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QUALITATIVE FACTORS OF DEVELOPMENT IN PROBLEM AREAS

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ABSTRACT: The aim of the article is to analyze the qualitative factors in terms of creating development potential that will enable the construction or reconstruction of local communities and economies, especially in problem areas. The analysis of qualitative factors was based on the conducted individual in-depth interviews. This made it possible to formulate recommendations for decision-makers in the field of creating development potential in problem areas. The conducted research allows for the formulation of the following conclusions: problem areas are still stuck in the old development paradigm, in which development is seen in hard factors, and this in turn translates into decisions made and directions of spending funds; little importance in the development of soft factors such as: leadership, cooperation, social participation, quality of education; the level of financing and co-financing of innovative programs is low and basically comes down to the purchase of modern equipment by individual farmers and the expansion of the scope of crops; despite the fact that rural communes in problem areas are leaders in obtaining external funds, this does not translate into the improvement of their economic situation.

KEYWORDS: problem area, development factors

Introduction

Currently, the developed world is facing a new wave of changes, and the epidemic crisis requires the restructuring of enterprises, leads to the closure of large industrial facilities and the reduction of employment. These changes are often associated with a steady economic decline. Many cities and regions are looking for new development opportunities, new specializations, new forms of entrepreneurship, and strive for greater diversification. Such a situation justifies the need to conduct research in the field of creating development potential, which will enable the construction or reconstruction of local communities and economies, especially in problem areas¹.

The undertaken subject is also part of the issue of sustainable development, because the sustainable development postulate assumes an approach to planning and decision-making, which is aimed, among others, at achieving a real and lasting reduction of social and economic differences, at meeting the needs of the present without reducing the possibility of satisfying the needs of future generations and at the same time providing society with a long-term vision of development.

When addressing the issues of development factors, it is important that there is no one „miracle” factor that guarantees success. The economic growth and sustainable development of a given area is most often determined by the configuration of mutually influencing factors (Final Report, 2011, p. 72), and the actions taken do not always bring the intended results (Domański, 1997; Gawlikowska-Hueckel, 2003; Tondl, 2001). These difficulties mobilize regional economists and geographers to continue searching for new factors determining regional development.

Based on the literature about this subject, the thesis about the primacy of endogenous factors in local development over exogenous factors can be considered legitimate. Hence, the aim of the article is an attempt to investigate what development factors the problem areas have at their disposal on the example of the West Pomeranian Voivodeship (Poland).

In order to achieve the goal, the contemporary factors of development present in the literature on the subject, the issue of delineating problem areas and stimulating their development, were first discussed synthetically, and then they were compared to the identified qualitative factors of the

¹ Defining the problem area is a difficult task. The literature review shows that these definitions may vary depending on the country or region affected by structural problems. The article assumes that the problem area is characterized by an unfavorable socio-economic situation, which is reflected in indicators such as low GDP per capita, employment, low prices, low disposable income of households, outdated sectoral structure, aging of the society and depopulation, low level of public and private services.

underdeveloped areas in the West Pomeranian Voivodeship. The analysis of qualitative factors was carried out on the basis of individual in-depth interviews. It is one of the basic methods of qualitative research, consisting in a detailed, insightful conversation with the respondent. The interviews were conducted based on a standardized scenario. This made it possible to formulate recommendations for decision-makers in the field of creating development potential in problem areas.

Factors in the development of problem areas

Actions leading to the development of problem areas should take into account the contemporary development paradigm.

However paradoxical this statement may seem, there is a close link between globalization and local development. It is noticed that the gradual spread of the processes of internationalization of markets, where the horizontal system of rules of competitiveness prevails and the gradual unification of cultures, valorises differences, disabilities, inhibitions „in an opposite way”, bringing to the fore the local communities responsible for this development and stimulates the emergence of new, dynamic patterns of development that supersede traditional formulas of public intervention. The globalization of markets is accompanied, on the one hand, by the ineffectiveness of the production system, and, on the other hand, by the not very modern character of national countries. Undeniably, the post-industrial era privileges non-material forms of power, collected in the form of information packets and intellectual capital (Rifkin, 2000). A production brand, which in the industrial society was only a distinctive sign of manufactured goods, is now a good in itself, an intangible asset, often of higher value than all other components of the company and functioning regardless of the scope of the enterprise itself (Klein, 2001).

