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RANKING OF THE REVITALIZATION PROJECTS VERSUS THE NEEDS OF DEGRADED MUNICIPAL AREAS – CASE STUDY OF THE MUNICIPALITY OF MYSŁOWICE

Summary. The article presents practical use of Maslin Multi-Dimensional Matrix as a tool for development and ex-ante evaluation of urban revitalisation projects for two degraded areas in the central location of Mysłowice. The author presents legal background for revitalisation, principles required by national government and their practical outcome in creation of ranking of the projects basing on dimensions derived from identification of problems in given areas. The text material is illustrated by maps and matrices.

Keywords: urban revitalization, local revitalization programme, good governance, participation, ranking.

RANKING PROJEKTÓW REWITALIZACYJNYCH A POTRZEBY ZDEGRADOWANYCH DZIELNIC MIEJSKICH − STUDIUM PRZYPADKU MIASTA MYSŁOWICE

Streszczenie. W artykule przedstawiono sposób praktycznego wykorzystanie macierzy Maslin Multi-Dimensional Matrix (MMDM) jako narzędzia wspomagającego tworzenie i ocenę *ex ante* projektów rewitalizacyjnych na przykładzie dwóch zdegradowanych terenów w centrum Mysłowic w wojewódzctwie śląskim. Autor przedstawił tło prawne dla rewitalizacji, zasady programowania procesu, wymagane na poziomie wytycznych ministerialnych, oraz ich praktyczny rezultat w postaci utworzonego rankingu projektów, bazującego na wymiarach powiązanych z problemami zidentyfikowanymi we wskazanych obszarach miasta (Stare Miasto, Śródmieście). Uzupełnienie treści artykułu stanowią rysunki i mapy.

Słowa kluczowe: rewitalizacja miasta, lokalny program rewitalizacji, dobre rządzenie, partycypacja, ranking.

1. Introduction

Successful implementation of urban revitalization projects (URPs) requires gaining balance between two seemingly conflicting factors – widely considered development needs of the municipality as an organism, and particular needs manifested by the local community. This, as a result, requires from given representatives certain levels of concern and consciousness of the meaning of participation in managerial processes in the municipality. A wider discussion on participative methods of management is a subject of *good (public) governance*, being a new and very popular trend in local governments across the European Union. As indicated by the European Commission in [1], it is expected, that increasing pressure on public budgets, simultaneous with high expectations of the quality of services delivered by the public administration, requires implementing innovations which will boost efficiency of these organizations. Transparency and legal issues are, in this case, beyond any discussion. The key thing here is the quality of the services which may be defined as a measure of excellence and the level of conformance with given requirements or needs. In this case we mention the needs of the local community. The discussion on municipal issues in the Scientific Papers was not particularly dynamic. Still it is worth mentioning, that M. Macełko and J. Urbisch tried to define a strategy of the creative city [2]. They also indicated that *public governance* is a key factor of functioning of creative or smart cities and proper *empowerment* of local communities is one of its key indicators.

Most, if not all, local governments face the problem of shortage of financial resources and simultaneously rising number of activities, either imposed by the national legislation or forced by the locals. Until September 2015 such an example was urban revitalization. Focus on this type of activity has been increasing since year 2004, when first EU funds for revitalization were available. Most of the cities in Poland founded their activities on common sense and determined the implementation of particular projects by the availability of external resources only. In September 2015 the Act of Revitalization was brought into power and, from the point of view of the local authorities, the situation changed dramatically, or – to be precise – is about to change in next 5 years, as still they have choice whether they want to be in line with the law or conduct the renewal processes according to guidelines published earlier [3, 4]. The discussion of pros and cons of each solution is not a subject of this paper. There is of course no doubt that the implementation of URPs must be done according to locally accepted and consulted Local Revitalization Programme (LRP). The paper presents the approach to selection of projects performed by the municipal officers in Mysłowice, where they successfully used the Maslin Multi-Dimensional Matrix, adapted by the author of the paper.

2. Legal requirements and principles of revitalization

Principles of revitalization refer mostly to URPs which are planned to be co-financed from the EU funds but still they should be applicable to any other URPs as they require from the local government certain behaviour. These principles are verified during the analysis and the ex-ante evaluation of the LRP. In case of Poland, basing on the experience gained across the EU, the European Commission and the Ministry of Regional Development proposed the following:[5]

- **Principle of complexity**

The LRP should comprise the projects in a complex way, in order not to omit any aspect of revitalization (social, economic, spatial or environmental). When developing the long term LRP, any types of activities must be included. It is not acceptable to plan only the selected investments aimed at improvement of the quality of the space. All the URPs must result in structural change in given neighbourhood. It is preferred that the URPs are interlinked.

