'Urban Post-COVID Recovery in the V4 Countries'

Research project implemented at the Institute of Political Science of the University of Wrocław in the period of 2022-2025

Midterm report



The project is co-financed by the Governments of Czechia, Hungary, Poland and Slovakia through Visegrad Grants from International Visegrad Fund. The mission of the fund is to advance ideas for sustainable regional cooperation in Central Europe.

Project official website:

https://politologia.uwr.edu.pl/en/granty-i-projekty-badawcze/urban-post-covidrecovery-in-the-v4-countries/

Project official Facebook account:

https://www.facebook.com/upcrV4

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General information concerning the project

Project consortium

The project is implemented on the basis of the cooperation between representatives of eight entities: six universities and two public institutions. These are the entities from Poland, Czechia, Slovakia, Hungary and France. It should be emphasized that the representatives of these entities have extensive, documented experience, both scientific and practical, in the scope of the project issues. In this sense, the cooperation implemented during the project comes down to the exchange of opinions and experiences of experts focused on the issues of local governance, urban policies and intersectoral cooperation in the Central European region namely four Visegrad Group countries: Poland, Czechia, Slovakia and Hungary.

Importantly, the entities participating in the project have experience in mutual cooperation, also in the field of implementation of other projects financed by the International Visegrad Fund. This type of experience is one of the elements that ensures that the project is implemented smoothly and, what is important, in accordance with prior assumptions.

It is worth emphasizing that not only the typically scientific, but also the application nature of the project is the result of the cooperation between entities belonging to these two groups. The combination of potential, both scientific and practical, allows for the implementation of the project's goals. What is more, it makes the project results addressed not only to the scientific community but also, and perhaps above all, to practitioners (more on this later in the report)

List of project partners

• University of Wrocław (Poland) - the leader of the consortium



Website: https://uwr.edu.pl/en/

The University of Wroclaw (UWr) has a rich and documented organizational experience in the topic of public governance and urban policy in Central Europe (conducting conferences and symposiums, workshops as well as publishing books, chapters and articles). What is more, UWr - especially Institute of Political Science, Department of Political and Administrative Systems - has a significant experience in implementing similar projects, i.a.:

- 'New Public Governance in the Visegrad Group' (ID: 11510022),
- 'Understanding Identity and Regions Perspective on V4 and WB' (ID: 21820078),
- 'Urban Policy System in the Strategic Perspective from V4 to Ukraine' (ID: 21920304),
- 'Urban policy in the COVID-19 pandemic. The case of the Polish and Swedish central metropolises (Warsaw and Stockholm)' (ID: 2020/04/X/HS5/00147).

Metropolitan University (Czechia)



Website: https://www.mup.cz/en/

University of West Bohemia (Czechia)



Website: https://www.zcu.cz/en/index.html

Comenius University (Slovakia)



Website: https://uniba.sk/en

University of Szeged (Hungary)



Website: https://u-szeged.hu/english

The Network of European Metropolitan Regions and Areas (France)



Website: https://www.eurometrex.org/

The Angelus Silesius Academy of Applied Sciences (Poland)



AKADEMIA NAUK STOSOWANYCH ANGELUSA SILESIUSA

Website: https://www.ans.edu.pl/

• City of Wrocław (Poland)



Website: https://www.wroclaw.pl/urzad/

Project goals

The COVID-19 pandemic had a negative impact on the functioning of municipalities. It led to a reduction in budget revenues, made it difficult to provide public services in many areas of urban policy (in many sectoral policies) and, what is connected, forced the response of municipal self-governments. According to data published by the United Nations, Organisation for Economic Co-operation and Development and European Commission, the COVID-19 pandemic had a negative impact on the functioning of municipalities and their inhabitants.

Therefore, the project focuses on the urban post-COVID recovery in the V4 countries. The cooperation of researchers and practitioners (representatives of public institutions and NGOs) from Poland, Czechia, Slovakia and Hungary enables the diagnosis of the mechanisms of the response to the post-COVID pandemic crisis at the municipal self-governments level (cities and towns). There is no such an analysis which concentrates on the V4 countries and contains the recommendations aimed at practitioners - representatives of public institutions (municipal self-governments), NGOs and, what is important, municipalities' inhabitants. The project fills this burning gap. What is more, it allows one to determine if there is a common 'pattern' of urban post-COVID recovery in the V4 countries and, whether the V4 countries can follow the experiences of the 'old' EU countries.

According to the project assumptions, the cooperation of the researchers and practitioners (representatives of public institutions and NGOs) from V4 countries allows one to create a catalogue of good practices of fighting with the destructive consequences of the COVID-19 pandemic at the municipal level. Therefore, the cooperation of the researchers and practitioners allows one to define how to create such a unique response. Building the lacking catalogue of the good practices of creating urban post-COVID recovery contributes to the improvement of the quality of the functioning of the public institutions (mainly municipal self-governments), NGOs and citizens in V4 countries. Due to the created catalogue, the public institutions, NGOs and citizens in V4 countries have at their disposal the source of knowledge specifying how to organize and conduct the whole process of the creation of urban post-COVID recovery in such urban policy areas as:

- UP1: health,
- UP2: transport,
- UP3: education,
- UP4: culture,
- UP5: sports,
- UP6: recreation,
- UP7: labour market,
- UP8: housing,
- UP9: social assistance,
- UP10: administration and offices.

