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Introduction

The processes observed in the modern world are characterized by various kinds of changes, often of a rapid and concurrently multidirectional (turbulent) character, which results in a considerable increase in the level of uncertainty in all the areas of social-economic life. This is accompanied by the fact that spatial development is characterized by constantly increasing complexity, which is a result of an increase in the social and economic life openness degree with deepening specialization, widening multisubjectivity as well as differentiation in functional-spatial arrangements. Social-economic life openness leads to an increase in population mobility, goods transfer and an accelerating dynamics of information civilization, which results in new standards of behaviors challenging current value systems. Increasing scientific and professional specialization develops society's creative abilities, enabling the utilization of a more advanced technology. Specialization directly affects improved quality and competitiveness, forcing far-reaching reforms in the spheres of education, production organization and public services. Since not all spatial units adapt to these dynamic changes in a similar manner, this causes an escalation of disproportions in their development level. This differentiation is deepened as a result of a polarization phenomenon caused by various degrees of space elements susceptibility to absorption of modern achievements of human activity. In consequence, the phenomenon of differentiation in the level of social-economic development is observed in the modern space. Concurrent empowerment of the society of particular spatial elements (regions, subregions, local units) leads to their stronger interest in development processes creation.

In this issue of the "Regional Journal" you will find a collection of interesting scientific articles devoted to current issues and problems of local and regional development, knowledge-based economy, creativity and innovation, regional policy, public administration, as well as spatial development in contemporary realities.

Wishing you pleasant reading, we hope that the findings presented in this publication will be an inspiration to you for further discussion and research devoted to regional development.

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SPACE AS AN ELEMENT OF ECONOMIC SECURITY

PRZESTRZEŃ JAKO ELEMENT BEZPIECZEŃSTWA EKONOMICZNEGO

Summary: Shaping a safe space is an extremely complex and multi-faceted process. To large extent, it is based on the cooperation with various entities of the local community, participating in mutual interdependencies within local economies and above all, in the local socio-economic development. In modern realities, activity geared toward making changes in physical space and initiating programs to promote mobilization of society to improve safety takes on particular importance. Crime prevention strategies through shaping space are presented from the perspective of typical bodies which are to ensure safety and the local government as the main entity coordinating these processes in the local section. The article assumes the thesis that spatial conditions determine safety. The objective of this article is to show the importance of a safe space in the local context.

Keywords: space, security, safety, local government.

Streszczenie: Kształtowanie bezpiecznej przestrzeni jest procesem niezwykle złożonym a zarazem wieloaspektowym. W znacznej mierze opiera się on na współpracy z różnymi podmiotami środowiska lokalnego, uczestniczącymi we wzajemnych współzależnościach w ramach lokalnych gospodarek a przede wszystkim w lokalnym rozwoju społeczno-gospodarczych. We współczesnych realiach szczególnego znaczenia nabiera aktywność nastawiona na dokonywanie zmian w przestrzeni fizycznej i inicjowanie programów sprzyjających aktywizacji społeczeństwa na rzecz poprawy bezpieczeństwa. Strategie zapobiegania przestępczości przez kształtowanie przestrzeni ujmowane są z perspektywy zarówno klasycznych podmiotów powołanych do zapewnienia bezpieczeństwa, jak i samorządu terytorialnego jako głównego podmiotu koordynującego te procesy w przekroju lokalnym. W artykule przyjęto tezę, że warunki przestrzenne determinują bezpieczeństwo. Z kolei celem artykułu jest wykazanie znaczenia bezpiecznej przestrzeni w kontekście lokalnym.

Słowa kluczowe: przestrzeń, bezpieczeństwo, samorząd.

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1. Introduction

The objectives undertaken in many European countries indicate a growing closer cooperation among architects and urban planners as well as entities appointed to provide security as a key factor in local development. The concepts of shaping a safe space, though mainly focused on physical space, begin to extend also to its economic dimension, which indicates the emergence of a second generation of crime prevention with such features as: local social dynamics, cultural and ethnic structure and the local economy.

