SUBURBANISATION AND QUALITY OF PLANNING DOCUMENTATION IN COMMUNES – ON THE EXAMPLE OF SUB-WARSAW COMMUNES

Keywords: suburbanisation, quality of planning documentation, commune development strategy, study of conditions and directions of spatial management, local land management plans

1. Introduction

One of the main problems concerned with city development in Poland is chaotic and uncoordinated process of urbanisation of the suburban communes which is associated by lack of spatial and functional organisation in land management. The uncontrolled suburbanization has resulted in disproportionate, in relation to the growth of population, increase of construction areas and diminishing of open areas, particularly agricultural ones.

Apart from the universal reasons for suburbanization in Poland (growing income resulting in increased demand on housing areas, development of motorization and communications systems, inconveniences of city life) there are also specific factors such as competition between the communes in the suburban areas (especially around big cities) in terms of attracting new inhabitants and investors (in order to increase budget income and employment).
Adam Kowalewski [2012] discusses irrational decisions of commune authorities entered into binding planning documents that have their source in law infringement and defects of the system of spatial planning. The areas of housing estates planned in the studies of conditions and directions of spatial planning in communes often exceed the needs of the given commune several times, and the areas covered by or planned to be covered by local plans exceed their financial abilities. When a local plan is passed the commune has to pay damages to the owners of properties that are assigned for public purposes (including roads). The construction areas in the passed local plans are vast and absurd if compared with the needs. According to the report called ‘Spatial planning in communes in 2012’ prepared by the Institute of Geography and Spatial Management of the Polish Academy of Sciences PAN, the housing areas in the binding local plans cover 1 214 945 ha (able to absorb 77 million people), including 1 034 434 ha (able to absorb 41 million people) assigned for detached houses. In commune studies, housing areas cover 4 388 260 ha (able to absorb 316 million people), including 3 508 730 ha (able to absorb 140 million people) assigned for detached houses. [A. Kowalewski, 2012]

Adam Kowalewski thinks that the urbanisation problems in Poland result from defective plans. The author states that ‘The clue of the problem is the rationality of the spatial policy in the studies of conditions and directions and the quality of the local plans’. It is to be emphasized that also other authors (such as R. Dylewski, P. Fogel, M. Nowakowski, P. Lorens, Z. Ziobrowski) have written about defects of the planning documentation in suburban communes which encourage chaotic suburbanization. According to P. Fogel [2012] ‘Dispersion of build-up may be counteracted most of all by changes in the planning documents… A condition of starting such actions is good recognition of the phenomenon with its local economic, social and environmental consequences’. Based on his own experience as a planner, the author says that ‘in the process of creation of planning policies the pressure of the electorate on the passed planning solutions is of high significance and has been many a time raised by councillors, wojts or mayors and treated as more important than the hardly measurable spatial organization and sustainable development’.

In order to explain if and to which extent or in which elements the planning documents of suburban communes encourage chaotic suburbanization, in 2012 the Institute of Spatial Management and Housing in Warsaw started a study called ‘Defective suburbanization and the quality of the planning documentation in communes’. The analysed documents include studies
of conditions and directions of spatial management (studies of conditions and directions) and local land management plans (local plans) of a number of selected communes in the outer zone of the Metropolis Area of Warsaw (MAW). Documentation concerned with commune development strategies are analysed too. They should constitute a substantive basis for defining the direction and range of changes of spatial management of the communes.

The following criteria were adopted to assess the spatial management planning documents:

• coherence of the study of conditions and directions with the development strategies, the local plans and the study of conditions and directions,
• compliance of the study of conditions and directions with the Law of 27 March 2003 on spatial planning and management (including the regulations concerned with consideration of the conditions particularly resulting from: ... up-to-date assignment, land development and services, spatial organization and requirements of its protection and the needs and abilities of the commune development, and with the regulation concerned with designation of public areas for which it is necessary to prepare a local plan),
• relations between the informative part of the study of conditions and development (conditions of development) and the conceptive part (directions of spatial management)
• scope and rate of detail in the local plans concerned with the assignment, way of development and build-up of the covered areas,
• obedience – in the studies of conditions and directions and in the local plans – to the basic principles of spatial planning (formation of spatial organization, sustainable development, protection of the common interest),
• rationality of the passed planning decisions and their economic consequences.

