

# THE ACTION PLAN FOR THE CITY OF JASŁO – SUMMARY



## SUMMARY

The City of Jasło operates on the basis of the Act of 8 March 1990 on municipal self-government. The City of Jasło has its own Organisational Regulations of the Jasło Municipal Office, which were adopted on the basis of the Ordinance No. 2/2019 of the Mayor of the City of Jasło of 17 January 2019, and which defines the principles of functioning of the Municipal Office, the principles of work organisation, the principles of its management and the scope of responsibilities of individual departments. In accordance with § 4 thereof, the functioning of the Municipal Office is based on the principle of one-person management, official subordination, division of official activities and individual responsibility for the performance of entrusted tasks. The standards of the functioning of the administration in the City of Jasło were determined on the basis of the analysis of existing data, self-assessment diagnostic sheets, Local Development Monitor data and the Multiannual Financial Forecast of the City of Jasło for the years 2020-2032, the Self-assessment Report on Management Verification, qualitative analysis of the social activity in the City of Jasło and statistical data on NGOs.

There are 119 employees in the Jasło Municipal Office, including managerial clerical positions. Among them, 110 people have higher education, while the remaining ones have secondary education.

**Strategic management:** The main strategic document is the Strategy for the Development of the City of Jasło for 2007-2020, adopted by Resolution No. XXXIII/263/2008 of 26 May 2008 on the adoption of the Strategy for the Development of the City of Jasło for 2007-2020 by the City Council. The Strategy does not set one main direction around which the local development of the City should be stimulated. A new Strategy for the City is already in preparation. The Municipal Office has a separate Department of Revitalisation, Strategy and Social Initiatives, which is responsible for undertaking activities in the field of strategic city development planning in cooperation with other organisational units of the Office. Strategic decisions are made based on data (quantitative and qualitative) and trend analysis in key areas. The problem is the low level of stakeholder participation in public consultation. The problem is the Strategy's budget. There is no impact on the city budget. Only individual projects are financed from the budget. The implementation time of the tasks does not result directly from the Strategy, and implementation depends on obtaining funding.

A Quality Plenipotentiary has been appointed at the Municipal Office, whose scope of activities includes conducting matters concerning supervision over the policies, programmes and strategies adopted by the City, including preparation of annual reports on their implementation for submission to the City Council. A competent deputy mayor, with appropriate knowledge and competence, was appointed to implement the management process.

**Financial management:** The Multiannual Financial Forecast for 2020-2032 assumes an increase in total revenue and expenditure between 2020 and 2032. The following units are responsible for liquidity management: Budget Planning and Execution Department/Treasurer/Financial and Budgetary Accounting Department.

The budget planning and preparation of the Multiannual Financial Forecasting (MFF) is governed by the relevant ordinance of the Mayor of the City of Jasło. The results of the monitoring of expenditure, revenue and forecasts of revenue and expenditure for subsequent years are taken into account in the framework of Management Verification.

The economic effects of the implementation of the tasks are determined only on the basis of indicators to the draft budget and assumptions to the social and economic policy for subsequent years. Estimates of project implementation costs for individual tasks were not implemented. The individual units are responsible for key tasks in the financial management process. The structure of the Office includes the City Budget Planning and Execution Department, but the scope of the Department's activities does not articulate the monitoring of the consistency of budget plans with strategic plans in an unambiguous manner.

**Coordination of activities within local government units:** The Electronic Document Circulation System has been implemented in the Municipal Office, which supports the traditional paper system. Units are not connected to the system, mainly for reasons of data protection and lack of their own fibre-optic network. No regulation of the flow of information in the process of strategic management, and no development and implementation of rules for the creation of task teams. Task team (project) managers are involved in the process of monitoring the effects of the implemented tasks; task teams are usually appointed by ordinance of the Mayor, where the scope of their activities is defined. However, there is no systematic approach to these issues. There is also no general procedure to be followed in each ordinance on task teams. The lack of effective cooperation between employees is apparent. The documents establishing task teams do not specify the instruments of motivation for team members.

The Municipal Office has a training system (in the form of a written procedure) with a budget for this purpose, under which staff can improve their skills. However, there are not enough training sessions. Technological innovations are not common in territorial local government units and do not fully function. The most common applications in the communication process are e-mail, IntraDok, e-journal.

**Human resources management:** The Municipal Office has a procedure under the quality management system called: "Recruitment and professional development of employees of the Jasło Municipal Office". The Work Regulations and Organisational Regulations define the rules of staff substitution. There are remuneration regulations in the units, which regulate the issues concerned in detail. The Office has an Internal Workplace Bullying Policy and an Employee Code of Ethics. The problem area is the unwillingness of employees to share knowledge. There is an Intranet in the Municipal Office, but not in all organisational units. The most popular method is e-mails. The software supporting human resources management processes improving cooperation with managers is SIGMA and KSAT and human resources software integrated with the payer.