The effectiveness of state policy depends largely on the positive rivalry that takes place not only between individual states, but also between local self-governments and territorial authorities and central administration (Rotelli, 2000). Indeed, in the global market, competition involves not so much total domestic production as individual productions developed in a given territory thanks to favorable natural, cultural, social, organizational and institutional conditions (Becattini, 2002).

P. Krugman, referring to the observations of A. Marshall (Marshall, 1927), draws attention to the importance of regional processes of concentration and industrial specialization. The basic factors of local specialization are:

1. The occurrence of high demand and, at the same time, supply of qualified personnel, in areas related to the region's specialization.
2. Concentration of specialized suppliers who are looking for locations close to the sales market.
3. Technological spillover effects, thanks to the intensive exchange of information.

It should be noted that the author mentions technology diffusion only in third place among the three basic factors of industrial location, considering that this effect applies to technologically advanced industries. Krugman places emphasis above all on economies of scale and low costs of goods distribution, and therefore low transport costs (Krugman, 1991).

J. Scott, M. Storper and R. Walker (Storper et al., 1989) argue that the benefits of concentration do not only consist in increasing the efficiency of management thanks to the economies of scale and low transport costs, but in the benefits of easy communication. Knowledge and competences are no longer examined at the level of an individual company. They become a regional location factor and an element of regional competitive advantage. At this point, it is clearly visible that the location theory, while looking for determinants of establishing companies in a given territory, at the same time describes the factors of the region's investment attractiveness, and thus its competitiveness. Storper emphasizes the importance of the so-called untraded interdependencies, i.e. dependencies that are not tradable – they cannot be purchased or transferred (Storper, 1997). It is about the connections between regional entities that are built on the basis of institutions specific for the territory, i.e. patterns of behavior (conventions, customs), norms and rules of conduct (Vatne, Taylor, 2000).

This new approach emphasizes the role of local and regional institutions in facilitating the adaptation of the regional economy, drawing on the latest work of economists such as D. C. North (North, 1995) and D. Rodrik (Rodrick et al., 2004). While there are many uncertainties about the detailed impact of the „matter of institutions”, there is general agreement that stable and enduring institutions are critical to economic development and that they can alter relations between regions, communities in a national or transnational context, while A. Sen – emphasizes the importance of democratic institutions in formulating development priorities.

According to G. Gorzelak (Gorzelak, 2010, p. 71-81), the modern economy is shaped by three interrelated processes: globalization, competition and innovation. Permanent competitive advantage is enjoyed by those countries, regions and cities where enterprises capable of creating innovations are concentrated. Quantitative factors of location (availability of natural resources, human resources, mass transport, infrastructure, etc.) have been

replaced by qualitative factors (qualifications, reliable, modern and fast technical infrastructure, research and development facilities, friendly and efficient public authorities, business support infrastructure, business conditions, the living conditions, and values of the environment).

According to J. T. Hryniewicz (Hryniewicz, 2000, p. 53-54), the most important factors of economic development are: social mobilization, education and cultural import, which have a greater impact on economic development than infrastructure, entrepreneurship and type of ownership (by individual members of the society).

Similarly, B. Domański (Domański, 2001, p. 127-134) assigns a key role in development to soft factors (learning ability, culture, qualifications, innovation, social ties, climate of trust).

The World Bank's Monitoring Environmental Progress Report (World Bank, 1995) presents an attempt to estimate the sources of global wealth in the context of three types of capital (natural, economic and human – the latter includes social and human capital in the sense of the "Four Capital Model"). According to this source, 20% of the world's wealth is attributed to Natural Capital, 16% to Produced Assets, and the rest, 64%, to Human Resources. As can be seen from the example above, people and their abilities are the most important resource and the basis for the functioning of the economy.

