

# THE ROLE OF HYBRID PARTNERSHIPS IN THE MANAGEMENT OF DEVELOPMENT

Aleksander Noworól<sup>1</sup>

**key words:** territorial partnerships, regional development, new regional policy, management of development

## Introduction

The New Regional Policy of the European Union creates specific challenges for entities responsible for the management of territorial development. The new model of regional policy is focused on territorial public intervention (a place-based policy) as well as on Multi-Level Governance. The principal objective of the paper is to disclose new roles of territorial partnerships brought into existence in the course of the formal emergence of so-called “functional areas”, as a tool of an integrated approach to regional development.

## 1. Territorialization as the Essence of the New Paradigm of Regional Policy

The territorialization of development policy relates to the observation that “the efficiency of place-based production systems, and their competitiveness is a key factor for gaining competitive advantages by producers” [Markowski T., 2011, p. 76]. Based on the analysis of many authors, T. Markowski considers that the territorial dimension of development policy is – among other things – the result of the necessity to create conditions for effective cooperation of self-governments in order to stimulate development that crosses borders of administrative divisions at the national and international levels [Markowski T., 2011, p. 77].

An understanding of territorialization was presented in F. Barca’s well-known report: *An Agenda for a Reformed Cohesion Policy. A place-based approach to meeting European Union challenges and expectations*, published in 2009 [Barca F., 2009]. The Barca Report stated that there was a consensus that the European Union should modernize its cohesion policy. The policy concept formulated in the Report is the place-based development approach. The objectives of the Report were to reduce inefficiency (under-utilisation of resources resulting in income below potential in both the short and long-run) and social exclusion (primarily, an excessive number of people below a given standard in terms of income and other features of well-being) in specific places. According to the Report, “places are defined through the policy process from a functional perspective as regions in which a set of conditions conducive to development apply more than they do in larger or smaller areas”. The Barca Report argued that a place might require an intervention from outside in response to two sets of market and government failures:

- a place can be trapped in a vicious circle of inefficiency or social exclusion because local elites intentionally fail to choose appropriate economic institutions (as it is against their interests); or
- the less a place has effective institutions, the less likely it is to have them in the future (path dependence) [Barca F., 2009, p. 11].

The essence of policy territorialization boils down to the fact that the goods and services concerned need to be tailored to places by eliciting and aggregating local preferences and knowledge and by taking account of linkages with other places. The place-based approach goes beyond the traditional dilemma of whether to decentralize or centralize public functions. Authorities governing exogenous interventions set the priorities, rules and general objectives for using the funding provided, leaving it to lower levels of government to implement these principles according to the context as they see fit. Place-based policies are complex but they have brought a spatial transparency to public interventions. The spatial dimension of public interventions is transparent, verifiable and subject to citizens’ scrutiny and there is a clear recognition that “the state does not necessarily know best”. Among the most evident weaknesses which indicate the need for reform of cohesion policy, the Barca Report mentions “a deficit in strategic planning and in developing the policy concept through the coherent adoption of a place-based, territorial perspective” [Barca F., 2009, p. 15].

Currently, the philosophy of “a place-based approach” is mentioned in many strategies and policies, including – among others – the important EU document *Europe 2020, A strategy for smart, sustainable and inclusive growth*, adopted in 2010 by the European Commission. Among 3 main priorities, this strategy indicates “an

---

<sup>1</sup> D.Sc. Ph.D. Arch. Aleksander Noworól, Assoc. Prof. of Jagiellonian University, Institute of Public Affairs, Faculty of Social Communication and Management of the Jagiellonian University; Assoc. Prof. of the Cracow University of Economics; Krakow, Poland.

inclusive growth”, consisting in “fostering a high-employment economy delivering economic, social and territorial cohesion” [Europe 2020, 2010, p. 11].

Territorial priorities for the development of the European Union have been adopted in the form of the so-called *Territorial Agenda of the European Union 2020* (TA2020), agreed at the Informal Ministerial Meeting of Ministers responsible for Spatial Planning and Territorial Development on May 19<sup>th</sup>, 2011 in Gödöllő, Hungary. This document defines six territorial priorities for the EU which can contribute to the successful implementation of the Europe 2020 Strategy. These priorities are:

1. Promoting polycentric and balanced territorial development,
2. Encouraging integrated development in cities, rural and specific regions,
3. Territorial integration in cross-border and transnational functional regions,
4. Ensuring global competitiveness of the regions based on strong local economies,
5. Improving territorial connectivity for individuals, communities and enterprises,
6. Managing and connecting ecological, landscape and cultural values of regions. [TA2020, 2010, p. 7-9]

The *Territorial Agenda* indicates the relevant governance and implementation mechanisms. TA 2020 underlines that “Implementation instruments and competences are in the hands of EU institutions, Member States, regional and local authorities and private actors. Multi-Level Governance formats are required to manage different functional territories and to ensure balanced and coordinated contribution of local, regional, national and European actors in compliance with the principle of subsidiarity. This needs vertical and horizontal coordination between decision-making bodies at different levels and sector-related policies to secure consistency and synergy.” [TA2020, 2010, p. 9].

