

ECONOMIC UNIVERSITY
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IN WROCLAW

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SOCIAL PARTICIPATION IN PUBLIC MANAGEMENT AND ITS IMPACT ON
SUSTAINABLE DEVELOPMENT OF SMALL CITIES OF A TOURIST CHARACTER IN
POLAND
(SUMMARY)

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SUMMARY

The belief that today's cities are the engines of economic growth has become an almost natural and common phenomenon in the development of mankind. This is the result of broadly understood social, economic and environmental changes that have occurred in the last few decades under the influence of globalization and technological processes. Changes in the lifestyle, proportions of working time and free time, changes in the socio-demographic characteristics of inhabitants, including an increase in life expectancy, an extension of the period of activity of no longer working people at retirement age, a decrease in the number of families, and an increase in the number of people of all ages living alone - this is just a few examples of these transformations. As a result, city residents spend more and more time on leisure, culture, education, entertainment and meetings, expecting from the city convenient access to infrastructure adapted to the changing lifestyle¹. This ongoing process of changes has led to a dramatic increase in the importance of tourism as a new branch of world economies having a significant impact on economic growth. Also in Poland, income from tourism accounts for about six percent of the share of gross domestic product, and small tourist towns (especially those located in the mountains, by the sea, lakes, and also with historical properties) are gaining more and more importance. The dynamic development of tourism presents these destinations with a number of challenges and social, economic and environmental problems. A number of examples of an imbalance include: uncontrolled construction of large-format hotel and apartment buildings, the influx of tourists beyond their service capacity and the accompanying road congestion, inefficient drinking water systems, purification systems, etc., cause very serious problems for the quality of life of residents, for the natural environment, and for local activities economic and for tourists themselves, etc. The answer to these threats is the sustainable development of small cities of a tourist character in Poland, which requires much more fundamental changes in the current lifestyle, development policy and management style. Today, it is not enough just to administer the city, as evidenced by numerous research and scientific publications from the last fifty years. It is necessary to choose a style of public management that will allow for participatory making of public decisions and solving local problems. Despite the obvious view, a number of world and national scientific studies indicate that in the era of universal democratization and liberalization of city management systems, social participation is still:

¹ Słodczyk J, The social dimension in designing sustainable city development, *Geographical Works and Studies*, 65.3, Faculty of Geography and Regional Studies, University of Warsaw, Warsaw 2020, p. 17

- limited, superficial, conventional - the public is not involved in making critical decisions regarding the management and delivery of services, and decisions are administrative, not public²;
- fictional - projects that improve the lives of residents are created behind closed doors, without involving the residents³;
- unsatisfactory - despite the program declarations made by local authorities, the reality reveals a high degree of conservatism, which boils down mainly to informing and consulting projects already undertaken by local authorities, both current and planned⁴;
- minimalistic - the phenomenon of inclusion exists in the life of cities, but local government authorities do not need to expand and involve residents more fully in the process of making public decisions⁵;
- not very transparent and non-systemic - the introduction by local governments of modifications limiting the participation possibilities of residents, the so-called empowerment without empowerment, e.g. top-down setting of the rules of the civic budget by city authorities, authoritarian allocation of funds for this purpose⁶;
- socially corrupt - depriving residents of the opportunity to submit ideas more responsible for the city, and its main task is to strengthen the position of the current decision-makers, and not to create foundations for co-governing the city⁷;
- inaccessible and disappointing for residents - lack of local government activity in the field of educational and promotional activities - social participation⁸;
- burdened with common mistakes - strong influence of lobbying circles for their own interest, e.g. in relation to the idea of the civic budget, adopting the form of a plebiscite, in which often winning projects related to strong lobbying by various public institutions,

² Wang X., Assessing Public Participation in US Cities, *Public Performance & Management Review*, vol. 24, no. 4, 2001, pp. 322–336. JSTOR, www.jstor.org/stable/3381222 - accessed on August 14, 2021

³ Nedjima M., Boudemagh Souad S., The Urban Project and the Urban Improvement to the Test of the Participation, Case: Project of Modernization of Constantine, *World Academy of Science, Engineering and Technology International Journal of Architectural and Environmental Engineering Vol : 9, No: 4, 2015*, pp. 402 - 405 - <https://publications.waset.org/search?q=participation> - accessed on 02/09/2021

⁴ Kalisiak Mędeńska M., Social participation at the local level as a dimension of decentralization of public administration in Poland, *Wydawnictwo Uniwersytet Łódzki, Łódź 2015*, pp. 263- 316

⁵ Sadowska B., Szaja M., Włodarek J., Social participation as a vehicle of local development, *Scientific Publishers of Szczecin University, Szczecin 2019*, pp. 90-97

⁶ Wiktorska Świąteczka A., Kozak K., Public participation in local development management, *Oficyna Wydawnicza Atut - Wrocławskie Wydawnictwo Oświatowe, Wrocław 2014*, pp. 104-105

⁷ Kłębowski W., *Participatory budget - evaluation*, Instytut Obywatelski, Warsaw 2014, p. 37

⁸ Sobol A., Krakowiak Drzewiecka M., Dobosiewicz R., The impact of social participation on sustainable development - the example of the City of Zabrze, *Scientific Papers of the Silesian University of Technology, Organization and Management z.104, No. 1979/2017, Katowice 2017*, p. 364

especially education and upbringing (schools, kindergartens, libraries, municipal cultural centers). These projects often limit the scope of their impact to closed social groups⁹;

- socially expected - citizens want and are able to debate difficult matters relating to the public sphere and make a well-founded decision^{10 11}

Based on the revealed conclusions, four fundamental aspects influencing the choice of the topic of work and the definition of the scope of the research were noticed. Firstly, social participation, treated as the foundation of modern democracy, is an expression of the subjectivity of local communities and fits perfectly into modern concepts of local development management, especially in the tourism sector. Secondly, public participation is a tool supporting the implementation of the goals of sustainable tourism development - it takes into account the needs and expectations of residents, generates more sustainable benefits from the development of tourism (for residents, investors, the natural environment, local authorities). Thirdly, despite the rich scientific achievements in the area of social participation, the studies conducted so far, regardless of the place of their implementation, indicate a number of disproportions between idealistic models, social expectations, and its actual level in management processes. Cities have access to a wide spectrum of knowledge and instruments of social participation in city management. However, in the process of sustainable development, the level of their use is still unsatisfactory and requires improvement. Fourth, all the research conducted on social participation mostly concerns metropolises, large and medium-sized cities, and does not refer to the specificity of small tourist towns.