As already mentioned, the basic thesis of this article is that physical space is a factor in generating the problem of security. In practice, this means that in order to prevent crime, we should strive for an architectural, construction and planning change. The possibility of such an action falls within the competence of many entities, which often do not realize their role in shaping safety in its various forms. It becomes an important task of these entities to initiate and inspire actions affecting land use, planning activities and processes of architecture and construction in order to create a physical space which is friendly to inhabitants and hostile to criminals.

“Such a course of action adopted, among others, by the police in many countries, has become one of the primary tools used to prevent crime and ensure the safety of local communities” [Łojek 2007, p. 132], which on the basis of the undertaken initiatives evaluate the efficiency and effectiveness of local authorities, and above all, give opinion about them.

2. Economic security

Economic security becomes an issue arousing an increasing attention and interest, and the knowledge of economics in fighting crime is an essential component of the knowledge used in operations of security services. This issue can be referred to any kind of services responsible for ensuring safety, that is, the municipal guard, intelligence or counterintelligence. It is clear, therefore, that knowledge of economics, above all, in the field of instruments that it uses, becomes the basis for the development of the science of safety. The rationale for such a position may be that most of the crimes, and mainly common ones, are committed because of the profit motive.

In modern socio-economic realities, which are determined by the processes of globalization of the world economy including mainly the development of technology, civilization and society, the relationship between security and economics is more and more emphasized.¹ The confirmation of such a position may be the strategic

¹ According to some experts, the terrorist attacks in the US in 2001 were also a consequence of the processes of globalization of the world economy.

documents such as Long-term Development Strategy Poland 2030 – Third Wave of Innovation, Strategy Europe 2020, strategies of agglomeration of individual centers development or others which, as formulated mainly by public institutions, point to providing security as the most important aim.

The issue of economic security covers all the areas of socio-economic development, starting from households and ending on the activities of the state. In a broader sense, it is important to what extent the state resists global risk as a consequence of the processes in the global economy. Hence, among others, in the Report of the World Economic Forum, entitled *Global Risk Report 2013*, it is indicated clearly that high income disparity and chronic fiscal imbalances are fundamental and most prevalent threats on the global scale. This is illustrated in Table 1.

Table 1. Description of economic security risks formulated by the World Economic Forum in 2013

No.	Hazard/risk	Description	<i>P</i>	<i>I</i>
1	Chronic fiscal imbalances	Failure to correcting excessive issue of government bonds	3.97	3.97
2	Chronic imbalance in the labor market	The continuing high rate of unemployment of a structural nature occurring in conjunction with part-time employment	3.69	3.73
3	Extreme volatility in energy prices in agriculture	Severe fluctuations in the price of strategic goods that become too expensive, slow growing, causing public protests and geopolitical interest	3.71	3.88
4	The sharp slowdown in emerging economies	The sharp slowdown in emerging economies	3.46	3.49
5	Durable imbalance (financial insufficiency)	The financial institution or currency system of systemic importance in the global financial structure	3.44	4.04
6	Long-term neglect of infrastructure	Chronic inefficiency of investments in modernization and network security infrastructure	3.22	3.19
7	Repetitive crises of liquidity	Recurring shortages of funds from banks and capital markets	3.36	3.66
8	High income disparity	The increase in the gap between the richest and poorest citizens	4.22	3.8
9	Unforeseen negative impacts	Rules that do not give the desired results and instead have a negative impact on industry structure, movement of capital and competition on the market	3.31	3.18
10	Uncontrolled inflation or deflation	Failure to correcting extreme increases or decreases of the value of money in relation to the prices and wages	3.18	3.57

Note: *P* – probability, *I* – Impact (in point range 1–5).

Source: Raczkowski, Sulkowski [2014, p. 39].

