



# DEVELOPMENT STRATEGY

for the City of Poznan

to 2030

**POZnan\***

\*Eastern energy, Western style

**DEVELOPMENT  
STRATEGY**  
for the City of Poznan  
to 2030



Poznan 2010

**The Development Strategy for the City of Poznan to 2030, a motion by the Mayor of the City of Poznan, Ryszard Grobelny, was adopted as Resolution No. LXXII/990/V/2010 by Poznan City Council during its 5th term on the 11th of May 2010.**

**The document was prepared as a collaborative work by the councillors of the City of Poznan, employees of the City Hall and representatives of various circles operating in the City and the Poznan agglomeration. The final shape of the document was largely influenced by numerous comments submitted by Poznan's inhabitants during public consultations. A full list of persons invited to work upon the formulation of the Strategy and developing strategic programmes is provided in Attachments 1, 2, 3 and 4.**

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Dear Sir / Madam,

We would like to introduce you to the Development Strategy for the City of Poznan up until the year 2030. The timeframe for this document spans over two decades, which corresponds to the period of time which has elapsed since Poland's post-communist transformation of government. Within this transformation the reforms carried out within local government number among the most significant and from a time perspective, is considered as one of the most successful. In comparison to the city of the past, today's Poznan is an excellent example of seizing the opportunities created by the system transformation in Poland.

Poznan's development in this period was defined by the Programme for the Strategic Development of the City of Poznan of 1994 and the Development Plan for the City of Poznan for the years 2005–2010. The provisions of these documents governing the city's development continue, to a large extent, to be valid, which allows for the formulation of the general thesis about the evolutionary development of Poznan. However, due to the material and social potential of our city in the context of contemporary and anticipated conditions for development, and tendencies on a national and global scale, it is necessary to substantially modify and re-distribute the emphasis within the development strategy for Poznan. Giving priority to the observed processes of city development stems from the necessity to accelerate the achievement of goals that would help meet the challenges of competitive development of cities in the open European space in the next few or a dozen or so years. Generally speaking, these goals are encompassed by four development directions: creation of an innovative modern economy, increasing Poznan's importance as a centre of knowledge, culture, tourism and sports, improvement of the quality of life of the city's inhabitants, and development of Poznan's metropolitan functions.

The achievement of these goals is possible thanks to Poznan's strong assets. Those worthy of note include:

- Poznan's academic character – as the main factor for the city's development in economic and social spheres, and a factor stimulating Poznan's position on a national and European scale;
- An economy based on inhabitants' entrepreneurship: stability, diversity, creativity, openness to foreign investors;
- 'Poznan's openness to the world' – resulting from the tradition as a city of international fairs which, today, is successfully expanding as an organiser of high-ranking international congresses and conferences;



