Suburbanisation in practice – situation in Poland





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Suburbanisation – a stage in the development of cities?

Suburbanisation of the Pomeranian cities, in particular the Gdańsk agglomeration, seems to be a process determining the structure of the settlement network in the Pomeranian Province.

Suburbanisation is drawing people out of the cities – and the number of city dwellers is decreasing

Demographic forecast of the General Statistical Office (GUS) up to 2035

In Europe – decrease in population

In Poland:

- decrease in population by 2 mln;
- decrease in population within cities by about **10%.**

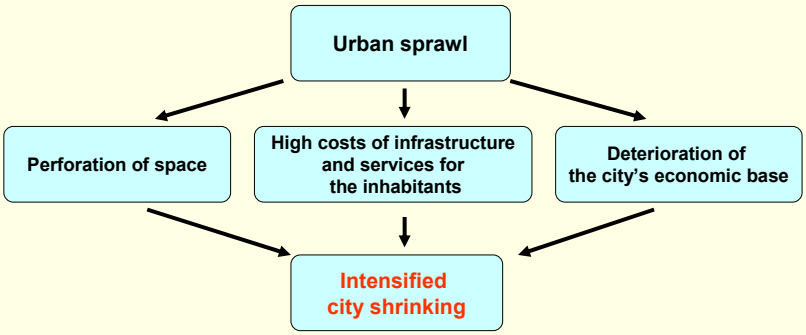
In the Pomeranian province:

- increase in rural population (by 105 thousand);
- decrease in population within cities;
- **intensified suburbanisation**.

Reasons behind 'shrinking' of cities

- Downfall of economic base (job losses);
  Ghost cities;
  Changed political system;
- Post-industrial transition from manufacturing to service industries;
- Not satisfactory condition of city environment (outflow of inhabitants from slab block housing estates);
- Suburbanisation

Effects of urban sprawl



Suburbanisation – characteristics of the processes

- Usually vibrant, spontaneous course, no rules, hard to control, no regulation
- Suburban development – outside city borders
- Use of space and resources without respecting spatial order and sustainable development principles
- Varied spatial forms – often irregular, dispersed, discontinued

Factors facilitating intensive suburbanisation processes



- Poor quality of the city – the central hub (economic, social and ecological problems)
- Increased affluence of the population
- Preference for ‘a house with a garden’
- Imperfect law, legal loopholes
- Supply of cheap land in the neighbouring areas, easier and more available to develop (quality, price), excessive land offer

Factors facilitating intensive suburbanisation processes – continued



- Development of transport, motorisation
- Political approval for dispersed development
- Facilitating transformation, changes of function
- Poor (or non-existent) regulation and control
- No coordination between neighbouring communes regarding spatial policy

Spatial development of the city – call for a reasonable approach to 'sprawling' of development

- With low level of satisfying housing needs spatial development occurs despite the decrease in population numbers
- The need of reasonable entering into the new development areas
- Priority granted to spatial development of brownfields over new greenfields

The need of intervention – comprehensive activities within the city and in the suburban zone

The quality of life offered by the city is decisive in attracting people to the city. The quality of life comprises a variety of factors.

The key factors behing migration of the population:

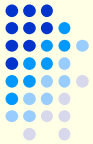
supply of workplaces from the point of view of quantity and quality (variety)

Legal and administrative conditionings of suburbanisation



- Spatial planning – legally ineffective (the lack of local spatial management plan is acceptable, lack of coordination, hierarchy, poor regulations with regard to local and regional planning, weak connection between development and finance)
- Relation between the study and the plan
- Practices with regard to granting the Decision on Land Development and Management Conditions – no relation to spatial policy
- Practices with regard to issuing building permit (usually issued by the body not directly interested in the effects of development)
- Negative effects of the act of 2003

Legal and administrative conditionings – continued



- Excessive protection of property rights often understood as the right to dispose of the land freely
- Acceptance with regard to development conducted without proper technical and social infrastructure
- Lack of effective form of protection of open land

Environment protection law – Article 72 section 1 - an empty provision?