A place-based approach is present in the latest Polish national development documents. *National Strategy of Regional Development 2010-2020. Regions, cities, rural areas (KSRR 2020)* is the basic development document outlining future socio-economic development processes in the period up to 2020. The adoption of a new model of thinking concerning place-based development – stimulation of internal territorial potentials and strengthening mechanisms ensuring diffusion of development from stronger centers to entire regions – addresses the challenges that the current policy needs to face. The new regional policy is one oriented towards all Polish regions and territories, as it focuses on their strong points and makes use of the opportunities, and, where need be, provides external resources to level out development gaps [KSRR 2020, 2010]. Another national strategic document of the greatest importance is *National Spatial Development Concept 2030 (KPZK 2030)*. As spatial management is a result of multi-level development processes, KPZK 2030 makes use of the place-based approach in establishing its goals and its implementation instruments. The main idea is still territorially balanced development focused on the development potentials of the areas selected in the EU 2020 Strategy. The document outlines the complex but well-tailored concept of functional areas playing different roles in national, regional and local development. According to KPZK 2030, functional area planning is a key feature of modern development policy. This type of planning will be present at each of the levels of the planning system in Poland. A new and important feature of functional areas is the fact that they cut across administrative borders. So the development model adopted in KPZK 2030 represents a comprehensive approach: functional planning in the areas demarcated by geographical features based on socio-economic conditions will enable a more precise definition of the specific development potential and comprehensive problem-solving in the area.

So, instead of insisting on cohesion principles, the national development policy in Poland encourages socio-economic competitiveness of the functional areas, defined on various spatial scales (macro-regional, regional, sub-regional and local). However, this new approach to development policy at the national level has not yet filtered down to regional and local systems of development management in Poland. In 2011, the author prepared two expert opinions for the Polish Ministry of Regional Development, concerning the current state of and possible amendments to regional and local systems of development management in Poland. The findings of these expert opinions, as well as other researches by the author conducted in the form of participant-type observations of the regional and local authorities’ development activities, are the reasons for formulating the following conclusions.<sup>2</sup> The spatial dimension of territorial planning is very important and only loosely linked to socio-economic planning. The legislator in many cases imposes a requirement to coordinate intraregional development with national policy, leaving internal harmonization of plans to regional authorities. The legal acts define the organizational conditions for preparing, enacting, implementing and monitoring regional plans and programs. The main actor is the regional self-government, responsible for 23 out of 36 documents, prepared on the regional level. At the local level, the obligatory planning system comprises 41 documents: 22 at the district (*powiat*) level and 19 prepared for communes (*gmina*). The legislator does not impose a multilevel coordination of plans and programs on this level either. This situation urgently needs to be addressed, as development policy should be

---

<sup>2</sup> The author provides consulting services for national, regional and local governments in Poland and abroad.

cohesive at all governmental levels. Despite certain formal connections between plans and programs, the overall shape of the obligatory local planning system does not seem to allow for efficient management of development processes. This stems from two main characteristics. The first deficit of the local planning system is – at the regional level – the weak linkage of socio-economic and spatial issues. The next important deficiency consists in the fact that there is no necessity to adopt local strategies in Poland. So, the majority of local plans and programs are operational and sectoral, without a broad and cohesive reflection of the entirety of administrative unit problems. In the opinion of the author, a territorially oriented local development strategy should be an obligatory element of the planning system. The inquiry prepared in 2011 disclosed that the best governed Polish metropolises, districts and communes prepare local strategies as non-obligatory plans. In addition, “smart” cities, districts and communes enact many other non-obligatory plans and programs. These documents are frequently strategically oriented. A good example is the case of revitalization (urban regeneration) programs, which in practice are of an integrated nature. Revitalization programs are a good example of the contemporary understanding of territorial development, combining sustainable, smart and inclusive aspects of the territorial change. In describing the local planning system in Poland, we must add that there is only loose coherence of regional and local solutions. This situation also needs to be amended immediately.

From the organizational point of view, the regional and local systems of development management are based on the fundamental role of statutory legal entities of regional and local governments. However, it is worth noting that there is an important level of disaggregation of the organizational system. Apart from governmental authorities, the territorial management system includes different types of institutions: governmental managerial units or agencies. Only a few coordination or monitoring responsibilities are transferred to NGOs. The monitoring committees, composed mostly of officials of regional and local levels, form the regional system of control of the EU cohesion policy implementation. That – still weak, but existing – heterogeneity seems to be a good introduction to the future needs of the organizational infrastructure of territorial management. However, it should be underlined that there is practically no legal pressure to implement deep, socially rooted public participation. Instead, we usually find recommendations for “informing” or “consulting”, which can easily be reduced to mere formalities. In the case of the regional as well as local levels, public participation is then more symbolic than real [Noworól A., 2011a, 2011b].