In view of these arguments, in the author's opinion, conducting research on the topic of the dissertation, which is "Social participation in public management and its impact on the sustainable development of small cities of a tourist character in Poland" has become a need to fill the existing research gap within the question posed research with the following wording: "how to model social participation in public management to increase its impact on the sustainable development of small cities of a tourist character in Poland".

The main goal of the work is "to identify social participation in public management and to determine its impact on the sustainable development of small cities of a tourist character in

⁹ Rzeńca A., Sobol A., Civic budget as an instrument of shaping city space - the example of Łódź and Katowice, KPZK PAN Bulletin, Issue 272/2018, Warsaw 2018, pp. 213-214

¹⁰ Smith G., Beyond the Ballot 57 Democratic Innovations from Around the World A report for the POWER Inquiry, London 2005, pp. 113 - <https://gsdrc.org/document-library/power-beyond-the-ballot-57-democratic-innovations-from-around-the-world/> - accessed on June 20, 2020

¹¹ Wójcicki, M., The concept, essence and forms of social participation in the process of spatial planning. Regional Development and Regional Policy, (24), Adam Mickiewicz University, Poznań 2018, p. 170 - <https://pressto.amu.edu.pl/index.php/rrpr/article/view/13568> - accessed on June 20, 2020

Poland and to indicate the directions of development of social participation against the background of the existing legal, organizational, social and technological conditions". On this basis, answers were sought to research questions:

- I. in the theoretical part: (1) What social, economic and environmental aspects influence the sustainable development of cities; (2) What factors influence the classification of small tourist towns? (2) How to define a small town with a tourist character? (3) What problems, in theoretical terms, determine the development of small tourist towns? (4) What challenges do small tourist towns have to face in order to achieve a broadly understood improvement in the quality of life? (5) What is the significance of the concept of sustainable development in the dynamization of urbanization processes? (6) How to understand sustainable urban development; (7) What role does urban tourism play in the sustainable development of a small tourist town? (8) What is the genesis of public management? (9) How has city management evolved in the process of socio-economic changes and urbanization development? (10) What form of public management is conducive to building a civic society of a local tourist city? (11) What is the essence of social participation? (12) How was social participation shaped at the turn of the 20th and 21st centuries? (13) What is the role of social participation in the process of organizing social, economic and environmental life in small tourist towns? (14) What, in terms of theoretical considerations, the basic models and instruments of social participation may have an impact on the sustainable development of small tourist towns?
- II. In part of the planned empirical research: (1) Is social participation used in city management in the mentioned areas of tasks related to the sustainable development of the city? (2) What methods of social participation are used in city management and implementation of sustainable development goals? (3) Is public participation used in city management during the SARS COV-2 pandemic? (4) Does social participation in city management play a very significant / significant / neutral / insignificant impact / or does not have an impact on the sustainable development of the city? (5) What goals of the city's sustainable development were implemented with the use of social participation in city management in the years 2010-2020 or during the term of office? (6) What goals for the sustainable development of the city with the use of social participation in city management have been set for the years 2021-2027?

The subject work was theoretical and empirical in nature and examines social participation in public management and its impact on the sustainable development of small tourist towns in Poland over the years 2010-2020. The choice of this period was dictated by the historical

aspects of the globalization of socio-economic and political phenomena environmental. Including the transfer, from the European Union to the Member States and cities, of many financial support programs that have played a fundamental role in the discourse on public participation in public management and its impact on the sustainable development of cities. Dedicated programs have opened up opportunities for small towns of a tourist character in Poland to intensify activities for their sustainable development. At the same time, during this period, social participation in public management, provided that basic democratic principles were applied: openness, transparency and transparency of local self-governments, had a disproportionate chance to become the so-called key to activating the potential of local communities and stimulating social creativity, trust and civic attitudes towards the sustainable development policy. Due to the interdisciplinary nature of the dissertation, the thesis was based on studies of selected foreign and domestic literature, normative acts, available data from the Central Statistical Office and the Public Information Bulletin of small tourist towns in Poland and other studies, e.g. international and national reports on the substantive scope of the dissertation. The empirical part was created on the basis of qualitative research and covers the thematic scope of the work. Primary data was obtained through planned surveys among the mayors of a selected research sample of small towns of a tourist character in Poland. Additionally, based on the available public information of these cities, qualitative and quantitative identification of projects implemented as part of social participation in the period 2010-2020 was carried out. Municipal self-government units of a tourist nature in Poland, having three main common features, ie (1) the status of an urban commune, were qualified for the study; (2) basic function - tourist character; (3) the number of inhabitants does not exceed 20,000. An additional aspect used in the work is the author's thoughts and professional experience in the field of city management.

Finding answers to all research questions allowed in the theoretical aspect and in the light of empirical research to:

1. defining a small tourist town, identifying the accompanying social, economic and environmental phenomena, which are also opportunities and threats to the development processes of small tourist towns,
2. defining the concept of sustainable development, defining its essence and significance for urbanization processes and the expansion of tourism development in small tourist towns; define public management, and place the concept of sustainable development on the foundations of established public management paradigms;

3. establishing the essence and significance of social participation in city management, defining its role in sustainable urban development and identifying models and instruments of social participation which, in theoretical aspect, may have a significant impact on sustainable development
4. identification of social participation in public management and determination of its impact on the sustainable development of small cities of a tourist character in Poland
5. an attempt to find an answer to the main research problem by establishing conclusions and proposing an original model of social participation in the institutional aspect.