It is planned to carry out a poll interview among:
– representatives of commune authorities (concerned with spatial policy)
– main designers (concerned with the issues of preparing spatial planning documentation)

This article presents preliminary results of the studies based on analysis and assessment of the planning documentation of two rural communes – Lesznowola and Michałowice. They border the capital city in the south-western part of the MAW zone that undergoes particularly strong urbanization pressure.
2. Spatial planning situation in the studied communes

The Commune of Lesznowola passed two new strategic documents in 2011: the study of conditions and directions of spatial development (in March) and the strategy of development to 2021 (in August). The study of conditions and directions was prepared on the basis of the resolution of 2005 on the change of the first edition of this document of the year 2000. It has a consolidated text in which only some provisions coming from the first study were used. The provisions of the local plans passed after 1 January 1995 were also taken into account along with the issued decisions on conditions of building and development and building permits as well as requests to change the study of conditions and development. The reason for updating the study of conditions and directions that was given was the change of the legal basis of its passing (the law of 2003 on spatial planning and management came into life) and the ‘changing needs and development opportunities of the commune’.

The new strategy of commune development is an update of the strategy of 2004 prepared on the basis of the results of the diagnostic and design seminar (held in the commune in 2003).

In the Lesznowola commune there are now 73 binding local plans (according to the data from August 2013) which cover 90 per cent of its area (including the centre of the Lesznowola village): 2 of the plans were passed before 2000, 36 – in the years 2000 – 2007, 35 – in the last 5 years. The areas of the respective plans are 0.4 to 947.0 ha; 6 plans cover less than 1 ha.

The Commune of Michałowice has its strategy of sustainable development to 2020 passed in 2006 and the study of conditions and direction of spatial development passed in 2011 – as a change of the study of 1999. The study has a consolidated text. The changes of the provisions of the study were introduced because of:
– ‘unachievable preservation of such a big percentage of agricultural areas’,
– ‘lacks in designation of public areas, their connections and location of services’,
– ‘unused opportunities of completion of the needed residential buildings’,
– other reasons (e.g. change of road routes, inappropriate assignment of some areas).
There are 21 local land management plans in the commune and they cover 50 per cent of its territory. The functional centre of the commune is totally covered in the plans. 18 plans were passed in the years 2000 – 2007, 3 plans – in the last 5 years.

Because the website of the Commune Office does not publish the drawings of the local plans passed before 2006 it is not possible to define the average area for all the plans. The plans passed after 2006 cover the area of 0.6 ha to 155.2 ha. An average area per plan is 41.6 ha.

3. Strategy of commune development. Social and economic basis of the studies of conditions and directions of spatial management in the commune

The determination of the directions of spatial management in the commune requires the recognition of the social and economic situation and definition of the course of future phenomena and processes. Significant issues include: condition and prospects of demographic development, condition and prospects of economic development, residential needs and demand on houses, relaxation needs, situation and prospects of changes in the real estate market, situation and estimated changes in the financial management of the commune. The forecasts (in the form of scenarios)\(^1\) should be oriented on future investments (within residential projects, economic activity, technical and social infrastructure) and their location needs. The reasons for changes in the way of using and development of the commune area are also included in the strategy of commune development. [Study of conditions and directions of spatial management in the commune, Methodology handbook, 1996]

The usefulness of the strategy of commune development for the works on the study of conditions and directions is to be assessed most of all from the point of view of the covered – in the diagnostic and prognostic section – social and economic issues (of significance to the given commune) and the extent to which future events and processes are recognized. The goals

\(^1\) The scenario approach takes into account not only the up-to-date development trends but newly appearing tendencies. It is necessary to assess the duration of the present conditions, the tendencies of their diminishing or growing and chances of new tendencies appearing in the future. Usually two extreme scenarios are developed, an optimistic one (chances) and a pessimistic one (hazards) and one moderate scenario.
and directions of activities described in the strategy are concerned with the formation of the future of the commune and should be taken into account in the discussion concerning spatial development.

