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Analysis of regional spatial planning and decision making strategies and their impact on land use in the urban fringe

Warsaw case study

Mirosław Grochowski*, Marek Pieniążek (PAS)

*Responsible partner and corresponding author
Tel: +48 22 55 20 637; Email: mgrochow@uw.edu.pl

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Abstract

Objectives/aims

This report aims to present legal, institutional, and organizational aspects of spatial planning and decision making systems in Poland that have direct impact on spatial development generally and specifically on development processes of metropolitan areas in Poland and areas that might be characterized as peri-urban.

Methodology

A review and description of present legal, institutional, and organizational aspects of spatial planning and decision making systems at national, regional, sub-regional and local level in Poland serves as a base for identification of main problems related to management of development of periurban areas within borders of metropolitan areas.

Findings

A key issue in Poland is the lack of corporation among municipalities which leads to fragmented development of regional scale entities. In addition, innovative solutions to deal with problems that are not addressed by legislative regulation are still rare, which is partly a result of limited professional skills, partly a result of policy making processes at the municipal level.

The study also identifies a base for specific methodology of field studies to be conducted and formulation of research questions that would lead to formulation of assessment of spatial development policies and strategies to manage development of peri-urban areas.

Classification of results/outputs:

For the purpose of integrating the results of this deliverable into the PLUREL Explorer dissemination platform as fact sheets and associated documentation please classify the results in relation to spatial scale; DPSIR framework; land use issues; output indicators and knowledge type.

Spatial scale for results: Regional, national, European	Regional/National
DPSIR framework: Driver, Pressure, State, Impact, Response	State/Impact
Land use issues covered: Housing, Traffic, Agriculture, Natural area, Water, Tourism/recreation	None specific
Scenario sensitivity: Are the products/outputs sensitive to Module 1 scenarios?	No
Output indicators: Socio-economic & environmental external constraints; Land Use structure; RUR Metabolism; ECO-system integrity; Ecosystem Services; Socio-economic assessment Criteria; Decisions	None
Knowledge type: Narrative storylines; Response functions; GIS-based maps; Tables or charts; Handbooks	Tables and charts; state-of-the-art
How many fact sheets will be derived from this deliverable:	0



Introduction

This report presents legal, institutional, and organizational aspects of spatial planning and decision making systems in Poland, that have direct impact on spatial development generally and specifically on development processes of metropolitan areas in Poland and areas that might be characterized as peri-urban. Description of these aspects serves as a base for identification of main problems related to management of development of peri-urban areas within borders of metropolitan areas. This description provided also a base for specific methodology of field studies to be conducted and formulation of research questions that would lead to formulation of assessment of spatial development policies and strategies to manage development of peri-urban areas.

Conditions for urban and regional development in Poland have change dramatically since 1990. That's the year when the first democratic elections in the post-war history of Poland took place and the year of re-birth of self-government, which was firstly established at the municipality level. During the last 17 years planning in Poland operated under 3 different legislative regulations concerning spatial planning (till 1994 under the law enacted in 1984; new legislation adjusted to the new economic and political conditions was enacted in 1994 and then replaced by a new act in 2003). Other legislations that also have impact on the way of spatial development management have evolved during this period. Additionally, administrative subdivisions of Poland changed in 1999: old and relatively small regions (49) were replaced by 16 new ones in order to facilitate processes of regional development. In this year also sub-regional level of self-government (counties) was established.

Planners have had to address new social and economic phenomena. Spatial mobility of Poles has increased. People migrate seeking jobs. Along with the rising level of income (mostly among urban population where "metropolitan class" can be distinguished), needs and preferences concerning place of residence change. Spontaneous sub-urbanization as well as urban sprawl are the new phenomena that bring serious challenges and problems in terms of managing spatial development on sub-regional and regional scale.

The national economy has been developing well during last several years. Poland has become an attractive place also for foreign capital investments. Looking for the best location investors chose usually urbanized regions that offer high quality work force, access to infrastructure and markets. It leads to spatial concentration of economic activities and people and result in much more intense use of land and other resources.

At the beginning of 1990s spatial planning as a tool for development management had been commonly questioned. It was because of experience of more than four decades of communist era when planning had very limited impact on processes of spatial development. However, increasing pressure for land acquisition and results of spontaneous processes of development resulted in a call for immediate planning intervention.



