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ŚRODOWISKO MIESZKANIOWE KOMUNALNYCH ZASOBÓW MIESZKANIOWYCH W JEDNYM Z NAJMNIEJSZYCH MIAST DOLNEGO ŚLĄSKA

Streszczenie: Szczegółowa inwentaryzacja komunalnej zabudowy mieszkaniowej i ocena standardu zagospodarowania jako wstęp do próby stworzenia optymalnego modelu zagospodarowania komunalnych terenów mieszkaniowych w małych miastach do 10.000 mieszkańców, na przykładzie województwa dolnośląskiego. Stan obecny, kierunki polityki mieszkaniowej zdefiniowane przez lokalny samorząd oraz analiza ryzyka projektu to główne działania poruszane w artykule. Przykładowe miasto wzięte do analiz na potrzeby niniejszego artykułu to Wiązów – jedno z najmniejszych miast w województwie dolnośląskim.

Słowa kluczowe: polityka mieszkaniowa, inwentaryzacja urbanistyka, komunalne budownictwo mieszkaniowe.

HOUSING ENVIRONMENT OF MUNICIPAL HOUSING RESOURCES IN ONE OF THE SMALLEST TOWNS IN LOWER SILESIA

Abstract: Detailed inventory of municipal housing development and assessment of the development standard as a prelude to the attempt to create an optimal model for the development of municipal housing areas in small towns up to 10,000 inhabitants, on the example of the Lower Silesia Voivodship. Current status, directions of housing policy defined by the local government and risk analysis of the project are the main activities discussed in the article. An example of a town taken for analysis for the purposes of this article is Wiazow – one of the smallest towns in the Lower Silesia Voivodship.

Keywords: housing policy, urban inventory, communal housing development.

Introduction

I have been researching small towns in the Lower Silesian Voivodship since 2014: in terms of changes in spatial development, the impact of visual elements of the structure on the perception of residents, identity with a place or differentiation of development potentials.

¹ Od 2014 roku doktorantka Wydziału Architektury Politechniki Wrocławskiej. Pisze dysertację pt.: „Kierunki przekształceń urbanistycznych zasobów mieszkaniowych w śródmieściach małych miast (do 10 tys. mieszkańców) na przykładzie województwa dolnośląskiego”, pod kierunkiem prof. dr hab. inż. arch. Roberta Masztalskiego. Laureatka ogólnopolskiego konkursu dla studentów i młodych pracowników nauki na prace naukowo-badawcze dotyczące rewitalizacji terenów zdegradowanych w roku 2013 (nagroda dodatkowa) i 2014 (nagroda główna).

Thanks to the findings of previous studies, seeing the need for residents in access to communal housing, the essence of improving the quality of municipal housing development and problems of local government with adapting the standard of real estate to current realities, I decided to try to create an optimal model for municipal housing development in downtown of small towns up to 10,000 residents. One of the stages of creating a model of housing development in accordance with sustainable development was a comprehensive analysis of the municipal housing stock and assessment of its conditions. The study involved 12 small towns up to 10,000 inhabitants, selected from all the small towns during the initial delimitation. This article will present the standard of multifamily housing (share of the commune in the ownership of buildings) in one of the smallest towns in the Lower Silesia Voivodship – Wiazow (about 2,000 inhabitants).

Table 1. Project risk analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> - detailed spatial analysis in conjunction with the survey – the opinion of the residents, - questionnaire created from closed and open questions, - <i>mixed methods research</i> – research in a quantitative and qualitative approach, implemented in parallel, - 12 case studies, - cooperation with local government of towns, - preliminary study for all (54) small towns, comparison of indicators in cities with indicators in the voivodship and in Poland, - selection of towns with the largest potential based on preliminary statistical surveys 	<ul style="list-style-type: none"> - different conditions of particular towns: proximity to the metropolis, population, state of economy, economic function of the town, human capital, - small plots of municipal real estate, - old municipal housing, - low budget for small municipalities, - scattered buildings (ownership of the commune) in the town structure
Opportunities	Threats
<ul style="list-style-type: none"> - increasing the spatial cohesion of the town, - strengthening the territorial community, - improve the conditions and quality of life in municipal buildings, - improving the image of communal property, - effective conduct of housing policy in small towns, - adaptation of European good practices to Polish realities, - grouping of towns depending on the conditions and adapt the model to the needs of the town 	<ul style="list-style-type: none"> - lack of funds in the commune's budget for the implementation of the model, - lack the ability to adapt old buildings to modern standards

Source: Own study

Considering the essence of the idea and the importance of the problem, which is to create an optimal model for the development of municipal housing areas, a very important element of the study is the risk analysis of the project. Wiazow as one of the smallest towns of Lower Silesia, may have the biggest problems in meeting the conditions and adapting its possibilities to implement the model. Therefore, at this point it is worth paying

attention to the threats, but also the opportunities of this research project, which contributes to the sustainable development of the small town, and in particular its housing policy.