- **Principle of concentration**

The activities in LRPs should concentrate on degraded areas. The level of degradation must be objectively measured basing on appropriate indicators. The URPs designed for particular areas must respond directly to the problems. However, some activities outside the degraded areas may be implemented, provided that they present significant impact on improvement of the situation within the degraded area and meet the defined objectives. Unless their contribution is doubtless, they may not be considered as URPs.

- **Principle of complementarity**

The prerequisite for all URPs is ensuring their complementarity in various dimensions. Particularly, this means that all the URPs must be complementary in the following dimensions: spatial, institutional, financial, problematic and intertemporal. In other words it means that the URPs must manifest sufficient level of linkages which they are able to produce mutually, as they are expected to have impact not only on a very local level but on the degraded area as a whole, so they are able to lead to synergetic results. It is obvious that solving particular problems in one neighbourhood should not cause emergence of new ones in others. This principle requires also certain level of participation of the representatives of the local community, without any segregation, exclusion or discrimination. The development or later selection of particular URPs should be executed in the most comprehensive way, bearing in mind the roots of the identified problems. Identification and determination of appropriate indicators is also necessary, as they should deliver data and knowledge about the progress of improvement of the situation. Definition of target values for each of them is then substantial. This principle requires establishing such a system of management that facilitates cooperation of various types of stakeholders, cohesion of procedures and proper allocation in the system of management of the municipality.

The Act of Revitalization from 9th October 2015 in article 2 defines the catalogue of stakeholders of the process. Particularly, it emphasizes the meaning of participation, as in article 5 it indicates that *social participation comprises preparation, implementation and evaluation of revitalization by active participation of the stakeholders, particularly by participation in consultations and by engagement in works of the Revitalization Committee.* The key factor here – underlined in the following paragraph of this article is proper recognition of the needs and expectations of the local community and putting maximum effort to ensuring cohesion of planned activities with these needs. Additionally, this paragraph mentions also the following issues: education, development of dialogue, supporting bottom-up initiatives, involvement in evaluation.

Bearing in mind the aforementioned principles, legal requirements and practice, the proposal of use of Maslin Multi-Dimensional Matrix (MMDM) as a tool for involvement of the stakeholders, objective ex-ante evaluation and development of ranking of the URPs is fully justified. This method was proposed by G. Johnson and K. Scholes in [6] and developed by the author in [7, 8, 9, 10].

3. Methodology of the research – MMDM Matrix

Author's research has been concentrated on managerial methods suitable for preparation, implementation and evaluation of the revitalization process. As it was indicated in [10], there were no less or more strict rules, not any proposed methods for development and implementation of the multiannual LRP. It is a truism that local governments operate with limited accessibility to resources, so they need to have tools supporting decision making, in this case – justifying selection and prioritization of particular URPs. Basing on the review done in [7], it was derived that the most suitable tool both for ex-ante evaluation and for ranking, will be Maslin Multi-Dimensional Matrix (MMDM). The mechanics of this method was thoroughly described in [11] and some examples of application (as pilot actions) given in [8, 9]. The main objective of the proposed method, as indicated above, was to facilitate evaluation and ranking of the projects proposed by various stakeholders, provided that they express required level of participation. The need for evaluation, prioritization and selection of projects is also reflected in the literature. According to W. Jarczewski and K. Janas, projects generated by the local authorities and submitted by other entities must be analysed and evaluated in terms of: [12]

- adequacy with the objectives,
- barriers for implementation,
- financial and organizational feasibility,
- impact of the project to achieve the objectives of the whole program / policy,
- innovation.

MMDM is still being developed, but preliminary results are promising, so chances are that it will become a great tool for decision support. On the basis of preliminary research it can be concluded that the number of decision parameters (i.e. number of dimensions of the matrix) varies between 4 and 10 The basic principle upon which is the matrix constructed is called "creative explanation". It is the process of solving complex strategic problems in a systematic way, without limiting the creativity necessary for effective decision-making [6]. The foundations of the MMDM matrix are similar to other business-related tools. The main difference comparing to the tools known form the business practice is its orientation on needs of both the city and local community, and their dimensions are not pre-defined. This method is focused more on description and explanation, rather than suggesting solutions and ways of proceeding. There are no strict rules for the use of the method as it allows for flexible adjustment of decision-making criteria to local conditions.

Although the MMDM matrix is very flexible, particular quarters are assigned guidance for further following actions related to particular projects due to the needs of the local community and overall directions of development of the city:

- (A) continue but monitor,
- (B) lobby and rematch,
- (C) withdraw,
- (D) review and evaluate.