ADMINISTRATIVE SUBDIVISIONS AND ORGANIZATION OF PUBLIC ADMINISTRATION IN POLAND

There are 4 tiers of public administration in Poland: national, regional, sub-regional and local. Poland is divided into 16 regions (*województwo* – *voivodship*), 379 counties (sub-regional unit - *powiat*), and 2478 municipalities (local unit - *gmina*).

Territorial self-government exists at regional, sub-regional, and local levels. Regional authorities consist of a voivodship council (*sejmik*), marshall (*marszałek* - head of executive body of regional self-government) and a governor (*wojewoda*). Voivodship council is a regional assembly elected in general and direct elections for 4 years. Marshall is selected and approved by the voivodship council. The governor is a central government representative (appointed by the Prime Minister), responsible for supervising the activities of the voivodship council whether all decisions are correct from the legal point of view. However, the ideas for and concepts of development and development management is the responsibility of the self-government. At the sub-regional level there are county councils (also elected in general and direct elections for a 4-year period) and *starosta* – the head of executive body (selected and approved by the county council). Similarly at the local level there are municipal councils (directly elected by citizens for 4 year period) and heads of executive body. However, in case of municipalities they are also elected directly by citizens.

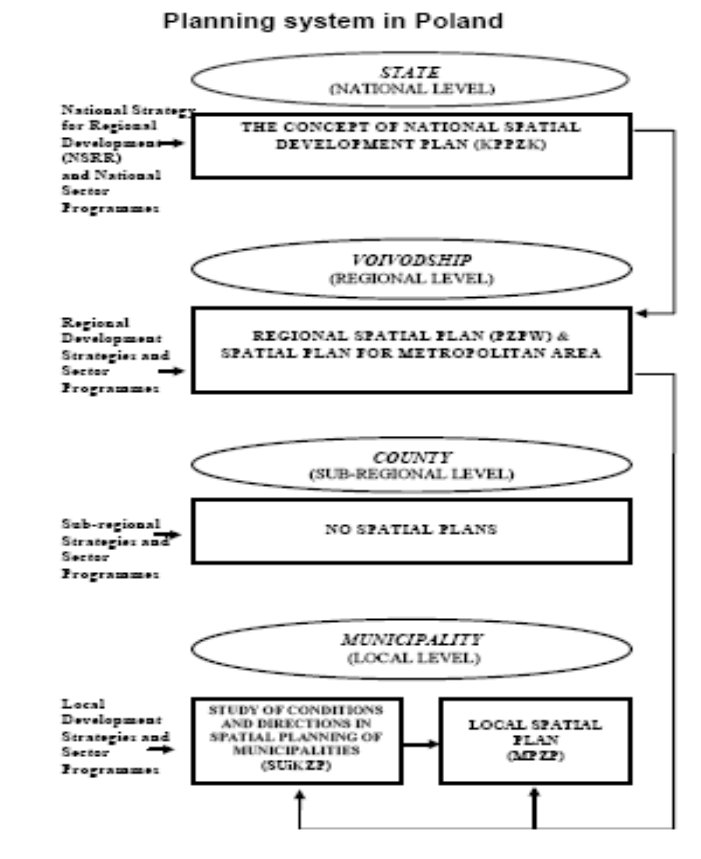
There are two legal categories of counties: rural (*powiat ziemski*) and urban (*powiat grodzki*), and three legal categories of municipalities: urban (*gmina miejska*), rural (*gmina wiejska*), and mixed – urban-rural (*miejsko-wiejska*). Counties and municipalities are ascribed to specific categories based on their social and economic characteristics. Competencies and powers of different categories of counties as well as municipalities are the same. Obviously, the tasks and challenges related to development planning vary depending on the size, location and other specific features of these spatial units.

TIERS OF GOVERNMENT AND SPATIAL PLANNING RESPONSIBILITIES

The fundamental legal instrument of spatial planning in Poland is the Spatial Planning and Land Management Act of 27th March 2003. According to the Act the basic principles of spatial planning are spatial cohesion and sustainable development. The Act regulates mechanisms of formulation of spatial policies and preparation of land use plans, divides powers and responsibilities among different tiers of administration, regulates the way of solving possible conflicts between citizens and local government authorities.

Other legislative regulations that impact the planning process are: Environment Protection and Management Act (27th April 2001 with further amendments), the Building Code (7th July 1994 with further amendments), the Law on Real Property Management (21st August 1997 with further amendments).

According to the Spatial Planning and Land Management Act spatial planning take place at the national, regional and local levels.