Contemporary socio-economic realities characterized by high dynamics of change manifest itself in the modernization of economic structures. In the context of “the philosophy of development,” such modernization is the transformation of economic, social and spatial structures, from having its source in the second industrial revolution Ford’s model of organization and development of these structures to based on the achievements of the modern scientific revolution – technical support – post-Ford’s development paradigm, which started in developed countries in 1973, together with the oil crisis. Referring to the security issues, it should be noted that the dynamics of these changes also requires the search for new forms and methods to counter threats accompanying them. One such method is elimination of threats by shaping physical socio-economic space.²

In the 1960s, Jane Jacobs argued that the rules applied in urban planning lead to the decomposition of relationships and the weakening of social control. She drew attention to the fact that citizens are not provided with the opportunity to observe streets and people located there. As a criminogenic factor, she pointed out that the locals did not use streets in the evenings and leave them empty for criminals. She suggested that the lack of such “a natural protection” leads to the spread of urban crime. She formulated three basic principles of designing safe cities [Głowacki, Łojek, Urban 2008]:

- a clear distinction between private and public space,
- diversity in the use of urban space,
- ubiquitous pedestrian traffic of high intensity.

Physical space can have a direct impact on criminal behavior by separating areas, increasing or limiting access by means of barriers and influencing the possibility of observation by citizens and professionals such as the police. We could hypothesize that the crime rate is inversely proportional to the level of street activity of citizens.³

3. Local self-government and the development of a safe space

The basis for the discussion in this section is the thesis that urban planning can improve safety. Otherwise, the above thesis can be formulated as follows: shaping space affects the safety of cities and citizens inhabiting them.

Socio-economic development in a certain social and territorial area (e.g. regional, local) aims to enrich the network of connections and group contacts to develop confidence and skills so that local communities could greatly improve their situation. Currently in Poland a local authority is in the form of local government, responsible

² It should be emphasized that in Europe there is an increase in interest in the spatial planning methods that can affect the level of safety among people and institutions responsible for safety.

³ Issues of livable safe space are directly related to the issues discussed above.

for security and public order. It follows from this that the local authorities change the rules of the functioning of at least five basic state monopolies:

- political: by allowing equal entities to governance;
- uniform state power: the elimination of hierarchical subordination of local authorities to central authorities;
- state ownership: by granting the right to own municipal property as a result of making them subjects of civil law;
- financial policy: the financial independence from the state budget;
- state administration: the possibility of developing and implementing their local politics.

In these parts of the state democratization there is a factor of local government's responsibility for security and public order.⁴ One of the known and yet still developing concepts to counter criminal activities and eliminating barriers to local development is the concept of Crime Prevention through Environmental Design (CPTED). It is based on four key strategies:⁵

- Natural territorial delimitation, which is, on the one hand, a clear and explicit demarcation of land, a clear demarcation between different types of spaces (public, semi-public, semi-private and private) and developing a sense of belonging and responsibility of inhabitants, on the other hand. One possible attainment of that objective is the design of space that fosters creating places that highlight local affiliation.
- Management and maintenance, which is a strategy based on the assumption that the poor technical condition and lack of concern for the environment are conducive to the formation of elements of crime. It is based on the popular in the 1980s theory of "broken windows" according to which the tolerance for minor offenses and acts of vandalism could lead to an escalation of violence and crime in the area, which justifies the use of the policy of "zero tolerance" for all the forms of violations of social order. Management and maintenance by reducing the risk of crime by emphasizing that space is developed.
- Natural observation made by the residents of the area while doing their daily activities. This means that the appropriate configuration space can enhance the natural tendency of people to observing the environment, especially in an environment that they consider to be "their own." The use of natural observation is based on natural human tendencies and behaviors.
- Natural access control, which is connected with natural observation and territoriality. It is based on a clear delimitation of each space and such a terrain that access to areas of private and semi-private is possible only for their users, both pedestrians and moving vehicles. CPTED emphasizes the use of natural

⁴ In practice, their cooperation with the police depends on the interpersonal relationships of both institutions and the community.