Based on the above classifications, it is not difficult to notice that the common feature of the above-mentioned development factors is one thing: searching for the sources of development in qualitative factors and requiring, never before on such a scale, unseen factors of cooperation (Kozak, 2014, p. 71-80). Research on local development in Poland made it possible to identify the most important endogenous factors of local development, which help to cope with the mechanisms of the modern global, competitive economy based on innovation, and these are (Gorzela, 2000, p. 99-120):

1. a local leader, able to formulate a long-term vision of the development of a given local system and having the ability to gather the local elite around him, which could consistently implement these visions;
2. local elite, grouping the most active actors – local government activists, managers of the most important local institutions, local entrepreneurs, as well as informal leaders – residents with high authority. It is important that this elite should be able to opt for a pro-development strategy, not a recovery strategy or one focused on short-term benefits (collective or even private);
3. local institutions that stabilize the actions of the local leader and the local elite, maintaining the achieved dynamics and structure of local development even after their departure or after profound changes in the composition of the local elite.

4. an integrated community of local entrepreneurs willing to cooperate with local government authorities and willing to contribute to the city / commune (borough);
5. active local community, joining projects initiated by local authorities and local institutions and showing initiative for the common good. The condition of social activity is the lack of fundamental political and territorial divisions, allowing for the achievement of significant mutual trust within the local community (it is also a condition for the emergence of an efficient local elite);
6. tendency to cooperate between communes, especially with neighbors, allowing for solving problems and undertaking projects beyond the capacity of only one commune (borough).

These factors take the form of general conditions of local development, independent (or little dependent) on the specificity of a given system (its location, economic and social structure, resources, previous management, etc.). However, practice shows that each of these factors is important in local development and the non-existence of the most important of them – e.g. the lack of a local leader, failure to institutionalize existing initiatives, the presence of strong, insurmountable divisions among residents and their elites, reluctance of local business to cooperate, conflicts with neighbors – drastically reduces the possibilities of achieving lasting success in local development (Gorzela, 2000, pp. 99-120).

Increasing the development opportunities of problem areas requires overcoming the long-term lag in terms of human capital (Skubiak, Taraszkiewicz, 2018, p. 85-91). The trend in local and regional development is shifting towards more reliance on communities that take more and more responsibility for their own economic situation and their future. Successful communities in local development conclude that it is up to them in the long run. Local leadership and the ability to organize play a key role in developing the community's ability to address this challenge. Success in engaging initiatives to work towards a common goal depends on leaders working in partnership with all the community players (members). Numerous studies show how important it is to have a high level of involvement of people in achieving common goals. This presents enormous potential for successful local efforts to achieve economic development. Research by McKinsey (McKinsey, 1994) and Kelty (Kelty, 1993) on regional development trends and priorities has shown that:

- communities have great opportunities to help themselves;
- higher growth and better quality of life are achieved when local government, businesses, trade unions and community groups work together to pursue common interests;

- the quality of organization and leadership have a great influence on economic development.

Local communities must be guided, stimulated and motivated to act by a local leader. Leadership is essential to the implementation of the local economic development process, to mobilize local communities and the necessary financial resources. Leadership can be manifested in the form of a strong local government, a strong social group or the existence of a development organization in its territory.

Analysis of qualitative factors

The aim of the study using the technique of individual interviews was to reach precise information and broaden the knowledge related to this topic. During the interview, exploratory questions were asked to explain/understand the phenomena occurring within the analyzed issue. The adopted research methodology has predicted the implementation of in-depth interviews, with the use of targeted selection of representatives of communes with the highest and the lowest development potential (areas of growth and stagnation). Within each capital, 4 interviews were carried out (n = 3 in communes with the lowest development potential and n = 1 in communes with the highest development potential).