Source: IRM, Krakow, 2003

National level

At the national level central government agencies are responsible for preparation of a strategic document called the Concept of National Spatial Development (*Koncepcja Przestrzennego Zagospodarowania Kraju*). This is an instrument to guide structural changes in the country, prepared in participatory way through informing and getting feedback from self-governments and other entities including sectoral interest groups. The methodology of the Concept preparation procedure is based on the process of negotiations between different actors having their interests in specific spatial solutions.

The main objectives of the Concept are:

- To formulate principles, objectives, and guidelines connected with and concerning economic, social, and spatial development related to environmental (natural and cultural environment), social, and economic conditions;
- To establish the principles of the spatial system of settlement and infrastructure development;
- To balance the development of regions;
- To establish the base for sectoral and regional public purpose programs.

During elaboration of national development programs to fulfill governmental tasks the Council of Ministers has to consider guidelines included in the Concept. These programs also need to be negotiated with the regional self-governments.

Complementary to the Concept reports on spatial development are elaborated at the national level as a part of the state monitoring system.

Regional level

Regional self-government is obliged by the law to prepare a Strategy for Regional Development, Regional Spatial Development Plan and Spatial Plan for Metropolitan Area¹ (metropolitan areas are indicated in the Concept mentioned above). These documents must be coherent and are being reviewed and evaluated periodically and amended if it is needed. Regional development programs must result from the Strategy for Regional Development and be coordinated with the guidelines incorporated in the Regional Spatial Development Plan.

Regional Spatial Development Plan formulates the spatial policy of the voivodship based on:

- socially agreed objectives and directions of development;
- identified trends of spatial development and settlement system organization and functioning;
- current and desirable location of principal public infrastructure;
- being implemented or in the process of formulation regional developmental programs;
- principle of incorporation of natural and cultural environment requirements into spatial policy;
- principle of balancing regional and local interests with those of the country as a whole (national and trans-national).

Regional Spatial Development Plans should thus take into consideration the national and regional tasks of a broader scope. They determine regional spatial structure of settlements, location of regional roads and shape of other infrastructure networks, location of investments serving the regional public purposes. They also indicate protected and closed areas with their buffer zones, metropolitan areas, so called “problematic areas”, and other areas of specific nature e.g. terrain in risk of flood, deposits of minerals.

In the process of preparation of the Regional Spatial Development Plan opinions and remarks are collected from different organizations and institutions including authorities from all administrative levels.

Rationale for preparation and procedure of preparation of the Spatial Plan for Metropolitan Area are similar to these of the Regional Spatial Development Plan.

Sub-regional level

As was mentioned above sub-regional level has no task to prepare plans of spatial development. However, counties may prepare development strategies which usually are documents of very general nature presenting concepts of economic development in sub-region. Counties may also initiate activities directly or indirectly related to issues of spatial development.

¹ Spatial development plans for metropolitan areas are being prepared in Poland for the first time in the history of Polish planning; plan for the Warsaw Metropolitan Area is currently under preparation

Local level

Municipalities play crucial role in preparation of spatial development plans. In fact specific location of functions, intensity of land use, scale and forms of constructions depend on decisions made at the local level.

Municipalities prepare two spatial planning documents: Study of The Conditions and Directions for the Spatial Development and Land Use Development Plan. In practice municipalities also prepare the third document related to economic and social development: Local Development Strategy, which is perceived to be useful tool for development management.

The Study of the Conditions and Directions for the Spatial Development is a planning document which determines spatial policy in municipality and local rules of spatial management. It is an obligatory but not legally binding document, prepared for whole municipality area.

The Study of the Conditions and Directions for the Spatial Development shall take into account national and regional goals and directions of development (as stated in the spatial development policies documents; also other laws, regulations, and conditions concerning the use of land and other resources /cultural environment, natural environment/).

The main objectives of the Study are:

- identifying municipality's spatial development conditions and directions;
- identifying specific environmental, cultural, social, economic and infrastructural circumstances that have impact on the municipality development;
- formulating propositions of changes in different spheres of the municipality operation;
- preparing a list of investments serving local and regional public purposes;
- establishing principles of sustainable spatial and economic development;
- zoning and indication of areas for housing and other functions;
- providing general proposals for development of technical infrastructure systems;
- identifying the most important preservation areas due to their natural, economic, and cultural value;
- determining the boundaries of areas dedicated for organized development or revitalization, and sites for location of public interest investments;
- delineating areas with obligation of preparing for them Land Use Development Plan;
- establishing local spatial policy.