Standard of municipal buildings – reality and needs

The basic tasks of the commune include satisfying the collective needs of residents, including in the field of real estate management and the municipal housing stock². Residential resource of the commune, according to the Act of 21 June 2001 on the protection of tenants' rights, housing stock of the commune and amending the Civil Code, are: “premises owned by commune or municipal private persons or commercial companies established with the participation of municipalities, with the exception of social housing associations as well as premises owned by these entities”³. The housing stock of the commune, apart from premises rented for an indefinite period, distinguishes social premises, which, in accordance with the above-mentioned act, should be understood as: “premises habitable due to the equipment and technical condition, the area of rooms per tenant's household member can't be less than 5 m², and in the case of a single household 10 m², where the premises can be of a reduced standard”⁴. Residential resource of the commune is financed from the commune budget, while social housing can also be co-financed from the state budget. Multi-family housing buildings, which are part of the commune's resources, usually have a lowered standard. Most of them are tenement houses erected at the end of World War II or large-panel blocks built during socialism. Lack of access to basic technical infrastructure networks, reduced technical condition, small backyards and flats around 40-50 m² are the basic features of municipal housing development. In some cases municipalities wanting to provide the poorest inhabitants with social housing adapt barracks, post-industrial buildings or other low-standard facilities to the function of social housing⁵. This means that the low standard of development and undeveloped small backyards, without places for establishing interpersonal contacts, deepen the poor quality of life of the poorest inhabitants, which is lower for other reasons.

Comprehensive revitalization of municipal housing resources, in accordance with the idea of sustainable development, could contribute to improving the standard of living of residents. Urban and architectural transformations increase the attractiveness of space, both aesthetically and functionally, and by improving the social relations of the local population. Remedial actions in the semi-private zone – inside the quarters, which is the biggest problem in the case of communal housing, can lead to the demolition of annexes, the introduction of green areas, recreation, the network of internal roads, and thus increase social relations. Thermal insulation, which is missing in most buildings in Wiazow, also gives the opportunity to change the aesthetics of space by changing the colours of buildings. Changes on the outside, combined with a change in the structure of flats “are aimed at visual linking of flats with the external environment, which gives the residents a sense of se-

² Ustawa z dnia 8 marca 1990 r. o samorządzie gminnym, Dz. U. z 2017 r. poz. 1875, 2232., <http://prawo.sejm.gov.pl>.

³ Ustawa z dnia 21 czerwca 2001 r. o ochronie praw lokatorów, mieszkaniowym zasobie gminy i o zmianie Kodeksu cywilnego, Dz. U. z 2016 r. poz. 1610 z późn. zm., <http://prawo.sejm.gov.pl>.

⁴ Ustawa z dnia 21 czerwca 2001 r. o ochronie praw lokatorów, mieszkaniowym zasobie gminy i o zmianie Kodeksu cywilnego, Dz. U. z 2016 r. poz. 1610 z późn. zm., <http://prawo.sejm.gov.pl>.

⁵ Thiel M., Zaniewska H., *Mieszkania socjalne i społeczne w Polsce oraz w wybranych krajach europejskich. Dostępność i standard.*, [Social and low-cost dwellings in Poland and in selected european countries. Availability and standards.], Problemy Rozwoju Miast, Instytut Rozwoju Miast, nr 3, Kraków 2007, p. 35-48.

curity”⁶. A sense of security, territoriality and identity can lead to deeper affiliation and care for communal property. Municipalities don’t invest in municipal and social premises, also due to numerous acts of vandalism, destruction of communal property by the residents themselves. The sense of territoriality that can be achieved through revitalization activities can give the desired effect of “socio-economic development combined with environmental balance”⁷ in the area of communal housing development, i.e. its sustainable development. Involving the public in creating neighbourhood spaces (gardens, playgrounds) will give them a sense of ownership that they don’t have because of the lack of rights to real estate. Comprehensive remedial actions, both in the spatial and social spheres are the best solution for this type of construction and residents⁸.

