of development of European significance, i.e. “europolises”, one has separated “europolises”, which are being shaped, and potential “europolises”. Other than Warsaw, for the “europolises”, which are being shaped, and which have chances for intensive development, one has assumed the following cities: Gdansk (Tricity), Kraków, and Poznan. These cities, competing in the international scale (European), will create increasingly strong centres of entrepreneurship and innovation, influencing both Poland and Europe.

In these centres the places will be created for localisation of entrepreneurship and capital. The centres, which may potentially in a longer period of time compete in the European scale, i.e. potential “europolis”, are: Łódź, Katowice, Wrocław, Szczecin, Lublin, Białystok, Rzeszów, as well as the complex of cities: Bydgoszcz-Torun. Jointly, 13 cities were ranked as metropolises and “europolises”. All these cities have significant, but diverse functions in country’s spatial structure.

Moreover, domestic, supra-regional and regional centres of balancing the development were distinguished in the Concept. They are localised in areas, which require activation. Chart 1 presents “model of balancing the development”. In this model poles of polarisation, bands of development and zones of development were separated. Poles of polarisation are capital metropolis and “europolises” – both those being shaped and potential ones. 13 cities realise these functions at the level of metropolis – “europolis”.

Chart 1. Model of balancing the development

Source: Own elaboration based on Concept of the Policy of Spatial Development, November 17, 2000, Warsaw



4. Metropolitan cities in the plans of spatial development of provinces (regions). In Poland, for all 16 provinces, the plans of development have been elaborated. Metropolitan areas were separated in three plans. For these regions, more detailed than in the scale of the entire province plans of spatial management were elaborated. This concerns metropolitan areas of Gdansk – Pomorskie Voivodship, Kraków - Malopolskie Province, and Poznan – Wielkopolskie Province. Such plan was not prepared for the metropolitan area of Warsaw – Mazowieckie Province, despite the fact that Warsaw for sure meets the criteria of metropolitan city.

Delimitation, i.e. determination of borders of reach of metropolitan area, was conducted according to the borders of communes. It was conducted in an obligatory way, without the approval of authorities of a given commune. From among three metropolitan areas, for which the plans have been elaborated, the most interesting is the plan for the metropolitan area of Poznan. The plan for this area constitutes an annex to the plan of spatial development of Wielkopolskie Province. A significant feature of the plan for metropolitan area is transferring the function of servicing the city to the out-of-the-urban area, within the metropolitan area. Moreover, within the framework of the plan, in the metropolitan area particularly precious areas protected against building were separated. This area includes Poznan city and 12 surrounding it communes. Metropolitan area includes 4.6% of the area of province, 23% of the total population and 34% of the total number of economic entities.

5. The Union of Polish Metropolises (Unia Metropolii Polskich). Close to 14 years ago, on the initiative of the presidents of the two capital cities: historical capital of the country – Kraków and current capital – Warsaw an organisation called the Union of Polish Metropolises came into being (UPM) This organisation is one of the six organisations of territorial self-government, represented in the Common Commission of the Government and Territorial Self-government. The council of UPM consists of the presidents of member cities. Currently 12 cities are included in the UPM. These are: Białystok, Bydgoszcz, Gdansk, Katowice, Kraków, Lublin, Łódz, Poznan, Rzeszów, Szczecin, Warsaw, and Wrocław. Location and size of the cities comprising the UPM are presented on Chart 2. Moreover, on this chart the remaining cities – capitals of provinces (regions) as well as proper names and borders of provinces (regions) are presented.

Chart 2. Location and size of the cities – members of the Union of Polish Metropolises
Source: Own elaborated based on Metropolitan Atlas



The statutory goals of UPM as not-for-profit organisation are the following:

- supporting development of territorial self-governance,
- common resolution of the problems of big cities,
- establishing the basis for shaping the civic society,
- co-operation with state organs in matters significant for the cities,
- co-operation with other organisations, domestic and international to increase the role of metropolises in the process of European integration.

According to the UPM one can distinguish 12 metropolises in Poland. However, taking into account the criteria, only bigger of them can be qualified as metropolises. One cannot bring in reservations in ranking Warsaw as metropolis. On the other hand such big cities, with the population from 500 thousand to 1000 thousand, as Gdansk, Łódz, Kraków, Poznan, Wrocław and possibly Katowice, can be recognised only as those pretending to the role of metropolis. The remaining cities are medium cities, which cannot be qualified as metropolitan ones.