The final outcome of the project will be a useful source of knowledge on this subject improving the functioning of municipal communes.

Project recipients

The significance of the project is derived from a wide range of its recipients. They are not only theoreticians (researchers/professors as university representatives), but most of all practitioners (i.e. representatives of public institutions, mainly municipal self-governments, representatives of NGOs operating in cities and towns, representatives of private sector, students and doctoral students and all the citizens of the V4 countries with an interest in the problems of municipal self-government functioning). The project therefore stands out from other projects. It combines two components: scientific (research) and practical (application) which guarantees high-quality outputs and reaching a wide audience including entities from all V4 countries.

The diagnosis of the creation of urban post-COVID recovery in V4 region is important due to the two reasons.

Firstly, the V4 region should be the natural area of implementing urban post-COVID recovery due to the destructive consequences of the pandemic for the functioning of municipal communities in all these countries.

Secondly, V4 countries can share their experiences especially while taking into the account the creation of the catalogue of good practices in the field of the response to the urban post-COVID crisis, with active participation of civil society (NGOs, inhabitants). Due to the realization of the project, not only theoreticians but also practitioners from the region, namely from all V4 countries, gain the universal source of knowledge about the urban post-COVID recovery in the long-term perspective. This is so important that so far no comprehensive study has been developed emphasizing the regional perspective (V4 perspective) of counteracting the destructive consequences of the COVID-19 pandemic at the municipal (cities and towns) level.

Project implementation

Background

Assuming that the nation state in its traditional, hierarchical formula is losing its previous position, one may be tempted to say that local government units, including cities and towns, are the new, increasingly important actors in politics – namely the policies (in the developmental sense). It is precisely cities, due to their undeniable development and demographic potential, that are exerting an increasing influence on what political scientists call governance. In other words, cities - or rather municipal self-government administrations - are gaining new instruments for exerting influence on development processes, as if 'in isolation' from decisions and resolutions originally reserved for the central level.

The COVID-19 pandemic, treated as an unprecedented crisis caused by the spread of the SARS-CoV-2 coronavirus, was and still is a kind of serious 'test' for the axiomatic nature of the above statement. In other words, the COVID-19 pandemic is a 'test' of the extent to which municipal self-governments are able to respond independently to the challenges of the pandemic crisis and post-pandemic reconstruction, and to what extent their potential is limited and actually oriented towards the actions of central actors. The point here is therefore to 'measure' the tension between the central level and the local (urban) level and to define the scope of the so-called local autonomy. In this case, the aim is to answer the question about the scope of local autonomy enjoyed by municipal self-governments in Poland, the Czechia, Slovakia and Hungary.

Research methods and techniques

The research conducted within the project is based on classical theoretical and methodological approaches for political science. Due to the comparison of four cases – namely cities and towns in Poland, Czechia, Slovakia and Hungary comparative analysis plays a key role which allows for capturing key similarities and differences in the response of municipal self-governments to the COVID-19 pandemic and the associated threat. This perspective (international comparative studies) also assumes the use of existing data analysis (primarily statistical data), decision analysis (in relation to the process of formulating key legal acts determining the shape and nature of the response to the COVID-19 pandemic) as well as the document analysis (primarily, but not exclusively, made available by the offices of the cities studied).

Forms

The project implementation is based on intensive cooperation between partners.

In other words, the project is implemented using the following forms:

- exchange of information and data between scientists and practitioners representing members of the project consortium. This exchange is carried out systematically and continuously, based on established contacts and communication channels;
- organization of events constituting key stages in achieving the project objective (the first event took place in 2023 in Wrocław, the second in 2024 in online formula, the third in 2024 in Wałbrzych, and the fourth is planned for 2025 to be organised in Szeged). According to the project's assumptions, each event is a forum for the exchange of experiences, observations and opinions on the methods of rebuilding municipal governments. What is more, each event is attended not only by scientists, but also by practitioners - representatives of the public, private and social sectors as well as students and doctoral students. It may be tempting to say that this is, in a sense, a unique formula that guarantees a broad view of the issues raised by all interested parties. In order to ensure the widest possible access to events, each event is live streamed;
- preparation of a peer-reviewed scientific monograph presenting the overall results of the project. In line with the project's assumptions, the monograph presents key findings made during the comparative research. These are the

findings that are not only important from a scientific point of view, but also important for practitioners – mainly (but not only) representatives of the local government (municipal) sector who are looking for answers to the question of how to respond to the crisis caused by the COVID-19 pandemic.

The first project event (Wrocław, April 25th-26th 2023)

On April 26th-27th, 2023, the Institute of Political Science at the University of Wrocław hosted the participants of the first event organised within the project 'Urban Post-COVID Recovery in the V4 Countries'. The event was divided into several parts.

In the first part of the event, the representatives of leading Polish, Czech, Slovak and Hungarian universities presented the results of the scientific research devoted to the project issues.

