

Management Planning at Gorce National Park, Poland

Maria Baranowska-Janota
Danuta Ptaszyczka-Jackowska
*Institute of Physical Planning
and Municipal Development
Cracow*

FOREWORD

Dr. Maria Baranowska-Janota made a presentation based on this paper at a joint American-Polish national parks workshop at Bialowieza Parku Narodowy (National Park) near the Soviet border in October 1988. Baranowska-Janota and her colleague Danuta Ptaszyczka-Jackowska are highly respected professional planners living in the southern Polish city of Cracow. Other than minor changes or explanatory notes, I have left the text as the planners translated it to give the flavor of her contribution. Readers will readily observe many parallels to USNPS planning—resource data gathering, analysis of threats,

development of alternatives concepts, and heavy emphasis on public involvement.

This paper gives insight into how park planning is conducted in Poland. Gorce National Park reflects a mosaic of land ownership divided between the public and private sector. Of the various socialist nations in Eastern Europe, Poland has retained the highest amount of private land ownership, especially in rural areas. The park is located in the Gorce Mountains of southeastern Poland, not far from Czechoslovakia. The plan was developed by professional planners at the Institute of Physical Planning and Municipal Development at Cracow, about 35 miles from the park.

Interestingly for a planned centralized economy and political state, there is no central park planning office similar to the USNPS's Denver Service Center. Municipal planners make contracts with the central government to prepare a plan for a national park. Thus, planning is done on a park-by-park basis with some assistance from officials in Warsaw. This approach seemingly works, but the resulting plans do not offer consistent management, development, interpretive, or operational alternatives for the nation's parks. And as one tours the various parks, this lack of a systematic approach is apparent in diverse development, operational, and interpretive infrastructure. Also, one does not see a consistent design ethic at the various parks, or in development at individual parks, for that matter. Little consistency regarding infrastructure was observed during our tour of four national parks.

In terms of planning for Poland's concentration of national parks in the southern mountains, managers, scientists, and planners must deal with the heavy impact of acid rain and reduced air quality produced by low-grade coal use in the heavily industrialized triangle

of eastern Germany, Czechoslovakia, and Poland—an area known as Silesia. Several presentations at the 1988 conference focused on poor air and water quality as well as the effects of acid rain. It is only since the collapse of the Eastern bloc that the severe environmental costs of socialism have been publicized in the West.

—Ronald W. Johnson
USNPS DENVER SERVICE CENTER

INTRODUCTION

The Gorce National Park, founded in 1980, with an area of 6,000 hectares (approximately 15,000 acres), covers the upper part of the Gorce Mountains massif from 700 to 1,300 meters above sea level.

The park is easily accessible from all sides, mainly by valleys. Forests (95%) of the area dominate in its utilization structure. In the period preceding establishment of the national park, the forests were intensively exploited and a dense network of forest roads (41 km, or 25 miles) developed. Intraforest clearings and pastures were used for sheep grazing. Forty shepherds' shelters—at present of relic value—remain from that time. On the whole area of the present national park herbs and fruits of the woods were collected.

The Gorce Mountains were always attractive for tourists and skiers; therefore, the park itself and its vicinity is cut with a dense network of touristic tracks, there is a big shelter house, two camping sites, holiday centers, and summer houses, a chair lift, and five ski lifts. The park is surrounded with a number of villages characterized by advanced urbanization processes.

A great part of the territory of the national park belongs to the state;

there is, however, also private and communal ownership, and many private owners and inhabitants of the adjoining territories would still like to make use of the territory of the park.

The complex situation of the park causes acute conflicts between nature protection and utilization of the territory.

GENERAL REMARKS ON THE MANAGEMENT PLAN

Development of the Gorce National Park in perspective of time and goals is the object of a general management plan. The plan was elaborated according to the law as a regional plan.

The aims of the plan are to establish the adequate basis for all decisions on natural resources protection and park use and indicate the proper ways to solve or minimize the inner and outer conflicts.

The plan was elaborated in an open way. All information about goals, problems and controversies occurring, new ideas, and work progress as well, were confronted with the public. Through meetings, consultations, reports, and publications, the public opinions were collected and discussed. The main task was put on the discussions with the people interested in the key issues of the park development and management.

WORK PROCEDURE ON THE PLAN

According to the law regulations in Poland, the plan was elaborated in two stages: (a) assumptions of the plan; and (b) scheme of the plan.

Each stage had to be accepted by the National District Council (Wojewodzka Rada Narodowa).