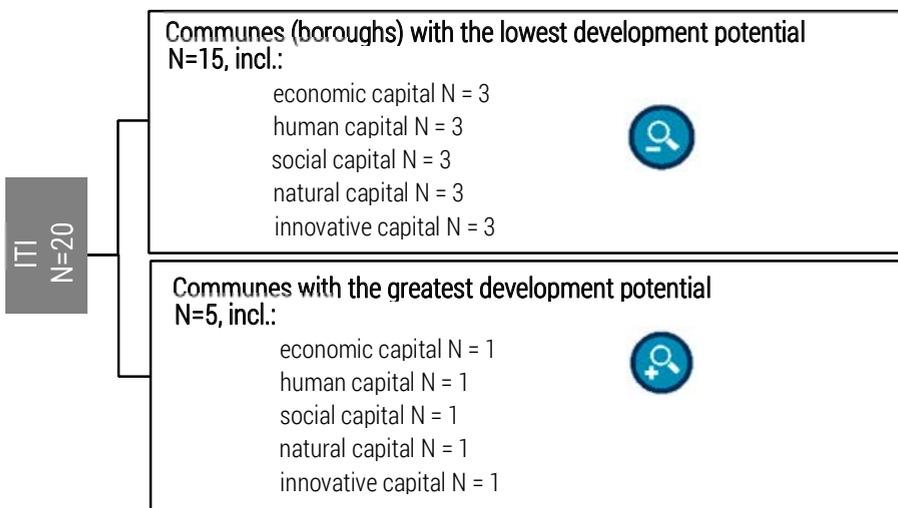


Figure 1. The structure of the realized sample in the ITI survey

Source: author's work.

The results of the quantitative study were presented for communes (boroughs) with the lowest development potential, broken down into individual capitals (economic, human, social, natural, innovative) and for all capitals jointly². The potential of the communes was determined at the desk research stage. Taking into account the average response for all capitals, economic capital was rated the lowest (3.0), while natural capital was rated the highest (3.9).

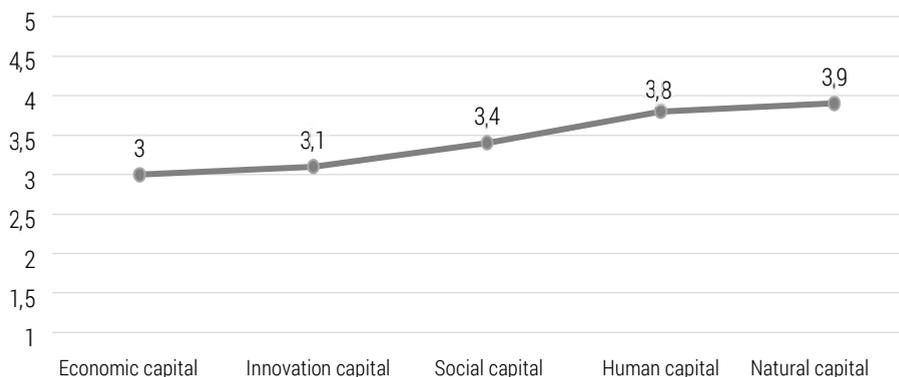


Figure 2. Average assessment of problem areas among representatives of communes with the lowest potential.

Source: author's work.

Representatives of communes (boroughs) were asked about the assessment of economic capital areas. As a result of the analysis, it turns out that among the communes with the lowest economic potential, the lowest is the presence of large enterprises and foreign investors (1.9), the lack of availability of business investment areas and commercial premises (2.5) and the lack of availability of environmental institutions for business (2.6), as well as the lack of availability of employees with the desired knowledge and qualifications (2.6). On the other hand, the highest scores were awarded to water and sewage infrastructure (3.9) and the availability of residents to trade and services (3.8).

Communes with a low economic development potential are usually located far from large urban centers. Moreover, their inhabitants emigrate to work to richer, neighboring communes. It is noted that in these communes there is a shortage of employees with appropriate qualifications and skills.

² Average assessment of responses regarding economic, social, human, natural and innovative capital for communes with the lowest development potential, identified at the desk research stage.

The future of economic development may lie in the photovoltaic industry, which is being gradually developed in some communes with low potential.