The research results are presented in four chapters along with the conclusion.

The first theoretical chapter includes considerations on small tourist cities in Poland. The area of knowledge indicates a very high complexity of the matter and, as has been established, there are no objectified criteria defining the concept of small, medium or large cities. There are various approaches in this area in the literature on the subject. When presenting a typification of small tourist towns in Poland, it was assumed that these are settlement units with urban rights with a population of up to 50,000, performing tourist functions, which, despite the accompanying phenomena of seasonal fluctuations in tourist traffic, short stays of large groups, qualitative factors (exogenous endogenous), conflicts in the relationship between permanent residents and tourists, offers tourists an attractive, high-quality comprehensive tourist product, which includes its unique tourist values (natural, cultural), high-quality tourist services and tourist surroundings. The main characteristic feature is their tourist function, which constitutes the entire socio-economic activity of the city, aimed at serving tourists and meeting specific tourist needs. Most often, the tourist function in these cities is the only (monothematic) direction of development. In view of the accompanying range of economic, social and environmental phenomena, tourism in these cities has great potential to make a positive contribution to a sustainable economy. First of all, it results from the fact that it is the main source of income for the local community and the main source of city budgets. However, the success of the development of this industry is not always guaranteed, and the effects are positive. In the event of unequal use of resources, tourism can be culturally, socially, economically and ecologically damaging and may not deliver the expected economic growth. These negative effects of the development of tourism are acutely felt mainly by the inhabitants, who, experiencing mass tourist invasions and inefficient road, water and sewage systems and others, are doomed to the broadly understood difficulties. The spectrum of threats and challenges accompanying small tourist towns in Poland creates space for the concept of sustainable development, measured by

the improvement of the quality of life of residents, satisfaction of tourists and the tourism industry.

The second chapter focuses on sustainable development and public management. Sustainable development has been defined as development in which the needs of the present generation can be met without diminishing the chances of future generations to meet them. The concept of sustainable development, adopted in the 1970s by the UN member states, including Poland, became the main determinant of the development of countries, cities and all other types of human settlement. This global ideology of human development has become a permanent element of the development policy of the nations of the world at all levels of public and local government administration, and has also become a leading thought in creating a vision of the organization and development of human life. Moreover, its evolutionary nature means that cities and local communities play a fundamental role in the process of achieving sustainable development. By undertaking various activities in the area of the 17 Sustainable Development Goals, their primary task is to integrate the environments (social, economic, natural environment), involve the local community in this process, prevent negative phenomena, create conditions for equality within and between generations, constantly improve processes while maintaining full greening. Also in Poland, small tourist towns face a number of challenges related to sustainable development. The main challenges include: municipal waste management, transport - public transport, uncontrolled suburbanization resulting from the expansion of uncontrolled hotel and apartment construction, shrinking natural resources, environmental protection in the city, social polarization, city management. Sustainable tourism has the potential to improve urban infrastructure and universal accessibility, promote the regeneration of damaged areas and preserve cultural and natural heritage. However, to achieve this, the city must be managed effectively and efficiently. Public management is defined in many ways in the literature on the subject and continues to evolve under the influence of continuous social, economic and political development, as well as the accompanying processes of globalization and digitization. It makes the view that today, at all levels of public administration, there is no one model of public management, but it is a concentration of many complementary concepts based on three basic paradigms, ie: (1) The traditional model of public administration according to M. Weber; (2) New Public Management (NPM); and (3) New Public Governance. In today's social, economic, environmental and political conditions, it is important that city management focuses on: (1) eliminating excessive bureaucracy, (2) making decisions based on regularly collected data, (3) participation of residents in the sustainable development of the city. A model conducive to social participation in city management is the

concept of "Public Governance". Its main feature is the multi-level organizational interaction between the public, private, non-governmental and social sectors. Social factors come to the fore, driven primarily by participatory support networks based on public, private and social stakeholder groups. Social participation is an integral part of the Public Governance model. The aspects of the market economy play an important but secondary role.

The third chapter is devoted to social participation in public management with simultaneous reference to sustainable development. One of the definitions of social participation functioning in the scientific circulation defines it as the participation of citizens in managing the affairs of the community of which they are members. In a broad sense, it is the basis of civil society, whose members voluntarily take part in public activities. In a narrower sense, it means a public-legal partnership of the commune self-government and residents, serving to undertake activities for local development. A significant contribution to the understanding of social participation are the considerations of the American researcher SR Arnstein (1969), whose interpretation of social participation focuses mainly on the degrees of delegation of public authority and the size (form) of participation. In the form of a ladder of social participation, the author illustrated eight levels of participation, each of which was distinguished by a specific intensity of allowing the excluded society to co-decide on the methods of access and distribution of information, on political goals, on the allocation of resources, and on the methods of operation of social and cultural programs. In this context, the author placed on the so-called the ladder of social participation. The grading of social participation proposed by the author is based on the fact that at the lowest level, defined as the lack of social participation, city management is focused on manipulation and therapy. Higher level - these are apparent activities that gather around them activities such as consultations and appeasement. The highest level of social participation - the socialization of the authorities is directly related to the partnership-based treatment of the local community, delegating them tasks or mutual control and responsibility for the development of the city. This last level is the highest level of empowerment, which, according to the literature, is the least used level in city management, and despite the visible progress in this area, the current state of social participation and the instruments and forms of cooperation used by the authorities do not translate into real participation of residents in the process of city management. According to the theoretical assumptions, social participation is a tool supporting city management and the implementation of the principles of sustainable development, which takes into account the needs and expectations of residents; it generates more sustainable development benefits for residents, investors, the natural environment and local authorities. By encouraging citizens to participate

in social dialogue to define the future of their cities, sustainable urban development processes can be improved.