A human in a housing environment

Small town is a small spatial structure and the people who know each other well. The housing environment of a small town is a combination of public space – usually in the downtown – with private spaces between a low multi-family housing development. A small-town society can count on the comfort of privacy, not like in big cities. The combination of the function of work, housing and rest in the town satisfies basic social needs⁹. Feeling satisfaction from your own housing environment and identity with the place is the result of good space management while maintaining the needs of residents, in accordance with the idea of sustainable development. The quality of the housing environment is affected by many aspects: good transport links, low intensity of buildings, separated neighbourhood space, and access to basic services, which in small towns with a little commitment from local government and appropriate funds can easily be provided. The division of the urban structure into public, semi-private and private spaces provides the basis for creating a community and establishing neighbourhood contacts. For every inhabitant of multifamily housing the most important is knowing the nearest neighbours, and thus a sense of security in a healthy housing environment¹⁰. „An inhabitant establishes spatial relations with the surroundings which can be briefly defined as what is outside spaces, what is in between concerning spaces between individual complexes, and what is inside which is personified by an internal social spaces helping children and adults to become acquainted with each other while using a common area”¹¹.

⁶ Rybka A., Walicka-Góral B., *Rewitalizacja komunalnych zasobów mieszkaniowych [Revitalisation of municipal housing resources]*, Czasopismo techniczne, Wydawnictwo Politechniki Krakowskiej, 6-A, Z. 14, Kraków 2010, p. 163-165.

⁷ Ustawa z dnia 27 kwietnia 2001 r. Prawo ochrony środowiska, Dz. U. z 2017 r. poz. 519 z późn. zm., <http://prawo.sejm.gov.pl>.

⁸ Rybka A., Walicka-Góral B., *Rewitalizacja komunalnych zasobów mieszkaniowych [Revitalisation of municipal housing resources]*, Czasopismo techniczne, Wydawnictwo Politechniki Krakowskiej, 6-A, Z. 14, Kraków 2010, p. 163-165.

⁹ Kobylarczyk J., *Dlaczego warto mieszkać w małym mieście? [Why living in a small town is worthwhile?]*, Środowisko Mieszkaniowe, nr 3, Kraków 2005, p. 126.

¹⁰ Borucińska-Bieńkowiska H., *Człowiek jako twórca i odbiorca środowiska mieszkaniowego*, Teka Komisji Architektury, Urbanistyki i Studiów Krajobrazowych. T. 4B, Lublin 2008, p. 39-43.

¹¹ Schneider-Skalska G., *Funkcje i formy przestrzeni społecznej [Functions and Forms of Social Space]*, Środowisko mieszkaniowe, nr 10, Kraków 2012, p. 7. [w:] Schneider-Skalska G., *Zrównoważone środowisko mieszkaniowe. Społeczne-oszczędne-piękne*. Wydawnictwo Politechniki Krakowskiej, Kraków 2012, p. 91.

The housing policy of Wiazow

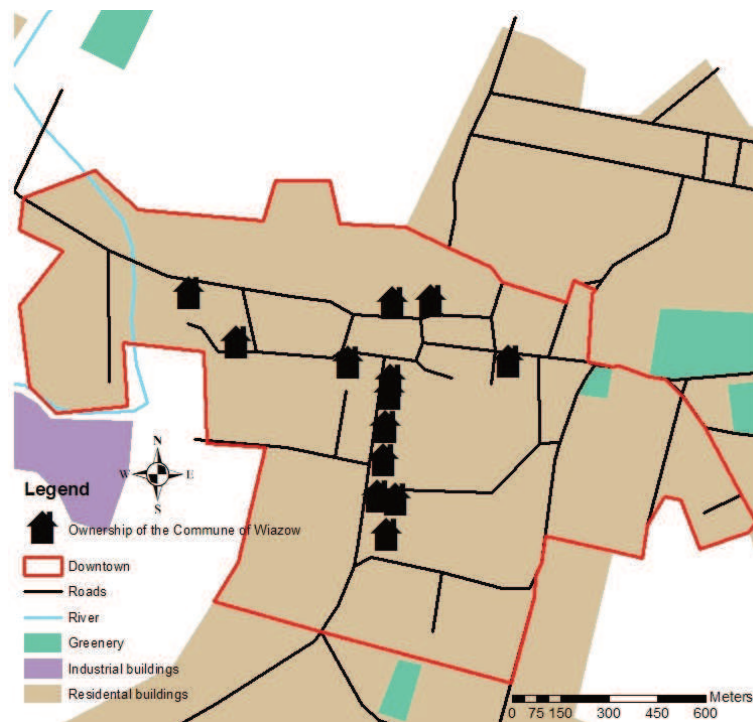
In 2016, the Town Council and the Commune of Wiazow adopted a resolution on the implementation of the Multi-Year Residential Housing Resources Program of the Wiazow Commune for the years 2016-2020¹², in which it defined the most important directions of transformation in the management of municipal property. The Commune of Wiazow in the downtown has 21 apartments, including 2 social flats. The remaining part – 10 social housing – is located outside the downtown and in the villages near Wiazow. In its assumptions, the commune plans to maintain the stock of 12 social housing as a necessary base to meet the housing needs of the poorest inhabitants. Municipalities don't practice lowering rents in social housing, only co-financing from a separate budget pool¹³, for which they plan to allocate 14,000 PLN in 2018. In addition to maintaining the number of 12 social housing, in each subsequent year – thanks to favourable conditions for the sale of apartments for existing tenants – the Municipality is planning to sell 2, 3 flats per year. The local government assumes that only the poorest and the elderly will be left in the commune's apartments – unfortunately, the worst standard – which can't afford to buy the flat. The improvement of technical condition of municipal buildings is to take place systematically and include comprehensive modernization of one building per year. The plan doesn't assume improvement in the development of building plots and the quality of backyards.