There are two quarters that present equilibrium – (A) and (C), and the other two means disequilibrium between given dimensions and factors of evaluation. Practical use of the method is provided in the following paragraph. The key thing here is calculation of the ranking position. As each of the URPs has two quantitative parameters, they can be considered as coordinates of a point. One of the parameters (as indicated earlier) is a weighted average of the evaluation of the needs of local community, the other one is the impact of given URP on the overall development of the city. The position in the ranking is determined by calculating the geometric distance between the point reflecting the coordinates of given URP and the zero intersect. Furthermore, by analysing the location of point of URPs, it can be determined whether or not they are located along the line of equilibrium. If not, the projects may be adjusted to meet either the criteria of overall city development or particular local needs.

4. Object of the research – Municipality of Mysłowice

Mysłowice is a city located in the central-eastern part of polycentric Silesian Conurbation. It comprises 14 districts. Total area of the city equals 65,62 sq. km, it has ca. 75 000

inhabitants which results in population density of 1146 persons per sq. km. Spatial development of the city is different, depending on the location of particular districts.

Northern part of the city is strongly urbanized and industrialized. Dominating types of buildings are multi-family houses, blocks of flats with smaller neighbourhoods. It comprises less than 30% of the city area, however this part of the city is inhabited by 2/3 of its overall population. Building density is high. There are two main natural barriers of development of this part of the city, namely: Czarna Przemsza river at the north-eastern border and the railway line at the south-western border. These barriers limit the possibilities of functional and spatial integration of this part of the city. The dominating neighbourhoods in this district are Stare Miasto (Old Town) and Śródmieście (Downtown). These neighbourhoods concentrate negative phenomena, significant from the point of view of revitalization.

Southern part of the city is characterized by dispersed development with lack of spatial and functional structure. It covers ca. 73% of the area of the city. Types of land use are different, beginning from rural areas, through residential, until industrial and warehousing. Despite its area, this part if the city is inhabited by a third of its overall population.

The city is has very good transportation accessibility due to location of two key elements of the road infrastructure – A4 motorway and S1 express road.
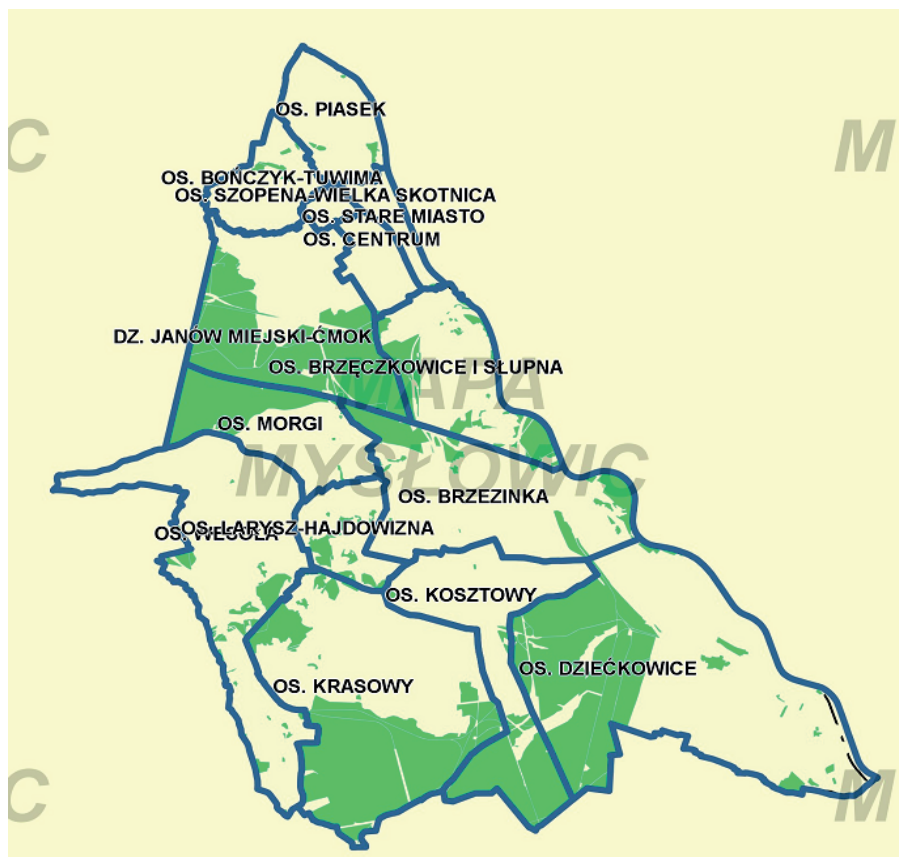
The layout of the city is provided on the map.