The fourth chapter presents the results of empirical research that contributed to the identification of social participation in public management, determining its impact on the sustainable development of small towns of a tourist nature in Poland, and indicating directions for the development of social participation against the background of the existing legal, organizational, social and technological conditions. The surveyed small tourist towns in Poland, over the years 2010-2020, undertook a number of infrastructure investments related to the construction and modernization of water, sewage, energy and gas networks. They have a relatively stable socio-demographic structure, including: marginal depopulation, a downward trend in the scope of provided social services and a lower and lower level of unemployment. Public management is also based on elements of social participation with different levels of delegating power, i.e. from informing the local community about the decisions taken, through bilateral exchange of knowledge, to co-decision making. Moreover, the vast majority of respondents expressed the opinion that social participation in their cities plays a very important role in the process of sustainable development. The research results confirm that the involvement of the local community takes place at various stages of sustainable development, i.e. in the phase of needs diagnosis, organizing tasks, making decisions about selecting tasks, achieving goals and controlling the process. Most often, stakeholders are involved in the phase of problem diagnosis and task planning. The phase of organizing tasks, making decisions, achieving goals and control remains in the strict domain of local self-government authorities. The dominant form of social participation in the management of these cities is one-way communication, which most often comes down to sending information about decisions already made. To distribute them, cities use basic means such as: announcements on city information boards, on the city's website, in the local newsletter, information brochures, etc. and then sent for information to residents with the intention that the local community, expressing its opinion, will provide feedback. The least frequently local authorities of small tourist towns in Poland resort to methods of social participation related to co-decision. This last level of empowerment most often takes the form of the civic budget. Another less common mechanism is a local initiative. As part of the civic budget, in the years 2010-2020, small tourist cities in Poland carried out a number of micro-projects that can be qualified as improving the quality of life in the city. Hence, it can be indicated that it makes a symbolic contribution to the sustainable development of the researched tourist destinations. However, this is not a cause for satisfaction. Although the civic budget has been known in the local government community for several

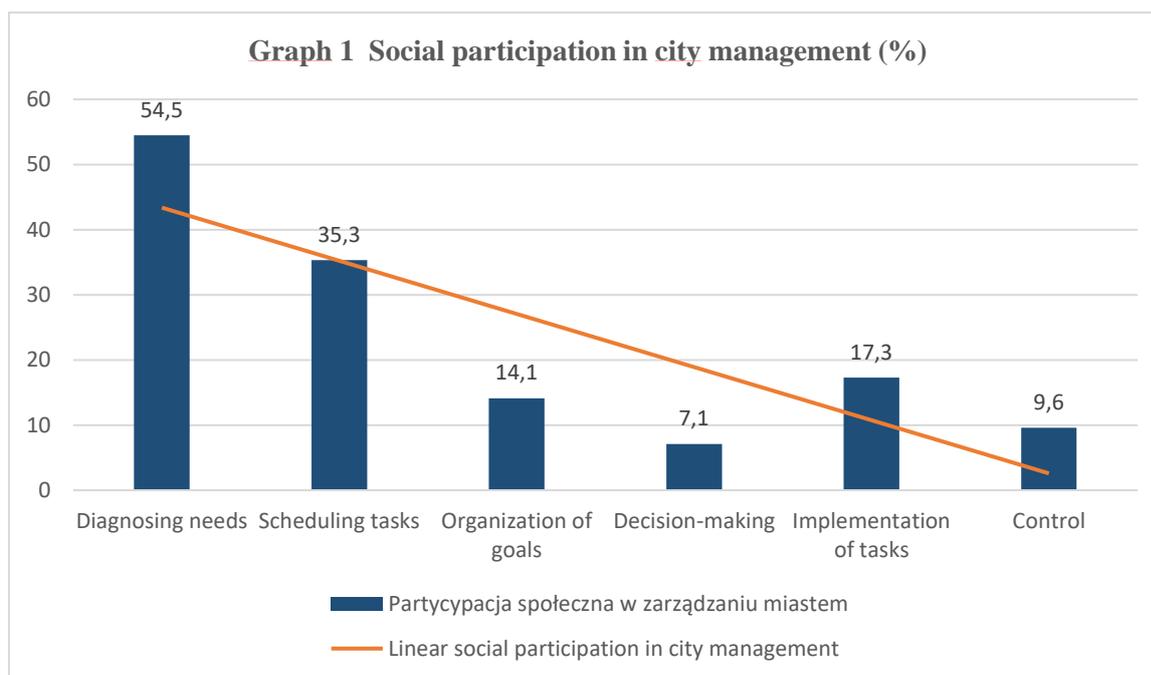
decades, there are some organizational and substantive shortcomings in the process of its implementation, which take the form of an instrumentalism and minimalism approach on the part of local government administration. These factors discourage residents from actively participating, and in a few cases, small tourist towns were forced to resign from redrawing the civic budget due to lack of interest. Additional negative factors are: low amounts allocated to civic budgets allowing the implementation of small micro-projects, the continuing downward trend in the percentage share of the civic budget in the city budget and the implementation of tasks in areas with limited access, e.g. playgrounds in kindergartens or costumes for local teams, sports clubs or the volunteer fire brigade. The latter aspects may indicate a high level of lobbying and favoring specific social groups, which should not be the case in the civic budget. However, it is also worth emphasizing that among the examined small tourist towns there were also cases of good practices of social participation. In terms of the organization of this process and the thematic scope of the Sustainable Development Goals, the city of Kowary and Karpacz in the Dolnośląskie Voivodeship deserve a distinction. In the Silesian Voivodeship, Szczyrk and Wisła, due to the size and nature of the tasks carried out, also based on another instrument, which is a local initiative. The seaside towns of Darłowo and Ustka due to the implemented revitalization and social projects dedicated to groups at risk of social exclusion. All these examples have been described as part of the promising forecasts for the further development of social participation in the management of a small tourist town in Poland.

