RURALITY (1)

Degree of urbanisation for local administrative units level 2 (LAU2)

Urban-rural typology for NUTS level 3 regions

Source: Eurostat, JRC and European Commission Directorate-General for Regional Policy, May 2016

Source: Eurostat, JRC, EFGS, REGIO-GIS, December 2016
Poland is, to a large extent, a rural state. 90.7% of the national land is rural, as seen in the representation of the degree of urbanization, and hosts more than 71.8% of the Polish citizens. The southern and western parts of the country are characterised by a higher degree of urbanization, with a larger number of cities, towns and suburbs, while the central and eastern parts have a higher degree of rurality.

The Republic of Poland comprises 16 Regions or Voivodships (Województwo), 379 Counties (poviat) and 2479 Municipalities (gmina). In total 65 counties out of 379 are urban Municipalities with special status of a “city with county (poviat) rights”: their City Councils are responsible for both municipal and County competences and their Prezydents exercise the responsibilities of the Mayor and Starosta (chairman of the county institutions). Warsaw has a special status regulated in a specific act (Ustawa z dnia 15 marca 2002 r. o ustroju miasta stołecznego Warszawy), it is also a city with poviat rights and is divided into 18 Districts.

According to the urban–rural typology for NUTS level 3 regions classification from 2016, presented visually above, the 72 regions are classified as follows: 31 regions are predominantly rural regions, 26 regions are intermediate regions and 15 regions are predominantly urban regions. The OECD Rural Policy Report developed in 2018 for Poland conducts an analysis of rural areas in Poland, identifying main challenges and development potential. According to this report, polish rural regions contribute around a quarter of the total gross domestic product (GDP) of the national economy, and produce half of the total gross value added (GVA) in the agriculture, forestry and fisheries sector. In 2014, predominantly rural regions accounted for 51.2% of the national land and hosted about 39% of the national population, while the intermediate regions accounted for 39.5% of the territory.

Some rural regions in Poland face urgent challenges linked to depopulation in the short and long terms, including the loss of ecosystem services and cultural heritage, and the underutilization of local resources and amenities.

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**GEOGRAPHY**

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**RURALITY (2)**

- Share of people at risk of poverty or social exclusion in rural areas, 2016: 27.9%
- Share of people aged 16 and over who reported unmet needs for health care in the previous 12 months due to expense, distance to travel or length of waiting list in rural areas, 2016: 5.5%
- Unemployment rate, persons aged 15–64, in rural areas, 2017: 5.4%
- Share of young people aged 18–24 neither in employment nor in education or training (NEETs) in rural areas, 2017: 15.4%

Source: Eurostat
In Poland, dedicated policies on rural mobility are not implemented.


The National Transport Policy for 2006-2025, analyses the current state of the transport sector, and establishes the vision and ambitious national policy objectives. The document states that expenditure on transport had been relatively low during the previous period and highlights the need for investment in public transport by 2020. The need to combat suburbanization, i.e. the transport strategy must complement the National Concept for Spatial Planning, was also stressed. The issues of rural development and regional development are given as Priority 5 and Priority 6. Income inequality between urban areas, together with their surroundings, and remote rural areas has increased over the last 20 years. The state of many rural roads is very poor, but investment in repairing these roads is of lower priority than the construction of express routes.

The Transport Development Strategy until 2020 (with an outlook until 2030) was adopted in 2013 and provides the national priorities for developing the transport system. The strategy is to contribute to the creation of an integrated transport system by investing in transport infrastructure as well as creating favourable conditions for the efficient functioning of transport markets and the development of efficient transport systems. The strategy focused on strategic developments at national level and setting priorities for the improvement of urban transport. It proposes indirect actions for rural mobility, most of which are limited to local road infrastructure development and improving connections to national roads or infrastructure supporting intermodality adjacent to urban centres.