- *'In the study of the conditions and directions of spatial management of communes and local spatial management plans the conditions shall be established to maintain natural balance and reasonable management of environment resources, in particular by means of*

/ …/

3) ensuring comprehensive solutions to the problem of development of cities and villages, with particular emphasis on water management, sewage disposal, ***waste management, transport systems and public transport, as well as arranging and shaping green areas'''***

Limitations, problems

- Fragmentarisation of power and responsibility
- Voluntary cooperation of communes brings limited effects – it does not facilitate problem-solving
- Instruments for planning and management of spatial development are ineffective
- Low social awareness
- Lack of proper monitoring of changes in the development
- Lack of more thorough analyses, e.g. economic

Problem of cooperation between communes– who should bear the costs of suburbanisation?



www.wyborcza.pl wychodzi 24 godziny na dobę

Dzieci z przedmieść nie uczymy

Bydgoszcz zamknęła szkoły przed dziećmi z podmiejskich wsi. – Nie będziemy dłużej finansować edukacji uczniów z bogatych gmin – zapowiada twardo prezydent miasta Konstanty Dombrowicz

Rozpoczęcie roku w Szkole Podstawowej nr 38 w Bydgoszczy we wrześniu 2009 r.

Example – rural commune of Starogard Gdański

- Suburban commune around the city about 50 thousand
- Vast majority of the new investment areas devoted to detached housing – this is the dominant function, practically no new service areas for social infrastructure
- New development complexes directly by the city borders and along the roads
- Current plans and the plans being implemented – **over 120 plans in total**- cover the area of about **1114.53 ha, which constitutes about 5.67%** of the total area of the commune (**8.09%** of the area minus forests and waters). This is lower than the average for the whole country (according to the data of the Ministry of Infrastructure the average planning coverage at the end of 2006 reached **22.0%** of the area of the country)

Townee's dream – to own a house with a garden situated in nice surroundings… cheap and comfortable…



From the website of Starogard commune – an ideal picture; but is it real?

Who will pay for that?

What would everyday life be like?

Is it eco-friendly?

Rural commune of Starogard Gd.

- The commune is constantly preparing new OFFERS for mainly individual investors and developers
- Plans – small coverage, on average about 3 ha, often only for 1 plot
- Plans conducted 'on request', without clear rules, not coordinated, loosely related to the state of utility infrastructure, randomly placed, fragmentary

Rural commune of Starogard Gd.

- According to the Study of the commune of 2000 –new development areas **680ha** (according to the authors of the study – maximum quantity, showing potential possibilities and not based on actual development assumptions of the commune)
- According to the statistical data as of 31.12.2008 the current local plans covered the total area of **682.63ha**, of which **319.65ha** was devoted to housing development (nearly a half – about 47% of the designated in the study). Moreover, in the subsequent amendments to the Study the development areas were extended, often considerably

Rural commune of Starogard Gd.

- Development areas according to the Study not included in the plans so far and designated for housing amount to 552.71 ha, and devoted to services, business activity and other amount to the total of 212.43 ha.
- **Spatial layout of the recently collected applications (100 of them!!) indicates that the new areas are suggested according to the applications, contrary to the development directions established so far.**
- According to the applications, the total of about 228.40 ha of the new areas is designated for housing (assuming that 75% of this are construction plots with the average area of one plot of about 1000 square metres – which gives over 1,700 plots – in the current construction scale – and would suffice for about 17 years)
- Almost all applications concern the areas not indicated as development areas in the current Study of the commune

Rural commune of Starogard Gd.