⁵ More in Dukala [2012, pp. 55–61].

access control measures rather than natural location of buildings, entrances to buildings, paths and roads, green areas, fences, elevation colors, etc.

Implementation of the concept of safe space in Poland occurs almost exclusively through the processes of revitalization. They have been carried out since the late 1980s. The main initiators of changes are governments of selected cities, which for the realization of prevention programs create local law instruments and develop preparatory programs [Burkiewicz, Jurczak-Meal, Szafrńska 2012, pp. 85–86].

Undoubtedly, legal regulation on spatial planning and development is crucial in the activities of local government in Poland with respect to the issues of shaping safe space. The change of the political situation after 1989 justified the need for moving away from the requirements contained in the provisions of the previous period, in which the rigorous standardization of safety issues in case of war was stressed. Immediately after the turn of the political system the issues related to disaster prevention and natural disasters came to the fore, which on the basis of spatial planning regulations was reflected primarily in the requirement to obtain building project reviews of specialized agencies of the state administration. “Gradual improvement of safety on this basis is an unquestioned success of Polish legislator. However, it highlights the problem of insufficient attention in planning regulations to threats really noticeable in everyday life – the risks associated with the crime” [Burkiewicz, Jurczyk-Meal, Szafrńska 2012, p. 88].

The first change of zoning laws after the turn of political system in 1994 served primarily the property protection system reform, as well as adaptation planning solutions for a strong constitutional position of municipalities and other changes resulting from the land reform of local government. Although security issues alluded to numerous provisions of the Act, a substantial majority of them related to security in the narrow sense, encompassing issues of state defense or natural disasters.

The current Act of March 27, 2003 on Spatial Planning and Development did not introduce significant changes in the field of crime prevention at the planning stage. The provisions of Article 16, Section 3 of the legislature strengthened the protection of defense and national security within the planning area, requiring from the minister responsible for construction, spatial and housing in consultation with the minister of national defense obligation to determine in the regulation how to accommodate the spatial needs of defense and security state.

Table 2 presents selected competencies of local government in shaping a safe space.

Table 2. Selected competencies of local government in shaping a safe space

No.	The level of administration	Scope of activity	Legal basis
1	2	3	4
1	The voivodship government	It determines the strategy of a region, taking into account, among others, the following objective: developing and maintaining spatial order. Adopting the regional spatial development plan, the task of the regional government. Government bodies draw up a voivodship spatial management plan, carry out analysis and studies and prepare plans and programs relating to the areas and problems of spatial development according to the needs and objectives undertaken in this area.	Act of June 5, 1998 on Regional Government Act of March 27, 2003 on Spatial Planning
2	The district authorities	The district authorities perform specific public tasks more than municipal on: <ul style="list-style-type: none"> – public transport and public roads, – real estate management, – administration architectural and construction, – water management, – protection of the environment and nature, – public order and safety of citizens, – maintenance of county buildings and public facilities and administrative buildings. <p>The district authorities conduct, within its subject matter jurisdiction, analyses and studies in the field of spatial development related to the area of the county and its development issues.</p>	Act of June 5, 1998 on District Government Act of March 27, 2003 on Spatial Planning and Development
3	The municipal government	Their own tasks cover such matters as: <ul style="list-style-type: none"> – spatial order, real estate management, environmental protection and nature conservation and water management; – municipal roads, streets, bridges, squares and traffic organization; – water supply and water supply, sewerage, disposal and waste water treatment, maintenance of cleanliness and order and sanitary facilities, landfills and disposal of municipal waste, supply of electricity, heat and gas; – municipal housing; – physical culture and tourism, including recreational areas and sports facilities; – municipal greenery and tree plantings; – public order, safety, and fire protection, including equipment storage and maintenance of the municipal flood; – maintenance of municipal buildings and public facilities and administrative buildings. 	Act of March 8 on Local Government 1990

Tabela 2, cd.