## **2. Increasing Role of Multilevel Governance and Inter-organizational Relationships**

At the root of Multilevel Governance is the conviction that "Governance includes the state but transcends it by taking in the private sector and civil society. All three are critical for sustaining human development. The state creates a conducive political and legal environment. The private sector generates jobs and income. And civil society facilitates political and social interaction – mobilizing groups to participate in economic, social and political activities" [UNDP, 1997]. So, the concept of Multilevel Governance implies changing relationships between many actors, operating at different levels of political systems and in different sectors [Szczerki K., 2005, p. 11]. The multilevel effect concerns the empowerment not only of public authorities at different government levels, but also other private and non-governmental entities affiliated through interweaving networks. Based on the analyses and interpretations of many authors [Agh A., 2010; Sorensen E. and Torfing J., 2007; Sroka J., 2009; Szczerki K., 2005, 2012], Multilevel Governance should be treated as one of the concepts of territorial management, and at the same time, as a phenomenon revealing the civilization changes reflected in the new public governance theory [Pollitt C. and Bouchaert G., 2011]. Multilevel Governance emerges from a model of policy understood as a system of continuous negotiation between public, private and social bodies in the networked environment.

The multilevel approach to governance (and consequently to public management) is rooted in contemporary civilization phenomena. A scientific understanding gives a deep insight into those issues that are related to the flow economy [Dawson R., 2008] and the relationship economy [Allen S. et al., 2008]. In particular, the flow economy is a concept “in which almost all value is based on the flow of information and ideas”. Companies must therefore continuously examine their position in the context of these flows. The flow economy forces the emergence of new business strategies related to the necessity of finding a position in “the landscape of economic convergence”. [Dawson R., 2008, p. 123-128]. R. Dawson identified six elements of the flow economy which are interrelated: standards, interfaces, connectivity, relationships, content and services. The primary axis in the flow economy is the linkage of standards and relationships. As standards become more open – and thus it becomes easier for customers to change affiliations – relationships become the main source of value. In the flow economy – whoever controls the relationships, controls the value. Companies all over the world must therefore constantly change their strategic business positions. This process of strategic repositioning, founded on opening businesses’ thinking to new possibilities, strengthens the role of participative communication processes. This participative approach has become imperative in the flow economy. Strategy development must consider the participation of people throughout and even beyond the organization. The strategy should be participative, inclusive of members of the organization and external partners [Dawson R., 2008, pp. 128-147]. It refers directly

to the importance of Multilevel Governance in which mutual dependencies in networks are often more important than legal regulations. In the networked environment – as in the flow economy – relationships that are built on trust are therefore of fundamental importance. Then, political factors become progressively weaker and we can observe an increasing importance of public participation, as a key element of building a competitive advantage based on innovation activities. Public participation, usually associated with the processes of democratization of public life, becomes a new pragmatic approach within the flow economy. It helps varied types of entities to identify hidden phenomena and to build coalitions for improving their own position in the world of ever-changing circumstances. Then, a large part of decision-making processes related to the stimulation of development happen beyond institutions which have – traditionally and in accordance with the law – been responsible for territorial units' activities.

In order to deepen understanding of the meaning of territorial cooperation, it is worth recalling selected research problems and theoretical concepts. Let's start with R.A.W. Rhodes, who maintains that in the contemporary world, "governance refers to self-organizing, inter-organizational networks" with the following four characteristics:

- Interdependence between organizations, as governance is broader than government, covering non-state actors; the boundaries between public, private, and voluntary sectors become opaque;
- Continuing interactions between network members, caused by the need to exchange resources and negotiate common purposes;
- Game-like interactions, rooted in trust and regulated by rules of the game negotiated and agreed by network participants;
- Significant degrees of autonomy from the state; networks are self-organizing; although the state does not occupy a sovereign position, it can indirectly and imperfectly steer networks" [Rhodes R., 1997, p. 53].

Interoperability in the field of territorial management may take the form of partnerships. Based on analyses of public administration strategies involving the transfer of some public responsibilities to the private and social sectors, I. Elander indicates cross-sectoral partnerships as a spreading form of organization of the execution of tasks, particularly in the sphere of revitalization and mobilization of development capabilities [Elander I., 2002, pp. 192-193]. A partnership is defined as a "a coalition of interests drawn from more than one sector in order to prepare and oversee an agreed strategy for the regeneration of a defined area" [Bailey N. et al., 1995, p. 27; Elander I., 2002, p. 191]. I. Elander stresses the importance of cross-sectoral partnerships in creating public policy. He puts forward 6 arguments:

1. partnership may create synergetic effects of partners;
2. partnership may spread the risks of a project among several actors;
3. partnership may help one partner influence the world view and way of action of other partners;
4. partnership may be an instrument for gaining additional financial resources for the participating partners;
5. partnership may be a way of reducing open conflict and creating a consensual policy climate;
6. partnership may reduce demand overload upon a government and create a broader, more diffuse situation of accountability [Elander I., 2002, p. 198].