The second document - the Land Use Development Plan, shall be prepared to conduct comprehensive, long-term spatial development policy. However, municipality can function without a plan². In the absence of the Land Use Development Plan local authorities can manage spatial development through ordering two kinds of administrative decisions: Decision on Development Conditions and Decision on Investments Serving Public Purposes. First document is prepared for plots on which investors want to have a building permit. This decision is given only if five conditions are met:

² It is only obligatory to prepare the Land Use Development Plan for areas indicated in the Study

- at least one neighboring plot should be built-up,
- plot has access to public road,
- plot is equipped with technical infrastructure (or technical infrastructure is planned to be build),
- special kind of permission is not required to change agricultural or forest areas into other forms of use of land,
- there is no conflict with special legislation concerning e.g. national parks or other protected areas.

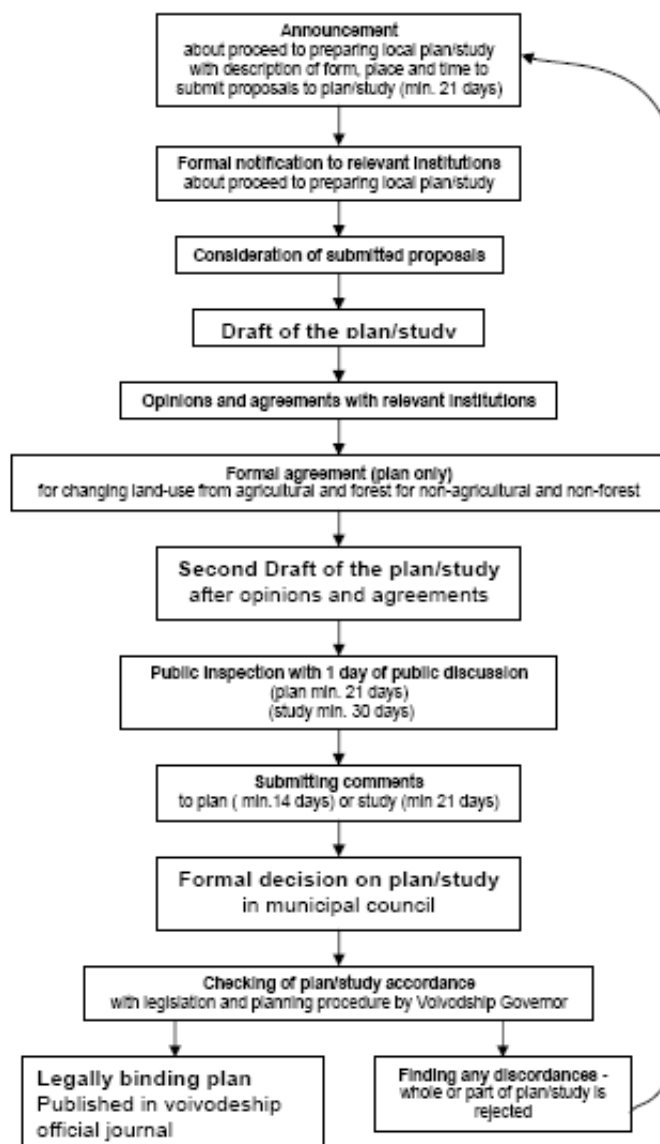
If the decision is to prepare the Land Use Development Plan then it must be coordinated with the study (no contradictions allowed). The Plan might be prepared for a part or for the whole municipality area. The plan is a legal base for the detailed spatial management. The local council adopts the plan in the form of a local by-law. As a rule other tasks proposed by a higher tier of government can be introduced into the plan only through negotiations.

The main objectives of the Land Use Development Plan are:

- to regulate land use;
- to coordinate development activities through infrastructural investments;
- to establish local standards concerning construction of new buildings and other investments;
- to delineate boundaries of protected areas,
- to set architectural parameters of building and detailed conditions of land-use,
- to provide guidelines for monitoring of construction;
- to divide area covered by the plan into building plots.

It is obligatory to prepare for every Land Use Development Plan environmental impact assessment and forecasting of the financial consequences of the plan.