The research results provide the following conclusions:

- I. Local self-government authorities of small tourist towns in Poland are aware of the phenomena of participation in the city management process - 100% of the surveyed small tourist towns declared to use social participation in management processes, which means that at the turn of 2010-2020,
- II. In managing a small tourist town in Poland, mayors strongly declare that social participation plays a very important role in the sustainable development of cities - 92.3% of respondents believe that social participation plays a very important and important role in the sustainable development of the cities studied.
- III. The current level of social participation in the management of small tourist cities in Poland has a minimal impact on the sustainable development of these cities
- IV. The most frequently used form of social participation by local authorities of small tourist towns in Poland are:
 1. One-way communication (from the office to the inhabitants) - 86% - placing information in the Public Information Bulletin and on the city's website, publishing leaflets,

information brochures and local newspapers, placing posters, announcements and other messages on city notice boards, sending information via SMS or e-mail, providing information via local media and the Internet.

2. Feedback communication (from the office to the residents + feedback without affecting the decision) - 72%; - public consultation (providing information and receiving applications); social dialogue (conversations with residents), cooperation with social councils (Municipal Councils of Seniors, Municipal Youth Councils), surveys, posting information on social media (84.62% Facebook, Instagram), enabling residents to submit complaints, petitions and grievances.
 3. Co-decision (full participation - empowerment of residents) - 51%; This cooperation is manifested primarily in the civic budget, which received the greatest number of declarations. The local initiative (23%) is of little importance in city management and is most often associated with the city's passive activity (the city awaits the cooperation movement on the part of its inhabitants). Regranting, loans or work in intersectoral teams established by the city authorities are a marginal participatory instrument. In general, instruments of social participation, such as social initiative or regranting, remain outside the area of interest of mayors of small tourist towns in Poland.
- VI. The dominant management style of small tourist towns in Poland is the model of traditional public administration with adopted management tools characteristic of New Public Management, such as the sustainable city development strategy, local revitalization programs, etc.
- VII. The local community is involved in the processes of solving important public matters, mainly at the level of diagnosis of problems and needs of sustainable development. The stages of organizing tasks, making decisions regarding tasks, performing tasks or controlling them remain within the strict competences of local government administration, including: Diagnosing needs - 54.5%; Task planning - 35.3%; Organizing and carrying out tasks - in the range of 10-20%; Decision making and control - in the range of 0-10%, with the lowest level of participation recorded at the decision-making stage).



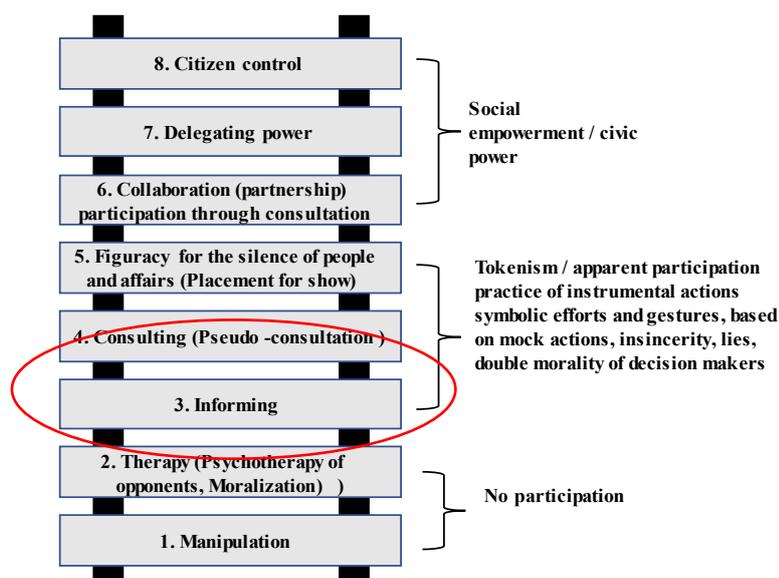
Source: Own study

- VIII. The current actual level of social participation in the management of a small tourist town in Poland. The most common instrument of full social participation used in the public management of small tourist towns is the civic budget, which, as research has shown, is often burdened with procedural and systemic errors, including:
- a. the dominant organizational role of the civic budget is played by a team of local government officials appointed by the mayor of the city
 - b. instrumental and minimalistic approaches dominate, including resignation due to lack of interest on the part of the local community, not including 2020 (the year of the Sars Cov2 pandemic);
 - c. there is a lobbying mechanism for projects proposed by people professionally associated with local government administration, in places with limited access to the local community, e.g. modernization or construction of a playground in kindergartens, equipment and clothing for sports clubs and other associations
 - d. minimum amounts from the city budget are allocated to the civic budget, which allows for the implementation of micro-projects in the public space having only a symbolic impact on the improvement of the city's aesthetics over the years 2010-2020, the average share of all civic budgets in the budgets of small cities of a tourist character in Poland was at the level of 0.36% (the average annual nominal amount allocated by the city to the civic budget was PLN 79,492.30)

e. relatively from year to year, the percentage of the civic budget in the city's budget is decreasing, despite the fact that the nominal amount is often the same - the average share of the civic budget in the budget of small tourist towns in Poland for 2019 amounted to 0.19%, i.e. by 41.2 % lower than the average over 2010-2019. Taking into account the year of the COVID-19 pandemic, i.e. 2020, in which there was a decrease in civic budgets, the dynamics of participation would be even lower;

Summing up, it should be emphasized that the current level of social participation in public management is still strongly influenced by public administration. Although there is a great development potential and opportunities in the field of social dialogue, countless scientific publications, manuals, guides, in which many scientific communities and practitioners indicate that the participation of residents in solving social, economic and environmental problems of the city is a key factor influencing sustainable development - Therefore, the results of social participation in public management and its impact on the sustainable development of small tourist towns in Poland should be considered weak and unsatisfactory. The actual use of the instruments of social participation by local authorities of small tourist towns in Poland does not translate into the development of social participation, or into measurable effects of sustainable development. In the context of the presented theoretical typologies: it is shaped at a low level of social empowerment. According to the "SR Arnstein ladder" (Fig. 1), local authorities create a space of apparent social participation and an instrumental approach.