The part two was an opportunity for an interdisciplinary discussion devoted to the problems of post-COVID urban recovery in Central and Eastern Europe. The debate was not aimed only at researchers – the representatives of Poland, the Czech Republic, Hungary and Slovakia, but also the practitioners from Poland and France interested in the subject of the project.

In the next part special workshops for students and doctoral students were organized. The participants of these workshops had the opportunity to learn the conditions, forms and mechanisms for building the mechanisms of public involvement at the urban level during the post-pandemic period. A special attention was devoted to the strategic and operational dimension of this process.

It is worth emphasizing that the first event met with the keen interest of not only researchers, but also practitioners, doctoral students and students.

Recordings from the event are available on the official Facebook account of the project: <u>https://www.facebook.com/upcrV4</u>

The first project event. Day 1:



UPCR in the V4 Countries prowadził(a) transmisję na żywo. 26 kwietnia 2023 · 🏈

The event organised within the project "Urban Post-COVID Recovery in the V4 Countries" financed by International Visegrad Fund

Zobacz tłumaczenie



Source: https://www.facebook.com/upcrV4



Author: Olga Grajek

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Author: Olga Grajek



Author: Olga Grajek

The first project event. Day 2:



UPCR in the V4 Countries prowadził(a) transmisję na żywo. 27 kwietnia 2023 · 🔇

The event organised within the project "Urban Post-COVID Recovery in the V4 Countries" financed by International Visegrad Fund

Zobacz tłumaczenie



Source: https://www.facebook.com/upcrV4



Author: Olga Grajek



Author: Olga Grajek



Author: Olga Grajek

The second project event (online, May, 6th – 7th 2024)

On May 6th-7th, 2024, the Institute of Political Science at the University of Wrocław hosted the participants of the second event organised within the international research project 'Urban Post-COVID Recovery in the V4 Countries' financed by the International Visegrad Fund. The event consisted of three parts.

In the first, academic part of the event, the representatives of leading Polish, Czech, Slovak and Hungarian universities presented the results of the scientific research devoted to the project aims and assumptions. Moreover, introductory papers were presented by special guests – the key speakers: Professor Patrizia Magaro (Universita di Genova, Italy) and Professor Javier Lorenzo Rodriguez (Universidad Carlos III de Madrid, Spain).

The part two took the form of a round table debate devoted to the problems of post-COVID urban recovery. The debate was attended by not only scientists, but also the practitioners representing the private and social sectors, including project partners. As intended, various approaches to the recovery of municipal selfgovernments were confronted and discussed.

In the third part of the event the workshop aimed at students and PhD students were organized. The participants gained knowledge about the mechanisms of post-pandemic recovery and presented their own proposals on this topic. The presented ideas met with in-depth interest and raised questions and discussions.

It is worth emphasizing that the organized event was an online event and met with the keen interest of not only researchers, but also practitioners, doctoral students and students.

Recordings from the event are available on the official website of the project: <u>https://politologia.uwr.edu.pl/en/granty-i-projekty-badawcze/urban-post-covid-</u> <u>recovery-in-the-v4-countries/second-project-event-online-may-6th-7th-2024/</u>

Second project event. Day 1.



Source: https://www.youtube.com/live/nFInFUWSx-I?si=qhijkpOpy-hluq9U



Source: https://www.youtube.com/live/nFInFUWSx-I?si=qhijkpOpy-hluq9U

Second project event. Day 1 and Day 2.



Source: https://www.youtube.com/live/nFInFUWSx-I?si=qhijkpOpy-hluq9U



Source: https://www.youtube.com/live/nFInFUWSx-I?si=qhijkpOpy-hluq9U

The third project event (Wałbrzych, October, 10th – 11th 2024)

On October 10-11, the third event organized as part of the project took place. The event took place at the headquarters of one of the project partners, namely Angelus Silesius Academy of Applied Sciences in Wałbrzych.

In accordance with the assumptions, the event was divided into three parts. The first included a round table discussion, in which scientists and practitioners participated: representatives of the local government, non-governmental and business sectors.

The second - scientific - part was a form of exchange of opinions on the results of research conducted as part of the projects. The chapters prepared by the consortium participants, which will be published as part of the monograph, were analyzed.

The third part was met with keen interest from students, who had the opportunity to learn about the conditions, forms, mechanisms and results of conducting urban policy in the conditions of the post-pandemic crisis.

Recordings from the event are available on the official Facebook account of the project: <u>https://www.facebook.com/upcrV4</u>

Third project event. Day 1.

UPCR in the V4 Countries prowadził(a) transmisję na żywo — w Akademia Nauk Stosowanych Angelusa Silesiusa. Opublikowane przez: Marlena Piotrowska Ocu 2 dni · Wałbrzych, województwo dolnośląskie · S

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'Urban Post-COVID Recovery - Between Theoretical Assumptions and Practical Solutions'. Day 1 - Opening & Round Table Debate



Source: https://www.facebook.com/upcrV4



'Urban Post-COVID Recovery - Between Theoretical Assumptions and Practical Solutions'. Day 1. Academic Part



Source: https://www.facebook.com/upcrV4

Third project event. Day 2.