An in-depth study of the functioning of partnerships between territories was carried out by X. Luo and J. Shen (China), and by M. I. Haseki (Turkey). They distinguished the following partnership types:

- pro-development, created by local authorities, the private sector, and academic elites for joint development for mutual benefit on the basis of a partnership agreement (for example: cooperation in tourism);
- promotional, pursuing a common territorial marketing, carried out mainly by local and regional-level authorities, and focusing on the development of common strategies and programs, as well as promotional brochures, and meetings (such as promotion of investment opportunities and/or tourism);
- coordination, which aims to improve the availability and level of public services at the local and regional level, with the involvement of regional and local authorities, and NGOs, on the basis of a partnership agreement to co-ordinate the design, creation, and operation of the infrastructure, and the improvement of public policies (such as cooperation in the sphere of transport, especially public transport);
- resource-based, where public authorities seek to manage (share) human and natural resources on the basis of a partnership agreement (e.g. education, maritime economy);
- strategic, controlled by public authorities and aimed at strengthening overall competitiveness and weakening competition between cities through the creation of common strategies and programs (such as

the single market, the standardization of investment policies) [Luo X. and Shen J. 2009, p. 60; Haseki M.I. 2011, pp. 103, 106].

Among important theoretical concepts, it is also appropriate to recall Model 4C created by A. Najam, characterizing the relationship between public and non-governmental organizations [Najam A., 2000]. On the basis of an analysis of the relationships between NGOs and (self-)governments, he proposed a scheme of interdependence of their strategies and goals.

		Goals (Ends)	
		Similar	Dissimilar
Preferred strategies (means)	Similar	Cooperation	Co-optation
	Dissimilar	Complementarity	Confrontation

**Figure 1. Model 4C of NGO–Government Relations**

Source: Najam A., 2000, p. 383

Model 4C is structured based on the juxtaposition of features of similarity or dissimilarity of strategies (means) and goals (decisions) of public organizations and NGOs. A. Najam claims that it leads to one of four combinations:

- Cooperation when aspiring to similar goals and using similar measures,
- Complementarity, when looking for common solutions, but using dissimilar strategies,
- Co-optation, when applying similar strategies, aspiring to dissimilar goals,
- Confrontation, when both goals and strategies are dissimilar.

In the context of the theme of this paper, when studying the impact of public intervention on the stimulation of development processes, Model 4C seems to be a valuable analytical tool.

The listed concepts of interoperability and creation of partnerships must take into account three ways of social communication: information, consultation and public participation [Noworól K., 2009]. Public participation is a particularly important and difficult form of communication. It is defined as “the involvement of individuals and groups that are positively or negatively affected by or are interested in a proposed intervention, e.g., a project, program, plan, or policy that is subject to a decision-making process” [Enserink, B. at al., 2007]. The essence of public participation is dialogue and deliberation. J. Cohen uses the notion “deliberation” to describe a “public process of communication oriented towards searching for appropriate arguments advocating specific evaluations and solutions in the issues under discussion” [Sroka J., 2009, p. 28]. The public character of the discourse is of fundamental importance. J. Sroka, taking into consideration the theoretical approaches of J. Cohen, J. Habermas and J. Dryzek, presents seven postulates of deliberation procedures:

1. argumentative character of deliberation, which requires participants in the communication process to exchange only logically justified proposals;
2. not allowing the “gagging” of certain views, which means that debates are of a fully inclusive and public nature, and each position, even the most atrocious one, should have a possibility to access the debate;
3. liberating debates from external pressures, which consists in participants being sovereign towards the environment; they are bound only by communicative assumptions and argumentation principles;
4. liberating debates from internal pressures; everyone has the same opportunities of being heard, raising topics, criticizing, etc.;
5. debates aiming at rationally motivated consent, which means that the rule of majority (voting) is acceptable to apply only because debates have to finish with conclusions;
6. the fact that the deliberation includes problems that can be regulated in the equal interest of everyone; everyone must then be guaranteed equal access to the mechanisms of social and political communication;
7. debates embracing (re-)interpretation of needs and changes of pre-political attitudes and preferences, but the principle issue is the strength and credibility of arguments, according to the chosen criteria [Sroka J., 2009, p. 32-39].

Due to potential conflicts of interest, the application of these rules in the conduct of public debates is extremely difficult. However, it is important to note that a constructive debate creates an arena of adaptation of views of those who are striving for constructive inter-organizational relationships.

Finally, it is worth recalling two models of arrangement in the public sphere. K. Szczerki distinguishes a model of participative deliberation, in which the public sphere has open channels of participation by various social actors (stakeholders) in the decision-making process and open communication channels through the media. The media become neutral relayers of the deliberation, allowing the existence of diverse opinions and mutual persuasion. Another model of arrangements is a liberal tender of interests, which is the concept of the public deciding, which implies the self-organization of interest groups (especially economic ones) and their balancing in the process of public negotiations. The conditions of such a process of constant bidding (bargaining) are voluntary participation, equality, transparency, mutual trust and low costs of entry into the system [Szczerki K., 2012, p. 169]. It is worth noting that the conditions mentioned by K. Szczerki coincide with the above mentioned postulates of deliberation procedures.