If the strategy document is inappropriate, it is necessary to introduce social and economic issues to the content of the study of conditions and directions. It is necessary to extend the study of conditions and directions in reference to communes that are located near cities, especially big ones. [J. Bobiński, T. Topczewska, 1996]

**Lesznowola commune**

The updated strategy of development of the Lesznowola commune to 2021 (passed in August 2021) contains references to the provisions of the currently binding national and regional strategic planning documents. Apart from this is contains current (2010) basic information about the commune.

In the section ‘Description of the commune of Lesznowola’ the following 2010 data were given concerning the whole of the commune: structure of area use, number and structure of population (according to gender and age), birth rate, migration rate, unemployment rate, registered economic entities. The demographic data were given also for the years 1995, 2000, 2005. In reference to individual villages population data and basic services data were presented.

The demographic forecast presented in the strategy was ‘based on historic data and general demographic tendencies’. It was assumed the up-to-date tendencies of birth rate and migration scale. It was estimated that the number of inhabitants would grow in the commune from 19 597 in 2010 to 43 000 in 2024 and 59 818 in 2038. The number of inhabitants of individual villages was estimated too (for the end of 2024 and 2038).

The following factors were named as weak points of the commune: ‘weak transport connections in the area of the commune, and with Piaseczno and Warsaw’, inefficiency of transport routes in the conditions of growing traffic’, ‘deterioration of the technical state of the roads’, ‘unequal land management in the commune’, ‘no administration-services-trade centre’. It was stated that ‘investment attractiveness of the neighbours’ and ‘the fear of being absorbed by Warsaw’ constituted a hazard to the commune development.

In the commune vision (in 2021) it was stated that ‘population will grow to more than 40 thousand people, mainly due to migration from Warsaw’.
Seven strategic goals were formulated, including:

- ‘Balancing the urbanization of the commune’ (by proecological activities, implementation of the rules of spatial planning based on sustainable development standards’, ‘aesthetisation of public places’, ‘monitoring of the spatial policy of the commune),
- ‘Development and promotion of recreational and tourist functions’,
- ‘Creation of modern city functions in the area of the commune’.

The problem of the future status of the commune was raised – transformation into a city (which requires appropriate infrastructure) or absorption by Warsaw.

**Michałowice commune**

The strategy of sustainable development of the commune of Michałowice to 2020 was passed in June 2006. The document not only describes the commune but also assesses its current state in the form of conditions and problems connected with development.

In the description of the commune a lot of information were given that are significant to planning spatial management such as: the structure of land use (2005), area reserved for housing and economy functions (empty construction plots in 2005), population in individual villages (in the years 1990 – 2000 – 2005), population structure in terms of education (2005), number of buildings, flats and rooms (2005), ownership structure of residential resources, sanitary equipment in houses, data concerning construction for residential purposes in the years 1991 – 2000 – 2005 in division to forms of ownership, financial management in the commune.

The conditions of the commune development were presented in terms of strong and weak points (resulting from the resources) and chances and hazards (resulting from the external factors). The weak points included: excessive inflow of people and economic entities constituting a hazard to sustainable development, danger of exceeding the rational population level, excessive intensity of buildings for economic purposes (hazard to ecology), small area of commune construction land (also for public purposes), low number of community residential premises, no services centres, dispersed services, spatial chaos in many areas, inappropriate size of plots for the newly built buildings, bad state of the roads (bad condition of the pavements, no footways, no greenery), too low budget income as compared with the investment needs.
The main identified problems to be solved include inappropriate quantity and quality of roads, missing technical infrastructure (water supply network, sanitary sewage system, waste management), urbanization pressure in the areas of high natural valour, spatial chaos, no centre for citizen matters, no recreational areas, no greenery areas (in the western part). It was assumed that the scale of population growth will be dependent on the enhancement of transport connections (including connections with Warsaw) and supply of housing area. The ‘final’ (2020) estimate is 16 thousand in the moderate option and 20 thousand in the dynamic option (in 2005 the commune population was 15 369).