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UPCR in the V4 Countries prowadził(a) transmisję na żywo — w Akademia Nauk Stosowanych Angelusa Silesiusa. Opublikowane przez: Marlena Piotrowska

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· Wczoraj o 10:03 · Wałbrzych, województwo dolnośląskie · 🕥

'Urban Post-COVID Recovery - Between Theoretical Assumptions and Practical Solutions'. Day 2. Student Workshop



Source: Source: https://www.facebook.com/upcrV4



Source: https://www.facebook.com/upcrV4

The fourth project event (Szeged, October 2025)



University of Szeged (Hungary)



Analysis

National context

COVID-19 pandemic as a challenge for the state

As can be seen from the analysis of extensive literature on the subject, specialist reports and media reports (see: Bibliography), the COVID-19 pandemic posed unprecedented challenges to the state: its bodies and institutions. One might be tempted to say that the pandemic crisis was a kind of 'test' for the effectiveness and efficiency of the public sector: government and local governments. It turned out that the previous mechanisms of action, successfully used for years, lost their functionality. The pandemic threat - and we are talking not only about the period of the COVID-19 pandemic itself, but also about the post-pandemic period - has therefore remodelled the established patterns of performing public tasks.

The COVID-19 pandemic, like other European countries, affected the countries of the Visegrad Group. The response of the V4 countries was special because it was characterized by a kind of 'decisiveness' of action, including in the form of introducing wide-ranging restrictions and limitations.

Using publicly available statistical data, one may be tempted to attempt to illustrate selected actions aimed at 'fighting' the COVID-19 pandemic which were undertaken by the V4 countries.

The analysis of these activities is preceded by an illustration of a key indicator that allows for an assessment of the scale of the pandemic crisis faced by Poland, Czechia, Slovakia and Hungary. This indicator is the number of people infected with the SARS-CoV-2 coronavirus. Regardless of the different methodology for collecting data on infections for each of the V4 countries (as it may be debatable), certain key trends can be indicated.

Poland

Chart 1.



Source: https://ourworldindata.org/coronavirus#coronavirus-country-profiles

As can be seen from the analysis of the above chart, the highest number of infected people was recorded in spring 2022. The increase is clear compared to spring 2020 and 2023 and 2024.

Czechia

Chart 2.



Source: https://ourworldindata.org/coronavirus#coronavirus-country-profiles

Similarly to Poland, in Czechia the highest percentage of people infected with the SARS-CoV-2 coronavirus was recorded in early spring 2022. However, the peak of disease incidence is higher than in Poland.

Slovakia

Chart 3.



Source: https://ourworldindata.org/coronavirus#coronavirus-country-profiles

Exactly the same trend regarding the number of positive cases of SARS-CoV-2 coronavirus infection can be noted in Slovakia.

Hungary

Chart 4.



Source: https://ourworldindata.org/coronavirus#coronavirus-country-profiles

The situation is no different in Hungary. The peak of SARS-COV-2 coronavirus cases in this country occurred in early spring 2022. The years 2023 and 2024, i.e. the post-pandemic period, will see a clear decline in the number of cases.

V4 countries

Chart 5.



Source: https://ourworldindata.org/coronavirus#coronavirus-country-profiles

As can be seen from the analysis of Chart 5, the peak of the crisis related to the number of religious citizens of the V4 countries falls in practically the same period. To sum up, one can be tempted to say that it was the early spring of 2022 that forced the V4 countries, including the municipal self-governments in these countries, to take special actions aimed at reducing the destructive effects of the pandemic crisis.

When seeking an answer to the question about what these actions were, it seems justified to take into account the scale and scope of the limitations and restrictions

which, in accordance with the intentions of the V4 governments, were to be an effective and efficient tool in counteracting the destructive consequences of the COVID-19 pandemic. The next five charts illustrate the restrictions introduced in Poland, Czechia, Slovakia and Hungary. Importantly, they include nine different restrictions as follows:

- school closures;
- workplace closures;
- cancellation of public events;
- restrictions on public gatherings;
- closures of public transport;
- stay-at-home requirements;
- public information campaigns;
- restrictions on internal movements;
- international travel controls.

The combination of these nine elements provides a significant, although obviously imperfect, picture of how the V4 countries 'fought' the COVID-19 pandemic.

Poland

Chart 6.



Source: https://ourworldindata.org/covid-stringency-index

In contrast to the data illustrating the number of cases of people infected with the SARS-CoV-2 coronavirus, the peak of restrictive measures introduced in Poland occurred during the so-called first wave of the COVID-19 pandemic (spring 2020). A high level of restrictions also occurred in spring 2021.

Czechia

Chart 7.



Source: https://ourworldindata.org/covid-stringency-index

Analysing the case of Czechia, one might be tempted to say that the peak of restrictions falls on two, in a sense, twin periods. These are spring 2020 and spring 2021.

Slovakia

Chart 3.



Source: https://ourworldindata.org/covid-stringency-index

In the case of Slovakia, the intensity of restrictive measures seems to be 'stretched' over time. This is evidenced by the data relating not only to spring 2020, but also to a significant part of 2021
Hungary

Chart 9.