Fig. 1. General map of Mysłowice
Rys. 1. Ogólny plan Mysłowic
Source: http://www.sit.myslowice.pl/ (Municipal Land Information System).

5. Identification of problems and delimitation of the degraded areas

From the information provided by the municipal officers from Mysłowice it may be discovered that the process of delimitation of the degraded areas took almost a year. Kickstart meeting was held in year 2013. The planning team identified initially 14 degraded neighbourhoods in 9 districts of the city. This stage was done during the workshops with the representatives of local non-government organizations (NGO). It was rather a rough approximation performed without in-depth analysis of measurable factors of deterioration in given neighbourhoods. Still, this approximation basing mainly on intuition of the NGOs rather than hard data, shed a light on the situation in the city and provided initial material for further elaboration and determination of borders of degraded areas. In the second stage, basing on the initial indications, more in-depth analyses and quantitative research was done. The diagnosis was based on the following indicators:

- percentage of population in the retirement age,
- level of business activity (number of businesses per 1000 inhabitants),
- rate of long-term unemployment,
- number of committed crimes and delicts per 1000 inhabitants (without traffic incidents and economic offences),
- percentage of population with low/no qualifications.

As it may be discovered, all the listed indicators refer to social factors only. They rather oversee the other aspects of revitalization mentioned earlier. Due to this fact, there were organized further consultation on other dimensions of revitalization.

Basing on the information provided by the Municipal Office, Provincial Labour Office and Centre for Social and Family Assistance, it was determined that there are several neighbourhoods in the centre of the city, where the indicators exceeded negatively the average values for Mysłowice as a whole [13]. Details are provided in the table below.

Table 1

Social parameters of degradation in the centre of Mysłowice

Neighbourhood	Indicators				
	Seniors	Unemployment	Businesses	Education	Crimes and delicts
Downtown	21,1	4,2	4,2	24,1	7,2
Old Town	15,9	6,3	8,4	23,6	17,2

Source: Social Revitalization Programme for Mysłowice.

By further approximations, mainly by observation and in-depth analysis the outbreaks of degradation were determined. Their spatial distribution is provided on the map.

The areas indicated with letters B, C, D, E and F are located in the Old Town neighbourhood, the areas signed with G, H, I and J are located in the Downtown neighbourhood. The areas without any letter are industrial or post-industrial locations. They naturally cause emergence of certain problems, but they need to be handled separately to the revitalization of residential areas.

