

# Spatial Planning in Environmentally Valuable Areas in the Context of Public Participation on the Example of Czechów Hills in Lublin

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## Abstract

*The area of “Górki Czechowskie” is in the north-western part of Lublin. Originally it was used as a military training field. In the Study of Directives on the Spatial Development of Lublin(which has been currently displayed for public viewing) it is supposed to be a green area surrounded by multi-family housing with services. Currently, this study sparks numerous controversies and protests of local residents and non-governmental organizations. In Lublin, there is currently a discussion on the appropriateness and applicability of the solutions included in the document. The article presents the problems of the issue and the role of resident participation in the process of spatial planning.*

**Keywords:** Lublin, Górki Czechowskie, spatial planning, social participation

**JEL:** R14, R52, R58

## Introduction

Environmentally valuable areas within the current administrative borders of Lublin are of a diverse character. These include river valleys and dry ravines. Since the beginning of the development of the settlement system, and later of the city center, these areas have had a significant impact on the character and possibility of development. The Bystrzyca Valley divides Lublin into two topographically different parts: a differentiated western and a fairly flat eastern part. Moreover, the topographical layout in the western part of the city is characterized by dry valleys, which are the effect of the loess sediment erosion. The eastern part of the city has a less diversified topographical layout. For this reason, few areas of natural value have been preserved in this area.

## 1 Research materials and methodology

Spatial and urban planning in valuable landscape and natural areas has been an object of particular public interest for several years. The development of media and information exchange opportunities foster participative management processes. The choice of the case study—the area of the so-called Czechów Hills, was the result of the complexity of the issues, its timeliness and the special significance of this area in the structure of the natural areas in Lublin. An analysis of archival planning documents and data acquired from the State Archives in Lublin and the Archive of the Planning Department of the Lublin City Hall was carried out. The following general and local development plans of Lublin were analyzed in terms of arrangements regarding the development of the studied area. Historic photographic documentation(aerial and satellite photos) has been analyzed to determine the extent of changes that have occurred after the change of ownership and

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enabling investment in the area. A query of local press media was done to determine the extent of social participation in the decision-making process. Several study visits were carried out and public discussions were followed. The purpose of the paper is to present the process of spatial planning for the studied area in the context of social participation.

## 2 Environmental characteristics

The area of the so-called Czechów Hills covers about 100 hectares (Kamiński, Trzaskowska, and Soszyński 2016, 36)<sup>1</sup> and is located in the north-western part of the city of Lublin. This area has a roughly rectangular shape and is a part of 84 dry valleys and ravines of the city of Lublin (Trzaskowska and Adamiec 2014, 196). The area is characterized by its hills and steep-sloped ravines varying in altitude reaching 30 meters in height (Balana et al. 2004, 67). The area's outer borders run along Poligonowa Street, which limits the area from the west, and Koncertowa Street, in the east of Czechów Hills. In the south the area is marked by a steep slope with a relative height of about 20 metres (Harasimiuk et al. 1992). It is adjacent to the Tysiąclecia Avenue, which is an example of a 1950s investment project; the avenue runs along the bottom of the Czechówka River valley (177 meters above sea level) becoming a man-made barrier, cutting off pre-existing ecological corridors and migratory routes of local wildlife. It should also be emphasized that the area of Czechów Hills is an important ventilation corridor for the northern part of the city—protecting the inhabitants from concentrated air pollution, accumulated heavy rainfall and, above all, being a potential place of rest and recreation for the inhabitants of nearby Czechów and Sławin districts of Lublin.

Another characteristic element of this area is its grassland vegetation, which is favored by the above mentioned terrain in the form of flat loess-covered uplands and the steep slopes of its ravines. The area of the Czechów Hills lies on the Nałęczów Plateau. The specific terrain and the nature of its soils have promoted the type of semi-natural vegetation dominant in the area, composed of xerothermic<sup>2</sup>, ecotone and scrub grasses, creating a characteristic mosaic.

In 1992 Harasiuk and his team created a study on the implementation of a flora and landscape reserve. The proposed reserve covered an area of 21,4 ha with a buffer zone of 40,0 ha in the southern and central part of the ex-military training ground in the Czechów Hills.<sup>3</sup> In addition, the study proposed the establishment of a steppe-forest park. At the time the area was predominantly studied in terms of its plant communities. The result was an inventory of 222 species of herbaceous forage, 44 species of trees and bushes and 24 species of bryophytes and lichens (Harasimiuk et al. 1992). Three types of plant formation were determined: xerothermic, scrubland, pasture and synanthropic. Protected species were represented at that time by, among others, guelder rose (*Viburnum opulus*), common centaury (*Centaureum erythraea*) or snowdrop anemone (*Anemone sylvestris*).

Subsequent plans of the reserve have not been implemented. The current state of preservation and survival of thermophilous grassland communities in the area is the result of the earlier fifty years of use of this area. It was owned by the army until 1999 and was a military training ground (a total area of 153 ha owned by the State Treasury, under the control of the Ministry of National Defence). The transformations of this area included the construction of military infrastructure in its central and northern parts, such as earth fortifications and a shooting range surrounded by ramparts in the south. In the 1990s, the “Cross” Motocross Club built a motocross track in the southern part of the Hills (previously intended for the reserve). The track was a source of numerous conflicts between its users, local residents and eco-activists.