Source: https://ourworldindata.org/covid-stringency-index

The case of Hungary is special because the restrictions introduced in the spring of 2021 are greater than those introduced in the spring of the previous year. The year 2022 (especially spring) is of particular note, as it was the time when the scale of the restrictions was still noticeable and should therefore be noted.

V4 countries

Chart 10.



Source: https://ourworldindata.org/covid-stringency-index

Although the overall assessment of the restrictions introduced in Poland, Czechia, Slovakia and Hungary is similar, the case of Hungary seems to differ from the solutions implemented in the other V4 countries. Analyzing the reason for such a difference, one may be tempted to say that the reason was a different strategy to 'fight' the COVID-19 pandemic implemented by the government in Budapest. When analysing the 'response' of the V4 countries to the COVID-19 pandemic, it is worth mentioning two more seemingly key manifestations of activities. The first of them are information campaigns aimed at transferring knowledge and shaping social attitudes related to counteracting the destructive consequences of the spread of the SARS-CoV-2 coronavirus.

Europe/V4

Chart 11.



Source: https://ourworldindata.org/covid-public-information-campaigns

As can be seen from Chart 11, in January 2020 no country, including the V4 countries, made any effort to organise appropriate campaigns, despite the fact that

information about the difficult situation in China (and then in Italy) had already engaged the attention of the mass media and public opinion.

The situation changed dramatically in 2021. As can be seen from Chart 12, literally all European countries, including the V4 countries, implemented coordinated campaigns at that time.

Europe/V4

Chart 12.



Source: <u>https://ourworldindata.org/covid-public-information-campaigns</u>

Taking into account the data from December 2022, it should be emphasized that Poland was the only V4 country that did not implement a coordinated campaign at that time (see Chart 13).

Europe/V4

Chart 13.



Source: <u>https://ourworldindata.org/covid-public-information-campaigns</u>

The practice of managing the functioning of schools is the second extremely important element of the actions aimed at combating the COVID-19 pandemic. One might be tempted to say that this is a 'litmus test' of the response to the threats related to the spread of the SARS-CoV-2 coronavirus.

Europe/V4

Chart 14.



Source: <u>https://ourworldindata.org/covid-school-workplace-closures</u>

The data analysis from Chart 14 shows that in January 2020 schools in all European countries operated as usual.

Europe/V4

Chart 15.



Source: https://ourworldindata.org/covid-school-workplace-closures

With summer 2021 in mind, three of the four V4 countries recommended restrictions on the functioning of schools. Hungary was an exception.

Europe/V4

Chart 16.



Source: https://ourworldindata.org/covid-school-workplace-closures

December 2022 brought another change. Poland was the only V4 country to recommend restrictions on the functioning of schools.

The statistical data presented above relating to the V4 countries and other European countries provide a certain picture of the response to the threats and challenges related to the COVID-19 pandemic. This is of course not a comprehensive picture, but - and this is worth emphasizing - it indicates certain trends. The data constitute an important element of the analysis dedicated to cities and municipal self-governments which, due to their demographic potential, found themselves under particular pressure from the COVID-19 pandemic. This is evidenced by the information and data presented not only in the scientific literature, but also in specialist reports.

COVID-19 pandemic in cities and towns

It is hard to disagree with the statement that the COVID-19 pandemic has affected the functioning of states and societies. Due to its undeniable development and demographic potential, it has seriously 'affected' the functioning of cities and towns as well as their inhabitants. The impact of the COVID-19 pandemic on cities has been reflected in many reports prepared at the request of international and scientific organizations. The number of such studies is significant.

Considering the purpose of the project, attention is drawn primarily to such reports and policy briefs that focus on the activities of municipal self-governments. This is therefore a perspective that experts in the field call the perspective of municipal self-government or municipal self-government administration. This perspective is justified to the extent that municipal self-governments are responsible for meeting the collective needs of residents which are manifested in many areas of urban policy.

Our World in Data: Coronavirus Pandemic (COVID-19) https://ourworldindata.org/coronavirus

UN: COVID-19 in an Urban World https://www.un.org/en/coronavirus/covid-19-urban-world https://unhabitat.org/un-secretary-generals-policy-brief-on-covid-19-in-anurban-world

OECD: The impact of the COVID-19 crisis on regional and local governments <u>https://www.oecd.org/en/publications/the-impact-of-the-covid-19-crisis-on-regional-and-local-governments fb952497-en.html</u>

OECD: The territorial impact of COVID-19: Managing the crisis across levels of government

https://www.oecd.org/en/publications/the-territorial-impact-of-covid-19managing-the-crisis-across-levels-of-government_d3e314e1-en.html

OECD: More resilient public administrations after COVID-19 https://www.oecd.org/en/publications/more-resilient-public-administrationsafter-covid-19 8d10bb06-en.html

OECD: Improving subnational governments' resilience in the wake of the COVID-19 pandemic

https://www.oecd.org/en/publications/improving-subnational-governmentsresilience-in-the-wake-of-the-covid-19-pandemic 6b1304c8-en.html