Total area of the land indicated for revitalization equals 368 ha, most of which covers the aforementioned post-industrial land. According to the municipal officers it can be treated partly as a brownfield, but there are spots that should be marked as a blackfield.
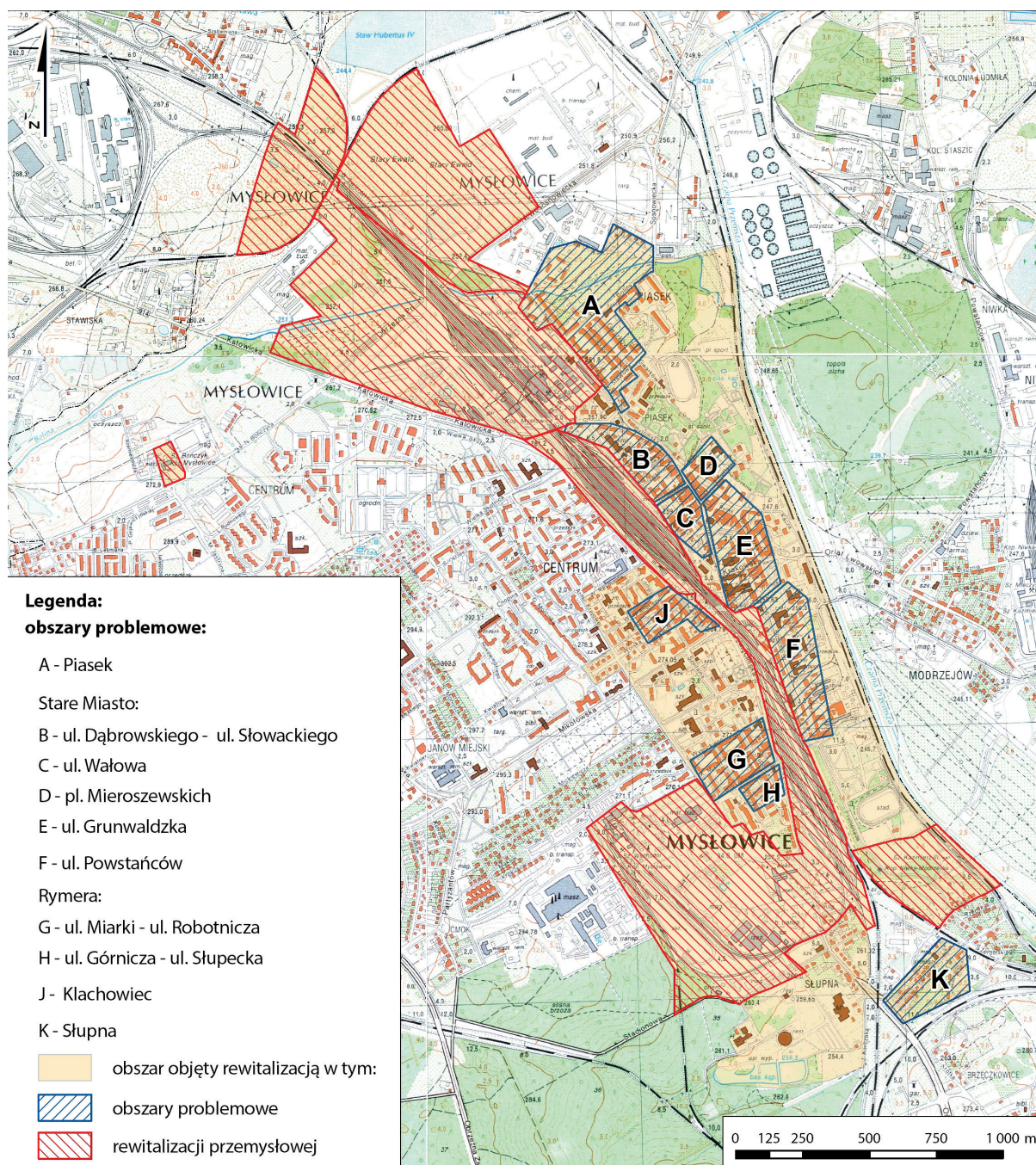

Legenda:
obszary problemowe:

A - Piasek

Stare Miasto:

B - ul. Dąbrowskiego - ul. Słowackiego

C - ul. Wałowa

D - pl. Mieroszewskich

E - ul. Grunwaldzka

F - ul. Powstańców

Rymera:

G - ul. Miarki - ul. Robotnicza

H - ul. Górnicza - ul. Słupecka

J - Klachowiec

K - Słupna

obszar objęty rewitalizacją w tym:

obszary problemowe

rewitalizacji przemysłowej

Fig. 2. Spatial distribution of degraded areas in Mysłowice
Rys. 2. Lokalizacja obszarów zdegradowanych w Mysłowicach
Source: Municipal Office in Mysłowice.

Basing on the analyses and research, for further ex-ante evaluation of the URPs, the following criteria were identified:

- impact of the project on strengthening of social potential of degraded areas,
- impact of the project on local economy and supply of jobs,
- level of involvement of local community by activity of NGOs,
- impact of the project on the quality of public spaces,
- accessibility of financial sources for implementation of given URP.

These criteria, after attribution of proper weights determined basing on the scale of objectively identified problems (see table 1) by the municipal officers, were used for individual evaluation of each URP. The other dimension of the matrix, namely – the level of satisfying the needs of the local community, was determined during consultations, where the citizens, while working in groups, had the opportunity to express their opinion and determine the urgency or necessity of particular URP.

6. Application of MMDM Matrix – discussion of the results and ranking

These criteria, after attribution of proper weights determined basing on the scale of objectively identified problems (see table 1) by the municipal officers, were used for individual evaluation of each URP. The other dimension of the matrix, namely – the level of satisfying the needs of the local community, was determined during consultations, where the citizens, while working in groups, had the opportunity to express their opinion and determine the urgency or necessity of particular URP. The results of the calculations and the projection of the projects in the matrices are provided below. The titles of the projects were not placed in the text due to their volume. All the URPs are signed by their symbols, where "s" states for Old Town neighbourhood and "c" states for Downtown neighbourhood.

Basin on the location of particular URPs officers responsible for revitalisation arranged the projects into metaprojects or clusters of activities. There were determined 3 clusters for Downtow and 4 clusters for the Old Town of Mysłowice. The common denominator for creation of such groups was thematic cohesion, the second factor taken into account was financial cohesion and added value. By this measure the municipality stimulated the process of cooperation and participation of various stakeholders, as the given URPs were proposed or initiaded by various organisations, both public and private ones.