**Quality and accessibility of public services:** Local laws and regulations governing the provision of administrative and municipal services are regularly reviewed for their effectiveness and efficiency. The system of document supervision introduces an obligation to produce consolidated texts and make them available to stakeholders. Local government unit systematically collects and uses the opinions of stakeholders to self-assess and improve the way public services are provided. Draft local strategic documents are subject to public consultations using the Municipal Public Consultation System. However, the participation of residents in creating legislation is limited. Their participation depends on the type of document being created. The introduction of a new service is not preceded by an availability audit carried out with representatives of service recipients.

The administrative authorities responsible for issuing decisions and delivering public services have the appropriate powers and ensure that the tasks are carried out efficiently and on time. Not all management positions have deputies. The interim evaluation is recorded in the relevant documents and can be found in the employees' personal files. The selection procedure takes into account the education, competences and the way in which the skills are transferred; the relevant requirements are recorded in the vacancy notice.

Before the introduction of the new service, employees are trained accordingly. The Municipal Office has a system of preparatory service and exams for clerical positions (adopted by ordinance of the Mayor). Employees regularly participate in training to improve their customer service skills, but they note that more training in soft skills could take place. Employees responsible for providing public services have little involvement in projects aimed at improving the way services are delivered based on the experience of other local authorities.

The Office offers the possibility of electronic handling of the given matter, the possibility of using the ePUAP platform without the need to come to the Office in person. There are electronic forms on the City website. The Municipal Office handles incoming e-mails with a trusted profile or certified signature.

**Transparency, partnership and social activity:** The following social initiatives are being implemented in the City of Jasło: Jasło Youth City Council, Jasło City Council for Public Benefit Activity, Jasło City Council for Senior Citizens, Local Initiative, Citizens' Legislative Initiative.

Over the years 2014-2018, the ratio of social organisations per 1 000 residents increased. There are 114 associations in the Jasło Municipality. According to data from the ngo.pl website, there were 53 non-governmental organisations operating in Jasło in 2020.

The Municipal Office has a well-functioning and extensive Public Information Bulletin, where all necessary information is published in accordance with the required law. The City of Jasło has a Municipal Social Consultation System. However, this system is not well rated by users. The Jasło Civic Budget [Jasielski Budżet Obywatelski] operates in the City, the voting of the residents takes place electronically and traditionally using a ballot. Most acts of local law are undertaken without the involvement of stakeholders. Partnerships are being implemented; the City is carrying out projects with, among others, the Association of the Wisłoka River Basin Communes, county or province units.

The process of implementing new mechanisms for stakeholder participation and involvement in co-decision making and co-management processes is not preceded by training for stakeholders.

The City prepares and makes public data available for re-use, and publishes it in the Public Information Bulletin of the Municipal Office.

The City of Jasło is cooperating with numerous stakeholders. It cooperates to a vast extent with non-governmental organisations operating in the following areas: social assistance, culture and national heritage protection, health care, physical culture and sport, municipal economy and environmental protection, and public safety and fire protection. The cooperation consists, among other things, in providing targeted grants to NGOs. In 2019, the Mayor of Jasło awarded grants to a total of 45 public

benefit organisations for the organisation of 67 projects in the amount of PLN 3,262,597.00 (in 2018, 40 NGOs received PLN 2,968,373.50 for 58 tasks).

Other organisations with which the City of Jasło cooperates are the Association of Polish Cities, the Association of the Wisłoka River Basin Communes (ZGDW), the Podkarpackie Association of Local Authorities (PSST), the Association of Municipalities Polish Network „Energie Cités”, the Association of Carpathian Euroregion Poland, the Podkarpacka Regional Tourist Organisation (PROT), Conference of Mayors and Heads of Municipalities [Konwent Wójtów i Burmistrzów].

## OBJECTIVES AND NEEDS OF THE ACTION PLAN

The vision presents the desired picture of reality, which is to be achieved through the implementation of the actions recorded in the Action Plan. It is a description of the state of the City in the future, assuming favourable conditions. The vision is a detailed “photograph” of the state and situation of the City in 2024. It is a concept that should be motivating, formulated positively, taking into account local conditions. It is forecast-oriented, so it indicates the general direction of its development.

To sum up, the vision is a model defining the state and identity of the City after IDP provisions are implemented.