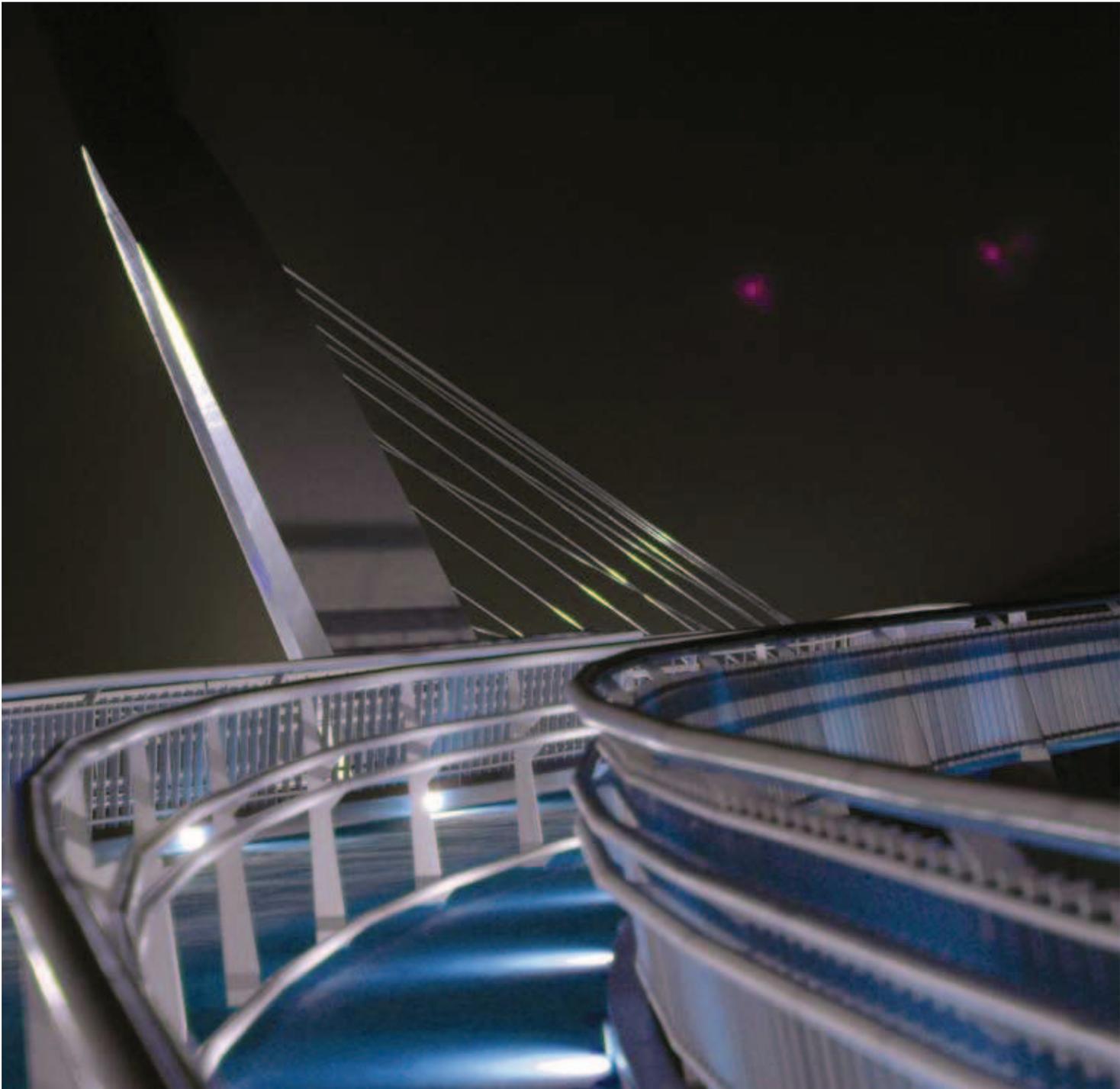
- History of the city where the Polish nation state and Christianity were born, a city which witnessed its golden age in Renaissance Europe and the centre of positivist struggle with the occupant. Such values build up regional and national identity which is of extreme importance in the integrating European space and culture;
- Revitalised and expanded in a modern style, the historical district and the 'new city' upon the River Warta and Lake Malta will constitute a particularly attractive part of the city in the context of Poznanian's quality of life;
- Poznan's metropolitan character – developed in two different directions: on a domestic front, which involves the functional integration of local communities within the Poznan agglomeration merging with the larger district of Poznan, and on a European front, which consists of creating a competitive position in comparison to cities with a potential and rank similar to that of Poznan;
- Social capital which is the basic factor determining the achievement of goals provided for in the Development Strategy for the City of Poznan to 2030. Local government is not the only agent involved in the city's development. The success of the strategy depends upon the involvement of many institutions, organisations, economic entities and social associations in its execution. Poznan's diligent workforce proved their ability to cooperate in the interests of the common good over a hundred years ago and two decades ago when the framework for territorial and local government were constructed to be later popularised throughout the country.

The goals specified by the Development Strategy of the City of Poznan to 2030 constitute a challenge for today. We are taking part in a race, a race to determine Poznan's position in the development of Polish and European cities twenty years from now. The extent to which we will make this vision of Poznan in 2030 real, is up to us.

Ryszard Grobelny



Mayor of the City of Poznan





City management in the conditions of dynamic changes in its surroundings should be based on a thought-through development strategy. As one of the first Polish cities, in 1994 Poznan adopted a strategic document entitled the Programme for the Strategic Development of the City of Poznan. This study formulated the mission, determined strategic goals and suggested a series of actions. As far as the 'mission' section is concerned, the provisions of the Programme for Strategic Development had not lost their pertinence over the years, but – after ten years – at the level of specific measures the Development Plan for the City of Poznan for the years 2005–2010 had to be prepared to present a set of structured strategic programmes.