Table 1. Assessment of economic capital areas of representatives of communes with the lowest development potential

Type of commune	Name of commune	Competitiveness of the local economy	Availability of employees with the desired knowledge and qualifications	Water and sewage infrastructure	Road infrastructure	Occupational activity of residents	Presence of large enterprises and foreign investors	Availability of investment areas and commercial premises	Availability of bei (business environment institutions)	Accessibility of residents to trade and services	Average value
Rural commune	Białogard	3	1	4	3	4	2	2	4	4	3.0
	Brzeżno	4	3	4	3	3	2	3	3	4	3.2
	Krzęcin	4	4	5	3	4	3	1	2	4	3.3
	Radowo Małe	3	2	2	3	3	1	1	1	3	2.1
	Rąbino	2	3	4	1	4	1	1	2	3	2.3
	Sławoborze	3	2	4	5	3	2	4	3	3	3.2
	Szczecinek	2	2	4	4	3	2	4	4	4	3.2
	Świdwin	4	4	4	3	3	2	4	2	5	3.4
Average value		3.1	2.6	3.9	3.1	3.4	1.9	2.5	2.6	3.8	3.0

Note: Scale of answers: 1 – very bad; 2 – rather bad; 3 – neither good nor bad; 4 – rather good; 5 – very good

Source: author's work.

Most of the answers given by the representatives of communes with the lowest social capital were associated with an above-average rating (rather good and good). The respondents rated social participation as the lowest (3.6). In turn, the highest rating concerned the number of foundations, associations and social organizations operating in the commune (4.0).

Table 2. Assessment of social capital areas of representatives of communes with the lowest development potential

Type of commune	Name of commune	Social participation	Number of foundations, associations and social organizations	Sense of solidarity among residents	Average value
Rural commune	Białogard	3.0	4.0	5.0	4.0
	Darłowo	5.0	5.0	4.0	4.7
	Marianowo	3.0	4.0	4.0	3.7
	Sławno	4.0	4.0	3.0	3.7
	Stargard	4.0	4.0	4.0	4.0
	Szczecinek	2.0	4.0	2.0	2.7
	Świdwin	4.0	4.0	4.0	4.0
	Wałcz	4.0	3.0	4.0	3.7
Average value		3.6	4.0	3.8	3.8

Source: author's work.

According to the respondents participating in the in-depth interviews, the activity of the inhabitants of communes in making decisions that are directly related to the functioning of the community, is at a high level, especially if we compare it with the inhabitants of larger agglomerations. It has been noticed that the local community integrates and is willing to cooperate around common goals in the case of, for example, the closure of schools. In addition, it was emphasized that in the case of other important events and decisions affecting their lives, residents integrate too late, usually only after making binding decisions that they could have had a real influence on when developing the proposal. The respondents are not able to determine the degree of solidarity among residents in relation to residents of other municipalities. The author believes that solidarity manifests itself in special situations through, for example, various types of strikes and protests, which has been a rarity until now. There is also one voice of the commune representative that emphasizes the strong identification of the inhabitants with their place of residence, which to some extent, may indicate a sense of solidarity. In the municipalities with the lowest social potential, there are no organizations supporting the pro-development activities of the leader and the elite. On the other hand, there are active civil society organizations, such as senior clubs, organizations working for the benefit of people with disabilities, rural housewives' clubs, and associations dealing with the organization of free time and

pursuit of hobbies, e.g. running. It should be emphasized that communes are willing to subsidize this type of activity and are open to their development and dialogue.

At present, inter-municipal cooperation, which enables undertaking projects that exceed the capabilities of one local system, is implemented to a very small extent. Representatives of municipalities meet during various events or meetings, but this is not a permanent, nor official cooperation. The lack of this kind of cooperation is argued by the lack of perceived needs. The only formal form of inter-communal cooperation mentioned is the "Association of the Lower Oder" (an association in Poland in the region of the river Oder). It is worth noting that one of the representatives of the communes presented the idea of introducing a commune guard, which would require cooperation between several communes.