In the first matrix there is presented the collection of URPs for Downtown. As indicated earlier, there are all types of projects determined for this part of the city, however the majority may be implemented without any major modifications (located in the upper, right-hand quarter). On the other hand, there are several projects which can be withdrawn as they do not generate added value and are not considered as urgent from the point of view of the local

community (located in the lowe, left-hand quarter). The remaining projects located in two quarters located along the diagonal of disequilibrium need some fine tuning either to find their added value or understanding and support from the local community.
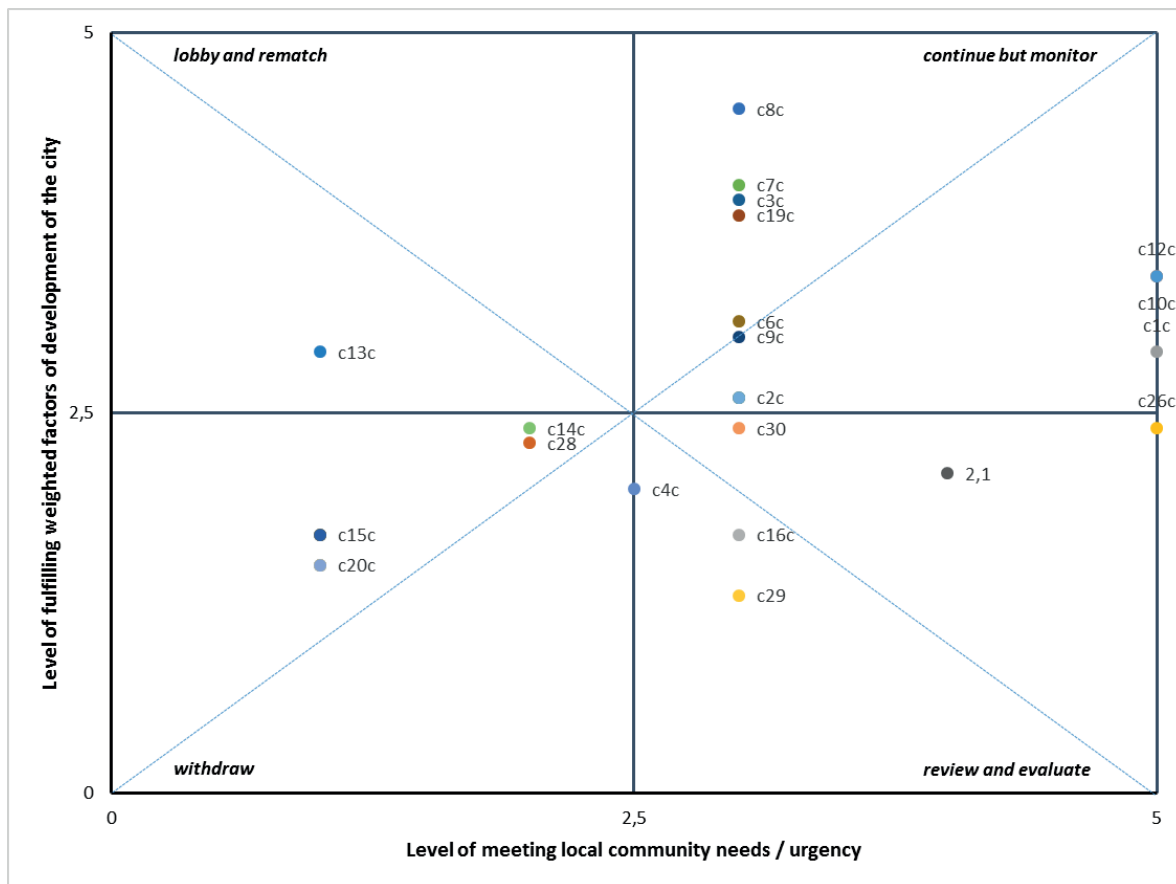

Fig. 3. Maslin Multi Dimensional Matrix for Downtown Mysłowice
Rys. 3. Macierz MMDM dla centrum Mysłowic
Source: Own elaboration.

Ranking of the projects is provided in the table. By attributing the symbol of the project with given quarter, it can be determined how the initatior should handle with its activity, whether it needs any tuning or can be implemented straight ahead.