Planning procedure in municipal planning



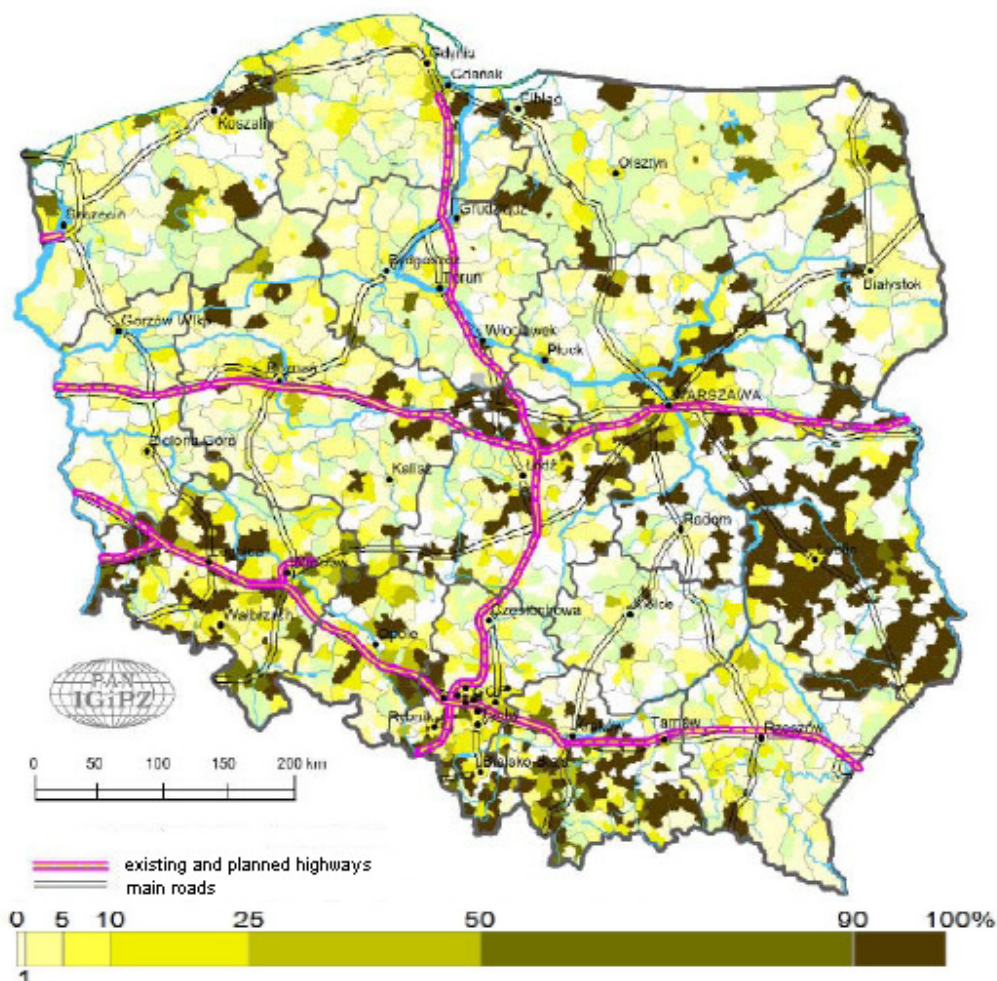
Source: IRM, Krakow, 2006

SPATIAL PLANNING ISSUES RELATED TO STRATEGIES FOR SUSTAINABLE URBAN, PERI-URBAN AND RURAL LAND RELATIONSHIPS

There is number of spatial planning issues related directly to problems with spatial development management and with building and implementing effective strategies for sustainable development in Poland and in the region of Warsaw. The most important are as follows:

- The Spatial Planning and Land Management Act from 2003 replaced the old one from 1994. Enacting new legislation resulted in making old Land Use Development Plans invalid. The results of the last review (from 2004) of the situation in municipalities in terms of preparation of land use development plans are that less than 20% of municipalities have these plans. Thus the basic tool of spatial development management is lacking. It also concerns the region of Warsaw.

Percentage of areas of municipalities covered by local spatial plan in Poland in 2004



Source: IGIPZ PAN, 2006

- One of the main goals of the new Act was introduction of regulations concerning public participation in the process of spatial plans preparation. Although mechanisms for public participation exist it seems that participation is treated as an unnecessary and troublesome burden. As a results an approach to public participation is very often formal and legalistic. Public discussions foreseen in the Act are not being treated as vehicles to reach consensus. Effective procedures of solving conflicts have not been worked out.
- Since municipalities can operate without land use development plan some of them prefer to manage spatial development through administrative decisions rather than the plans. The excuse for that is so called “flexibility” – changing the plan is a time consuming and expensive procedure; lack of the plan gives more freedom decision makers and foster economic development processes. Advantage of managing spatial development through administrative decisions is illusive. Lack of plans leads to spatial chaos, ineffective use of space, social and spatial conflicts. Lack of social control may result in corruptive behavior of self-government employees responsible for land management.
- The system of planning in contemporary Poland is not hierarchical like it used to be in the system of “real socialism” and the centrally planned economy. The lower-level plans are not subordinated to the plans of the higher level any more. Consultations among municipalities and different tiers of governance are required but there is no mechanism that makes possible to enforce incorporation into plans strategic decisions crucial for coordinated and harmonious development of bigger areas (e.g. metropolitan areas).
- There are no rules incorporated into the regional spatial development plans and development programs for settling possible controversies connected with the central government programs.
- There is a lack of integrated approach to planning which results in discrepancies between economic development strategies and documents presenting concepts of spatial development.