### **The vision of the City of Jasło for 2024:**

***The determination of the authorities of the City of Jasło and its staff teams, as well as the broad involvement and commitment of the City’s socio-economic partners, enabled the City to overcome the most acute problems in the institutional sphere in 2024 and to create a much more efficient system of city management. The undertakings adopted have enabled much greater use to be made of the information and data available. A system for collecting, processing and sharing data, which the City did not have before, was also developed. These actions have resulted in the design and implementation of elements of intelligent city management.***

***The parallel actions to improve employees’ knowledge have resulted in a significant increase in their competences, in particular, the human resources employed in the Municipal Office and its subordinate units, a significant increase in the competences of employees and, in particular, an increase in their managerial skills. The modernisation and organisational actions have systematically improved conditions and comfort in customer service areas. The staff serving customers do this with commitment and professionalism, while at the same time using easy and comprehensible language. The current standards of service and the various forms of service charter make their work easier. The residents began to speak with great appreciation about the quality of service in the Office and its subordinate units.***

***The implementation of IT solutions increased access to public information, and more and more residents started to use the City’s services electronically. It has also been possible to significantly increase the participation of residents in the consultation and decision-making processes in the City. The residents were more willing to take their own initiatives in both informal and non-governmental groups. The City has created organisational and technical and, in some projects, financial conditions so that organised groups of residents can undertake activities aimed at improving the quality of life, including the satisfaction of many niches, yet fundamental needs for specific groups of residents. There is also a growing readiness to cooperate with the City by resident groups taking up their own initiatives.***

***A social survey conducted at the beginning of 2024 clearly showed an increase in trust in the City’s authorities and administration and in the level of satisfaction with serving the local community.***

The presented condition corresponds to the diagnosed needs of Jasło residents. It responded to the problems described in the diagnosis and indicated in the in-depth analysis conducted with the residents. It is the response to how the residents would like to see their City after the development activities. The key issue is to eliminate crisis phenomena, problems and to use the potential of the City to improve the quality of life of its residents.

Figure 1. IDP Programme Chart



Source: Own elaboration

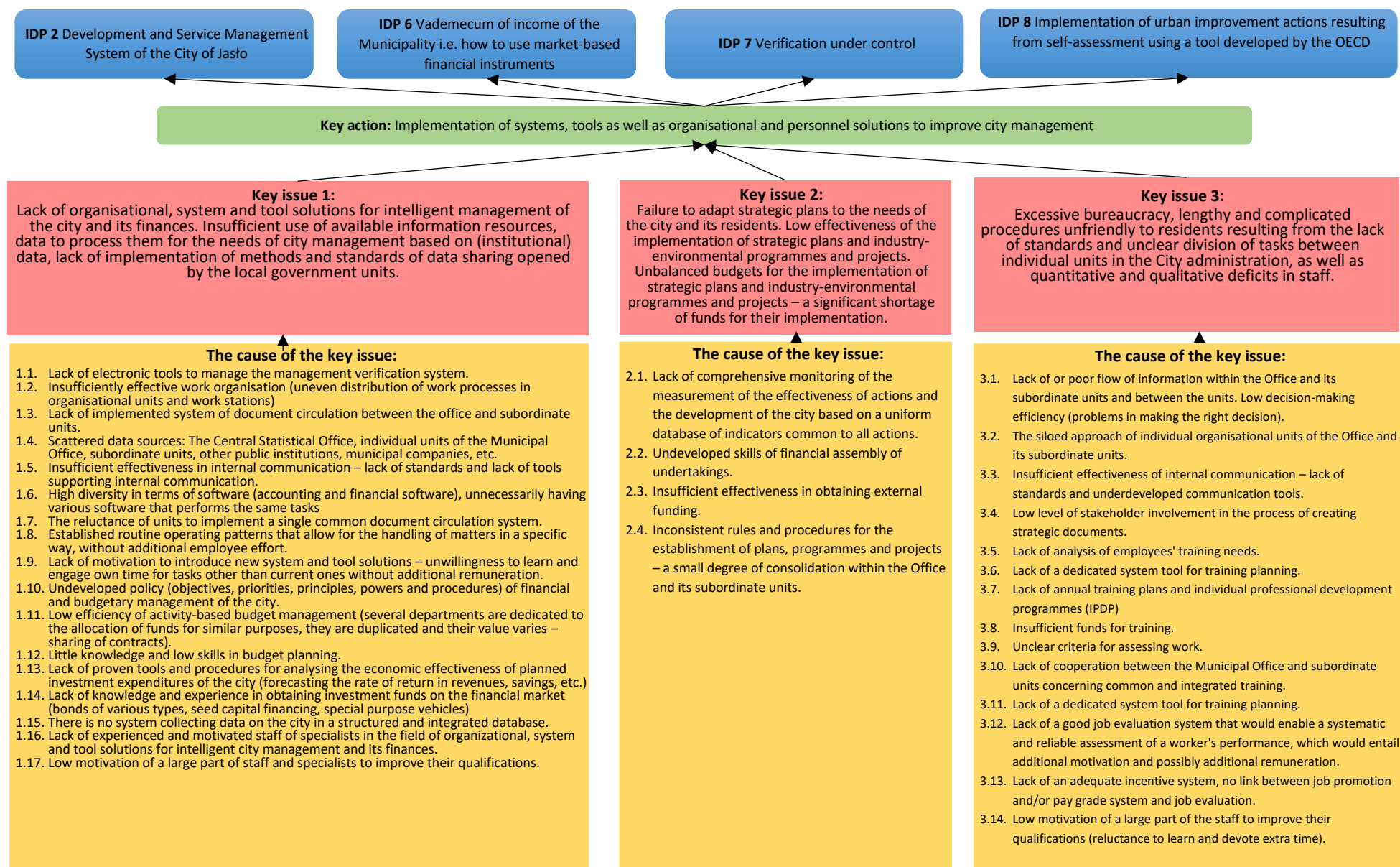
The key problems were identified in three dimensions. The IDP includes 3 strategic objectives; the objectives include 3 key actions, to which undertakings are assigned. Actions and undertakings respond to the key issues identified.