The National Spatial Development Concept 2030 (NSDC) is under the responsibility of The Ministry of Investment and Economic Development, who prepares and adopts the strategy. This document presents an assessment and analysis on the state of spatial planning in the country and puts forward a vision for the country’s spatial development to the year 2030. Development of infrastructure is the second priority of the National Development Plan (after promoting competitiveness and innovation). The plan acknowledges the rapid rise in the number of cars and the urgent need for investment in roads and rail transport. At the same time, in order for the patterns of transport to be sustainable, environmentally friendly forms of transport must be promoted. The strategy does state that improving access to express routes in rural areas is a particular priority, but these tend to be rural areas which are economically relatively strong already.

The “National Strategy for Regional Development 2010-2020: Regions, Cities, Rural Areas (NSRF)” - an overarching strategy for rural development which is realised, in a considerable part, by EU programmes and funds through the rural development programme and agriculture support - defines the main challenges, assumptions and objectives of the regional policy of the state as well as the principles and mechanisms of co-operation between the government and voivodship self-governments. The three main objectives of the national Strategy for Regional Development (SRD) are: (i) support the growth and competitiveness of regions, (ii) build territorial cohesion and prevent the marginalisation of problem areas, (iii) create the conditions for efficient, effective and partnership implementation of development activities targeted at territories. The strategy specifically recognises the need to better integrate rural areas into national and regional development processes. The strategy specifically notes the different development potential of rural areas and the need for place-based solutions and signals the activities where support for rural areas will be directed.

The Ministry of Investment and Economic Development is currently working on developing the “National Strategy for Regional Development 2030 (NSRD)”, and has started the public consultation in December 2018. This document will replace the “National Regional Development Strategy 2010-2020: Regions, Cities, Rural Areas (NSRF)”.
Areas', currently in force. The NSRD develops issues included in the area of action entitled The socially sensitive and territorially balanced development. The NSRD identifies the objectives of regional policy as well as activities and tasks that should be achieved by the government and local self-governments as well as other entities involved in this policy. It is the basic strategic document of the state’s regional policy in the perspective of 2030. The document sets the framework for conducting regional policy by the government towards the regions as well as regional within the region.

Poland’s rural development strategy, i.e. Strategy for the Sustainable Development of Rural Areas, Agriculture and Fisheries, is under the responsibility of the Ministry of Agriculture and Rural Development.

The strategy identifies five main objectives: 1. increase the quality of human and social potential, employment and entrepreneurship in rural areas 2. improve living standards in rural areas, including their spatial accessibility 3. enhance food security 4. increase the productivity and competitiveness of the agri-food sector 5. support environmental protection and climate-change adaptation in rural areas.

On 14 February 2017 a new medium-term national strategy was adopted: The Strategy for Responsible Development until 2020 with a Perspective to 2030. The adoption of the new strategy implies changes to Poland’s development management system (including an update of nine integrated strategies). Due to its role and assigned tasks, the strategy is an instrument to manage the main development processes in the country in a flexible way. The document highlights Poland’s need to take full advantage of its own potential and include smaller cities and rural areas in pursue of further development, to build strong economy in all regions. To this effect it proposes a “Pact for rural areas”, a programming document aimed at integrating various stakeholders in the development of rural areas, including small towns, rural areas and family farms, in order to achieve: i. Entrepreneurship and job mobility in rural areas, taking advantage of local and sub-regional economies, and ii. Increased employment – infrastructural accessibility of rural areas (e.g. road construction), flexitime employment, and remote work (Responsible Development Plan – presentation).