Human capital is another area which was rated above the average among the representatives of communes with the lowest potential. It is worth noting, however, that one of the areas – the assessment of lifelong learning differs from that of the other factors, and it is assessed as low compared to other factors (2.9). On the other hand, the highest scores were given to the entrepreneurship of the inhabitants (3.8) and the financial situation of households (3.7).

The representatives of municipalities participating in the qualitative interviews unanimously emphasize the improvement of the financial situation of households. One of the indicators (noticed by one of the respondents) is the lower number of applicants in social welfare centers. The situation is similar if we take into account the assessment of the level of education, which is also assessed at an appropriate level. The representatives of communes notice the development of certain areas that make up human capital. Inhabitants (mainly seniors) are characterized by involvement in training activities in the field of gaining computer skills and skills connected with new technologies (digital competences). The potential has also been noticed in terms of entrepreneurship. According to the respondents, its development is visible, which can be observed in tax returns – incl. in return of part of the taxes from the residents to the local government (by indicating in the tax statement 1% of their paid tax for the benefit of local institutions), or on the basis of the visible development of various economic activities.

Table 3. Assessment of social capital areas of representatives of communes with the lowest development potential

Type of commune	Name of commune	Financial situation of households	The level of education of the inhabitants	Digital competences of inhabitants	Health of residents	Lifelong learning	Entrepreneurship of residents	Average value
Rural commune	Banie	3	3	4	4	3	4	3.5
Rural-urban commune	Dobrzany	2	2	3	3	2	4	2.7
Rural commune	Dolice	4	3	3	3	3	3	3.2
Rural commune	Dygowo	4	3	2	3	3	4	3.2
Rural commune	Przybiernów	4	4	4	4	3	4	3.8
Rural-urban commune	Resko	4	3	3	4	3	3	3.3
Rural commune	Rymań	4	4	4	3	2	4	3.5
Rural commune	Siemysł	4	4	4	3	3	4	3.7
Rural-urban commune	Stepnica	4	4	3	3	3	4	3.5
Rural-urban commune	Suchań	4	4	3	3	4	4	3.7
Average value		3.7	3.4	3.3	3.3	2.9	3.8	3.4

Source: author's work.

Natural capital was rated the highest by representatives of communes with the lowest potential identified at the desk research stage (3.9). Taking into account the individual areas of capital, it should be noted that environmental protection has the lowest rating (3.3), which in relation to the use of renewable energy sources (4.4) or the level of forest cover (4.4) is evaluated by the respondents as a “low”.

Table 4. Assessment of natural capital areas of representatives of communes with the lowest development potential

Type of commune	Name of commune	Assessment criteria								
		Water quality	Air quality	Afforestation level	Availability of green areas infrastructure	Use of renewable energy sources	Environmental protection	Protection of natural resources	Waste management	Average value
Rural commune	Darłowo	4.0	5.0	4.0	5.0	3.0	4.0	3.0	3.0	3.9
Rural commune	Kołbaskowo	4.0	4.0	4.0	4.0	3.0	4.0	4.0	3.0	3.8
Rural commune	Przelewice	4.0	4.0	3.0	4.0	1.0	3.0	3.0	4.0	3.3
Rural-urban commune	Pyrzyce	5.0	5.0	3.0	5.0	5.0	5.0	5.0	4.0	4.6
Rural commune	Sławno	4.0	5.0	5.0	5.0	4.0	4.0	3.0	4.0	4.3
Rural commune	Stargard	4.0	4.0	4.0	5.0	4.0	4.0	4.0	4.0	4.1
Rural commune	Świdwin	4.0	4.0	5.0	4.0	4.0	4.0	4.0	5.0	4.3
Rural commune	Warnice	3.0	4.0	2.0	3.0	2.0	4.0	4.0	4.0	3.3
Average value		4.0	4.0	4.4	3.8	4.4	3.3	4.0	3.8	3.9

Source: author's work.