New and future EU regulations on cohesion policy for the period 2014-2020 show the importance of partnerships and multilevel governance. The Draft Regulation of the European Parliament and the Council provides common principles for all structural instruments relating to general principles of support [Proposal for Regulation of the European Parliament and of the Council, 2011]. Partnerships and Multilevel Governance are mentioned among these principles. The Draft includes the requirement to establish key areas of support and territorial challenges that need to be addressed. Special emphasis, in the context of the subject matter of this publication, must be placed upon the following:

- mobilizing potential at the local level by strengthening and facilitating Community-Led Local Development (CLLD), and by the transfer of responsibility for the implementation of local development strategies to Local Action Groups,
- the introduction of an instrument called Integrated Territorial Investment (ITI) in cases where the strategy of territorial development or the urban development strategy requires an integrated approach, involving investments in more than one priority axis of one or more operational programs [Proposal for Regulation of the European Parliament and of the Council 2011, pp. 14-26].

The mentioned observations indicate the direction of change of the organizational infrastructure of development management.

### **3. Hybrid Partnerships and their Nature in Development Processes**

Constant processes of change are going on in the contemporary world. Technological progress, climate change and globalization are creating new reference points and new challenges for those who are trying to anticipate the future. In such complex circumstances, the spatial, social and economic environment demands new concepts and new approaches from development actors. Development is going to be organized within functional areas, strengthening competitiveness and expressing a place-based approach. Multilevel Governance is more and more widely seen as the intellectual tool to manage the heterogeneity and complexity of development determinants. Functional planning arranged across administrative borders as well as deliberative and participative approaches to territorial management are stimulating the change in roles of the main territorial actors. The position of the governmental sector is going to be diminished, while it appears that the importance of both the business sector and the third sector will be increased. Thus a basic causative mechanism emerges in the form of the common interest of territorial partners from all three sectors. The deliberative procedures should allow relevant organizational solutions to be found. The idea of hybrid partnerships as the main organizational tool of the management of development emerges. Such types of partnerships should assure the interoperability of the territorial actors. Their cooperation should reveal reciprocal interests, prevailing over the role of public administration. This means, as was mentioned by A. Agh, that we are approaching an authentic “participatory revolution” [Agh A., 2010]. In the network of interests of all the partners, the voice of public administration is going to be weaker than today. However, the causative strength of governments would be revealed in two cases:

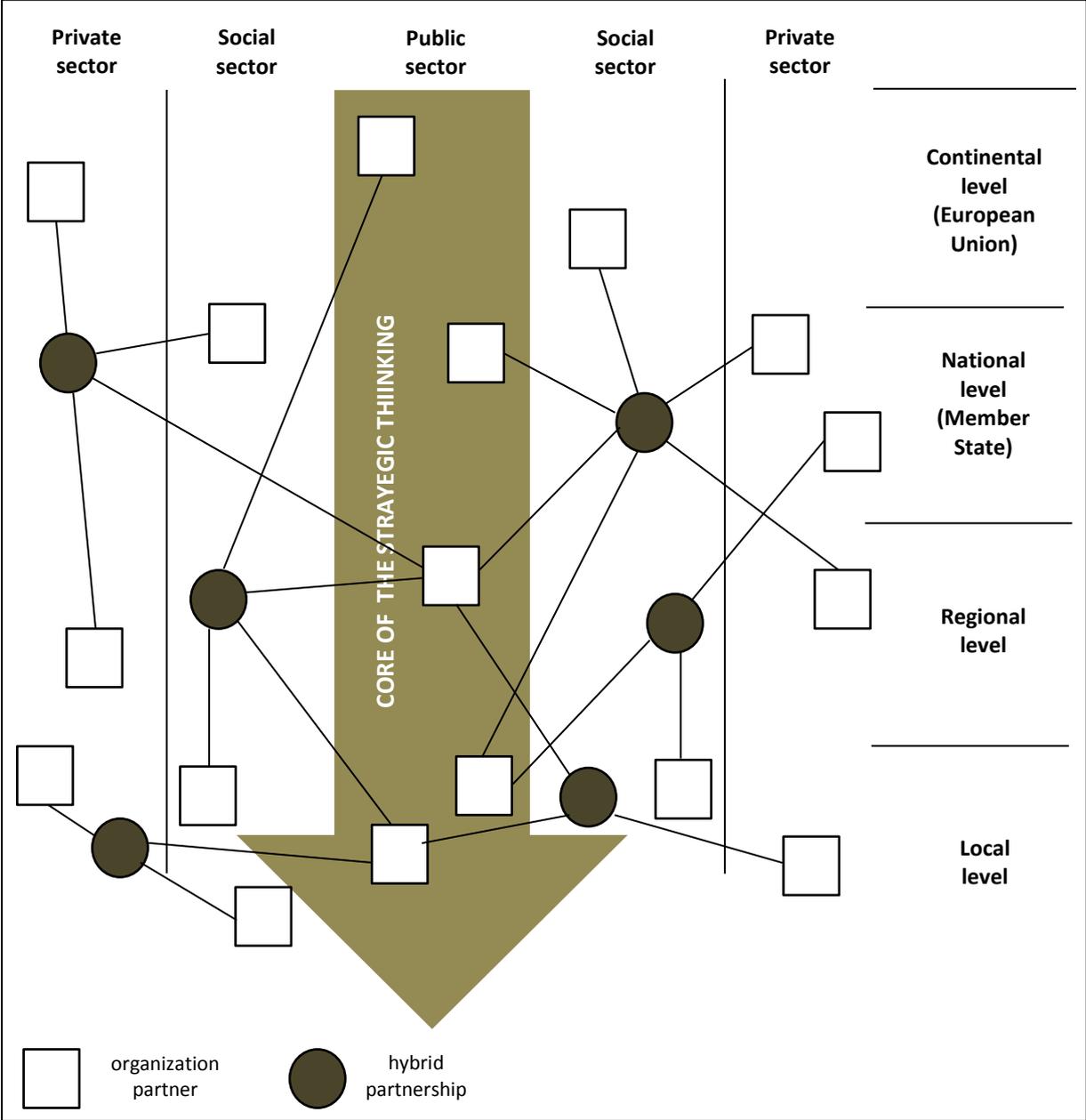
- where partnerships were comprised of public entities that were ready to allocate their assets to support other partners;
- where partnerships endeavored to win the support of an outside public entity.