Five strategic goals were formulated, including four goals connected with spatial management, namely:

– provision of high standard of housing, relaxation and community services,
– creation of conditions for growth of entrepreneurship and economic development,
– achievement of European standards of the natural environment,
– rational spatial development of the commune, provision of connections with the surroundings and extension and modernisation of the road network.

Conclusions

The strategy of development of the commune of Lesznowola of 2011 contains current data and information (of 2010) but their scope is insufficient for determining the social and economic conditions of spatial development in the commune. The demographic forecast (for 2024 and 2038) is based on the up-to-date trends of birth rate and migration. It does not take any new or foreseen phenomena into account. For example, no financial disturbances the commune will have in connection with the cost of buying areas for road construction, as specified in the local plans.

The strategy of development of the commune of Michałowice of 2006 is to be assessed positively. The document contains a relatively broad scope of appropriate data and formulates goals corresponding with the changes in the spatial management. One weak point of this strategy is insufficient analysis of phenomena and processes and no development scenarios. Also, it is to be emphasized that no document update was carried out before works started on the update of the study of conditions and directions.
4. The study of conditions and directions of spatial development; spatial policy of the communes

According to the law of 27 March on spatial planning and management, the study of conditions and directions of spatial management in the commune describes the spatial policy of the commune. ‘Spatial policy is to be understood as definition and execution of the principles of using, managing and building up the areas enabling the realization of interest of physical people and non-public legal entities functioning in the commune in compliance with the public interest – determined in the laws and with the general public interest – determined in the long-range goals of the social and economic development of the commune’. [J. Bobiński, T. Topczewska, 1996]

In the analysis and assessment of the study of conditions and directions of the commune of Lesznowola and the commune of Michałowice the following text elements were taken into account:
• accepted form of the content,
• the way the character of the commune and its place in the settlement system are defined,
• conditions resulting from:
  – the up-to-date description of the commune and its location in the settlement system,
  – condition of spatial organization and its protection requirements,
  – needs and chances for development of the commune.
  – condition and prospects of demographic development.
• conditions resulting from:
  – the up-to-date assignment, management and development of the plot,
  – needs and possibilities of the commune,
• development goals
• directions of spatial management,
• the indexes concerned with spatial management and usage of area,
• terrain balance; absorption of the residential areas,
• the areas that require consolidation or division of properties and public space (for which it is necessary to prepare a local land management plan),
• areas for which the commune intends to pass a local plan.

It was also emphasized that the provisions of the study of conditions and directions have to be coherent with the development strategy.
Lesznowola commune

The form of the study of conditions and directions of the Lesznowola commune was subordinated to the issue of conditions and directions of spatial management described in the law of 2003. It does not take into account that Lesznowola is a specific commune due to its location in the outer zone of a big city. In the introductory section of the document, the Lesznowola commune is presented as a ‘rural commune located in the central part of the mazowieckie voivodeship in the northern part of the Piaseczno poviat’2. It was stated that ‘because of social and economic as well as of spatial and transport reasons the area of build-up is still growing. No reference to spatial organization was made in the document.

The study does not contain the current state and changes within the structure of using and development of area (factual and contained in the local plans). The structure of the way various areas were used in 2004. It was stated that 67.7 per cent of the area of agricultural production proves high potential of the commune’. The study contains basic demographic data for the whole of the commune in the years 2004 – 2008 (according to GUS) and the assumed population in 2020 (total of 33 876 according to the study of conditions and directions of 2000). There is no analysis of needs and abilities within spatial management (at the background of the development of the Metropolis Area of Warsaw).