The quality of water in communes is assessed rather good. Most are obtained from the underground sources. During the talks, it was emphasized that the obtained water is very good for humans, but due to the degree of hardness it becomes problematic for e.g. household appliances. In municipalities with a water quality problem, that problem was dealt through repairing the local water pipes system. It seems that air quality in communes with low natural potential is at a very good level. This is due to the lack of the presence of industrial plants, the education of the residents and the control the residents exhibit over this matter. The respondents notice an increase in inhabitants' awareness of selective waste segregation, which, in their opinion, is visible in the increased number of people using intelligent segregation of waste. This goal was achieved thanks to effective education and help from the commune authorities. Afforestation in these communes is smaller than in

other communes. The respondents believe that it is because of the good soil in the area, and that farmers prefer having agricultural fields rather than owning forests on their land. On the other hand, they see no contraindications in afforestation, which is also practiced during e.g. road construction. Despite the lack of forests, access to the infrastructure of green areas is at a satisfactory level. Parks and squares are places that are in abundance in these communes. The respondents emphasize the use of renewable energy sources, including wind turbines or photovoltaic installations, which are used both in private and public construction.

Innovation capital is one of the two lowest rated capitals (3.1). The research and development activity of enterprises was assessed below the average (2.8). On the other hand, innovations in the agricultural sector were rated the highest (3.6).

Table 5. Assessment of the areas of innovative capital of representatives of communes with the lowest development potential

Type of commune	Name of commune	Business innovation	Innovation in the agricultural sector	R&D activities of enterprises	Average value
Rural commune	Białogard	3.0	4.0	3.0	3.3
Rural commune	Bielice	3.0	4.0	3.0	3.3
Rural commune	Marianowo	2.0	4.0	3.0	3.0
Rural-urban commune	Mieszkowice	3.0	3.0	3.0	3.0
Rural-urban commune	Nowe Warpno	3.0	3.0	1.0	2.3
Rural-urban commune	Polanów	3.0	4.0	3.0	3.3
Rural commune	Postomino	3.0	3.0	2.0	2.7
Rural commune	Rymań	3.0	4.0	4.0	3.7
City with (county) powiat rights	Świnoujście	3.0	3.0	3.0	3.0
Rural-urban commune	Tuczno	3.0	4.0	3.0	3.3
Average Value		2.9	3.6	2.8	3.1

Source: author's work.

The level of financing and co-financing of programs and projects in communes with the lowest innovative capital in relation to financing in the areas of other communes is assessed positively by the respondents. These communes are leaders in obtaining external funds, also due to the high degree of qualification in competitions (government and UE contests for the improve-

ment of the local infrastructure). It is worth emphasizing that the most important barrier in obtaining funds is the obligation of their own contribution, which often cannot be afforded by some communes. Representatives of communes with the lowest innovative capital do not notice the innovations introduced among enterprises in the commune. They recognize that there is a potential in their commune that should be exploited, which in itself is innovation understood as development. The situation is similar in the case of research and development activities – due to the lack of large companies and the lack of needs, research and development activities practically do not exist in communes with low innovative potential. The situation is different when it comes to innovation in agriculture. According to the respondents, its level in this case is at a high standard. It has been noticed that farmers are investing in innovative equipment, reacting to the market situation and expanding the range of their crops. Moreover, in the municipalities with the lowest innovative potential, organic farming is spread wider and more and more often implemented.

Conclusions and recommendations

The conducted research allows for the following conclusions:

1. The problem areas are still stuck in the old paradigm of development, in which development is seen in hard factors, i.e. in the technical infrastructure (water supply, sewage, roads, shop areas, etc.), and this in turn translates into decisions made and directions of spending financial resources.
2. There is little importance in the development of soft factors such as: leadership, cooperation, social participation, quality of education.
3. The level of financing and co-financing of innovative programs is low and basically comes down to the purchase of modern equipment by individual farmers and the expansion of the scope of crops.
4. Despite the fact that there are leaders in communes in problem areas who obtain external funds, but this fact does not translate into an improvement in their economic situation. This is probably due to the privileged nature of these areas in acquiring funds, on the one hand; and spending directions, on the other hand. Acquiring financial resources becomes the goal of governing, not a tool to improve the socio-economic situation.