The standard of municipal housing resources t in downtown of Wiazow

Wiazow is a small town located in the eastern part of the Lower Silesia Voivodship, between Strzelin and Brzeg, at a distance of about 40 km from Wrocław. It is one of the smallest towns in Lower Silesia. The seat of the urban-rural commune, which has about 2,000 inhabitants. In the housing stock of the commune there are only 2 buildings in 100% of the commune's property, located outside the downtown. The remaining part of the resource is only a share in the ownership of buildings, in which the municipality – in the downtown area – has 21 apartments. Photographic inventory and assessment of the technical condition of the buildings and the method of plot development is shown in the table below. The largest part of the development is located in the vicinity of the Old Town Square, which in Wiazow plays the role of a bus stop, a place of trade and social life. The town is so small that the whole life of the residents is concentrated on the Old Town Square. The specificity of town development and the behaviour of residents, taking into account the difficult access by public transport to larger cities, are similar to the village.

¹² Uchwała nr XV/137/2016 Rady Miasta i Gminy Wiązów z dnia 4 marca 2016 roku w sprawie przyjęcia Wieloletniego Programu Gospodarowania Mieszkaniowym Zasobem Gminy Wiązów na lata 2016-2020., <http://bip.wiazow.madkom.pl>

¹³ Zarządzenie nr 143/2017 BMiG Wiązów z dnia 14.11.2017 r. w sprawie przyjęcia projektu uchwały budżetowej MiG Wiązów na 2018 rok., <http://bip.wiazow.madkom.pl>.



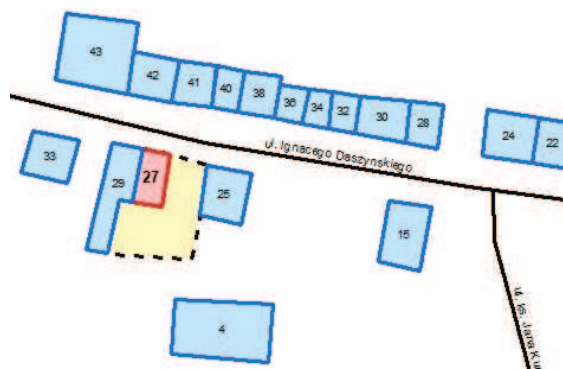
Picture 1. Functional and spatial structure of the town of Wiazow. Source: Own study.

The standard of multi-family residential housing is weak, generalizing, the technical condition can be assessed as medium. Buildings require insulation, façade and roof improvement, and in some of them, replacement of windows and doors. Building plots are undeveloped and mostly very small. Their use is usually parking and unmanaged greenery. In some cases, there are gardens and storage rooms in front of the building. None of the buildings has a place for children to play or rest for older people. In most cases, stairs lead to the building's entrance door, which excludes giving a communal flat to a disabled person. Out of all 13 properties, only 5 create building complexes, which may facilitate the future development and creation of common backyards for residents.



Picture 2. Location of the analyzed building.

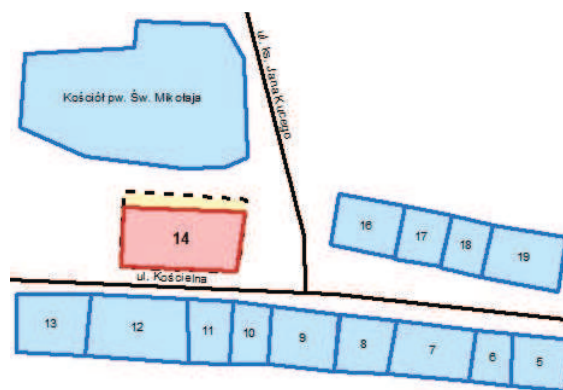
Photo 1. Building on the street 1 Maja 8.