In Poland, the potential of e-services Digital infrastructure has been greatly enhanced in rural areas in recent years. While Poland has greatly enhanced e-services in some areas, such as business services, other aspects remain underused, such as e-health. While telemedicine could be a cost-effective strategy to increase access to health services for rural residents, such services are uncommon and there are concerns that just 40% of the Polish seniors surveyed declared a willingness to use tele-medical services (Buliński and Błachnio, 2017).
Poland has retained much of the centralised control mechanisms associated with the previous centrally planned economy, including: strong oversight of subnational government, limited local fiscal capacity, earmarked funding, strong separation of national ministries in terms of function and operation, and rigid planning processes. The administrative division of Poland has, since 1999, been based on three levels of local administration: regions (voivodeships), districts (powiats), and municipalities (gminas). The combination of diverse local conditions and a high degree of central control limits the development of rural areas.

Responsibilities for planning, regulating and implementing rural mobility are divided between central institutions responsible for rural development, i.e. the Ministry of Agriculture and Rural Development (MARD) and the Ministry of Investment and Economic Development, and central institutions responsible for developing the transport sector, i.e. the Ministry of Infrastructure and Development (MiR). The MARD is responsible for establishing legal, methodological and organisational as well as institutional grounds for pursuing the rural policy. The Department of Land Management has responsibility for a wide range of issues including the protection of agricultural land and the development of the technical infrastructure for rural areas.

The MiR is the core government centre responsible for shaping and coordinating policies in areas of regional development, transport, maritime economy, construction, local spatial planning and housing. The ministry defines the policies and regulations related to the absorption of the EU funds.

At the local level, the Joint Commission of Central Government and Local Government provides a forum to connect the national and gmina level governments with representation on the joint commission evenly split. This group develops common positions on social and economic priorities and provides opinions on government acts, programmes and policies that relate to local government.

At local level, the powiats and gminas are lead actors for rural development, yet, they are largely “policy takers” – their scope for action is highly shaped by rules, regulations and fiscal frameworks determined by national and regional governments. The county (powiat) and municipal (gmina) levels of local government provide infrastructure and services to citizens that support local economic development and the quality of life in communities. Rural counties (powiat ziemski) are responsible with executing programmes and services that municipalities cannot carry out individually, including most multi-municipality infrastructure. However, because of their limited finances, the role of powiats in social and economic development policy is limited.
The main regulatory instrument for passenger transport services in Poland is the **Public Transport Act**, introduced in 2010. The law specifies statutory requirements for local authorities and the Ministry of Infrastructure and Construction (later incorporated within the Ministry of Infrastructure and Development) regarding the organization of public transport markets, transport planning, and the financing and management of public transport services. Public transport is organized by local government entities corresponding to the area where such transport is provided. Local transport is organized by municipalities (gminas) and powiats, regional transport by voivodeships, while the responsibility for organizing national and international transport falls on the central government. The intention of the **Public Transport Act** was to devolve the organization of public transport to the lowest tier of the local administration. The act requires local authorities (communes - gminy and counties - powiaty) to develop and implement a ‘Plan for Sustainable Public Transport’. Public consultation is a key requirement for the development of these plans.

The Act defines the requirements for the selection of the public transport operators and delegation of service provision through Public Service Contracts, based on the polish public procurement law, and Concession for Construction Activities and Services Act. The legislation establishes requirements for permit distribution for passenger transport drivers, as all permits are issued by competent local authority based on the type of transport. For the transport of more than 7 people, additional facts (i.e. financial situation of the company, insurance coverage and vehicle equipment) might be taken into account. Furthermore, the operator that intends to provide bus services should have an additional route permit, issued by the competent office. This act is an important piece of legislation, which helps local authorities work with the increasing number of private providers of public transport services and introduces the requirements provided in the Regulation (EC) No 1370/2007 of the European Parliament and of the Council of 23 October 2007 on public passenger transport services.

The Ministry of Infrastructure and Development is working on amendments to the Public Transport Act. This work is intended to contribute to the reconstruction of bus transport services in areas where, for various reasons, there has been a regression of this type of services (it mainly concerns areas outside large urban centres and rural areas). In the existing legal and organizational framework in Poland, the easiest and most common way of coordinating urban public transport services with suburban services is by entering into bilateral agreements between the city and its surrounding municipalities, transferring organizational competences from the latter to the former in exchange for covering the deficit of the sub-network that is subject to the agreement. An alternative is the establishment of unions, which creates a separate legal entity, whilst the involved local governments transfer specified competences to the union and commit to cover any deficit generated.