OECD: First lessons from government evaluations of COVID-19 responses: A synthesis

https://www.oecd.org/en/publications/first-lessons-from-governmentevaluations-of-covid-19-responses-a-synthesis 483507d6-en.html

EU (EC): Cohesion policy action against coronavirus https://ec.europa.eu/regional_policy/funding/coronavirus-response_en

EU (EP): Urban areas in the post-Covid era: Challenges and future pathways https://www.europarl.europa.eu/RegData/etudes/ATAG/2022/729284/EPRS_A TA(2022)729284_EN.pdf

ECR: OECD Survey

https://cor.europa.eu/en/news/Pages/econ-cor-oecd-survey-covid-19results.aspx CEPR: State and local government finances in the time of COVID-19 https://cepr.org/voxeu/columns/state-and-local-government-finances-timecovid-19

ECPR: Impacts of the COVID-19 Pandemic in Local Governments: Qualitative and Quantitative Approaches

https://ecpr.eu/Events/Event/PanelDetails/10811

As it is evidenced by the already mentioned reports the impact of the COVID-19 pandemic on local self-governments, including municipal self-governments, is unprecedented. This impact is manifested not only during the COVID-19 pandemic itself but also in the post-pandemic period associated with recovery. In other words, the COVID-19 pandemic 'paralyzes' or destabilizes activities carried out in already mentioned key areas of urban policy (UP) such as:

- UP1: health,
- UP2: transport,
- UP3: education,
- UP4: culture,
- UP5: sports,
- UP6: recreation,
- UP7: labour market,
- UP8: housing,
- UP9: social assistance,
- UP10: administration and offices.

Answering the question about the model of the 'response' of local governments, including municipal self-governments, to the COVID-19 pandemic plays a key role, especially if we take into account the dualistic perspective. We are talking about a situation in which this 'response' not only integrates the activities of local

governments themselves (bottom-up activities), but is also a result of initiatives undertaken by the central/governmental administration (top-down activities).

Graph 17. COVID-19 pandemic response – an urban perspective



Source: Glinka, 2021, p. 51.

As the above chart shows, analysing the response of cities and towns as well as their governments to the COVID-19 pandemic is not an easy task. This is determined by the extraordinary complexity of the modern urban sphere which integrates the activity of not only public actors, but also private and social ones. Importantly, the city is subject to the impact of not only local actors, but also those who operate at the regional, national and international level.

In order to achieve the project's goal of illustrating the 'responses' of municipal self-governments in the Visegrad Group countries, it was decided to conduct an analysis covering several fundamental stages.

Firstly, a review of the literature on the subject devoted to the project's issues was conducted. One took into account the monographs, chapters in monographs, articles in journals, encyclopedia entries on public management, local government, urban policies, Multi-Level Governance in the Visegrad Group countries. Importantly, this review also included reports and policy briefs (see: page no. 46-48) prepared by international and scientific organizations. Press releases published through the traditional (printed) press and online editions also proved to be a valuable source of information.

Secondly, an analysis of statistical data presented by the European Union, the Organisation for Economic Co-operation and Development and the governments of the Visegrad Group countries was conducted. These were the data relating to the transformation of the functioning of the public sector, the social sector and the private sector, with particular emphasis on problem areas corresponding to areas of urban policy.

Thirdly, an analysis of statistical data held by offices of selected cities of the Visegrad Group countries was carried out. Considering the statistical data, it should be emphasised that these were the data illustrating the condition of areas of urban policy in a comparative perspective. Therefore, a comparison was made between the period before the COVID-19 pandemic, the period of the COVID-19 pandemic and the post-pandemic period related to reconstruction.

Fourthly, an analysis of documents and materials held by city offices from the Visegrad Group countries was carried out. These were the documents and materials of various rank and provenance. A key role was played by the multi-factor analysis of development strategies, specialist strategies dedicated to individual areas of urban policy and organisational regulations of offices. The analysis also included reports relating to the cooperation of public actors, private actors and social actors at the city level. The aim was to examine the conditions, forms, mechanisms and results of cooperation between the municipal local government administration and its stakeholders in the face of the challenges related to counteracting the destructive consequences of the COVID-19 pandemic.

Fifth, interviews were conducted with representatives of selected city offices from the Visegrad Group countries. The particular significance of these interviews stems from the fact that they are a source of unique, unavailable expert knowledge on the mechanisms of the 'response' of city governments to the challenges and threats related to the COVID-19 pandemic.

Sixth, the key role in the conducted study was played by the use of comparative analysis. Considering the aim of the project and the research perspective, it should be emphasized that the usefulness of this method resulted from the possibility of illustrating similarities and differences between the studied cases. In this case, it concerns the countries of the Visegrad Group (Poland, Czechia, Slovakia, Hungary) and municipal governments undertaking activities in these countries.

Seventh, the use of elements of decision analysis was an important step in the implementation of the study, especially when taking into account the process of formulating assumptions of urban policies. It should be remembered that this process was particularly difficult during the COVID-19 pandemic, not only due to objective technical limitations, but also, and perhaps above all, due to the need to

adapt the priorities and forms of urban policies to the requirements of the crisis situation.