1	2	3	4
		<p>Formulation and conduct of spatial policy within the municipality, including the enactment of urban planning of the commune and local spatial development plans, with the exception of internal waters, territorial sea and exclusive economic zone and closed areas, is the responsibility of the municipality. In order to determine spatial policy of municipalities including local zoning rules, the municipal council takes a resolution on the accession to the preparation of urban planning municipalities, hereinafter referred to as "study." A commune administrator, mayor, or president of the city draws up a study with a portion of text and graphics, taking into account the principles set out in the national spatial development concept, determines the strategy for development and a regional spatial development plan as well as development strategy of the municipality, if the municipality has such development.</p>	<p>Act of March 27, 2003 on Spatial Planning and Development</p>
4	The rural administrative unit	<p>A rural administrative unit is appropriate in the cases of:</p> <ul style="list-style-type: none"> – maintenance, repair of rural municipal buildings, social, cultural or sports in the context of arrangements of the plans and the municipal budget. <p>It cooperates with the municipal authorities, expresses the opinion and brings the issues of:</p> <ul style="list-style-type: none"> – issuing opinions on investment location and overhauls of road and street lighting, sewerage, water supply, recreational areas and sports facilities; – a change in the schedule of public transportation, the routes of communication and distribution of stops; – the change of education, health, culture, social welfare, sports and recreation objects' destination located within the administration of the rural unit; – the distribution of points of sale of alcoholic beverages and markets. 	<p>Resolutions of municipal councils on the basis of Local Government Act of March 8, 1990</p>
5	District	<p>The tasks of the district should be:</p> <ul style="list-style-type: none"> – giving opinions on the functioning of the communication in the district; – submitting comments and proposals to the draft zoning plan covering the district or its part; – cooperation with the police, municipal police and fire brigade in the maintenance of order, public order, security and prevention of social pathologies in the district; 	

1	2	3	4
		<ul style="list-style-type: none"> – cooperation with entities and institutions in the matters of significant challenges to the district; – undertaking and supporting activities to protect the environment, nature and greenery in the district; – initiating and organizing social activity of local residents; – co-organizing and supporting initiatives to improve the lives of local residents; – receive applications and complaints regarding neighborhood residents; – opinions on the changes of names and street names; – opinions on the urban investment in the district. 	<p>Resolution of the city councils based on the Act of March 8, 1990 on the Local Government</p>
6	Housing estates	<p>The tasks of the housing estate should be:</p> <ul style="list-style-type: none"> – representing the interests of residents of the estate to the city authorities; – giving opinions on the functioning of the communication on the estate; – submitting comments and proposals to the projects zoning plan, including housing or part of it; – cooperation with the security forces and other institutions on the matters of security and the maintenance of order within the estate. <p>The jurisdiction of the council in terms of its statutory tasks may include:</p> <ul style="list-style-type: none"> – submitting comments and proposals to the projects of zoning plans covering the housing or part of it; – giving opinions on the system and the functioning of the communication within the estate (routes, bus stops, car parks, taxi ranks); – submitting comments and proposals aimed at improving safety, law and order within the estate; – expressing the interests of the residents of the estate to the city authorities; – raising awareness among residents of the estate actions taken by the city authorities and settlements; – opinions on the planned municipal investments within the estate. 	<p>The resolution of the city council under the Act of March 8, 1990 on the Local Government</p>

Source: Głowacki, Łojek, Urban [2008, pp. 61–63].

4. Summary

The creation of safe spaces in Poland is a core responsibility of all the entities established to ensure safety. What is of particular importance in these conditions is consolidation of the plans related to the elaboration of standards by the public bodies responsible for its level. The use of existing regulations and practices, developed so far, leads to a conclusion that the CPTED concept is still valid, which requires a new approach in the post-Fordist economy, service-oriented and economic alliances.

A necessary condition for development of activities in the field of shaping a safe space is the use of existing regulation and the functioning system of decision-making on issues shaping physical space. The instruments used so far as the competence of local government in Poland can initiate and develop in local sections co-operative actions towards the development of a safe space, because there is an urgent need to engage in this form of crime prevention.

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