Although the current system of planning sets a clear framework for planning activities to be conducted at different levels of governance, the system does not function properly. There are many reasons for that. It might be stated that the planning legislation is not precise enough and has many gaps and inconsistencies. However, there are some other reasons that seem to be equally or even more important. Among the most important ones are:

- i) lack of understanding of principles of comprehensive approach to spatial development;
- ii) lack of mechanism of effective coordination of plans; and
- ii) lack of “culture of planning”, which results in inappropriate preparation of planning process (although formal criteria are met).

In current situation building sustainable development strategies for regions is not possible. Even if the legislation is perfect one particular interests of municipalities and interests of different actors (interests' groups) competing for space prevent from preparation of this type of strategies.

MANAGEMENT ISSUES RELATED TO STRATEGIES FOR SUSTAINABLE URBAN, PERI-URBAN AND RURAL LAND RELATIONSHIPS

The questions of the policy of social and economic development, spatial development and spatial planning in Poland should be considered within two fundamental time periods: before and after 1990. The period before 1990 was the period of the centralized system of the planned economy. The period after 1990 is the one of construction of the democratic, decentralized state, and of re-establishment of the market economy in Poland.

Since 1990 municipalities have exercised planning power in terms of deciding on ways of economic development and spatial development. Autonomy, power, and responsibilities that Polish municipalities have impact significantly the way self-governments operate. The following management issues seem to be the most important from the perspective of building strategies of sustainable development:

- Polish legislation provides legal basis for cooperation of municipalities: they may establish common goals unions and associations in order to deal with problems that are important for more than one municipality; however, experience of the last several years proves that municipalities prefer to compete instead of cooperating;
- There are no incentives for and promotion of cooperation among municipalities as well as among other levels of governance;
- There are no tradition and examples of good practices of cooperation; and generally culture of cooperation is lacking which results in conflicts in many different spheres of public life;
- Approaches in management of municipality's development are very often reduced to a narrow approach from a single municipality perspective;
- Innovative approaches, instruments, and solutions to deal with problems that are not addressed by legislative regulation are still rare;
- Due to management practices (especially at the municipality level) responsibility for complex spatial, sub-national or regional scale entities development is fragmented;
- Level of institutional development of self-governments (including professional skills and knowledge of employees, standards, procedures, approaches, codes, etc) which determines to large extend quality of management practices in many cases is not satisfactory;
- Policy making process at the municipality level is often not structured to incorporate issues resulting from location in specific "spatial neighborhood";

- There is a lack of systematic monitoring of changes occurring in regions and municipalities and lack of detailed spatial data bases that shall serve as instruments supporting decision making process;
- The actors that create space in terms of planning spatial structures and locating there functions are: territorial self-governments, domestic and foreign private investors, the present and the former owners of real estate, inhabitants, and other groups. Mechanisms of information exchange among these groups do not function properly and the way they operate prevent from establishing “development coalitions” – groups very instrumental and needed in development processes;
- Self-government elections every four years bring possibility of questioning, by new government people, plans and programs prepared in the past; lack of continuity might be dangerous for efficiency of plans and programs implementation (especially those with direct and strong spatial implications);

Structure of public administration, responsibilities of specific tiers of governance, and modes of development management resulted in the fragmentation of the space and in the fragmentation of the responsibility for the space use. It is not possible to efficiently manage development of complex areas (e.g. metropolitan areas) under current conditions. Instruments of objective evaluation of development priorities and goals are needed to facilitate discussions among different actors. Tools that help to prepare scenarios for future development and simulations of potential consequences of selected development options shall be introduced to improve quality of governance.