Table 2

Ranking of revitalisation projects for Downtown Mysłowice

Position	Symbol	Value	Position	Symbol	Value
1	c10c	6,0	15	c30	3,8
2	c12c	6,0	16	c16c	3,4
3	c1c	5,8	17	c29	3,3
4	c26c	5,5	18	c4c	3,2
5	c8c	5,4	19	c14c	3,1
6	c7c	5,0	20	c13c	3,1
7	c3c	4,9	21	c28	3,0
8	c19c	4,8	22	c18c	2,0
9	c27c	4,5	23	c17c	2,0
10	c6c	4,3	24	c15c	2,0
11	c9c	4,2	25	c25c	1,8

12	c5c	4,0	26	c24c	1,8
13	c2c	4,0	27	c23c	1,8
14	c30	3,8	28	c22c	1,8
			29	c21c	1,8

Source: Own elaboration.

The example for Old Town is more complex, but brings results of comparable value for decision making process.
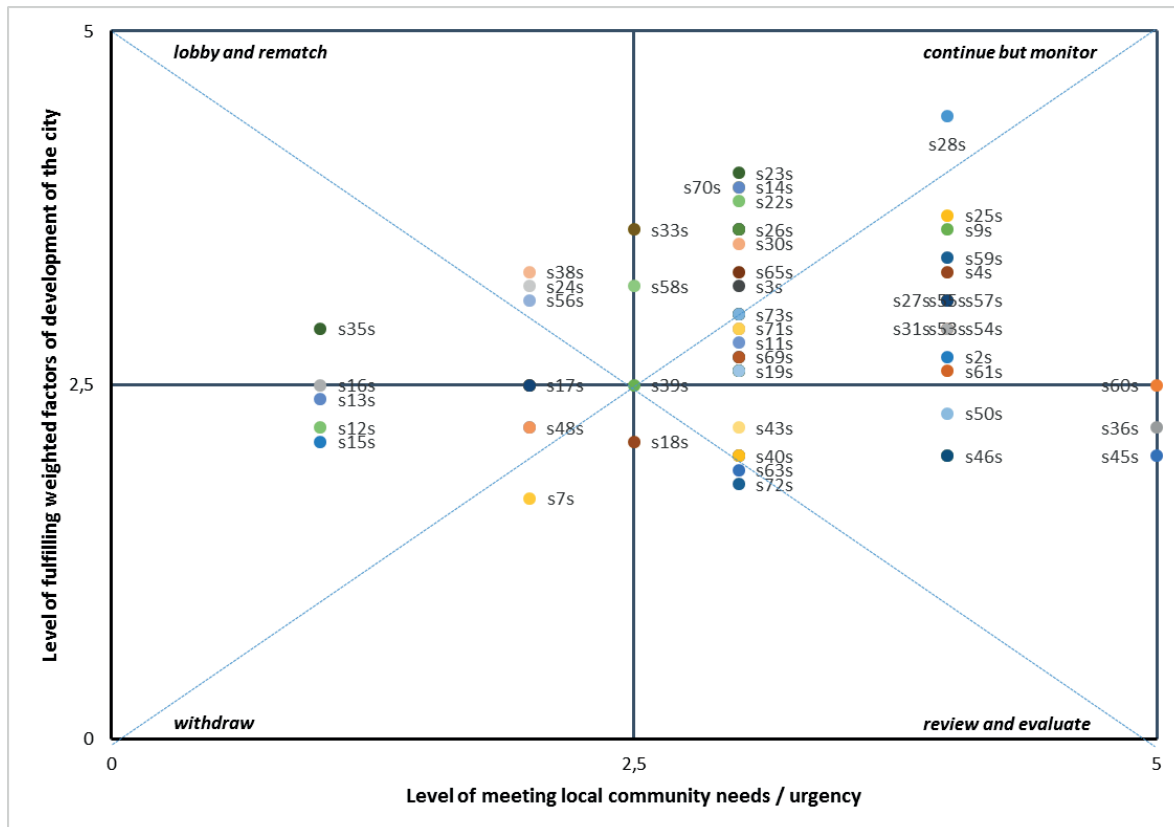

Fig. 4. Maslin Multi Dimensional Matrix for Old Town Mysłowice
Rys. 4. Macierz MMDM dla starego miasta w Mysłowicach
Source: Own elaboration.

Ranking of the projects is provided in the table below. For this neighbourhood it is worth noticing, that some of the results are ambiguous, i.e. projects which are located precisely on main axes of the matrix. In this case these are projects: s33s, s58s, s18s, s17s, s16s and s60s. They need to be amended in order to move to any of the quarters, regardless of the final result of evaluation. But the real problem here is project s39s which is located at the crosspoint of main axes of the matrix. It does not hinder the goodness of the method but in some cases the results of evaluation do not bring proper information to facilitate the decision making process. By introducing changes to project s39s, it can be shifted to any of the quarters and, basing on this, further decision can me easily made. The ranking of the projects with calculation of their positions is provided in the table below. It must be underlined that this tool works well when

both the graphical representation and the calculations are taken together into consideration by the decision maker. Separately the results are too ambiguous to give clear indications on how to behave and which of the options will leave the municipality better off.