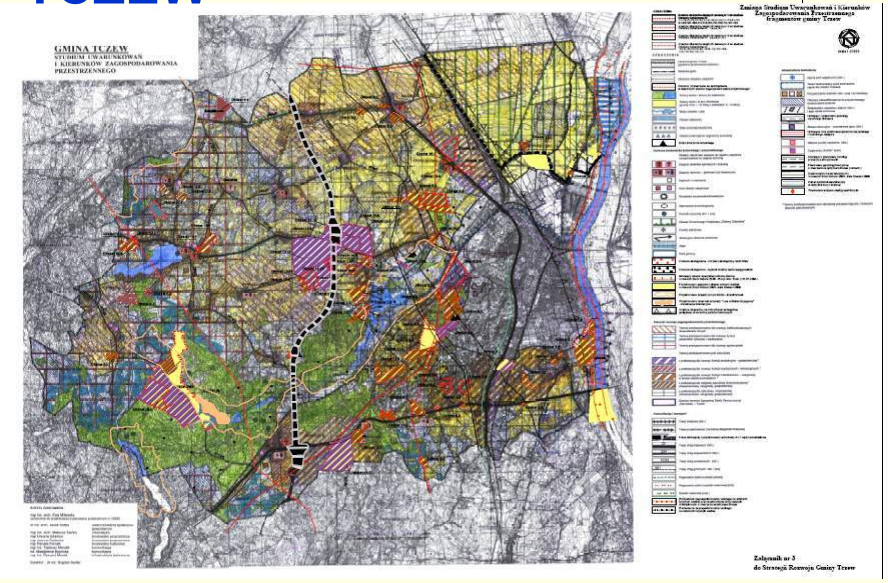
- Population registered for permanent stay (according to the Commune Office)
  1998- **11,454** 2008-**13,982**
- Forecast according to the Study – in the year 2025- **15,900**
- Construction activity – similar to that in the city, about 100 new houses per year
- Reserve of development areas in the current plans – for minimum 10 years, assuming that the existing dynamics of construction activity is maintained
- Independently of the plans, numerous decisions on the development conditions – about 200 a year

Commune of Starogard Gdański

- What will be the effects of possible continuation of the spatial policy implemented so far?
  - Financial
  - Spatial
  - Social
  - Environmental



STUDY OF THE COMMUNE OF TCZEW



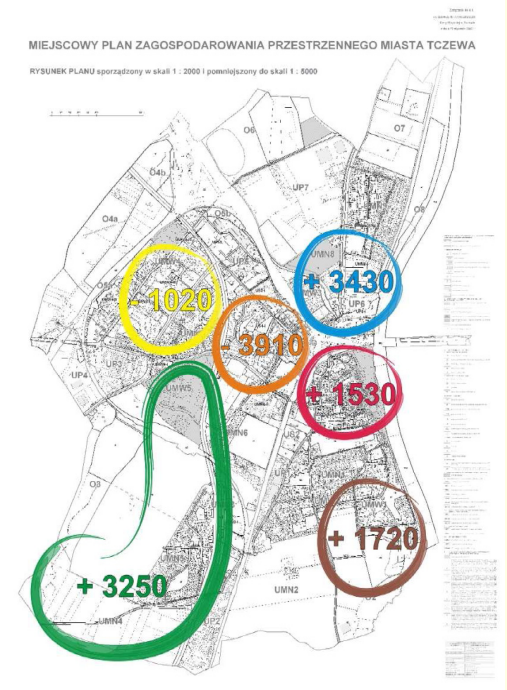
Suburbanisation – example of the commune of Tczew

- In the rural commune the investment areas according to the study and plans are highly overestimated (theoretical capacity of about 35,000 inhabitants)
- Construction activity in recent years similar to the one in the city – about 300 building permits per year
- Sale transactions of land for development between I 2007 - IX 2008 in the commune 172, in the city 82
- Prices per square metre: lower in the commune, similar plot sizes