The current changes related to demographic tendencies, challenges emphasised in the development strategies of European metropolises with regard to innovativeness and the recent financial and economic crisis fully justify the initiative of preparing a new comprehensive strategic document which will indicate the directions for the development of the City of Poznan over the course of the next twenty years. Such a document should present a new approach towards the mission, and strategic goals and programmes aimed at their completion will help to make the created vision of Poznan in 2030 come true.

The presented document of the Development Strategy for the City of Poznan to 2030 crowns a period of long and strenuous work that has continued in Poznan City Hall since March 2009 in collaboration with a body of scientists representing Poznan universities, specialists in the main fields of local government units' operation and councillors of the City of Poznan. Poznan's inhabitants were consulted over key elements of this document at various stages during its preparation.

The Development Strategy for the City of Poznan to 2030 contains all elements inherent in such documents. The methodological assumptions adopted, comply with contemporary output in theory and practice of strategic management, and thus meet the professional requirements in the area of development strategy creation.

While designing the strategy, efforts were made to remember that the City of Poznan will fully succeed not by having a good strategy, but only by being able to effectively implement it. Taking the foregoing into consideration, the catalogue of decisions and measures integrated within programmes was formulated so as to ensure flexibility of the strategy's execution.

*Dr hab. Cezary Kochalski,  
Associate Professor at the Poznan University of Economics*

## II. 'STRATEGIC HOUSE'

The document of the city development strategy performs several functions, including a political function as it determines the policy of local authorities in the context of the city's long-term development goals, as well as an information and marketing function as it informs the local community, economic entities, local and external institutions about the development priorities adopted by the city authorities, which helps to make their own decisions. It also performs an important causative function involving the launch of intensive and broad discussions among the representatives of the city's many different circles about its present condition, the vision for its strategic development and methods to be used in order to achieve set goals.

The document, the Development Strategy for the City of Poznan to 2030, was prepared with consideration being paid to all standards of methodological and subject-matter proper for the elaboration of development strategies for local government entities.

The starting point was the attempt at the evaluation of Poznan's present development stage, its condition, strengths and weaknesses of its social and economic potential, external opportunities and threats that may determine the city's development, and development tendencies that, broadly understood, may hinder or stimulate Poznan's development.

The second stage concerned reflections aimed at answering questions about Poznan's perception in the perspective of two decades as a city that should meet certain challenges in order to achieve its desired condition. Such perception is described in greater detail in the form of loose associations as the vision of Poznan in 2030. In short, it is contained in one sentence: **'Poznan as a metropolitan city with a strong economy and high quality of life that bases its development on knowledge.'** The vision of Poznan is supplemented by a mission including the description of principles and values, and the action to be adopted in the process of realising that vision.

The transition from reflections on the nature of the perception of Poznan in 2030 to the third stage, that is, the sequence determining the manner of achieving the target of the city's condition, involved the formulation of strategic goals, objectives and strategic programmes. The programmes, whose description contains the goals, as well as planned measures, projects, potential sources of financing, dates for their implementation, anticipated effects and methods of measuring them and other operational information, practically constitute the tentative suggestion for the scope and implementation conditions of the Development Strategy for the City of Poznan to 2030.

The method of creating the Development Strategy for the City of Poznan to 2030 with the contents of its main elements is presented in the so-called 'Strategic House.'

VISION

MISSION

STRATEGIC GOALS

OBJECTIVES

PROGRAMMES

POZNAN AS A METROPOLITAN CITY WITH A STRONG ECONOMY AND HIGH QUALITY OF LIFE THAT BASES ITS DEVELOPMENT ON KNOWLEDGE

POZNAN AS THE CAPITAL OF THE PROVINCE OF WIELKOPOLSKA WITH A RICH TRADITION

supports activity and entrepreneurship, and attracts investments

improves the city's functionality

is distinguished by attractive space and architecture with busy historical centre

creates conditions for the development of social capital

functions as a European centre of the Region

cares for safe living conditions

takes care of sustainable development

ensures various forms of spending free time in the areas of culture, sports and recreation

Development of an innovative economy and improving the city's investment appeal

Increase in the City's importance as a centre of knowledge, culture, tourism and sports