<div align="right">Table 3</div>

<div align="center">Ranking of revitalisation projects for Old Town Mysłowice</div>

Position	Symbol	Value	Position	Symbol	Value
1	s28s	5,9	38	s5s	4,2
2	s60s	5,6	39	s10	4,2
3	s36s	5,5	40	s71s	4,2
4	s25s	5,4	41	s11s	4,1
5	s45s	5,4	42	s58s	4,1
6	s9s	5,4	43	s37s	4,0
7	s59s	5,2	44	s69s	4,0
8	s4s	5,2	45	s64s	4,0
9	s57s	5,1	46	s8s	4,0
10	s55s	5,1	47	s68	4,0
11	s27s	5,1	48	s67	4,0
12	s23s	5,0	49	s19s	4,0
13	s54s	4,9	50	s38s	3,9
14	s53s	4,9	51	s24s	3,8
15	s31s	4,9	52	s43s	3,7
16	s14s	4,9	53	s56s	3,7
17	s70s	4,9	54	s51s	3,6
18	s22s	4,8	55	s49s	3,6
19	s2s	4,8	56	s44s	3,6
20	s61s	4,8	57	s42s	3,6
21	s32s	4,7	58	s40s	3,6
22	s29s	4,7	59	s63s	3,6
23	s26s	4,7	60	s39s	3,5
24	s20s	4,7	61	s72s	3,5
25	s50s	4,6	62	s18s	3,3
26	s30s	4,6	63	s6s	3,2
27	s52s	4,5	64	s34s	3,2
28	s47s	4,5	65	s17s	3,2
29	s46s	4,5	66	s35s	3,1
30	s41s	4,5	67	s66	3,0
31	s1s	4,5	68	s48s	3,0
32	s65s	4,5	69	s16s	2,7
33	s3s	4,4	70	s7s	2,6
34	s33s	4,4	71	s13s	2,6
35	s62s	4,2	72	s12s	2,4
36	s21s	4,2	73	s15s	2,3
37	s73s	4,2			

Source: Own elaboration.

7. Conclusions

The results achieved both graphically and analytically indicate the gravity of particular URPs. The image of the matrix provides additional information on how particular projects can be merged into larger ones or formed into metaactivities or clusters. As for any multi-criteria

decision making method, application of Maslin Multi-Dimensional Matrix facilitates coming to final decision and objectifies the process as a whole as in its foundations there are criteria derived from real needs, real problems and real priorities of the municipality. By combining objectively verifiable problems presents by the statistical data which are used for developing the decision making criteria, the evaluation is contentrated on factual problems and challenges of particular areas. Weights for these criteria may be determined either upon given values of statistical parameters or in an expert way by analysts and officers. These factors refer to wider needs and priorities for development of the city as one organism. In order to lower potential conflict, the other dimension of the matrix refers to the perception of given URPs by the stakeholders who take part in the consultations and declare will to participate in the revitalisation process. Use of this tool facilitates and stimulates participative management of the city as it not only requires being conscious of certain stakeholders, but forces their activity as a key condition. Author's further research will concentrate on fine-tuning of this tool with the use of more sophisticated calcualtions for determining the best combination of criteria and appropriate results. It is crucial for further definition of indicators used for monitoring and ex-ante evaluation of particular projects, revitalisation as a whole and its contribution to development of the city. The author would like to acknowledge the officers working in the City Development Department in the Municipal Office in Mysłowice for facilitating the research and constructive contribution.

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Omówienie

W artykule przedstawiono sposób praktycznego wykorzystanie macierzy Maslin Multi-Dimensional Matrix (MMDM) jako narzędzia wspomagającego tworzenie i ocenę *ex ante* projektów rewitalizacyjnych na przykładzie dwóch zdegradowanych terenów w centrum Mysłowic w województwie śląskim. Autor przedstawił tło prawne dla rewitalizacji, zasady programowania procesu wymagane na poziomie wytycznych ministerialnych oraz ich praktyczny rezultat w postaci utworzonego rankingu projektów, bazującego na wymiarach powiązanych ze problemami zidentyfikowanymi we wskazanych obszarach miasta (Stare Miasto, Śródmieście). Uzupełnienie treści artykułu stanowią rysunki i mapy.