Both cases are probable and seem to exist in parallel. It is then probable that the public administration will strive to regain the ability to govern subject to the liberal tender of interests, rather than to rule using traditional, hierarchical ways.

Another “revolutionary” aspect of incoming partnership arrangements will be related to the contractual dimension of the hybrid partnerships. The business and social sectors will place emphasis on the effectiveness of

partnership activities and the fulfillment of their strategic goals. As a result, we will see the widespread use of portfolio analyses of undertaken projects. This means that the projects will be more linked to the partnerships' strategic goals than to the political marketing of public leaders. Partnership projects will be subjected to portfolio-type thinking, typical for the business sector. We can expect then that an authentic and deep evaluation of policies and projects will become prominent. It will strengthen the strategic attitude of all partners.

Taking into consideration the above mentioned observations, the new role of the public administration can be revealed. In the complex environment of competitive hybrid partnerships, the main function of governments will be strategic orientation focused on public interests, democratic principles and human values. Public authorities – being members of hybrid partnerships or their external debaters – would probably be able to ensure the cohesion and the coherence of scattered multi-directional activities of hybrid partnerships. This cohesion will be guaranteed by selective support for those dispersed strategies, policies, operational programs and single projects which fulfill rules and goals created in the common interest of the community, the region and the country. In this way, “the core of the strategic thinking” guaranteed by the public sector will emerge (see the Figure below).



**Figure 2. Model of interoperability of hybrid partnerships.**

Source: Own study, in reference to Noworól A., 2013, p. 135.

It is worth outlining the contribution of representatives of all three sectors to the future development's organizational conditionings. As has been mentioned above, public authorities will perform a dual role in the management of development. Firstly, as the animator and the main actor of public intervention, political organs and governments will create policies, rules, instruments and conditions for fulfillment of common territorial interests. They will guarantee the democratic order and the participation of business and social actors in the systems of development management of territorial units. Another important role of public bodies will consist in coordination of activities of the actors of all the territorial levels (EU, country, region, district and community), respecting the principle of subsidiarity. The fundamental task of the public sector will consist in the preparation and the conclusion of territorial contracts signed between public authorities of various levels and hybrid partnerships anchored in different areas of the multi-organizational networks. The more practical dimension of the monitoring, strategic control and evaluation will then emerge in order to accomplish the goals of all the partners. Secondly, public authorities will participate as partners in the hybrid partnerships. This means that the public sector will have to learn the new roles. It should guarantee the interests of the community against those of the others in the partnership. The public sector should use accessible contractual resources and persuasive means in order to integrate the activities of all the partners with the public tasks. At the same time, it should participate, based on the principle of equality, in the process of setting goals and implementation strategies of the partnership projects. The role of the public sector would be to take part in the conclusion of the territorial agreements (territorial contracts). Public authorities would frequently act as mediators in the process of negotiations of partnership with other public authorities. Public institutions and organizations, as members of partnerships, would participate in drawing up project portfolios, take care to balance them and take part in their monitoring and evaluation.

The business and social sectors will also perform new roles in the management of development, surpassing current practices and experiences. On the one hand, corporate and non-governmental organizations will participate as economic and social partners in the preparation of public planning documents and in the consultation of implementation arrangements, undertaken by the legal authorities. That will be a significant role, taken into consideration in the methodology of creating programming documents, especially in the domain of land use planning. On the other hand, an even more important role of business and social partners will consist in active participation in hybrid partnership activities. As it has been mentioned, those partnerships will increasingly take over responsibility for the development of functional areas, frequently crossing administrative borders. In consequence, the private and social sectors will try to secure their own interests in the management of development processes. If the selection of partners is adequate to local or regional communities' needs, such a situation will be conducive to functional area development. Otherwise, it will create many differentiated and unpredicted troubles, conflicts and collisions. Business and non-governmental organizations will then use accessible contractual resources in order to integrate the development processes in their own way. As participants of territorial partnerships, they will take part – together with representatives of the public sector – in the formulation of the goals (and the means of their realization) of the agreed project portfolios.