RESEARCH QUESTIONS

Due to the organization of the spatial planning system and the system of development management the research will cover the whole area of the Mazovian voivodship. There have been several concepts of delimitation of suburban rings and metropolitan area of Warsaw. They have been generated for research purposes. No coordinated activities of groups of municipalities or regional self-government to address phenomena and processes (like very intensive and chaotic sub-urbanization) identified in these specific areas have been undertaken. None of presented spatial subdivisions forms legal entity for planning or management activities. Although the draft project of the spatial development plan for the WMA contains proposal of structural changes they will occur (under current circumstances resulting from the present organization of the system of public administration and system of spatial planning) only if municipalities will agree to follow guidelines incorporated into the plan.

The purpose of the Warsaw case study is twofold:

- I. Firstly: to generate picture of sub-regional structures of land use and to identify “problematic areas” that emerge as a result of:
 - inconsistencies between guidelines contained in plans and practice of land utilization

- inconsistencies between plans from different levels (regional and municipal)
- inconsistencies between spatial plans and development strategies
- lack of intervention in case of emerging phenomena and actions that may challenge sustainable development processes in the region.

II. Secondly: to identify barriers preventing from formulation and implementation of cohesive spatial policies and to determine measures to be used to secure sustainable development of the region.

CASE STUDIES

Results of analysis of land use pattern conducted enabled the PAS team to formulate the following conclusions:

1. typical problems with development of peri-urban areas are located mainly on the area delineated as WMA – thus municipalities from WMA shall be investigated,
2. WMA is differentiated internally in many respects (environmental conditions, technical infrastructure, location of businesses, etc) and this differentiation shall be investigated before next step - selection of municipalities - will be undertaken – the task was to rationally decide about what municipalities shall be covered by research activities.

The logic behind “case studies” research was as follows - to design, develop, and deliver good strategy and related policies decision makers need:

1. to learn about conditions for development of specific municipalities and areas composed from several municipalities,
2. to learn about values, needs and preferences of population living there.

Researchers - to evaluate decision makers approaches, strategies and policies described in existing documents or documents under preparation – need the same information and additionally need to learn about values and preferred options of development presented by decision makers.

It was assumed, that perception and the attitudes of members of local communities will differ depending on transportation and communication accessibility, quality of natural environment, and the nature of development processes that take place. Taking into account specific situation of peri-urban areas within WMA it was also decided that three functional types will be selected for further investigation.

The assumption was that the method of direct interview (face this face) will be used and the random sample must be representative.

SELECTION OF MUNICIPALITIES

Selection of municipalities for further investigation was conducted in five stages:

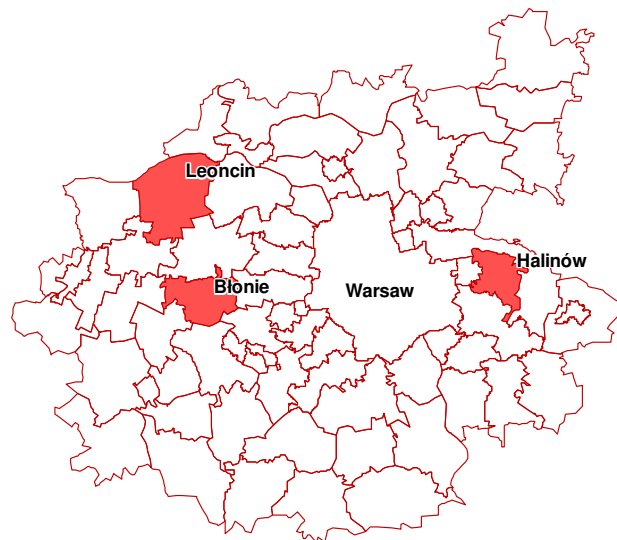
1. decision on number of municipalities – based on results of introductory analysis it was decided that three municipalities will be selected as representative for specific type of peri-urban area and problems related to this specific type and location,
2. statistical analysis – aiming at identification of differences in economic development among municipalities (all municipalities from the Mazovia region -- ranking of synthetic indicators based on information on: advancement of planning activities in municipality, intensity of construction activities, conditions of technical infrastructure, quality of natural environment conditions, base for economic development).
3. functional analysis – aiming at identification of functions performed (M2)
4. analysis of location and transportation accessibility – aiming at physical distance, accessibility, commuting related issues
5. verification of results by experts – results of selection of municipalities were presented and discussed with experts with extensive knowledge of the region, metropolitan areas development problems, and responsible for planning activities at the regional level.

Results of statistical analysis (step 2) were compared with a table presenting frequency of presence of municipalities from the region among first ten municipalities in every category under investigation. Those municipalities that occurred more than 4 times were rejected. Next steps of the procedure of selection of municipalities resulted in selection of three municipalities: Błonie, Halinów, Leoncin. These three propositions were presented to representatives of stakeholders and after discussion approved.