**Table 1. Intervention structure in the administration of the City of Jasło.**

Main issue of the IDP: Unsatisfactory effectiveness of administration in managing the City and serving its residents			
Main objective of the IDP: Efficient and effective functioning of the City's administration friendly to the residents			
Dimension	Key issue	Action	Undertaking
<p>A. Intelligent and good management of the City and financing of its development</p> <p>Strategic objective 1: Efficiently managed City</p>	<p><b>Key issue 1:</b> Lack of organisational, system and tool solutions for intelligent management of the City and its finances. Insufficient use of available information resources, data to process them for the needs of city management based on (institutional) data, lack of implementation of methods and standards of data sharing opened by the local government units.</p> <p><b>Key issue 2:</b> Failure to adapt strategic plans to the needs of the City and its residents. Low effectiveness of the implementation of strategic plans and industry-environmental programmes and projects. Unbalanced budgets for the implementation of strategic plans and industry-environmental programmes and projects – a significant shortage of funds for their implementation.</p> <p><b>Key issue 3:</b> Excessive bureaucracy, lengthy and complicated procedures unfriendly to residents resulting from the lack of standards and unclear division of tasks between individual units in the City administration, as well as quantitative and qualitative deficits in staff.</p>	<p><b>Key action 1:</b> Implementation of systems, tools as well as organisational and personnel solutions to improve city management</p>	<p>IDP 2 Development and Service Management System of the City of Jasło</p> <p>IDP 6 Vademecum of income of the Municipality, i.e. how to use market-based financial instruments</p> <p>IDP 7 Verification under control</p> <p>IDP 8 Implementation of urban improvement actions resulting from self-assessment using a tool developed by the OECD</p>
<p>B. Social dimension – civil society of Jasło</p> <p>Strategic objective 2: High trust in the City administration and developed participation of the local community in public life</p>	<p><b>Key issue 4:</b> Low effective social communication in terms of informing about the life and functioning of the City. Low level of involvement of residents in the consultation processes of planning documents and projects, and activities improving living conditions and quality of life.</p>	<p><b>Key action 2:</b> Developing dialogue with residents of Jasło</p>	<p>IDP 3 Communication system with residents of Jasło</p> <p>IDP 4 Who, what, where, when, why? – so we focus on comprehensible COMMUNICATION!</p> <p>IDP 5 We are going to Jasło</p>
<p>C. Social dimension – public services</p> <p>Strategic objective 3: High level of satisfaction of the local community with the service in the city administration units</p>	<p><b>Key issue 5:</b> Insufficiently developed system of efficient service for residents, including external communication in terms of access to the Office and the way of dealing with matters in the Office. Insufficient adaptation of the provision of services to the needs of stakeholders, including those of people with disabilities and the availability of digital information.</p>	<p><b>Key action 3:</b> Improving the quality and accessibility of public services</p>	<p>IDP 1 Accessibility audit and development of an accessibility programme for the City of Jasło</p> <p>IDP 9 Strengthening public services</p>