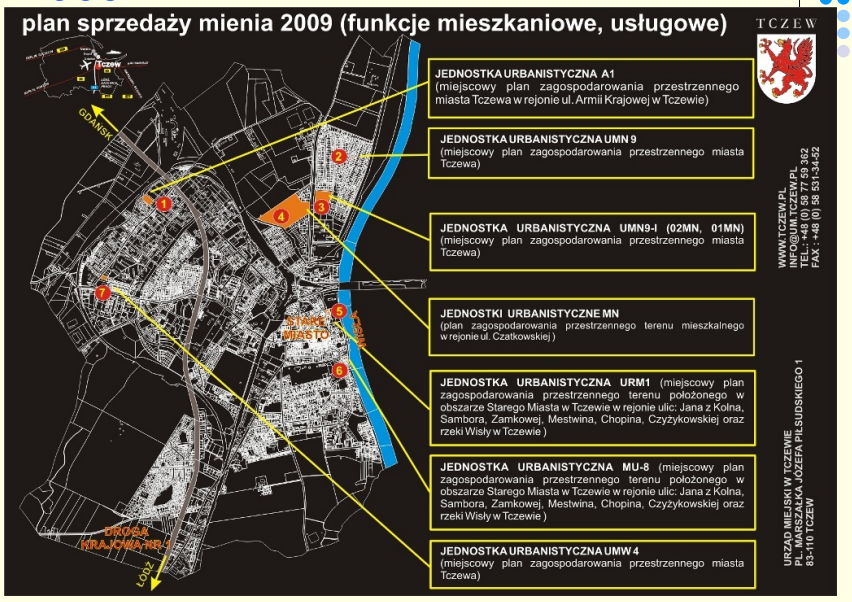
Problem- is it necessary for Tczew to expand the borders in order to ”develop”? Should Tczew expand administrative borders?

Problem- will changing the borders cure vibrant urbanisation in the commune?

Area reserves for housing so far according to the local plan of Tczew



Planned sale of urban land for 2009



Consequences of suburbanisation for the city

- Loss of the most mobile people, i.e. young, and creative means slowing down the development
- Cities with aging population less and less vibrant - especially given the low disability and other pensions benefits
- Depopulation of central areas

→ **Tczew**
→ **Starogard Gdański**

Studies on the decline of cities show:

If a city turns into a dormitory people will not want to live there in the long run.

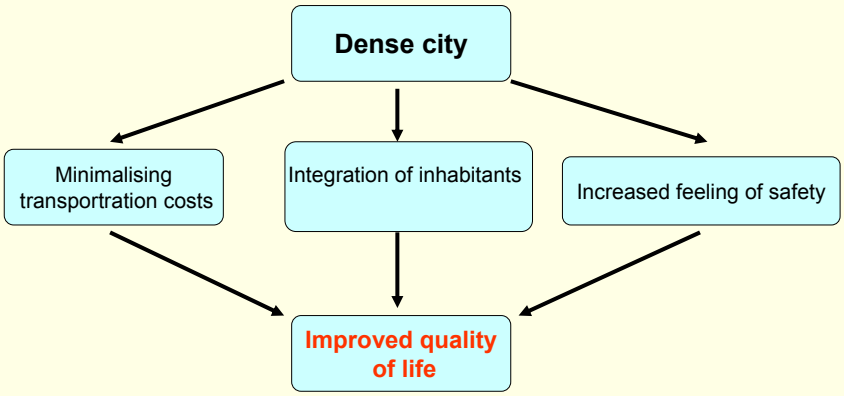
If the city does not have a vibrant city centre, it is destined to shrink.

Chances to hinder the unfavourable processes

- Improved quality of life;
- Stimulating creativity of the inhabitants;
- Cultural regeneration of cities;
- Public and private partnership;
- Change of sectors;
- Presence of new technologies;

Accusation raised in relation to Tczew – ‘Goodnight at 6 PM’

Policy of the inward development of the city



Unfavourable processes

1. Outflow of people with high aspirations or views on housing environment contributes to the increase in the share of poor, pathological families, which stimulates city depopulation.
2. Weaker tax base – the city has less to offer, it is not taken care of
3. Consequently more groups flee from the city, and the city shrinks

Results of demographic forecasts for Tczew

- Decrease in population to about 54.5 thousand (2025), which is about 10% in comparison with 2007;
- Forecasted decrease lower than in the case of similar sized cities and Gdańsk and Gdynia – more attractive places;

Tczew moves away from the vision of a city with 60 thousand inhabitants, but must accept the future image of the city lower than now, with continuous decreasing trend.