The variable that determines the success of the local government is the level of human capital. The higher this level, the higher the level of other indicators influencing the development: social capital, entrepreneurship development, use of EU funds, etc. Adequate education of young people, as well as

educating adults by organizing and facilitating access to courses and training, will help the society, especially in villages and small towns, adapt to rapidly changing socio-economic conditions, facilitate the use of technological achievements, and in the long-run, it may contribute to the development of entrepreneurship, leading to an increase in the standard of living of the inhabitants.

However, the level of human capital alone does not guarantee that all problems will be overcome. It must be ensured that people with appropriate competences, especially those who can manage the resources of local government well, and also those people with appropriate moral qualifications, will find themselves in local government authorities and administration. The experience of many communes suggests that the optimal situation is to have stable local authorities that have a vision of the commune's development and are able to implement it. The problem, however, is that the Polish society seems to limit its activity in good situations: when the commune develops, carries out its tasks, people stop getting involved in acting for the common good, they do not control the authorities, do not participate in elections; one could even say that their level of social capital is declining. They mobilize only when there is a crisis or a deterioration of the situation. For this reason, an important task is to involve the society in the daily operation of local government, co-responsibility for the common good, regardless of the circumstances.

In 2007, J. Buzek wrote: "... We must learn to cooperate again, talk and respect the partnership for Poland. If there is a lack of trust and good will between politicians, local government officials, scientists and entrepreneurs, we can squander the great potential of a modern decentralized state system (Buzek, 2007).

Since development is now determined by innovative, human and social capital, actions should be taken to support and develop the above-mentioned capitals. Taking this into account, several recommendations relating to the analyzed issue are formulated below:

1. Social and economic needs should be properly diagnosed at the local level because it will enable better targeting of public intervention based on the voivodeship strategy, which should increase its effectiveness and efficiency. The created strategic documents should be a tool for stimulating the development of entrepreneurship, innovation, social and human capital in problem areas. It is important that this occurs while stimulating capacity and activity at the individual and household level, in the public and private sectors and in the third sector.
2. Effective activation of local communities requires compliance with the following rules and principles:

- introducing new management methods that will allow for wider participation of social organizations in the decision-making processes;
 - introducing changes to the organizational structure in the decision-making process (for governance to be productive, you cannot adjust the human factor to the existing structures or change people because they do not fit into the structures that already exist);
 - the development of an incentive system that requires greater decentralization of power; it is easier to mobilize society to act if it operates in formalized groups;
 - changes in culture in the governance process, characterized by a perspective attitude.
3. Solutions that develop trust in the process of social participation in management should be designed. Trust is an important factor contributing to solving problems in social, political and economic life. It becomes all the more important as the basis for the development of an active community is subjectivity, which needs stability and transparency, while the consistent implementation of the actions taken requires the elimination of all uncertainties.
 4. A big problem of problem areas is the quality of human capital, which is confirmed by available national research and research conducted by the author in the analyzed area.

While socio-economic status is a predictor of school achievement and is influenced by genes, developing interventions that address the environmental impacts of poverty, reduced stimulation, overpopulation, and chaos; it is the best path to take if the goal is to genuinely equalize opportunities. Problems cannot be solved by acting on the level at which they manifest themselves. Thus, allocating additional funds to subsidize poverty only perpetuates incorrect patterns of behavior and beliefs in those areas, thereby perpetuating the phenomenon that is to be worked out and solved. The instrument of change is properly profiled education and properly designed educational programs – revitalization education. To this end, educational genetics should form a core part of all education programs for teachers and social welfare and policy practitioners, as well as physicians and those involved in perinatal care. Solving social problems with the help of financial and material help is “magical thinking”, consolidating characteristic attitudes, beliefs and values that are counter-developmental.

There is a great need to educate specialists in the field of revitalization activities in the field of education and the development of intervention programs (using the conclusions from research in the field of neurosciences and epigenetics), the aim of which is to cause a permanent change in disadvantaged and socially excluded people/social groups. In the long-run, this will

prove beneficial both socially and economically for individuals and to the society as a whole.

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