Improving the quality of life and the appeal of the city and its architecture

Creation of the Poznan Metropolis

improvement of the spatial, infrastructural, legal and administrative conditions for enterprises, with particular consideration given to high tech industries, creative industries and SME sector

strengthening of Poznan's position as a European scientific and academic centre through the internationalisation of research and training

environmentally-friendly and rational management of natural resources and waste

exposure and improvement in the attractiveness of valuable elements of Poznan's space

increase in Poznan's international importance within the network of European metropolises

increase in the enterprises' competitiveness and innovativeness, particularly via the development of cooperation with Poznan universities and science-and-research institutions

creation of conditions for the development of human capital

increase in Poznan's attractiveness as a place to live in

humanisation of housing estates

increase cohesion of the metropolis via the spatial and functional integration of the City of Poznan with the communes of the agglomeration

enriching sports and recreational facilities for the inhabitants and visitors

functional and spatial transformation, and reevaluation and regeneration of degraded areas

improvement of the inhabitants' health awareness and accessibility of health services

development of social capital, creation of social cohesion and countering against social exclusion

COMPETITIVE ECONOMY

CITY OF KNOWLEDGE, CULTURE, TOURISM AND SPORTS

QUALITY OF LIFE

METROPOLIS

STRATEGIC PROGRAMMES

Source: Own study, C. Kochalski and City Development Strategy Section, City Development Department of the Poznan City Hall

### III.

## METHODOLOGICAL ASSUMPTIONS

The Development Strategy for the City of Poznan is a structured set of measures aimed at the sustainable<sup>1</sup> and long-lasting development of the city that has been prepared in order to achieve strategic goals.

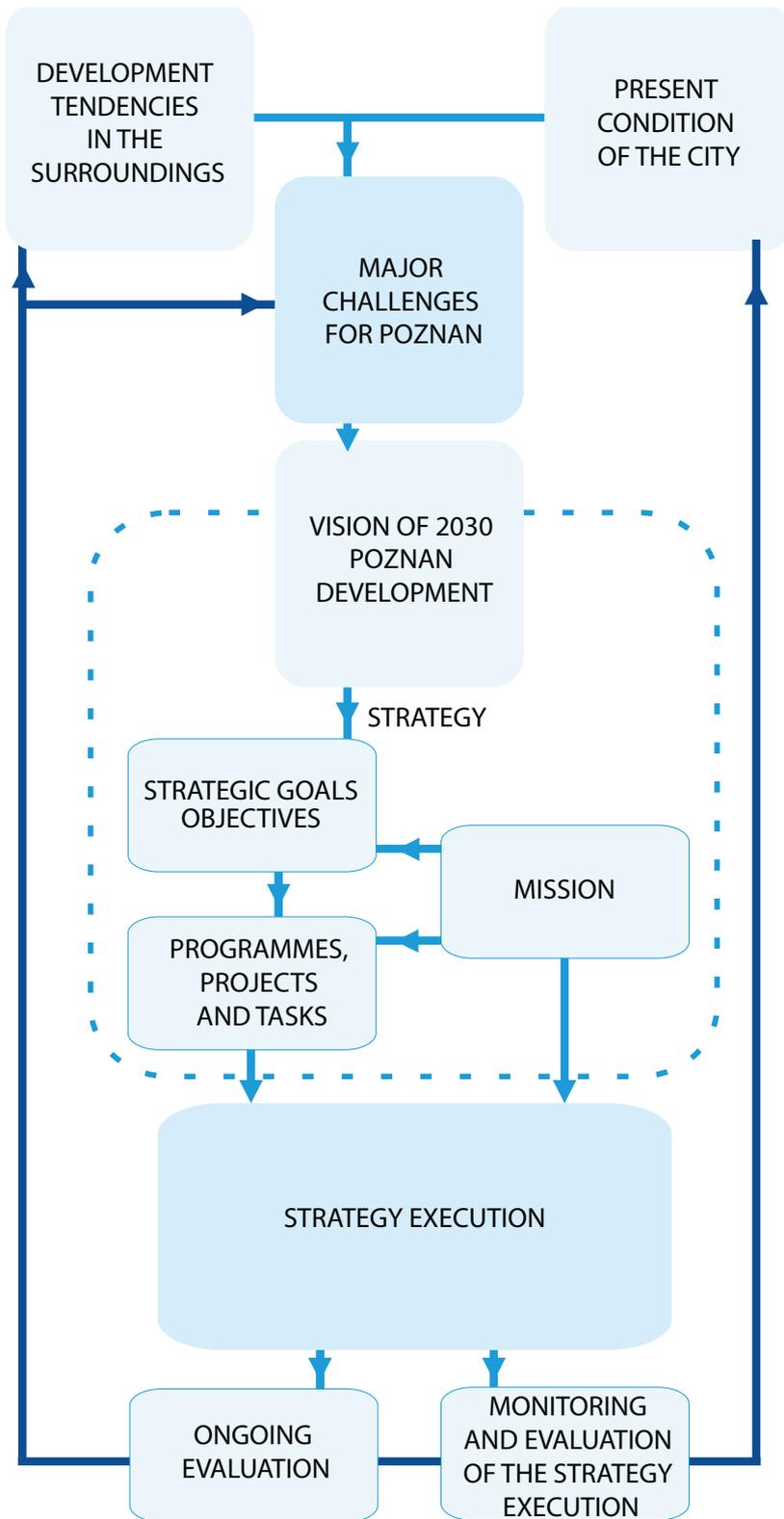
The Development Strategy for the City of Poznan is based on the following principles:

- a) *broad scope of competences* – the strategy considers the City of Poznan in broader terms than the scope of local government competence<sup>2</sup>. It takes into account the needs of inhabitants and visitors, as well as organisations operating within and outside the city's boundaries that influence its functioning;
- b) *long term perspective* – the Development Strategy for the City of Poznan adopts 2030 as the time perspective for its vision and mission. The programmes aimed at the execution of strategic goals may have a shorter time perspective, depending on their nature and scope of subject-matter;
- c) *diagnostic and prognostic approach to the formulation of the Development Strategy for the City of Poznan* – the strategy results from the combination of the diagnosis of the present condition of all areas of city functioning and the prognostic elements resulting from the city vision and extrapolation of tendencies in the surroundings (see the diagram below);
- d) *evolution and continuity* – an evolutionary approach is adopted to enable the utilisation of previous experiences for the purposes of more efficient and effective city development;
- e) *compromise and selection* – the strategy is the art of compromise and selection of areas that particularly affect the realisation of the vision; it does not include all measures related to the city's functioning, but only those selected ones that constitute the media for the city development;
- f) *flexibility* – the suggested programmes may be executed depending on budget possibilities, priorities in the field of the city's development, and legal conditions;
- g) *horizontal dimension of the strategy* – all elements of the strategy refer to commonly acknowledged challenges resulting from tendencies present in the surroundings such as ongoing globalisation, demographic changes, increased importance of ecology, needs of the disabled, etc.;
- h) *Ongoing evaluation* – the assumptions included in the strategy need to be systematically controlled; the verification of the strategy is envisaged within a minimum four-year cycle, but in justified cases this period may be shorter and cover the selected parts of the strategy;
- i) *public consultations* – in the course of work upon the strategy the opinions and suggestions of Poznan's inhabitants were taken into consideration (public opinion surveys, meetings, the possibility to submit comments via electronic mail).

<sup>1</sup> Sustainable development means the satisfaction of needs of the present generation without reducing the opportunities for future generations. The main elements of sustainable development are society, economy, environment and space.

<sup>2</sup> Pursuant to the law of the 8<sup>th</sup> of March 1990 on communal and local government.

The process of strategy formulation and execution followed the diagram below:



Source: Own study, City Development Strategy Section, City Development Department of the Poznan City Hall

The main elements of the Development Strategy for the City of Poznan are vision and mission, strategic goals, objectives and programmes.

**Vision** – presents the desired image of the city in all vital dimensions of its development. The vision refers to major challenges facing the city.

**Mission** – describes the principles and values adopted by entities realising the vision of the city's development, and the primary method of its realisation.

**Strategic goals** – determine the long-term direction of the city's development for the realisation of its vision.

**Objectives** – elaborate upon the strategic goals, and their execution conditions the achievement of strategic goals.

**Programmes** – include projects and tasks for one or several areas of the city's functioning and serve the purpose of execution of objectives.

The Development Strategy for the City of Poznan to 2030 is the third consecutive strategic study for the City of Poznan. It draws upon considerably the provisions of the Programme for the Strategic Development of the City<sup>3</sup> and the Development Plan for the City of Poznan for the years 2005–2010<sup>4</sup> that have been updated with new conditions and development tendencies in the surroundings.