Eighth, an important element of the research procedure was to take into account the objective indicators/measures indicating the condition of municipal local governments in the period before the COVID-19 pandemic, during the COVID-19 pandemic and in the post-pandemic period.

As can be seen from the analysis of the above reports, the response of local selfgovernments, including municipal self-governments, to the COVID-19 pandemic took specific, relatively uniform forms. However, what is important in the context of the assumptions of this research project is the illustration of the response of the V4 countries both during the COVID-19 pandemic itself and in the post-pandemic period related to recovery.

The initial comparison of the data presented in the reports with the level of local autonomy enjoyed by municipal self-governments in the V4 countries allows to conclude that there is a connection between the actions of municipal self-governments aimed at the pandemic crisis and the scope of local autonomy they have. It is justified, on the one hand, by the case of Hungary (the lowest level of autonomy) and on the other by the case of Poland, Czechia and Slovakia (the relatively high level of autonomy) implementing the particular actions in the areas of urban policy (UP1 – UP10).

Regardless of the initially signaled differences, which will be fully presented and discussed in the prepared scientific monograph, it seems justified to formulate **recommendations** for representatives of municipal self-governments. This is about such recommendations that allow efficient post-pandemic recovery.

Recommendations (initial) for practitioners

As already mentioned, in addition to measurable scientific results, the project also provides the solutions useful for practitioners - representatives of local (municipal) self-governments and other actors who cooperate with these governments. The preliminary nature of this report makes these recommendations preliminary (general). Nevertheless, they provide key answers to questions about how to counter the destructive consequences of the COVID-19 pandemic.



Recommendation No. 1

Programming of activities conducted in individual areas of urban policy

#R1

Programming of activities, regardless of the area of activity in question, plays a key role in effective and efficient public management. It is a sine qua non condition for a long-term, and therefore well-thought-out and phased approach to meeting the needs of recipients of the activities conducted. It should therefore be emphasized that the success of all kinds of initiatives and undertakings (both soft and hard) aimed at urban affairs may depend on programming.

Programming should take the form of a professional approach based on the development of a specialist strategic document (strategy, plan, program, etc.). What is important and worth emphasizing is the fact that such a document, regardless of its final name, should be prepared based on a specific scheme.

The key role is played by the inclusion of the widest possible group of entities (public, private and social actors) in the process of developing the assumptions of the document. The participation of these actors is important in terms of conducting an in-depth review of the conditions in which the local government unit finds itself.

Regardless of the detailed approach used, a professional strategic document that meets the basic programming criteria should contain the following elements:

1. **Analysis** of the initial situation covering one of three models:

Strengths	Weaknesses
Opportunities	Threats

SWOT

Source: own elaboration.

SWOT analysis requires the local government unit – the city – to be placed in two dimensions. The first dimension (internal) includes strengths and weaknesses. The second dimension (external) includes opportunities and threats.



Source: https://54.144.41.209/guide/strategic-analysis/what-is-pest-analysis/

Unlike the SWOT analysis, the PEST analysis takes into account the widest possible range of factors that determine the actions of local government units. These are factors as:

- political,
- economic,
- social,
- technological.

NABC



Source: https://medialabamsterdam.com/businesstoolkit/method-card/nabc-method-2/

The third analytical model - NABC - focuses on the need. If we assume that the need is to meet the collective needs of city residents during the pandemic and postpandemic crisis - we need to consider how to achieve the goal defined in this way. We must therefore take into account the approach, benefits and competition. Importantly, the analysis should be based on the use of existing data (statistics, previous documents), surveys/interviews with the participation of local government unit stakeholders, etc. In other words, all three models - SWOT, PEST, NABC - although important and useful from the expatriate and cognitive point of view, cannot replace precise activities aimed at assessing the initial situation.

2. Precise definition of the **goals** that are to be achieved. The application of the SMART approach is useful in this respect.





Source: own elaboration.

The SMART approach to defining goals is useful in the sense that it allows for a specific definition of what we want to achieve. With local government units and implemented activities in mind, e.g. in the area of public transport, one may be tempted to say that the SMART approach allows for determining how many passengers, at what time and by what means will be able to move in pandemic and post-pandemic conditions.

3. Precise definition of the **recipients (target groups)** of the activities, taking into account the division into:

- internal stakeholders - meaning employees of local government offices and organizational units subordinate to them,

- external stakeholders - the list of these is wide and may include groups such as:

- residents,
- investors/entrepreneurs,
- tourists,
- passing-through people,
- students,
- public institutions at the regional, central and international levels,
- entities of the so-called third sector.

4. Precise definition of **instruments (tools)** used for the purpose of achieving (maximizing) a defined goal.

Considering the instruments (tools) used to achieve the defined objectives, it should be emphasized that their catalogue is potentially broad and, consequently, very diverse. However, when attempting to catalogue them in the context of recommendations addressed to practitioners, it is worth noting that these instruments (tools) can be divided into the following instruments (tools):

- legal,
- organisational.

In the first case (legal), it is about introducing such regulations (the aforementioned strategic documents and other, less important regulations) that allow city actors to act effectively and efficiently within the limits and based on the provisions of the currently applicable law.