The development goals of the commune of Lesznowola were formulated in the study of conditions and directions in the following way:

– ‘Consolidation of the significance of the commune as a multifunctional centre of the whole southern area of the Warsaw agglomeration,
– Sustainable spatial management with regard to raising technical and life standards of the commune citizens and its external investors, protection of the environment and landscape and preservation of the cultural heritage,
– Efficient functioning of the transport system at the growing motorization level
– Tourist and recreation services in the commune.

The directions of spatial management were formulated in reference to the village of Lesznowola and the remaining area of the commune. The main directions are the following:

2 In the development strategy dokument the commune was called the same.
The village of Lesznowola

- a city-like centre,
- local public areas in individual housing estates,
- public areas with ‘spatial dominants’ and spatially connected network of villages,
- domination of detached houses in the structure of residential areas; intensive build-up (terrace houses and semidetached houses) of complementary role,
- separation of industrial areas and residential areas with insulation greenery zones,
- public greenery areas forming a cohesive and interconnected network.

The remaining area of the commune

- the development area currently used for agriculture are assigned – in the study of conditions and directions – for residential, commercial and industrial functions,
- buildings, mainly detached houses, will dominate and be mixed with the existing buildings,
- it is allowed to locate services including public services in all the residential areas,
- tourist and recreational objects – in all the residential areas,
- agrotourism – in all the areas of farmhouses,
- services that ‘may have impact on the environment’ – to be located ‘along the main roads’,
- non-disturbing services and manufacturing – in residential areas.

‘Direction guidelines’ were formulated for new areas to be developed into housing and services areas. They are concerned with the dimensions of the area and the centres of education, health and social care, culture, arranged greenery and sports.

No balance of the areas was prepared on the basis of the study of conditions and directions. No absorption ability was recognized for the future residential areas.

Local land management plans are going to cover the ‘areas described in the study of conditions and directions as assigned for housing and services functions which are defined as agricultural production areas in the currently binding local plans’. There is no reference to any areas that need
be connected or separated. There is also no reference to public areas for which it is obligatory to prepare a local plan.

In the diagnostic part of the study of conditions and directions there is no 2010 data contained in the updated strategy of the development of the commune (in 2011). The concept section of the study no reference was made to the vision of the commune presented in the strategy and the future status of the commune as a part of Warsaw or an independent municipal and rural commune was not mentioned.

**Michałowice commune**

The text of the study of conditions and directions of the commune of Michałowice has been to a certain extent adjusted to the specificity of a suburban commune localized in the outer zone of the Metropolis Area of Warsaw. It was emphasized that ‘The area of the commune constitutes a part of the urbanized Western Zone of the Warsaw Agglomeration…’.

The study of conditions and directions presents changes in the population of the commune in the years 1990 – 2005 (in individual villages) and two options of demographic development in a prospect period: 1 – moderate option (18 300 inhabitants), 2 – dynamic (22 000 inhabitants). It was stated that ‘Further development of housing and economic activity comes across the barrier of lack of new areas… The comparison of the areas assigned in the local plan of 1992 for investment (500 ha) with the areas of virtual investment (ca. 300 ha according to the annual report on land register) shows that the development of the commune may continue by complementation of the construction areas covered by plans and only after that changes of the assignment of more agricultural areas may be considered.

The assumptions of the study of conditions and directions concerned with the absorption of residential areas in the conditions of maintained tendencies of population increase up to 18 000 inhabitants are likely to come true. However, if the up-to-date tendencies of allotment are maintained, the population may grow to 22 000 (accelerated option). In this situation there will be barriers of access to the technical infrastructure (particularly sewage systems) and social infrastructure (education, administration).