The Development Strategy for the City of Poznan was prepared as a combination of expert method with broadly understood public consultations, including various discussions using diversified techniques such as strategic workshops, brainstorming, Internet forums, meetings with representatives of various social groups and circles and sociological surveys. Whilst formulating the Development Strategy for the City of Poznan to 2030, the knowledge resources of the Poznan City Hall were widely used. The applied research methods and techniques included the comparative methodology of SWOT analyses (*Strengths Weaknesses Opportunities Threats*)<sup>5</sup>, indicator analyses and extrapolation of tendencies. The Development Strategy for the City of Poznan was collaboratively designed by employees of the Poznan City Hall, scientists, experts, authorities on public life and representatives of inhabitants and institutions. Altogether, work on the strategy involved about 300 people<sup>6</sup>.

As part of the work on the Development Strategy for the City of Poznan the Strategy Council and the Strategy Working Committee were established. The Strategy Council is an opinion-giving body comprised of the representatives of the world of science, specialists, representatives of various social groups and institutions. The Working Committee conducts subject-matter works within four Working Teams: Economy and Science, Spatial Management, Communal Management and Social Services.

Work on the Development Strategy for the City of Poznan to 2030 was conducted in collaboration with the team preparing the development strategy for the Poznan agglomeration<sup>7</sup>, particularly drawing upon those

<sup>3</sup> Resolution No. CVI/618/94 of the Poznan City Council of the 17<sup>th</sup> of May 1994, <http://bip.city.poznan.pl>; Resolution No. XX/148/II/95 of the Poznan City Council of the 20<sup>th</sup> of June 1995, <http://bip.city.poznan.pl>.

<sup>4</sup> Resolution No. LVI/592/IV/2004 of the Poznan City Council of the 23<sup>rd</sup> of November 2004, <http://bip.city.poznan.pl>.

<sup>5</sup> The SWOT analysis was used as a method ordering the social and economic city development factors by way of assigning weights (from 1 – unimportant, to 5 – very important) with the use of the expert method. The descriptive part takes into consideration factors with weights ranging from 3 to 5. The SWOT analysis is comprised of four parts: strengths, weaknesses, opportunities and threats. One should note that strengths and weaknesses refer to the city itself while opportunities and threats refer to its surroundings. For this reason the SWOT analysis is used here as a diagnostic and prognostic tool. The SWOT analysis was conducted for three thematic blocks: labour (L), Recreation (R) and Residence (Re) that correspond to the city's main tasks.

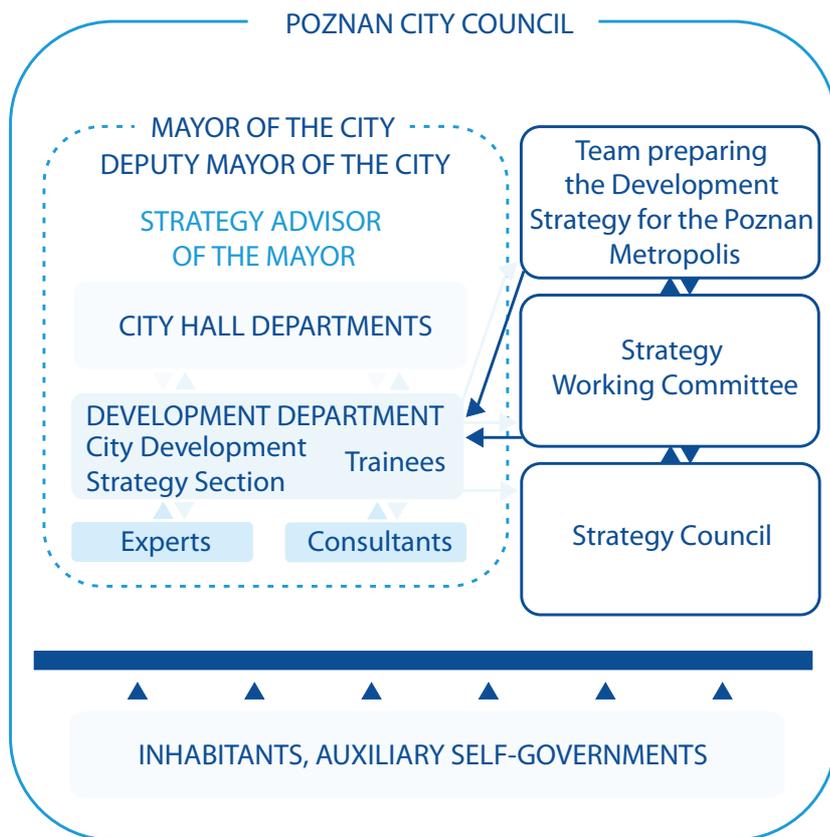
<sup>6</sup> The attachment includes the list of people invited to participate in the works on the strategy.