Source: Own elaboration

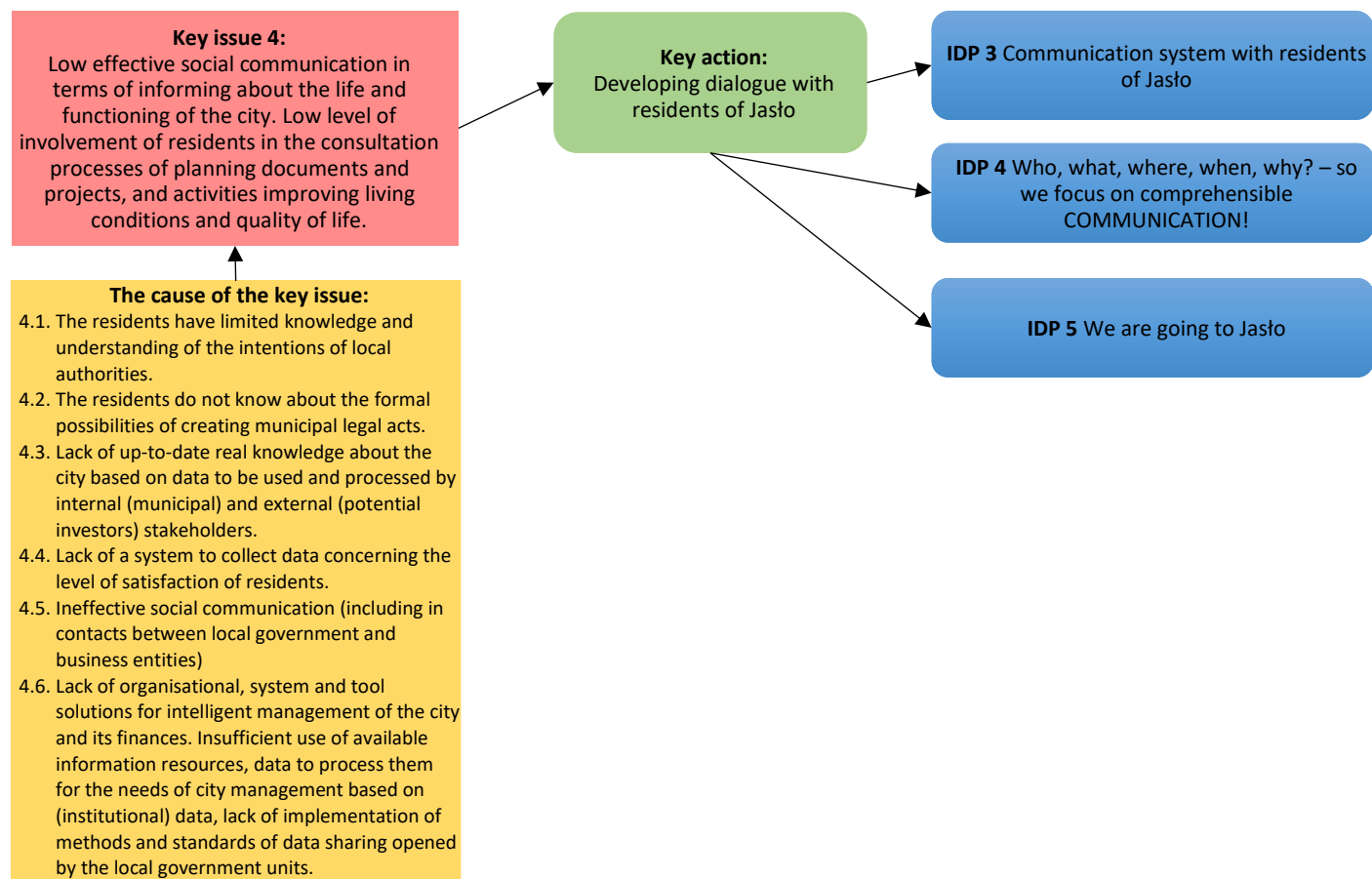
Figure 2. Logical links in dimension A. Intelligent and good management of the City and financing of its development.