Such organisation as the UPM, conducts vital activity. Its representatives participate in works of several state commissions. It organises seminars, discussions and conducts advisory services for politicians. It conducts analyses and issues publications. It provides opinions on the legal acts. It participates in works of Metropolis - the World Association of Big Metropolises. It issues Metropolitan Atlas. It elaborates the principles of financing and management of transport within metropolitan areas.

Despite ambitious activities, the UPM is not an organisation of a great significance. As a foundation, it can play the role of an adviser. The biggest achievement of the UPM is popularisation of the notion of metropolis. It replaces so far used notion of agglomeration. The role of the UPM may increase, when the second unit will be established, gathering communes' and administrative districts' authorities of the metropolitan areas. Currently, only authorities of the cities of main metropolises comprise the UPM.

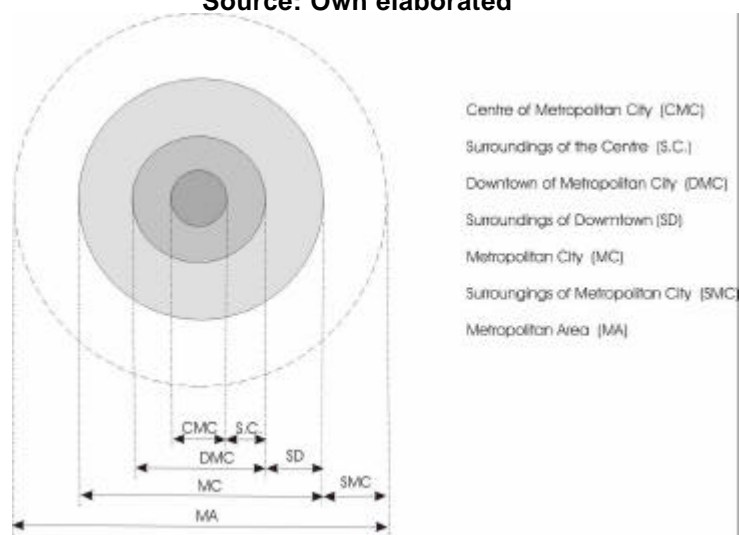
6. Metropolitan cities in scientific research studies. Metropolitan cities in Poland are the subject of scientific research studies. At characterising these research studies, the attention was focused on three types of research studies. They concern the internal structure of metropolitan area, functions of metropolitan cities and quantitative analyses concerning this type of cities.

With regard to the fact that metropolitan areas are the subject of prepared plans of spatial development, it is purposeful do determine the internal structure of this area. The internal structure serves as reference for designing the concept of spatial development. The following components comprise the internal structure of metropolitan area:

- centre of metropolitan city (CMC),
- surroundings of the centre (SC),
- downtown of metropolitan city (DMC),
- surroundings of downtown (SD),
- metropolitan city (MC),
- surroundings of metropolitan city (SMC),
- metropolitan area with external border of the area (MAEBA).

The internal structure of metropolitan area is presented on Chart 3. It is comprised jointly of seven components and external border of the area.