<sup>7</sup> Works on the document entitled "Functioning and development directions of the Poznan agglomeration" were initiated by the Poznan Agglomeration Council. The goal of this document is to identify the main potential areas and developmental problems of the Poznan agglomeration, and to develop common mid-term development strategy till 2020 for the units (towns and communes) comprising it.

materials prepared by the Centre for Metropolitan Studies with regard to the social, economic, functional and spatial diagnosis of the Poznan agglomeration and directions for its development that referred to Poznan.

The preparation of the concept of works on the Development Strategy for the City of Poznan, the coordination of works and the final elaboration of the draft strategy were entrusted to the City Development Department of the Poznan City Hall with the support of external experts and the methodological supervision of dr hab. Cezary Kochalski, Strategy Advisor of the Mayor of the City and Professor at the Poznan University of Economics.

The organisational structure of works on the Development Strategy for the City of Poznan is as follows:



Source: Own study, City Development Strategy Section, City Development Department of the Poznan City Hall

The works on the draft Development Strategy for the City of Poznan lasted from February 2009 to December 2009. One may distinguish seven stages: preparation of the concept for work on the strategy, organisation of the team preparing the strategy, analytical and diagnostics work within separate diagnostic areas, works on the vision and mission, preparation of draft document of the Development Strategy for the City of Poznan to 2030 and public consultations on individual elements of the draft. Each stage of works was assigned a deadline, as specified in the table below:

Stage of work	Deadline
Preparation of the concept of works on the strategy	February–March 2009
Organisation of the team preparing the strategy	March 2009
Analytical and diagnostic work within separate diagnostic areas	March–June 2009
Work on the vision and mission	June–July 2009
Work on the formulation of strategic goals and the preparation of programmes aimed at their achievement	July–October 2009
Consultations and editorial work	November–December 2009
Preparation of the final version of the draft strategy	December 2009

The concept of work on the strategy<sup>8</sup> contained:

- \* Justification for the commencement of work,
- \* Reference to previous strategic documents for Poznan together with their description,
- \* Outline of the process of designing the Development Strategy for the City of Poznan to 2030.

The analytical and diagnostic works distinguished the following areas: demographics, economy, Poznan metropolis, science, finances, healthcare, social help, culture and historical monuments, spatial management, housing and real estate management, infrastructure, transport and communication, education and upbringing, sports and recreation, tourism, promotion, environment, security and cooperation with stakeholders.

After the analysis and assessment of the social and economic situation of the City of Poznan<sup>9</sup>, further analytical and diagnostic works were conducted in three thematic blocks corresponding to the city's main functions of labour (polish: *praca* – P), recreation (polish: *odpoczynek* – O) and residence (polish: *zamieszkanie* – Z). Individual thematic blocks constituted the basis for the establishment of four thematic teams within the structure of the Working Committee. The table below presents the thematic blocks and relevant thematic teams.

<sup>8</sup> In accordance with the concept of works on the draft Development Strategy for the City of Poznan till 2030, City Development Strategy Section, City Development Department of the Poznan City Hall.

<sup>9</sup> *Social and economic situation of the City of Poznan in 2008*, City Development Department, Poznan City Hall, Poznan 2009.

Thematic blocks in the works on the strategy	Thematic teams
<b>P</b> racza ( <i>Labour</i> ) – refers to phenomena shaping the development of the city's economy and higher education sector	Economy and Science
<b>O</b> dpoczynek ( <i>Recreation</i> ) – understood as the provision of various forms for spending one's free time, including sports, culture and tourism, by the city	Social Services
<b>Z</b> amieszkanie ( <i>Residence</i> ) – refers to the city's measures with regard to the creation of space and provision of suitable infrastructure development	Spatial Management, Communal Management

Considering the present conditions and developmental challenges facing Poznan, it seemed purposeful to formulate new contents for the mission to describe the principles and values, and the manner of its realisation adequate for a *city of success*<sup>10</sup> which refers to its rich tradition and developed style of entrepreneurial activity.