FREQUENCY OF APPEARANCE AMONG FIRST 10 MUNICIPALITIES (ACCORDING TO CATEGORIES)

1 appearance	2 appearances	3 appearances	4 appearances	5 appearances
Brwinów	Warszawa	Błonie	Mińsk Mazowiecki (1)	Sulejówek
Grójec	Piaseczno	Grodzisk Mazowiecki	Piastów	
Izabelin	Pruszków	Halinów	Ząbki	
Klembów		Legionowo	Żyrardów	
Kobyłka		Łomianki		
Marki		Milanówek		
Michałowice				
Ożarów Mazowiecki				
Podkowa Leśna				
Raszyn				
Serock				
Teresin				
Tłuszcz				
Wołomin				
Zabrodzie				

SOURCE: PAS TEAM



LOCATION OF SELECTED MUNICIPALITIES AGAINST MUNICIPALITIES OF WMA; SOURCE: PAS TEAM

All selected municipalities are located about 30 kilometers from Warsaw. They are characterized by different transportation accessibility. Błonie has very good connection (highway E30). Halinów inhabitants' have access to railway. Leoncin is not incorporated into transportation networks.

Commune Leoncin, for change, hugs country terrains. In comparison from earlier exchanged, the pressure the urbanizacyjna is small, the by of occurrence of terrains also protected, connected from Kampinoskim National Park. The considerable part the populaces of full moon still the connected with production functions agricultural. It in relationship from it this was can was number to type *rural* individual this. Milanówek with more far works was has switched off with reason his municipal statusu.
Position and communication accessibility

PROFILES OF MUNICIPALITIES UNDER INVESTIGATION AND FIELD STUDY

Halinów – 20 kilometers from Warsaw, average level of economic development, under urban pressure, place of migrations / settlement of Warsaw's inhabitants, under strong influence of Warsaw (type: suburban – periurban)

Błonie – 30 kilometers from Warsaw, urbanized area, surrounded by high quality natural environment with strong urban pressure, above average level of development, operating as a local service center

Leoncin – 35 kilometers from Warsaw, rural municipality, with difficult access, country, lying in distance about 35 km from Warsaw, possessing considerably worse communication conditions, rather weak urban pressure, the considerable part of municipality encompasses protected area of Kampinoski National Park.

Study titled "Perception and attitudes of inhabitants of WMA towards: protection of environment, living conditions, processes of suburbanization and peri-urbanization, and priorities of municipalities' development" was conducted by CBOS between 19 February

and 7 March 2008 r. The investigation was conducted on random, representative sample (400 in every municipality) of respondents (in age 18 +) using method “face this face” - direct interview conducted by interviewer / researcher.

Respondents were coming from the following villages or towns:

1) Municipality Błonie: Białuty, Błonie (miasto), Błonie Pass, Błonie Wieś, Boża Wola, Bramki, Cholewy, Dębówka, Faszyce Nowe, Faszyce Stare, Kopytów, Łążniew, Łążniewek, Łuszczewek Stary, Milencin, Nowa Górna, Nowy Łuszczewek, Piorunów, Radonice, Radzików, Wawrzyszew, Wola Łuszczewska, Żukówka;

2) Municipality Halinów: Brzeziny, Brzeziny Królewskie, Budziska, Chobot, Cisie, Desno, Długa Kościelna, Długa Szlachecka, Grabina, Halinów (miasto), Hipolitów, Józefin, Kazimierzów, Konik Nowy, Konik Stary, Krzewina, Michałów, Mrowiska, Okuniew, Olesin, Wielgolas Brzeziński, Wielgolas Duchnowski, Zagórze, Żwirówka;

3) Municipality Leoncin: Cisowe, Dąbrowa Stara, Dąbrówka, Gać, Głusk, Głusk Stary, Gniewniewice, Górki, Kazuń, Kazuń Bielany, Krubiczew, Leoncin, Mała Wieś przy Drodze, Michałów, Nowa Dąbrowa, Nowa Wieś Mazowiecka, Nowa Mała Wieś, Nowe Grochale, Nowe Gniewniewice, Nowe Polesie, Nowiny, Nowy Secemin, Nowy Wilków, Ośniki, Ośnin, Rybitew, Secyminek, Secymin Polski, Stanisławów, Stara Dąbrowa, Stare Grochale, Stare Polesie, Teofile, Wilków nad Wisłą, Wilków Polski, Wincentów, Wincentówek, Zamość.