Total demographic forecast for Tczew for selected age groups

It has been assumed that annual migration balance will be minus 120 people, and a young age structure of the emigration flow

Group	Year	2007	2010	2015	2020	2025
	In total	60271	61268	60868	58059	54438
Creche	0-2	2058	2091	1640	1428	1382
Primary school	7-12	3833	3795	4069	3167	2841
Working age	18-59K/64M	39265	38619	35421	34611	30506
Retirement age	60/65 and more	8594	10723	13731	13860	15402

Results of demographic forecasts for Tczew

- Decrease in the number of households:
  in 2025 the number of households will be lower than the present and the households will be smaller , more often than nowadays – single person;
- In the further future the decreased demand for flats (if the demand has been satisfied earlier);

Goals to expand the city area are unjustified.

Dispersed development in the suburban areas generated additional costs, decreases the quality of life.

Seemingly low costs of dispersed development stems from excluding the expenses which are not incurred due to low spatial awareness of the inhabitants or are incurred by the entire community (postponed costs)

The need for a new way of thinking about the development of the city

Tczew – should we expand the borders?

- ***Should the borders be expanded or not?*** ***Our authorities ponder on this problem. The process could start next year with the preparation of the new study of the conditions for development. If the borders are to be changed, it must take place as soon as possible – later it will not be profitable – we heard from the municipal authorities.***



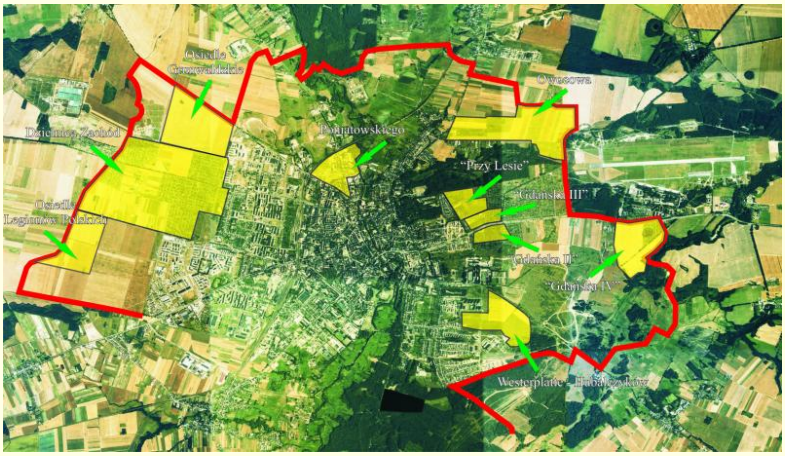
press announcements - 4 August 2008

http://www.tcz.pl/index.php?akcja=wiadomosci&art=eff01d927607fce

Challenges for Tczew – an alternative to expanding the borders

- Abandoning the vision of a city with 65 thousand inhabitants
- Increasing attractiveness of the city, the quality of urban space, improving the offer with regard to leisure activities
- Creating technical infrastructure to retain and attract capital
- Supporting professional activity – including women and the elderly
- Creating a competitive housing offer
- Good use of the existing reserves of land within the city
- Continued implementation of the dense city idea
- Spatial development at a European level
- Cooperation with Tri-City within the metropolitan area and also with the rural commune
- Continuing the existing policy of the city in key areas (revitalisation, new public spaces, transport integration node, recreational and educational areas)

Słupsk – an idea to expand the borders versus free areas in the city



Red marking – administrative borders of the commune of Słupsk
Yellow marking – spatial management plans for housing in Słupsk – non-invested areas

What instruments would be needed?



- Efficient designation of protected areas and open, non-developed areas
- Good local spatial management plans
- Dispersed development prohibited
- Execution of the order to provide the areas with infrastructure prior to granting building permit
- Respecting sustainable development principle in strategies, studies, plans
- Appropriate taxes, subsidies stimulating desired processes
- Effective urban policy, change in the financing of communes

What instruments would be needed?



- Real participation of conscious inhabitants in the planning process
- Monitoring of changes, evaluation of spatial phenomena, economic analyses
- Actual coordination of different levels of planning
- Cooperation of communes, regional and local authorities with the inhabitants