Attention was drawn to the difficulties of formation of housing estate spatial structures caused by the fact of private ownership of most areas and no commune area. It was stated that it was necessary to preserve strategic agricultural production reserves (for later investment) because of the needs of balanced development of the spatial management of the commune (deve-
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The development of the technical and social infrastructure). It was emphasized there is a need for developing recreational facilities necessary to the inhabitants of the Warsaw agglomeration.

Main representation areas were designated to provide a spatial structure to each of the villages in the commune. In order to preserve the continuation of these connections it was written in the study of conditions and directions that ‘It is forbidden to locate closed housing estates – fenced residential areas – and it is forbidden to fence the existing and designed roads’.

The natural division of the area of the commune into three parts (‘structural zones’) was adopted: the north-eastern urbanised area of Reguly-Michałowice, the south-eastern and southern area of open and recreational terrains and the south-western urbanized area divided with strands of open terrain. Apart from this, functional zones of various management policies (open terrains, residential areas, services and housing, economic areas, other areas).

Some of the open terrains are protected (including agricultural areas of relatively high production potential, forested areas, arranged greenery areas, recreational and sports facilities areas).

The housing areas are of varied type (intensive build-up of detached houses, landscaped extensive build-up of detached houses, farm buildings, and mansions).

Details were fixed concerning the areas of different purposes (open terrain, housing areas, multifunctional residential and services areas, economic areas).

The following management and build-up indexes were defined: maximum building height, gross build-up intensity, maximum build-up area, minimum area of a newly formed plot, minimum share of biologically active area.

The balance of areas was made according to the discriminated zones:
- open terrains – 1457, 5 ha (42%),
- urbanised areas – 2017, 5 ha (58%), including: housing areas – 1449 ha (41.7%),
- areas of services centres, services, arranged greenery, services and trade functions, residential functions – 310, 5 ha (8,9%),
- services and trade and production areas and industrial and production areas – 183 ha (5.3%),
- other areas – 75 ha (2.1%).

The maximum absorption of the areas assigned for residential buildings was estimated for 22 000 people (the following assumptions were
made: total area for residential purposes – 14 269 300 m²; total area for residential purposes reduced by the areas of roads and greenery – 11 415 440; number of plots in urbanised areas – 7610 (average area – 1500 m²), number of people per household – 3).

The areas for which the commune is going to prepare local land management plans are the following:
– areas that need to be changed from agricultural and forest areas into non-agricultural and non-forest ones – assigned for construction purposes,
– areas that need to be changed from agricultural and forest areas into non-agricultural and non-forest ones – assigned for arranged greenery, recreational greenery and greenery with cultural services,
– areas not assigned for construction

Apart from this changes are going to be introduced in the binding local plans in connection with changes in the assignment of the areas.

The order of preparation of local plans for the respective areas:
– developing areas – to be prepared first,
– areas needed to be covered by local plans soon (around the A2 interchange),
– areas to be covered by local plans later.

**Conclusions**

A comparative analysis of the studies of conditions and directions in the two rural communes localised in the outer zone of the Metropolis Area of Warsaw show significant differences in the way the conditions of management development are defined. The scope and form of the planning documents are also different.

In the study of conditions and directions of Lesznowola there is no anticipation of phenomena and no staging of development. The provisions concerned with spatial management are excessively flexible. No urban standards are defined. The spatial policy as it is expressed in the study of Lesznowola is aimed at the expansion of extensive build-up onto agricultural areas.

The spatial management of the Michałowice commune is more reasonable. The diagnostic section of the study of conditions and directions of the Michałowice commune presents – in a simplified form – the state and prospects (in options) of demographic development, the conditions resulting from the up-to-date function, management and development of the area as well as the needs and opportunities of commune development
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(with reference to such factors as the cost of buying land for roads). The planning details were formulated for three functional zones. Some management and build-up indexes were given. The balance of areas was prepared acc. to the adopted policy and the absorption ability of residential areas was recognized. Plans cover not only agricultural area in order to change their function but also some areas that are excluded as construction areas. Finally, the order of preparing local land management plans was fixed.