An important element that supports the development of rural or urban-rural public transport services is the inter-municipal cooperation framework. This currently consists of 2 legislative documents, i.e. **Act on Municipal Self Government** and the **Act on the Metropolitan Union in the Silesian Voivodship**. Before the Act on the Metropolitan Union in the Silesian Voivodship came into force in 2017, the **Metropolitan Unions Act** (in force for the 2016-2017 period) established the framework for creating metropolitan unions. Until 2016, with the entry into force of the Metropolitan Unions Act, the Polish law did not provide much scope for special metropolitan arrangements. The Act on the Metropolitan Union in the Silesian Voivodship builds upon the responsibilities and framework regulated by the Metropolitan Association Act and enhances the initial regulation, but covers only a limited geographical part of the country.
Public transport in rural areas is usually provided as part of bus services connecting towns. The bus network in Poland developed after World War 2 when the trains connected only bigger cities which meant that people could not reach smaller villages and remote destinations. The situation changed in the early 1990’s with a partial liberalization of the market and a mass motorization of Poland; the bus transport became disorganized, the biggest national bus company PKS (Przedsiębiorstwo Komunikacji Samochodowej - Motor Transport Company) split into many smaller companies. From the mid-90s, the situation started changing again but for the better; PKS was, and still is, dominant but many independent companies started to represent a serious competition with very low-ticket prices.

As bus transport between towns is supplied by regional PKS firms, these services are dependent on having roads of the appropriate quality, which is often not the case [according to the Rural Development Plan (Polish Ministry of Agriculture and Rural Development, 2009)].

PKP Inter-City is a national railway carrier and the most important long-distance carrier in Poland, which provides connections between large cities and/or touristic centres, while at the same time providing services at poviats’ level [i.e. Twoje Linie Kolejowe (TLK) – provider of cheaper long distance railway travel].

In order to improve the rail sector in Poland, ample investment is planned until 2023. This investment is mainly focused on the strategic development of the national railway infrastructure and operations, in accordance with national and European priorities, but it also provides improvement for rural areas, as follows: i. construction and/or modernisation of existing infrastructural facilities; ii. construction and/or modernisation of train stations; iii. modern information and security system; iv. integration with urban public transport; v. acquisition of rolling stock (for both national and regional companies).

Rail services are provided by the PKP Group (Polskie Koleje Państwowe Spółka Akcyjna). The railway transport market has been liberalized to a lesser degree and services are provided by different servers (PKP Inter-City, TLK, –, as well as regional services). Rail services are generally much slower than services in Western Europe. The extent of the polish railway infrastructure can be observed in Map 1, the increased density of network in the southern and western part of the country corresponds with increased urbanization, but the eastern and northern parts of the country, characterised by increased rurality, benefit from sufficient coverage of infrastructure.

The Tele-Bus, the first demand responsive transport scheme in the country, was developed in 2007 in Krakow, but it provides service for the city and surrounding areas. Other similar services have not been identified.
Funding for rural mobility is dispersed across multiple funding sources. The main funding sources for investments in rural mobility are funds from local budgets, the national budget and European structural funds.

According to Polish law, public transport services organised by public authorities, either regional or local, are under the financial responsibility of said authority. This applies for the development or operation of a service. Local authorities can decide to provide subsidies for the provision of service in order to cover fare reductions for certain groups, e.g. monthly school tickets. For selected groups, there are discounts covered by the state budgets, transferred directly to public or private operators.