Finally, it is important to mention that contractual and project portfolio oriented thinking emerges as a consequence of the situation in which the beneficiary of the exogenous intervention is the hybrid partnership and not the public authority of the lower level. The significance of an authentic evaluation of development processes becomes the crucial issue, as a fair estimation of the contribution of all the partners is a condition of mutual confidence and the continuation of cooperation. The balance between financial profits of the business partners and environmental or social aims, defended by non-governmental participants of the partnership, can have – in parallel with the common goals of public authorities' efforts – a new positive impact on development processes. Thus, those processes can be freed from predominant orientation towards the political interests of ruling parties – a situation that is typical in cases where the public sector is the only (or main) executor of the development.

## **Final Remarks**

Based on a review of the premises and the essence of the New Regional Policy, the paper indicates the main mechanisms and instruments allowing the enhancement of the effectiveness of networked triple-sector, hybrid partnerships. As the principal conclusion, the paper indicates the role of these partnerships, which – in parallel with the public system – will determine development management processes. Coherent and territorially-oriented activity of the public administration should then be strengthened by various entities from the corporate and non-governmental sector. Strong cooperation between functional area partners at the strategic level will allow implementation of development projects. These projects could be based on territorially balanced development policies. The integrated strategies could be adapted to various types of functional areas and allow realization of integrated projects relating to specific problems and access to services.

The necessity to implement public participation seems to be obvious; however, taking into consideration the low level of social capital in Poland and the results of mentioned studies, this field currently seems to be the biggest challenge for entities responsible for the management of development. New EU instruments in the shape of community-led local development or integrated territorial investments will demand a specific type of management by institutions, acting based on dialog and deliberation procedures. The hybrid partnerships, comprised of public, private and social participants, will then assume a role of major importance in development processes of functional areas. The decreasing role of the public sector in such an organizational environment should then be balanced by strategic orientation and by selective support for those activities which guarantee human values, constitutional principles and – in general – the common interests of the territorial communities.

## References

### *Books and Papers*

- Agh, Atilla. 2010. Europeanization and Democratization in ECE: Towards Multi-Level and Multi-Actor Governance. *The NISPAcee Journal of Public Administration and Policy* (Vol.III, No. 1), pp. 9-32.
- Allen, Scott, Deragon, Jay, Orem, Margaret, and Smith, Carter. 2008. *The Emergency of The Relationship Economy*. Cupertino, CA: Link to Your World.
- Bailey, N., Barker, A. i Macdonald, K. (1995). *Partnership Agencies in British Urban Policy*. London: UCL Press.
- Barca, Fabrizioo. 2009. *AN AGENDA FOR A REFORMED COHESION POLICY. A place-based approach to meeting European Union challenges and expectations*.  
[http://ec.europa.eu/regional\\_policy/archive/policy/future/pdf/report\\_barca\\_v0306.pdf](http://ec.europa.eu/regional_policy/archive/policy/future/pdf/report_barca_v0306.pdf) (accessed March 25, 2013)
- Dawson, Ross. 2008. *Living Networks: Leading Your Company, Customers, and Partners in the Hyper-Connected Economy*. Lulu Press Inc.
- Elander, Ingemar. 2002. *Partnerships and urban governance*. UNESCO 2002. Blackwell Publishers ([http://www.sociologia.unimib.it/DATA/Insegnamenti/4\\_3037/materiale/elande.pdf](http://www.sociologia.unimib.it/DATA/Insegnamenti/4_3037/materiale/elande.pdf), (accessed September 19, 2012).
- Enserink, Bert, Patel, Mita, Kranz, Nicole, and Maestu, Josefina. 2007. Cultural factors as co-determinants of participation in river basin management. *Ecology and Society* (12(2):24, <http://www.ecologyandsociety.org/vol12/iss2/art24/> (accessed October 25, 2012).
- Haseki, Murat. 2011. Regional Development with Cooperative Marketing Strategy: A Case of Cukurova Region, Turkey. *International Journal of Business and Management* (Vol. 6, No. 6), pp 98-107.
- Luo, Xiaolong, and Shen, Jianfa. 2009. A study on inter-city cooperation in the Yangtze river delta region, China. *Habitat International* (33), pp. 52–62.
- Markowski, Tadeusz. 2011. *Dylematy terytorialnego wymiaru w krajowych i regionalnych dokumentach strategicznych*. in: Szlachta, Jacek and Woźniak, Jacek (Eds.), *Krajowa Strategia Rozwoju Regionalnego do roku 2020 a strategie rozwoju społeczno-gospodarczego województw* Warsaw: Polska Akademia Nauk. Komitet Przestrzennego Zagospodarowania Kraju. Studia. Tom CXXXVII. pp. 75-96.
- Najam, Adil. 2000. The Four C's of Third Sector-Government Relations: Co-operation, Confrontation, Complementarity and Co-optation. *Non-Profit Management and Leadership* (Vol. 10, No. 4 /2000), pp. 375-396
- Noworól, Aleksander. 2011a. *Kierunki i zmiany niezbędne do stworzenia docelowego systemu zarządzania polityką rozwoju na poziomie regionalnym (uwzględniające dotychczasowe dokumenty strategiczne)*. Warsaw: Ministry of Regional Development.  
[http://www.mrr.gov.pl/rozwoj\\_regionalny/Polityka\\_regionalna/KSRR\\_2010\\_2020/Ekspertyzy/Documents/Noworol\\_System\\_zarzadzania\\_rozwojem\\_kierunki%20i%20zmiany.pdf](http://www.mrr.gov.pl/rozwoj_regionalny/Polityka_regionalna/KSRR_2010_2020/Ekspertyzy/Documents/Noworol_System_zarzadzania_rozwojem_kierunki%20i%20zmiany.pdf). (accessed March 25, 2013)
- Noworól, Aleksander. 2011b. *Kierunki zmian niezbędnych do stworzenia docelowego system zarządzania polityką rozwoju na poziomie lokalnym*. Warsaw: Ministry of Regional Development.  
[http://www.mrr.gov.pl/rozwoj\\_regionalny/Polityka\\_regionalna/KSRR\\_2010\\_2020/Ekspertyzy/Documents/Noworol\\_Kierunki\\_zmian\\_poziom\\_lokalny.pdf](http://www.mrr.gov.pl/rozwoj_regionalny/Polityka_regionalna/KSRR_2010_2020/Ekspertyzy/Documents/Noworol_Kierunki_zmian_poziom_lokalny.pdf). (accessed March 25, 2013)
- Noworól, Aleksander. 2013. *Ku nowemu paradygmatowi planowania terytorialnego*. Warsaw: CeDeWu.pl
- Noworól, Kamilla. 2009. Partycypacyjne narzędzia zarządzania publicznego. *Zarządzanie publiczne. Zeszyty Naukowe Instytutu Spraw Publicznych UJ* (4 (8) / 2009), pp. 93-105.
- Pollitt, Christopher, and Bouchaert, Geert. 2011. *Public Management Reform* (third edition). Oxford: Oxford University Press.