*Source: Own elaboration*

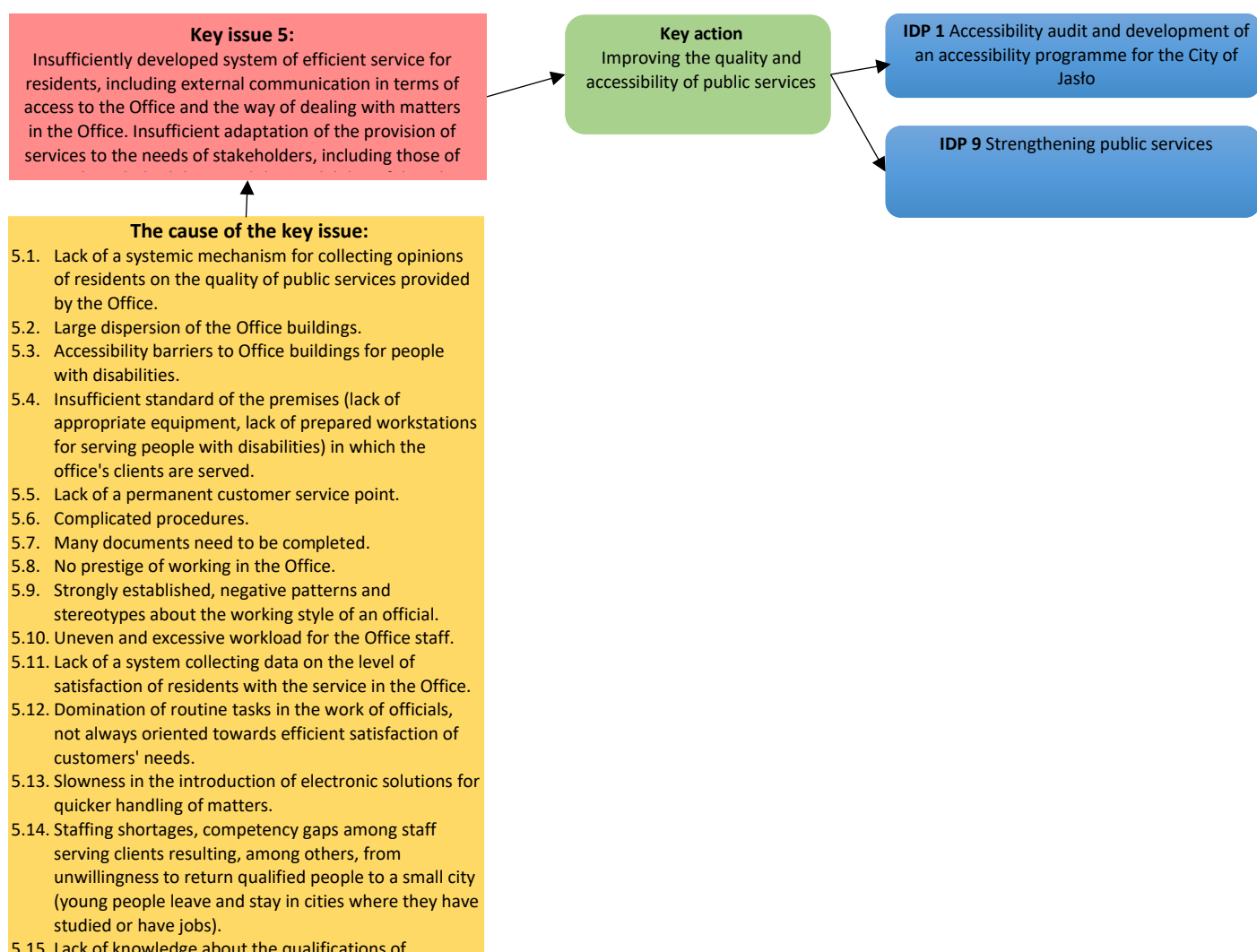


Figure 3. Logical links in dimension B. Social dimension – civil society of Jasło