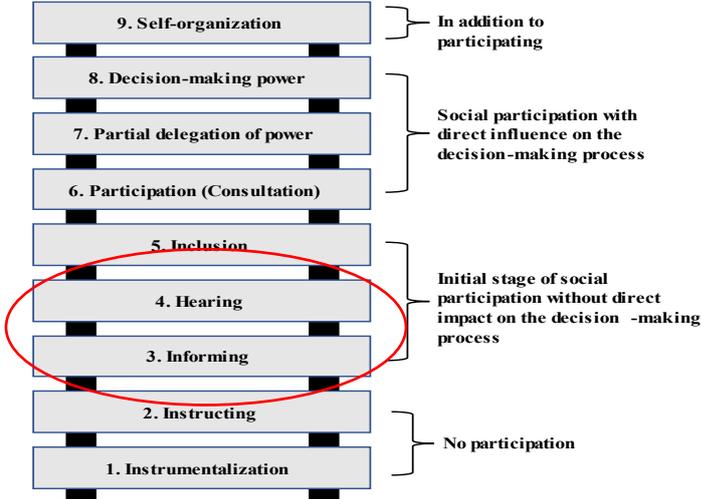
Fig. 1 The level of social participation in the public management of small tourist towns in Poland according to the typology of SR Arnstein



Source: own study

Taking into account the modified model by MT Wright (see Figure 2), the dynamics of participation reaches the level of the initial stage of socialization without directly affecting the decision-making process. Its subsequent levels, if they appear, are influenced by legal norms or social pressure from formal and informal social groups.

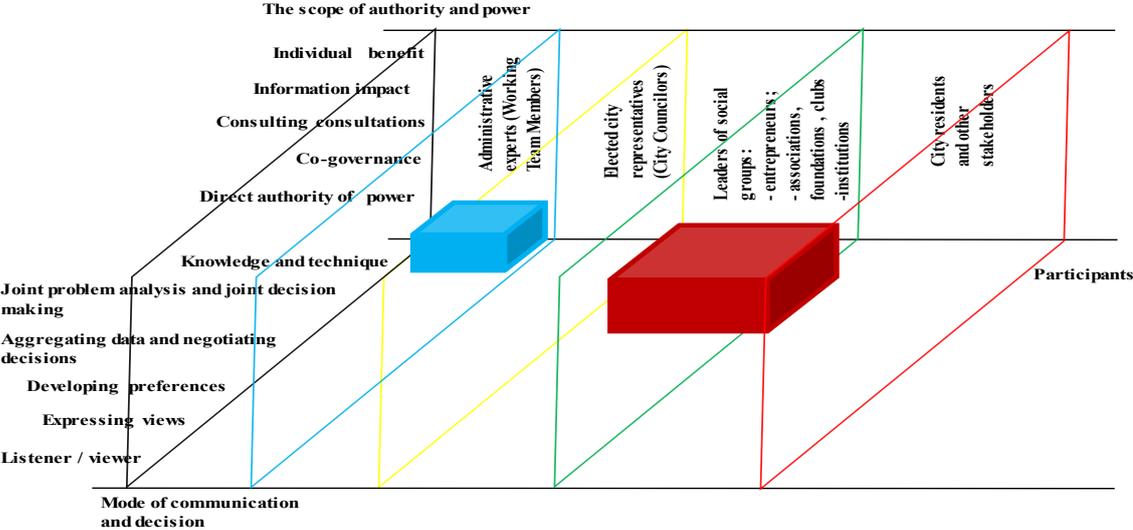
Fig. 2 The level of social participation in the public management of small tourist towns in Poland according to the MT Wright typology



Source: Own study

On the other hand, the level of democratization of management systems in the local government administration of small tourist towns in Poland, included in the "Cubes of democracy" model according to A. Fung, reaches low values (see Fig. 3). Despite the passage of years and the development of democracy, it still reveals the model of division into holding power in the circle of strict administration and reluctance to share power.

Fig. 3 The cube of democracy of small tourist towns in Poland according to A. Fung