As local budgets are sometimes insufficient for investments projects, many authorities submit projects for European funding. For the 2014–2020 period, the European structural funds available for rural mobility result from several operational programmes, listed in the table below:

2014–2020 Operational Programmes and Management Authorities

<table>
<thead>
<tr>
<th>Programme</th>
<th>Management Authority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Infrastructure and Environment Programme (IEP)</td>
<td>Ministry of Economic Development;</td>
</tr>
<tr>
<td>Rural Development Programme (RDP)</td>
<td>Ministry of Agriculture and Rural Development</td>
</tr>
<tr>
<td>16 Regional Development programmes</td>
<td>Board of the Voivodship;</td>
</tr>
</tbody>
</table>

The European structural funds for Poland offer several financial options for supporting rural mobility in the 2014–2020 financing period, the most relevant being: Integrated Territorial Investments (ITI) and the LEADER programme.

In the period 2012 – 2013, Poland’s Ministry of Regional Development established a special technical program for urban functional areas, including metropolitan areas, designed to help them absorb European Union funds and promote and plan integrated development. As a result of this new program, the local authorities worked on developing new planning documents that require broader collaboration. Voivodeship capitals and their functional areas in Poland are required to implement the Integrated Territorial Investments.
Since 2010, voivodeships have taken on a stronger role in the management of EU funds in Poland. This has required the implementation of new management instruments, including evaluating the outcomes of this support. As such, they have strengthened their management and oversight functions. The structure of EU funding has been highly instrumental in shaping the objectives within both regional development strategies and related regional operational programmes.

Large cities in Poland and their surrounding functional areas are currently at the stage of creating or implementing metropolitan area development strategies. This is possible, first and foremost, thanks to the opportunity to receive financing for investment purposes from the European Union in the period 2014—2020. Structural funds play a key role in assisting sustainable development in metropolitan areas in Poland within the framework of Integrated Territorial Investment programs.

The Development Study for the Łódź Metropolitan Area has a dual character. On the one hand, it is a general plan of action. On the other hand, it plays an operational role associated with the Integrated Territorial Investment strategy. It serves as a basis for the acquisition of funding from the European Union in the period 2014—2020. In 2014 a total of 71 applications for EU investment funding were filed as part of metropolitan collaboration efforts; the proposed investments were valued at approximately one billion zlotys (approx. 240 million euro).

In the last several years, a new organizational structure, i.e. metropolitan union, was introduced. This was initially established at country level through the Metropolitan Unions Act, which came into force in 2016. However, a more recent act, i.e. Act on the Metropolitan Union in the Silesian Voivodeship, establishing a metropolitan union in the voivodeship came into force in 2017, annulling the Metropolitan Unions Act and providing a legislative context only for a small geographical part of the country.

By virtue of the latter act, at the beginning of 2018, the Upper-Silesian-Zagłębie Metropolis (GZM) started to operate, currently associating 41 communes, including the city of the Silesian Voivodeship. The GZM receives income from the state budget in the amount of 5% of the PIT (tax on natural persons living in its area), as well as contributions from municipal budgets. Metropolitan passenger transport is among the tasks performed by the GZM. The metropolitan area does not create a new level of power in the three-tier division of power binding in Poland, as it is an organizational structure created by a separate act for a specific geographical region in Poland.
# KEY STAKEHOLDERS AND MINISTRIES ADDRESSING RURAL AREAS