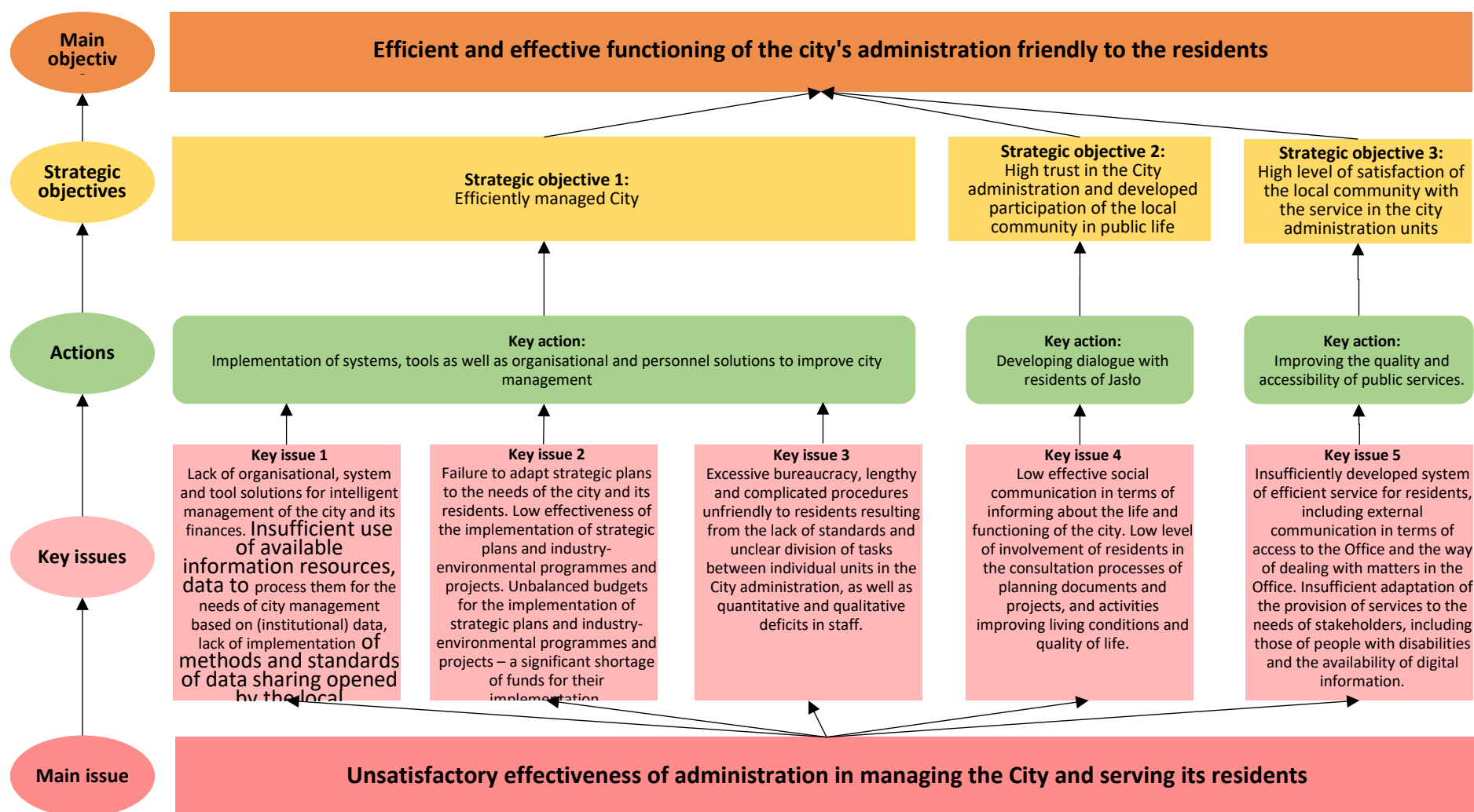
Source: Own elaboration

Figure 4. Logical links in dimension C. Social dimension – public services



Source: Own elaboration

Figure 5. Intervention logic



Source: Own elaboration

## DESCRIPTION OF ACTIONS PLANNED TO BE TAKEN IN RESPONSE TO THE IDENTIFIED ISSUES AND OBJECTIVES, INDICATING THEIR IMPORTANCE FOR IMPROVING THE FUNCTIONING OF LOCAL ADMINISTRATION, INCLUDING ACCESSIBILITY STANDARDS

In response to the issues identified and the objectives formulated, three key actions are planned to be implemented:

- ⇒ Implementation of systems, tools as well as organisational and personnel solutions to improve city management,
- ⇒ Developing dialogue with residents of Jasło,
- ⇒ Improving the quality and accessibility of public services.

The actions and undertakings assigned to them have been formulated in such a way as to respond to the issues and their causes, which will consequently contribute to achieving the assumed strategic objectives.

## PUBLIC PARTICIPATION – A WAY OF INVOLVING THE LOCAL COMMUNITY IN THE PROCESS OF PREPARATION AND IMPLEMENTATION OF THE ACTION PLAN

The process of preparing the Action Plan for the City of Jasło was based on the assumption that public participation should not only be limited to information and consultation on the actions taken by local authorities, but should also strive for co-decision making and civic control.

During the preparation of the Action Plan for the City of Jasło, the following rules concerning the organisation and course of public participation were adopted:

- ⇒ Community involvement throughout the project.
- ⇒ Involvement of various stakeholder groups in the process of the preparation and implementation of the Action Plan.
- ⇒ The principle of equality and non-discrimination between participants in consultations.
- ⇒ Bilateral information flow – focus on mature forms of participation (co-decision-making and civic control).
- ⇒ Multifaceted participation.
- ⇒ The transparency of the course of participation and its effects.
- ⇒ Responsiveness and adaptation of forms and content of participation to the needs of stakeholders

The most important elements and events from the process of developing the Action Plan for the City of Jasło:

Form of socialisation	Number of applications	Number of participants
Consultation meetings	36	454
Diagnostic and design workshops	25	485
Surveys	13	2499
On-line consultations	68	618

## ESTIMATED SCHEDULE FOR THE IMPLEMENTATION OF ACTIONS AND UNDERTAKINGS OF THE ACTION PLAN

The planned actions and undertakings cover the whole time horizon of the Action Plan. The schedule for the implementation of individual actions and undertakings is presented below.

Table 2. Schedule for implementation of the Action Plan – actions and undertakings

Actions and undertakings	2021				2022				2023				2024			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Key action 1: Implementation of systems, tools as well as organisational and personnel solutions to improve city management</b>																
IDP 2. Development and Service Management System of the City of Jasło																
IDP 6. Vademecum of income of the Municipality, i.e. how to use market-based financial instruments																
IDP 7. Verification under control																
IDP 8. Implementation of urban improvement actions resulting from self-assessment using a tool developed by the OECD																
<b>Key action 2: Developing dialogue with residents of Jasło</b>																
IDP 3. Communication system with residents of Jasło																
IDP 4. Who, what, where, when, why? – so we focus on comprehensible COMMUNICATION!																
IDP 5. We are going to Jasło																
<b>Key action 3: Improving the quality and accessibility of public services</b>																
IDP 1. Accessibility audit and development of an accessibility programme for the City of Jasło																
IDP 9. Strengthening public services																