Source: Own study

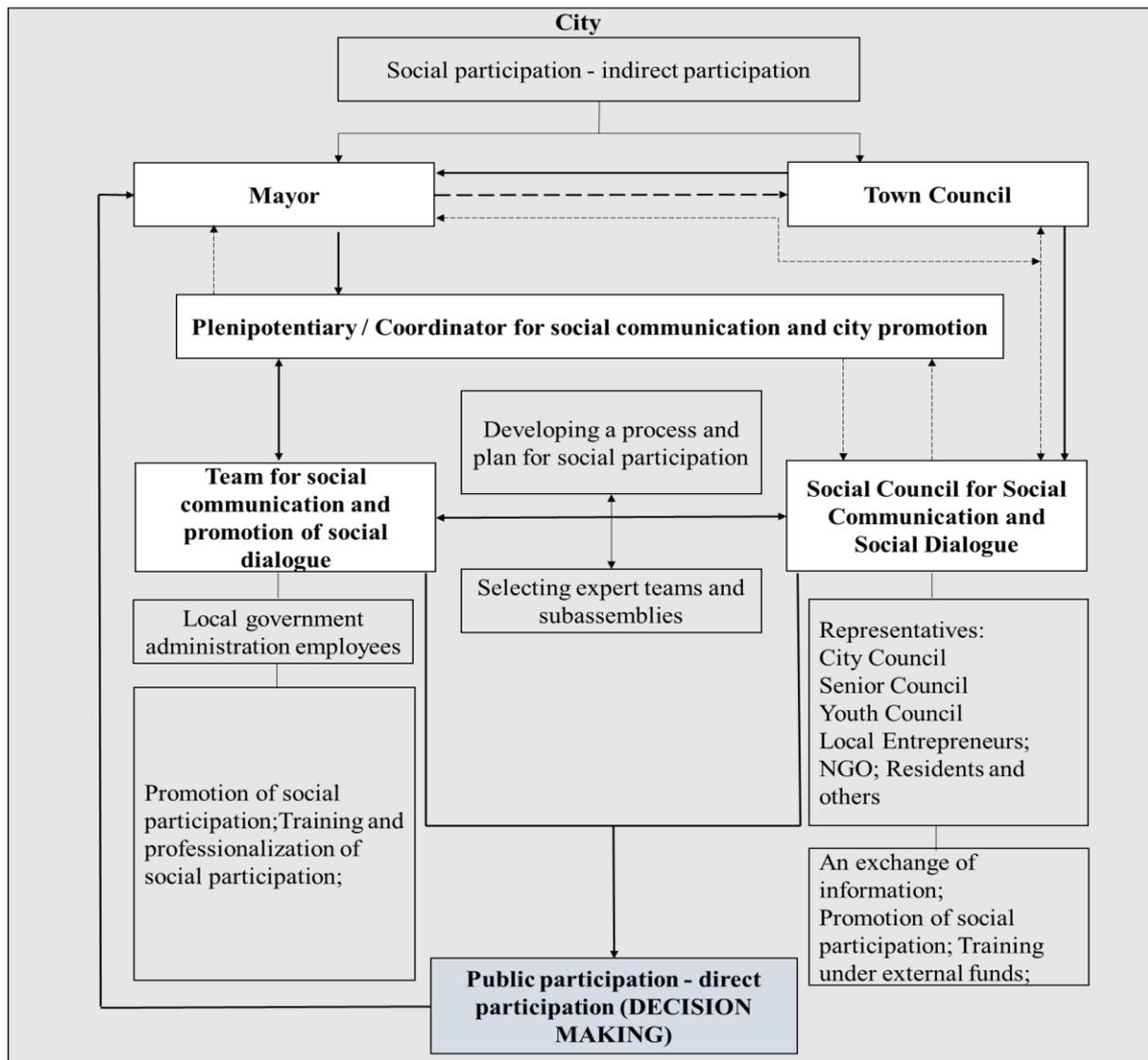
The functioning patterns of social participation in the public management of small cities of a tourist character in Poland require improvement and construction of an effective model developing social participation in public management, which will dynamise the impact on sustainable development.

The theory of social participation seems to be an appropriate theoretical basis for integrating the problems of a small tourist city, a sense of community in city management and supporting sustainable development, and above all building a theoretical model conditioning effective and efficient processes.

The identification, in this work, of the fundamental aspects of tourism cities, sustainable development, models and typologies of social participation, models of social participation processes, instruments, etc., provide such a basis.

Moreover, the presented research proves that effective and efficient public participation in city management requires a model approach at the organizational structure stage. In combination with the process models and ideological participation factors that result from the typologies presented, as a whole, it will create a complementary platform for social participation in the management of a small tourist city in Poland. Such an organized public management space will result in a greater professionalisation of staff in terms of social participation, consolidation of participatory processes and an increase in the level of knowledge in various environments of the urban community. Taking into account the specificity of small tourist towns in Poland, the applicable legal norms in terms of competences and rights to implement the goals of sustainable development, the theoretical model of the organizational structure of social participation is presented in Fig. 4. The author's model mainly concerns the internal organization of work of a local government unit. An introduction to organizational activities is a discussion at the level of the commune authorities (mayor and city councilors) on the very idea of creating the foundations for efficient and effective social participation and an attempt to find an answer to the question of why initiate a social dialogue in a given place, whether the city is there for it? ready, is there a broader political will to reach for such a solution and consistently implement it, with a view to its long-term functioning. The positive results of the debate resulted in parallel activities of the local executive and legislative authorities to establish an appropriate structure for broadly understood social communication in the city, which, within the delegated scope of tasks, will have wide-ranging competences in the organization and implementation of social participation processes.

Fig. 4 Organizational structure of the social participation process



Source: Own study

The result of organizational work is the creation of a two-dimensional organizational structure, which consists of: (1) a full-time unit for social participation and promotion; (2) and a social advisory body appointed by the City Council in the form of a social council for communication and social dialogue, which includes representatives of active formal and informal groups in the city, representatives of groups at risk of social exclusion, as well as members of the City Council. There is close cooperation and information exchange between the parties of the team, which means that the social council, working closely with the communication team, should assume the role of an advisor and support in social participation and act on a partnership basis. Both parties, while implementing the statutory goals, are complementary to each other and jointly responsible for the effectiveness and efficiency of the participation of residents in city management processes. At the same time, each of them individually undertakes activities to

increase competences in the field of social participation, at various levels of professional development, and then, as part of mutual substantive cooperation, there is an exchange of knowledge and experience for the professionalisation of participation processes. Based on the specific goals of sustainable development, they jointly undertake participatory activities.

The Social Council for Communication and Social Dialogue, through its statutory activities, together with other non-governmental organizations, entrepreneurs, etc., has wide possibilities of cooperation for social participation and as an integral link in the structure, it will fill the gaps in knowledge about the city and support the whole process.