5. Local land management plans. The ways land is used, managed and built up

Local land management plans (local plans) are instruments for managing the spatial policy of the commune. A local plan should contain information on the function of the area it covers and say what, where and in which form or on which conditions may be done. The basic principle is formation of spatial organization and respect to common property.

The local plans of Lesznowola and Michałowice (the ones with the area of more than 1 ha) were analysed and assessed in terms of content referring to:
- the functions of the area covered by the plan,
- distribution of public services,
- way of services formation in housing areas,
- way of formation of public roads network,
- discrimination and way of formation of public areas (squares, streets, parks, arranged greenery areas)
- standards of land management and build-up.3

Lesznowola commune

In 41 local plans conformity with the study of conditions and directions of 2000 was declared. In 32 of the plans no such information was given.

Most of the plans cover areas of detached houses. The areas for developing economic activity were designated along Krakowska Avenue and

3 The fact if indexes were to be treated as obligatory or facultative in local land management plans changed in the successive versions of the renewed law of 27 March 2003 concerning spatial planning and management.
in the northern part of the commune. In 16 local plans areas not assigned for being built up are designated. These areas are mostly agricultural areas along the borders of the commune.

Many of the plans allow development of non-disturbing accompanying service in the areas assigned for detached houses or allow multiple functions without one predominant one – for the areas separated with border lines. As a result of such decisions the location of various facilities will be accidental. Only the local plans covering a part of the village called Radiostacja Łazy and the former PGR Łazy contain detailed specification of housing areas and services areas and also location of health facilities and park greenery.

In ca. 50 percent of the local plans no area for public facilities was designated and in the plans which do designate areas for public facilities there is no reference to kinds of such facilities. The plans do not specify any network of public roads leading to individual plots of land. In the local plans of the villages of Lesznowola, Janczewice, PAN Jastrzębiec and PAN Kosów only the routes of internal access roads is described but is not obligatory and does not constitute provisions of the plans. In more than 40 plans there are no references to arranged greenery areas. In none of the plans there is a provision planning a public square.

In most of the plans the way of management and build-up formation was specified in terms of the following indexes: build-up intensity, minimum size of a construction plot, share of biologically active area, height of buildings, roof geometry. In some plans there is no clear designation of the line of build-up, which leads to chaos. Only in some plans the colour and façade and roof finishing materials were defined in detail. Some plans only refer to cohesion of the planned buildings with the existing neighbouring buildings, which is imprecise and may be interpreted in a variety of ways.

**Michałowice commune**

No all of the local land management plans in the commune of Michałowice (21 binding plans) contain information concerning their compliance or cohesion with the study of conditions and directions. Having regard to the dates on which particular plans where passed it is only possible to state that 12 plans passed after 2003 are cohesive with the study of conditions and directions, and the 2 last plans do not infringe the provisions of this study.
The areas that are covered by local plans are mostly assigned for detached houses and services. In 13 plans there are areas of multiple functions (such as detached houses, detached houses and services, services, production services, sports and recreational facilities, forests, natural greenery, summer gardens, cemetery). 8 plans cover areas of one dominating function (detached house, detached house with services, services, production services). In 10 plans there are areas for public facilities with description of their kinds (education and care, health protection, sports and recreation, religious practices). In most of the local plans (15) no areas of arranged greenery are referred to and only in 2 plans public squares were planned. However, arranged greenery areas or park greenery in the local plans constitute a large percentage of the area of the commune (16 per cent).

The local plans prepared before 2010 contain provisions concerning the development of public roads network. The plans passed in the last 3 years say that the construction plots shall be accessed via internal roads.

The principles of land management and formation are specified in the local plans using 4 indexes: build-up covered area, minimum size of a construction size, share of biologically active area, height of buildings. Only some of the plans additionally contain provisions on roof geometry or number of storeys. Only 3 plans give detailed principles concerning the colours and materials for roof and façade finishing. In some plans there is information that new buildings should be cohesive with the existing neighbouring buildings.