**Legend:**

Duration of the actions in quarters

Duration of the undertakings in quarters

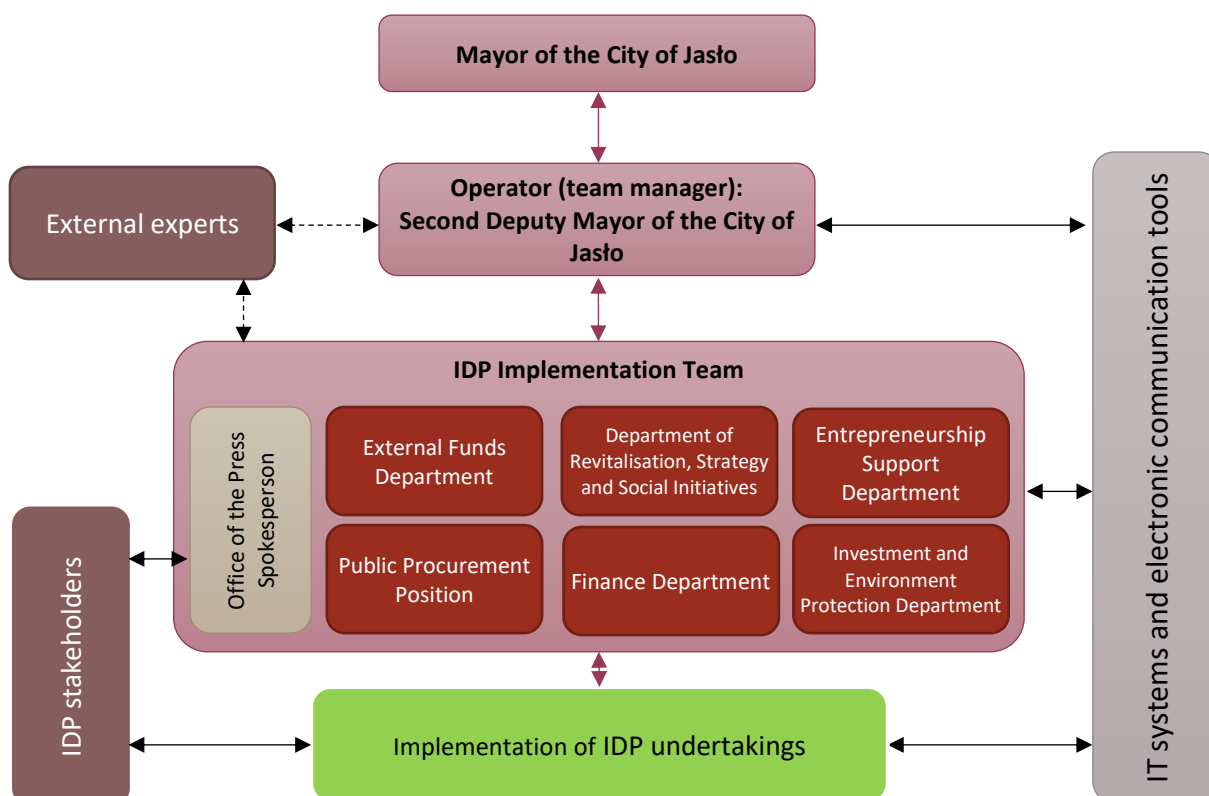


Source: Own elaboration

## IMPLEMENTATION SYSTEM OF THE ACTION PLAN AND PROCEDURE FOR ITS MODIFICATION

Implementation, monitoring and evaluation will be carried out within the following structure.

Figure 6. The management structure of the Action Plan



Source: own elaboration

## MONITORING PROGRESS IN IMPROVING THE FUNCTIONING OF THE LOCAL ADMINISTRATION ON THE BASIS OF THE ACTIONS IMPLEMENTED, WITH THE IDENTIFICATION OF INDICATORS

Monitoring of the implementation of particular objectives, actions and undertakings of the IDP will take place on the basis of measurable impact, result and output indicators assigned to them. The assessment should be made on an annual basis (unless another measurement frequency is optimal due to the nature of the specific indicator).

## EVALUATION OF THE RESULTS OF THE IMPLEMENTATION OF THE ACTION PLAN

The evaluation will be based on the analysis of information obtained from the monitoring system and surveys among the residents. The criteria for evaluation of the implementation of the IDP will be:

- ⇒ the level of indicators achieved in order to achieve the strategic objectives,
- ⇒ the level of solving issues identified in the IDP.

The evaluation will use data from the monitoring subsystem, including output, result or impact indicators relating to objectives, actions and undertakings.

The evaluation will be conducted once a year. The Department of Revitalisation, Strategy and Social Initiatives of the Jasło Municipal Office, which is responsible for its implementation, will determine the

detailed scope and method of the evaluation study. The evaluation study will be carried out on the basis of data provided by the monitoring subsystem.

The IDP evaluation report will be prepared on the basis of the evaluation studies. Periodic evaluation reports will describe the status of the implementation of IDP on a cumulative basis. The progress recorded in the evaluation reports will be assessed by the IDP Implementation Team chaired by the Operator and submitted to the Mayor of Jasło.