By creating maps and information resources at the district level, a community council can help residents identify problems themselves and highlight gaps. By providing information, residents will acquire participatory skills and boldly make decisions in a context, for example, "Why prioritize one issue or investment over another." Through the prism of the council's community activities, residents will be better informed and their increasing self-confidence will contribute to a more thoughtful discussion about their shared resources. The joint work of both links will be effective facilitation, proper management of local discussions, presenting different views and ensuring that community members participate and share their ideas, and that the community can reach consensus. Thanks to this approach, there is a high probability of ensuring the necessary preconditions for conducting effective and efficient social participation, achieving cost optimization, maximum use of the scientific and intellectual potential, and above all the use of methods of social participation adequate to the assumed goals of sustainable development, which will make the local community will feel the essence of cooperation at the highest level of civic society.

In the author's opinion, the proposed theoretical model complements the typologies of social participation and models of processes described in the work. Literature goes deep into the objective scope of social participation and points to its subjective character. Nevertheless, the performed critical analysis of the selected literature on the subject, in relation to the theoretical aspects, does not provide any information in the field of a model approach to the organizational structure for carrying out the process of social participation¹². Taking into account theoretical assumptions, such a model may constitute the basis for the professionalisation of staff in the field of communication and social participation, may constitute a motivating element for various social groups to participate in the problems of

¹² Giampiccoli A., Mtapuri O., Role of external parties in Community-Based Tourism development: Towards a new model, *African Journal of Hospitality, Tourism and Leisure*, Volume 6 (2), 2017, pp. 7 - <https://www.ajhtl.com/2017.html> - accessed on 20/12/2021

sustainable city development, and may lead to an increase in the effective and efficient use of both typologies and models of processes established in the theory. participation, which in turn will increase the impact of social participation on the sustainable development of small tourist towns in Poland.

In other words, the presented model of the organization of social participation in the management of a small tourist town in Poland, contrary to the present state, creates a broader perspective of achieving all the described ideological assumptions and goals of social participation in the process of public management and increasing the level of influence on the sustainable development of small tourist towns in Poland. . With the participation of the social link defined as the Social Council, it will increase the awareness and education of the issues of social participation among officials and the local community, and will also increase the value of social participation in the process of public management and the level of professionalization related to it.

However, it is worth emphasizing, as other researchers point out, that models should not be treated rigidly, and specific elasticities should be accepted based on each specific local context, as well as adjustments and combining or synthesizing or hybridizing various relationships shown in the model^[12] . It is important that, thanks to the adopted solution, all processes are carried out in a participatory and decision-making manner, and that empowerment and independence are seen as the ultimate goal of sustainable development of small tourist towns in Poland.

The last part is the ending, which includes a synthesis of the research work and the determination of the degree of achievement of the main goal of the dissertation. The presented research results in the theoretical and empirical aspect, sufficiently exhaust the objective and subjective scope of this work, which was based on the research problem presented in the form of the question: "how to model social participation in public management in order to increase its impact on the sustainable development of small towns. tourism in Poland"?; and the designated main goal consisting in "identifying social participation in public management and determining its impact on the sustainable development of small towns of a tourist nature in Poland and indicating directions for the development of social participation against the background of the existing legal, organizational, social and technological conditions"; - it sufficiently covers the subject matter and provides grounds for stating that the main research goal has been achieved.

As a result of this procedure, the empirically collected material also relates to the main research problem, answers the research question posed and ends with a proposal for a model of social participation.

A specific area of research consciously ignores social participation from the perspective of an inhabitant, city councilors or even the level of costs and broadly understood competences of management staff in relation to participatory processes. This area may be the subject of separate research.

The presented cognitive and educational value of the work, in the author's opinion, may at least in a minimal way, increase the level of awareness of the problem, and at the same time be the basis for further research to search for effective and efficient models of participatory city management in the context of maximizing the impact on the sustainable development of small cities of a tourist character in Poland .

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¹³⁴ Giampiccoli A., Mtapuri O., Role of external parties in Community-Based Tourism development: Towards a new model, African Journal of Hospitality, Tourism and Leisure, Volume 6 (2), 2017, pp. 7 - <https://www.ajhtl.com/2017.html> - accessed on 20/12/2021

¹³⁵ Wang X., Assessing Public Participation in US Cities, Public Performance & Management Review, vol. 24, no. 4, 2001, pp. 322–336. JSTOR, www.jstor.org/stable/3381222 - accessed on August 14, 2021

¹³⁶ Nedjima M., Boudemagh Souad S., The Urban Project and the Urban Improvement to the Test of the Participation, Case: Project of Modernization of Constantine, World Academy of Science, Engineering and Technology International Journal of Architectural and Environmental Engineering Vol : 9, No: 4, 2015, pp. 402 - 405 - <https://publications.waset.org/search?q=participation> - accessed on 02/09/2021

¹³⁷ Kalisiak Mędeńska M., Social participation at the local level as a dimension of decentralization of public administration in Poland, Wydawnictwo Uniwersytet Łódzki, Łódź 2015, pp. 263- 316

¹³⁸ Sadowska B., Szaja M., Włodarek J., Social participation as a vehicle of local development, Scientific Publishers of Szczecin University, Szczecin 2019, pp. 90-97

¹³⁹ Wiktorska Świącicka A., Kozak K., Public participation in local development management, Oficyna Wydawnicza Atut - Wrocławskie Wydawnictwo Oświatowe, Wrocław 2014, pp. 104-105

¹⁴⁰ Kłębowski W., Participatory budget - evaluation, Instytut Obywatelski, Warsaw 2014, p. 37

¹⁴¹ Sobol A., Krakowiak Drzewiecka M., Dobosiewicz R., The impact of social participation on sustainable development - the example of the City of Zabrze, Scientific Papers of the Silesian University of Technology, Organization and Management z.104, No. 1979/2017, Katowice 2017, p. 364

¹⁴² Rzeńca A., Sobol A., Civic budget as an instrument of shaping city space - the example of Łódź and Katowice, KPZK PAN Bulletin, Issue 272/2018, Warsaw 2018, pp. 213-214