**Conclusions**

The analysis of the local land management plans in the communes of Lesznowola and Michałowice has show that the plans are instruments of urbanisation in an extensive way.

Local plans that contain detailed regulations on the function and development of the areas are exceptions. Most of the plans in both the communes are not creative. They are of a narrow range and contain only general planning provisions.

Many plans (especially in Lesznowola) there is no reference to functions of the covered areas. Various kinds of build-up are allowed without predominant function (Lesznowola). The way of formation and distribution of public roads is not specified (Lesznowola). Public areas of various kinds are not designated (in Lesznowola and to a smaller extent in Michałowice). There is no complete network of public roads (especially in Lesznowola...
where a lot of the area is to be accessed via internal roads). The ways in which areas should be managed and developed are not appropriately specified (in most plans).

6. Summary

Counteracting the phenomenon of chaotic urbanisation in the suburban areas relies on protection of open terrains, formation of greenery areas and intensification of development in the areas assigned for construction. The communes of Lesznowola and Michałowice that border with Warsaw in the south-western part of the outer zone of the Metropolis Area of Warsaw undergo particularly strong urban pressure. The analysis of the planning documents in both of the communes shows that there are significant differences in the ways the local self-governments handle the issues of spatial planning and management.

The commune of Lesznowola (area of 6917 ha, population of 21 469 in 2011) adopted the policy of expansive urbanisation of agricultural areas. It is to be emphasized that the strategy of development and the study of conditions and directions do not sufficiently recognize the phenomena and processes that have impact on spatial management. The problems that require solution with reference to public interest were not identified. The diagnostic section of the study of conditions and directions does not contain any demographic forecast in options (estimated population of 33.9 thousand in 2020). There is no reference to the state and changes in the way areas are used and developed (virtually and according to the plans). No area needs were specified with regard to the financing of infrastructure and balancing the real estate market. Defects of the concept section of the study of conditions and directions include the non-existent vision of the commune management, lack of division into structural units, excessive flexibility of decisions, no public areas designated, no balance of areas and staging of development. 90 per cent of the commune area is covered with local plans. 3033.65 ha were assigned for build-up [A. Olbrysz, 2011]. Most of the plans were prepared in order to change the function of the covered areas from agricultural to construction plots. In general, these plans do not sufficiently regulate the way of managing and developing the areas giving the investors too much freedom. Most of the areas were assigned for residential detached houses. There are no areas for public services, arranged greenery, public squares.
The commune of Michałowice (area of 3488 ha, population of 11934 in 2011) runs a more rational spatial policy. Its study of conditions and directions contains requirements of spatial management resulting from demographic development (in 2020 population of 18.3 thousand in the first option and 22.0 thousand in the second option), up-to-date function, development of infrastructure, state of spatial organization and the requirements connected with its protection, needs and opportunities of commune development. The concept of spatial management contains the idea of complementary development of the areas that are already designated as construction areas, necessity of limiting build-up and development of new areas because of the cost of infrastructure construction (especially purchase of land for roads and the necessity of creating land reserves for further development. There is a balance of areas according to the adopted policy and demographic absorption of areas. In the study of conditions and directions 2017 ha was assigned for construction including 1427 ha for residential purposes. Local land management plans cover 50 per cent of the commune. Just like in Lesznowola, most of the areas are assigned for detached houses with services. Areas for public services were assigned and the kinds of these services were specified. Areas for arranged and non-arranged greenery were designated, and in 2 villages (Reguły and Komórów) public squares were planned.

The excessive and uncontrolled urbanisation of the commune of Lesznowola has caused its financial problems. The cost of land purchase for roads, as specified in the local land management plans, is estimated for ca. 597.5 million PLN [A. Olbrysz, 2011]. Lesznowola is one of the fifty most indebted communes in Poland [K. Kluza, 2013].

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