- Rhodes, Rod. 1997. *Understanding Governance: Policy Networks, Governance, Reflexivity and Accountability*. Buckingham: Open University Press.
- Sorensen, Eva, and Torfing, Jacob, 2007. *Theories of Democratic Network Governance*. New York: Palgrave.
- Sroka, Jacek, 2009. *Deliberacja i rządy wielopasmowe. Teoria i praktyka*. Wrocław: Wydawnictwo Uniwersytetu Wrocławskiego.
- Szczerski, Krzysztof. 2005. *Administracja publiczna w modelu zarządzania wielopasmowego. Wyzwania dla rozszerzonej Unii Europejskiej - przypadek Polski*. Warsaw: Centrum Europejskie Natolin.
- Szczerski, Krzysztof. 2012. Agenda polityczna a polityki rozwoju. in: Górniak, Jarosław and Mazur, Stanisław, (Eds.). *Zarządzanie strategiczne rozwojem*. Warsaw: Ministry of Regional Development. pp. 165-184.

### **Documents**

- EUROPA 2020, A strategy for smart, sustainable and inclusive growth*. 2010. Brussels: European Commission.
- National Spatial Development Concept 2030 (Koncepcja Przestrzennego Zagospodarowania Kraju 2030; KPZK 2030)*. 2011. Warsaw: Ministry of Regional Development.  
[http://www.mrr.gov.pl/english/Regional\\_Development/Spatial\\_Policy/NSDC\\_2030/Documents/KPZK\\_2030\\_ENG\\_small.pdf](http://www.mrr.gov.pl/english/Regional_Development/Spatial_Policy/NSDC_2030/Documents/KPZK_2030_ENG_small.pdf) (accessed March 9, 2013).
- National Strategy of Regional Development 2010-2020. Regions, cities, rural areas (Krajowa Strategia Rozwoju Regionalnego 2010-2020. Regiony, miasta, obszary wiejskie; KSRR 2020)*. 2010. Warsaw: Ministry of Regional Development.
- Proposal for a Regulation of the European Parliament And of the Council laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund covered by the Common Strategic Framework and laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (EC) No 1083/2006*. 2011. Brussel: European Commission.  
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0615:FIN:EN:PDF> (accessed March 10, 2013).
- Territorial Agenda of the European Union 2020, Towards an Inclusive, Smart and Sustainable Europe of Diverse Regions*. (2011). Gödöllő: Informal Ministerial Meeting of Ministers responsible for Spatial Planning and Territorial Development.  
<http://www.eu2011.hu/files/bveu/documents/TA2020.pdf> (accessed March 25, 2013)
- UNDP. 1997. *Good governance - and sustainable human development*.  
<http://mirror.undp.org/magnet/policy/> (accessed March 25, 2013)