Chart 3. Internal structure of metropolitan area
Source: Own elaborated

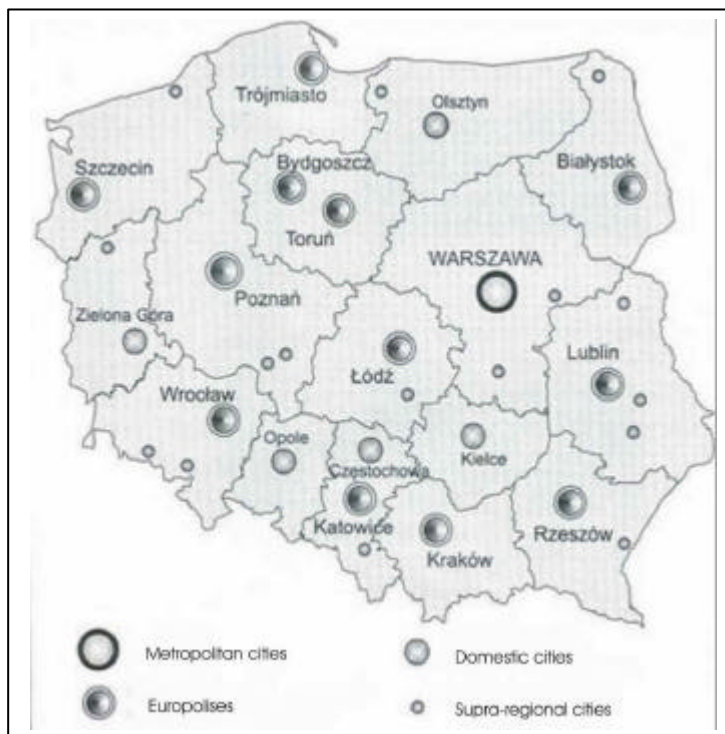


Research studies of the functions of metropolitan cities have been conducted a few times in Poland. In all these studies, in view of lack of clear criteria of distinction, which cities should be ranked as metropolises, and which as "europolises", for the purpose of research studies one assumes the entire set of cities – both these with metropolitan and "europolis" features. A certain kind of agreement has been reached concerning the quantity and functions of the cities with metropolitan and "europolis" features. Chart 4 presents main cities in Poland, and

it separates metropolises (Warsaw) and 12 other cities of European significance – “europolises”. Additionally, this chart also presents other cities, which are of domestic and supra-regional significance. The functional structure of the network of cities consists of capital metropolis, cities of European significance, cities of supra-regional significance, and not placed on this chart cities of regional, local, and domestic meaning.

Chart 4. Major cities in Poland

Source: D. Korecki “Metropolitan administrative districts (powiats) – antidote for chaos?”, Urbanista, December, 2003, Warsaw



Also, the quantitative research studies have been conducted concerning the network of cities in Poland, including metropolitan cities and “europolises”. From these studies it follows that big cities, together with their suburban areas, accumulate the increase of population, places of work and the increase of GDP. From here it seems to be justified to ascertain that regional development in Poland bears metropolitan features. Metropolisation in the context of regional development means polarisation of the territory of the country – a partition for intensively growing metropolitan areas and other stagnant areas of the country. Table 2 presents, for 2001, the share of the biggest seven complexes and cities in total volumes in the country in the population, population in productive age, number of students and revenues for the communes’ budgets. Taken into account cities are metropolises or perform functions of “europolises”. These cities account for 19-20% of the population, more than 50% of students and almost 30% of communes’ budgets.

Table 2. Share of the biggest cities^{*/} in Poland in basic total volumes in the country in 2001
Source: GUS, 2002, Warsaw

No	Volume	Share in %
1.	Population	19.1
2.	Population in productive age	19.9
3.	Students	52.3
4.	Revenues of communes’ budgets	27.9

^{*/} For Warsaw, the complex of cities of Upper Silesia-Katowice, Tricity – Gdansk, Łódź, Wrocław, Kraków, and Poznan.

Final Conclusions

The following conclusions follow from the conducted analysis:

The first conclusion concerns European significance of Polish cities. These cities are of certain significance in Europe. However, compared with the biggest European metropolitan cities, their significance is small. In view of the territorial integration of Europe, the significance of Polish cities will increase as well. It will concern mainly Warsaw, as already existing metropolitan city and a few "europolises", which are being shaped.

The second conclusion concerns the place of metropolises in Polish legal order. The category of metropolis functions only in planning. It does not appear in cities management. The Act on planning and spatial development introduces this category as a planning element in the scale of the country and in the provincial (regional) scale. The act does not provide recommendations, how it should be realised.

The third conclusion concerns inclusion of the problems of metropolitan cities in the concept of the policy of spatial development. In this concept one metropolitan city was separated as well as 12 "europolises" – both those being shaped and potential ones. With regard to the underdevelopment in Poland of metropolitan functions of the biggest cities, one used the substitution category of metropolitan city, which is "europolis".

The fourth conclusion concerns the method of inclusion of the problems of metropolitan areas in the plans of spatial development of provinces (regions). In the last edition of these plans from 2003, only in three plans from among sixteen ones one has separated metropolitan areas. For these areas one has elaborated the plans of their development. The plan of development for Poznan metropolitan area has been discussed in a little bigger detail. From the assessment of this plan it follows that it can be a practical tool of strategic management.

The fifth conclusion concerns functioning of organisation called the Union of Polish Metropolises. This organisation, which has the status of the foundation, brings together 12 biggest cities. It primarily performs advisory functions. Thanks to its activity, popularisation and specific marketing of issues concerning metropolises take place.

The sixth conclusion concerns scientific research studies of the phenomenon of metropolisation in Poland. Thanks to these studies, one has defined internal structure of metropolitan area. One has also determined the functions of metropolises and "europolises". Quantitative analysis of the phenomenon of metropolisation has been performed.

[?] Fiedorowicz, Kazimierz (1993), *The settlement network of the country. Tendencies of changes*, Warsaw, The Central Planning Office