Picture 3. Location of the analyzed building.



Photo 2. Building on the street Daszynskiego 27.



Picture 4. Location of the analyzed building.



Photo 3. Building on the street Koscielna 14.



Picture 5. Location of the analyzed building.



Photo 4. Building on the street Sikorskiego 2.



Picture 6. Location of the analyzed buildings.



Photo 5. Building on the street Strzelinska 1, 3.



Picture 7. Location of the analyzed building.



Photo 6. Building on the street Strzelinska 11.



Picture 8. Location of the analyzed building.



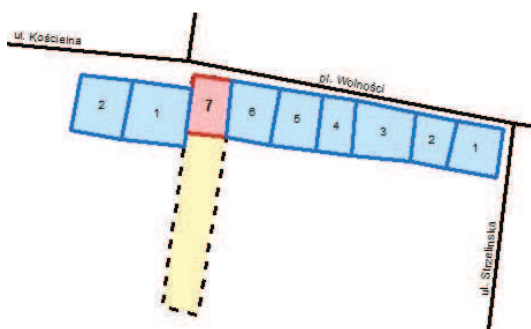
Photo 7. Building on the street Strzelinska 15.



Picture 9. Location of the analyzed buildings.



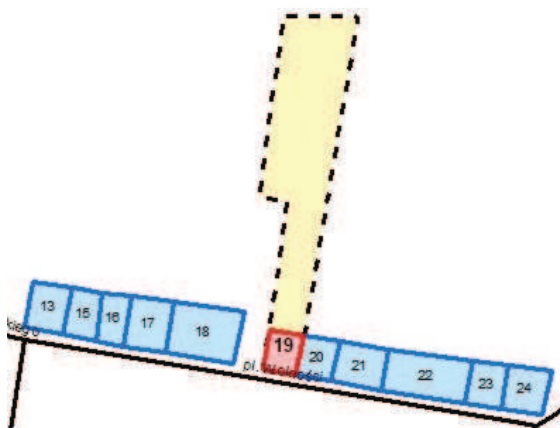
Photo 8. Building on the street Strzelinska 17, 17a, 19.



Picture 10. Location of the analyzed building.



Photo 9. Building on the square Wolności 7.



Picture 11. Location of the analyzed building.



Photo 10. Building on the square Wolności 19.



Photo 11. Old town square.

Table 2. Property assessment of the Commune of Wiazow.

	address of the analysed building	monument	area of the building plot	distance to the centre	technical condition	way of using and developing the building plot
1	1-go Maja 8	yes	400 m ²	200 m	good	good
2	Daszynskiego 27	yes	350 m ²	250 m	bad	good
3	Koscielna 14	no	400 m ²	250 m	bad	bad
4	Sikorskiego 2	no	450 m ²	100 m	bad	bad
5	Strzelinskiego 1	no	150 m ²	150 m	good	good
6	Strzelinska 3	no	150 m ²	150 m	good	good
7	Strzelinskiego 11	no	1150 m ²	200 m	good	bad
8	Strzelinska 15	no	700 m ²	250 m	good	good
9	Strzelinska 17, 17a	no	400 m ²	300 m	good	good
10	Strzelinska 19	no	200 m ²	300 m	good	good
11	Wolnosci 7	yes	450 m ²	50 m	bad	bad
12	Wolnosci 19	yes	1000 m ²	50 m	good	good

Source: Own study.

Summary

In the assumptions, the housing policy of the commune of Wiazow, tries to protect the quantitative stock of social housing and sets directions for the long-term modernization of all buildings. Regarding the municipal resource – apartments rented for an indefinite period – the commune conducts a policy of getting rid of residential premises for the benefit of existing tenants, offering them good sales conditions. The standard of the municipal

housing stock in Wiazow differs from today's standards and requires corrective actions, both in the technical, spatial and social spheres. An attempt to create an optimal model for the development of municipal housing areas, as a comprehensive recovery plan for each small town, is an opportunity and can be an indication for local governments when creating long-term programs for managing municipal property. The stage of detailed land inventory and risk analysis of the project showed that the model can give many opportunities to change the situation of the poorest residents of municipal housing, but as part of the implementation, we will have to face a lot of weaknesses presented by the smallest municipalities in Poland.

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