Preparation of the draft strategy involved:

- \* Review of the provisions of the Programme for the Strategic Development of the City, the Development Plan for the City of Poznan for the years 2005–2010, industrial strategies and policies, development plans and programmes for various areas of the city's functioning,
- \* Formulation of conclusions from the completed analytical and diagnostic works,
- \* Analysis of conclusions, hypotheses, suggestions and comments reported during the sessions of the Strategy Council, the Strategy Working Committee and public consultations,
- \* Creation of a map for designing the document of the Development Strategy for the City of Poznan to 2030,
- \* The appointment of 'programme hosts'<sup>11</sup> and entrusting them with the tasks of establishing teams and preparing programme contents.
- \* Ensuring coherence of individual elements of the document of the Development Strategy for the City of Poznan to 2030,
- \* Preliminary evaluation of the possibility of the strategy's implementation.

<sup>10</sup> Report from the first session of the Strategy Council: <http://poznan.pl/strategia>.

<sup>11</sup> Attachment: List of strategic programmes with their coordinators.

While designing the strategy, both primary and secondary sources of information were used<sup>12</sup>. Secondary sources include databases of studies and statistics of the Poznan City Hall, analytical and diagnostic studies of the GUS (Central Statistical Office) and EUROSTAT, Biuletyn Informacji Publicznej (Public Information Bulletin), legal acts, directives of the European Commission, laws, regulations and publications on Internet websites.

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<sup>12</sup> The list of primary sources is included in the attachment.



**Implementation** of the Development Strategy for the City of Poznan to 2030.

The formulation of declarations containing the *vision* and *mission* in the Development Strategy for the City of Poznan to 2030 is of practical importance to the process of its implementation.

The *vision* of Poznan in two decades offers an image that inspires one to undertaking measures, motivates one to act and allows one to achieve understanding above political divisions in order to fulfil the goals agreed upon in the process of strategic planning.

The *mission* answers the question *why* the city's local government undertakes certain measures by simultaneously referring to the *values* important to the city, and points to the basic *means of achieving the adopted vision* compliant with those values.

Two levels of strategic goals and strategic programmes are deemed as basic in the process of strategy implementation. This provides all those involved in its implementation with the opportunity to easily become acquainted with the structure of strategy's goals. The strategic goals and programmes are assigned execution indicators, which helps to monitor progress in their execution.

The implementation of the Development Strategy for the City of Poznan to 2030 will be based on the following two major principles:

**Co-management** – management of the city's development via the coordination of measures of many various interested partners.

The complexity of contemporary development processes requires cooperation of many administrative, economic and social organisations that are characterised by different scales and scopes of activity, and organisational culture. In this process the city authorities are entrusted with the role of coordinator that draws upon its own vital resources. The level of the local government's ability to cooperate with external partners shall determine Poznan's strength and competitive position in relation to other metropolises. The main agents interested in the city development whose cooperation is indispensable include authorities of the city, the region and the district, local government in the surrounding communes and other administrative institutions as well as inhabitants and entrepreneurs.

**Leadership** – at all levels of self-government, from its leadership to persons heading up individual projects and measures, it is necessary to achieve identification with strategic goals, assumption of responsibility, and participatory, efficient and motivating leadership that helps to effectively achieve common goals via an organised collaborative effort.

Special responsibility is placed upon the Poznan City Council which, by adopting the strategy, decides about its final shape and supervises its implementation and, by passing resolutions concerning the city's budget and long-term investment programme, determines the actual directions of the resources' utilisation and the chronological order of strategic ventures' implementation, as well as upon the Mayor of the City as the executive body accountable to the City Council and the inhabitants for executing the strategy.

The adoption of the development strategy coincides with the implementation in the Poznan's local government of the long-term financial forecast and task-based budget as a statutory requirement, which necessitates the determination of relations between these documents and the processes of strategic and budgetary planning.

The basic assumptions are as follows:

- As a document determining long-term goals, the city development strategy is a superior study to the long-term task-based budget (in the perspective of 5 years).
- While preparing the long-term task-based budget, one has to strive to execute the goals of the city's development strategy and control these efforts by monitoring the quantity of financial resources assigned to the strategy's implementation in the budget.
- The rolling character of the long-term task-based budget enables flexible adjustments of local government's financial involvement in the strategy execution.
- The annual procedure of long-term task-based budget preparation should become the method for the reconciliation of the structure of local government's activities due to their nature with division into strategic, 'standard' and investment tasks.
- The City Council will be informed about the progress in strategy implementation every year on the occasion of the report on the execution of the budget and the social and economic situation of the city for the previous year, and every two years in the form of a synthetic report analysing the indicators.