These stages were preceded by a preliminary phase of data collecting.

The range of data or entry materials for the plan included collection and analysis of:

- Regulations, instructions, and postulates concerning the plan;
- Establishment of development plans of the district and respective communes into the area of the park and its vicinity; and
- Data on the state of the area as natural environment, utilization, development ownership, and negative phenomena are concerned.

Stage I: Elaboration of Assumptions for the Plan. According to the regulations, assumptions for the plan are to determine the aims, conditions, and ways of their realization, as well as other problems which should be solved in the plan. Assumptions should be elaborated in variants considering functional associations of the territory the plan is made for with neighboring areas.

The stage of elaboration of assumptions for the Gorce National Park was divided into two phases, i.e., a phase of analysis and studies, and a phase of elaborating a functional and developmental conception.

The first phase (analysis and studies) comprises four points:

1. Elaboration of diagnosis of the existing state and the foregoing processes of development;
2. Recognition of the prognoses of development; and
3. Determination of aims and functions of the park.

Aims and functions are the basis of all activities undertaken in the park since they determine the ways of utilizing its area. Use of the park cannot be extended in an unlimited way, but must be subordinated to

the occurring conditions. Hence, the next activity was:

4. Determination of the development in the aspect of: (a) nature, which permitted the determination of a developmental and quantitative framework of the development for all ways in which the park may be used;¹ (b) social-economical, which permitted determination of activities necessary to reconcile problems of nature protection in the park and those of its uses.

Conditions of the social-economical development result first of all from:

- Occurrence of private and communal ownership of the territory within the park area;
- Social needs for development of determined activities in its territory (scientific research, tourism education);
- Problems of local people as coexistence with the park is concerned (e.g., indemnities for crops destroyed by the park game, and the park as a place of work); and
- Organizational-legal determination of the kinds of human activities undertaken in the park area and qualitative possibilities of using its area.

¹The natural environment of the Gorce National Park is differentiated as concerns uniqueness, resistance to anthropopressure, and departure from the natural state. Therefore, fragments of the Park with the highest degree of uniqueness and low resistance were appointed to be excluded from total or limited utilization. Evaluation of the park's nature was carried out in this respect by use of the method of ultimate natural thresholds.

The phase of analyses and studies was concluded with a synthesis and conclusions which gave an outlook in the scope of permissible solutions as concerns necessary protective activities, development possibilities, and ways of using, including all restrictions and conditions.

The second phase was construction of a functional-developmental conception.

Optimal solution of the development of the Gorce National Park required, first of all, determination of all development directions and principles of development in the field of functional-developmental zones, program of development, and distribution of objects of development.

Restriction of the development of the park interior to the necessary minimum was the adopted principle in constructing the program of development. Therefore, particular elements of the development were distributed mainly in the nearest vicinity of the park. Simultaneously with determination of the development directions and principles, two realization variants of the functional-developmental conception of the park were elaborated and evaluated.

In consequence, a set of assumptions for the plan with variants of its realization was elaborated.

Formal agreements foreseen by legal regulations were followed by the choice of one of the variants, and this was approved by the District Council in Nowy Sacz.

Stage II: Elaboration of the Plan Design. Basing upon the assumptions, the design of the plan was elaborated. Establishments of the plan include functional-developmental structure, size and distribution of the program, and principles of realization of the plan.

Moreover, conclusions and postulates were formulated with respect to institutions and organizations acting in the territory of the park itself or territories adjoining.

CONTENTS OF THE ELABORATION

The whole elaboration of the plan consists of three parts: assumptions for the plan, the plan, and documentation of the plan. Assumptions for the plan consisted of the text of the assumptions and a table on a scale of 1:25000 entitled "Functional-Developmental Structure with Basic Elements of the Development." Similarly, the final plan consists of the text of the plan and a table on a scale of 1:10000 entitled "Plan of the Development of the Gorce National Park."

These two documents contain basic and binding establishments of the plan.

Documentation of the plan consists of studies on a scale of 1:10000 (ten tables on various subjects, e.g., stock-taking of the existing development, valuation of the natural environment, analysis of uniqueness, deformations and resistance of the park nature), and fifteen volumes of texts. Every volume concerns another subject, e.g., organizational-legal state, state of utilization, tourism, analysis of architectural forms.

All these elaborations include conclusions for the plan.

Moreover, the documentation contains materials and information concerning realization of the postulates concerning the plan, and agreements and opinions on the assumptions for the plan and on the plan design.