<table>
<thead>
<tr>
<th>TITLE</th>
<th>ROLE</th>
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<tbody>
<tr>
<td>Ministry of Agriculture and Rural Development (MARD)</td>
<td>MARD is responsible for Poland’s rural development strategy (Strategy for the Sustainable Development of Rural Areas, Agriculture and Fisheries). The MARD also has responsibility for aspects of land management, technical infrastructure, skills and education, agricultural markets, labour market policies, and social matters. The Department of Land Management has responsibility for a wide range of issues including the protection of agricultural land and the development of the technical infrastructure for rural areas.</td>
</tr>
<tr>
<td>Ministry of Infrastructure and Development (MiR)</td>
<td>MiR is the core government centre responsible for shaping and coordinating policies in areas of regional development, transport, maritime economy, construction, local spatial planning and housing. The MiR defines the policies and regulations related to the absorption of the EU funds, including instruments related to the support for innovative enterprises and R&amp;D projects. It coordinates the relevant activities of funding agencies.</td>
</tr>
<tr>
<td>Ministry of Investment and Economic Development (MIEC)</td>
<td>The Ministry is elaborating the country’s development strategies, therefore has an important co-ordinating function across government and across territories. As part of its strategic management function, the ministry manages EU funds and performs monitoring, evaluation and reporting. It is also the main governmental institution responsible for the co-ordination of regional, spatial and Cohesion policy. While these are not rural policies per se, they do impact rural areas significantly and target investments to them. The Ministry is also responsible for preparing and adopting the National Spatial Development Concept 2030 (NSDC).</td>
</tr>
<tr>
<td>Agency for Restructuring and Modernisation of Agriculture (ARMA)</td>
<td>The Agency was established in 1994 with the scope of supporting agriculture and rural development and after Poland joined the EU, the agency was designated as accredited paying agency. ARMA cooperates with MARD for agricultural policy, but falls under the supervision of the Ministry of Finance. The main beneficiaries of measures implemented by ARMA are farmers, inhabitants of rural areas, entrepreneurs from the agri-food sector, local governments.</td>
</tr>
<tr>
<td>Agricultural Advisory Centre (AAC)</td>
<td>AAC works to improve agricultural incomes by focusing on enhancing market competitiveness of agricultural holdings, supporting rural sustainable development and the development of vocational skills for agricultural farmers and other rural inhabitants.</td>
</tr>
<tr>
<td>Association of Polish Counties (ZPP)</td>
<td>The scope of ZPP is to integrate and support the counties mutual interest, develop common policy, support initiatives for counties’ development and promotion, exchange expertise and disseminate model development among counties. To this effect, the primary activity of ZPP is the involvement in the legislative process by expressing opinions and drawing up petitions to amend legal regulations.</td>
</tr>
<tr>
<td>Regional Territorial Observatories</td>
<td>The observatories have been established by voievodship governments in order to monitor the impact of territorial policies. They collect and analyse data in order to evaluate the impact of development policies at local level, helping to determine if regional policies are having the intended effects. The organisational composition of regional territorial observatories differs somewhat across Poland’s regions.</td>
</tr>
<tr>
<td>Motor Transport Company (PKS)</td>
<td>PKS represented the biggest national bus company in Poland. The national company split into regional companies, under the PKS umbrella, and it still maintains market dominance for bus services.</td>
</tr>
<tr>
<td>PKP Group (Polskie Koleje Państwowe Spółka Akcyjna)</td>
<td>PKP Group is a conglomerate formed from the former national rail operator in Poland. The key task of PKP SA is to provide a high standard of services at railway stations. The conglomerate has several companies associated with the maintenance and operation of railway transport, the most relevant for rural areas being: PKP Polskie Linie Kolejowe SA, the manager of the national railway network and PKP Inter-City, national railway carrier and the most important long-distance carrier in Poland.</td>
</tr>
</tbody>
</table>
**LINKS TO WEBSITES**

- Ministry of Infrastructure and Development: [www.miir.gov.pl](http://www.miir.gov.pl)
- Agencies of the Ministry of Agriculture and Rural Development:
- Regional Territorial Observatories - Websites are available for the regional (voievodship) level; e.g. Regional Territorial Observatory for Łódź voievodship: [www.rot-lodzkie.pl](http://www.rot-lodzkie.pl)
- PKP Group (Polskie Koleje Państwowe Spółka Akcyjna) - [www.pkp.pl/pl/serwis-korporacyjny](http://www.pkp.pl/pl/serwis-korporacyjny)
- PKP Inter-City - [www.intercity.pl](http://www.intercity.pl)

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