In the second case (organizational), we are talking about the appropriate division of tasks and responsibilities between office employees and their stakeholders/collaborators. The division of portfolios is a condition for effective and efficient operation.

Moving on to a more detailed level of discussing instruments (tools), it should be noted that they can be:

- announcements, information,
- events,
- sectoral programs,
- public services.

5. Providing **sources of financing** for ongoing activities

It is hard to disagree with the statement that the success of implementing activities aimed at achieving goals depends on the involvement of appropriate financial resources. These resources are of course not necessary to implement all activities (e.g. informational activities conducted via social media), but in most cases they are essential. Their importance increases in a situation in which it is necessary to implement so-called traditional (infrastructure) projects.

Among the financial sources aimed at implementing activities, the following are listed:

- local government units' own resources,
- government resources,
- European Union resources,
- private entity resources (public-private partnership).

6. Selection of mechanisms for **monitoring and evaluating** activities

Monitoring and evaluation mechanisms are a key element of strategic management. They allow for a reliable assessment of whether and to what extent previously defined goals have been achieved.

Monitoring is defined as systematic, structured collection of data on implemented activities.

In turn, in the case of evaluation, it is necessary to take into account such solutions that allow for a comparison of assumed goals with achieved goals, based on data collected as part of monitoring. Taking into account the above elements, **programming** is an important step towards an appropriate response to the challenges and threats related to the COVID-19 pandemic, both in terms of the pandemic period itself and the pandemic period related to reconstruction. Recommendation No. 2 Cooperation with urban policy actors

#R2

It is hard to disagree with Patsy Healey claiming that the functioning of the local government unit, including cities, can be defined through the prism of '(...) *complex mixture of nodes and networks, places and flows, in which multiple relations, activities and values co-exist, interact, combine, conflict, oppress and generate creative synergy*'¹.

Taking into account the complex nature of the processes indicated, cooperation with actors - public, social and private - becomes increasingly important, which can help in achieving the assumed and programmed goals.

This is determined by the fact that each actor has different resources that they can share and, at the same time, realize their own goals and expectations. The key resources that are the subject of exchange include:

- knowledge,
- experience,
- information and data,
- skills,
- financial resources,
- health resources,
- organisational resources.

¹ P. Healey, *Complexity and spatial strategies. Towards a rational planning for our times*, Routledge, New York 2007, p. 1.

Recommendation No. 3 Changing the organizational structure of offices

#R3

As it results from the analysis of not only the extensive literature on the subject, but also from the observation of local government practice, the proper organizational structure plays a significant role in the implementation of previously defined goals.

Each office - and we are talking about offices of local government units - operates on the basis of a specific organizational structure, focused on the implementation of public tasks in individual areas of urban policy. However, the crisis related to the COVID-19 pandemic and the requirements of post-pandemic reconstruction forces a change in the current structure, especially if two elements are taken into account.

Firstly, a change in the organizational structure of offices is necessary in a situation in which local authorities make a decision on the development of a specialist strategic document (see: earlier arrangements regarding strategies, programs, plans, etc.). It turns out that the implementation of the assumptions of such documents requires a minor reconstruction of the system of competences within the office (i.e. the liquidation of some organizational units or the creation of new ones).

Secondly, the professionalization of activities resulting from the development of a strategic document requires a certain kind of openness to the knowledge, experience and skills of so-called external entities. In this sense, the organizational structure of the office should be ready to delegate some tasks to other, specialized entities that operate outside the office itself.

Taking the above into account, it is recommended to establish not only a specialist organizational unit conducting activities in the area of crisis management (and such a crisis is undoubtedly the COVID-19 pandemic), but also the most precise possible division of tasks between the appropriate units conducting activities in relation to the areas of urban policy, while ensuring their capacity and readiness to cooperate.

Recommendation No. 4

Using the experience of other local government units

#R4

The exchange of experiences on public management, especially in the face of such a challenge as the COVID-19 pandemic, is a condition for the successful implementation of activities. It turns out that other related local government units, primarily cities, may have knowledge and information useful from the point of view of counteracting the destructive consequences of the spread of the SARS-CoV-2 coronavirus.

With the exchange of experiences in mind, it is recommended to:

- organize meetings with local authorities and city office employees to discuss problems and methods of overcoming them,
- exchange of so-called good practices relating to individual areas of urban policy,
- preparation of joint reports, guides and handbooks,
- participation in national and transnational project and expert networks, which involve representatives of local government units.

The **recommendations** formulated are preliminary in nature and are appropriate for a study such as a midterm report. Nevertheless, it can be said that they allow for drawing attention to key elements that can be treated as a condition for a proper response to the challenges related to the COVID-19 pandemic.

In other words, although the actual results of the project will be presented in a peer-reviewed scientific monograph, it is worth noting that the effectiveness and efficiency of actions taken by municipal local governments are in a full sense dependent on their approach to a crisis such as the COVID-19 pandemic. The ability to 'fight' the pandemic threat and then the potential for recovery is a derivative of appropriate preparation on both a strategic and operational level.
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