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1. The exact area is estimated at 99,7 ha.

2. The xerothermic plant community has a grassy character and is characteristic of the Mediterranean climate. They occur on sunny slopes, on limestone substrate.

3. [In the journal European practice of number notation is followed—for example, 36 333,33 (European style) = 36 333.33 (Canadian style) = 36,333.33 (US and British style).—Ed.]

### 3 Czechów Hills against the background of planning conditions up to 2000

Until the 19th century natural areas, such as river valleys, were treated as a restriction for the spatial expansion of a city. The unregulated rivers Bystrzyca and Czerniejówka, although small, posed a serious flood hazard during the spring season. The Czechówka River, the left tributary of the Bystrzyca River, although it was the most “integrated” with Lublin’s urban development, still posed a major sanitary hazard collecting waste water flowing from the suburbs of Wieniawa, Czechówka Dolna and the center of Lublin. The buildings of the Jewish district, which had been developing along the Czechówka River since the 15th century, were often exposed to flooding. At the same time, the river was an important space for utility reasons: a place for laundry, children’s games, and a source of water for industrial purposes.

Only at the beginning of the 20th century, the idea of creating recreational spaces along the river valleys in Lublin was developed.<sup>4</sup> When in 1924 the Polish Society of Urbanists announced a competition to create an urban development plan for the Great City of Lublin, the conditions of the competition included guidelines to create recreation parks, exhibition places and walking areas along river valleys such as Rusałka and Tatory Parks.<sup>5</sup> This idea was developed in the consequent plans for the city development and expansion drawn up in the planning office of the Lublin City Hall between 1931–1939. During this period new exhibition areas were located in the meadows on the Bystrzyca River. Various exhibitions on both regional and national topics were organized there. The regulation of the city’s rivers, started in the 1930s, was continued through the period of the People’s Republic of Poland. The most important achievement of this process was the creation of the Zemborzycki Reservoir (in 1974), a retention reservoir with a recreational function, thanks to which riverside areas were no longer threatened by floods.

In the interwar period, the Czechów Hills were located outside the city’s administrative borders, adjacent to a cooperative housing estate on the east. The eastern boundary of this area ran along the housing estate built in 1937–1938—the housing colony of the Legionnaires’ Cooperative, consisting of several semi-detached buildings. In the west, another area was parceled in order to create a similar layout around a hospital in its center (Przesmycka 2012, 195). In addition, this area was considered of special interest to the city’s housing needs.

The urban development plans drawn up and in force during the People’s Republic of Poland had a significant impact on the possibilities of protection and preservation of the natural character of the city. Political and economic decisions taken centrally had a major influence on the directions of the city’s development in the period after the end of World War II. It was assumed that Lublin would develop as an industrial and higher education center. In order to implement the plans (the Six Year Plan and the following Five Year Plans), the demand for new areas increased, which resulted in several extensions of Lublin’s administrative borders. The area of Czechów Hills was incorporated into the city in 1959, when the area of Lublin doubled to reach 9,318 ha; the annexed areas were predominantly agricultural. In the same year, a new general development plan for the city of Lublin was adopted, consisting of a short-term direction plan for the years 1956–1965 (fig. 1) and a long-term plan up to 1980. The direction plan assumed the development of buildings and land, taking into account natural conditions, and aimed to saturate the city with green areas along river valleys and ravines. Individual districts were to be separated with green wedges from each other, at the same time providing space for communication. The largest planned investment was the construction of a recreational retention reservoir in Zemborzyce (to be completed by 1976).

At the end of the 1950s, a landscape park was planned in this area. This concept was put forward by Fijałkowski (1997, 23). The 1959 plan reserved the Czechów Hills for the creation of a forest park, while also allowing the operation of other public services in the area. The planned development was to be surrounded with low-rise housing in a rural style, which is a continuation of

4. Apart from city parks present in Lublin since the 1830s, the areas of river valleys have been indicated as areas of recreation.

5. See: Konkurs na plan miasta Lublin. I. Kędziński, Lublin, 1924. Conditions of the Contest for the Plan of Greater City of Lublin.





**Fig. 1.** A. The area of the Czechów Hills on a plan from 1959. Color markings according to the legend of the plan: dark green—forests and forest parks, emerald green—insulation greenery, light green—meadows, yellow—sports and recreation areas, red dots—services, orange—rural development, light brown—single-family development. B. The area of the Czechów Hills on a plan from 1969. Color markings according to the legend of the plan: dark green—forest areas, yellow with red border—administration and services with accompanying greenery, yellow with green border—allotment gardens (green base), emerald green—parks, squares, cemeteries, light brown—low buildings.

Source: Archive of the Planning Department of the Lublin City Hall.



**Fig. 2.** A. Czechów Hills area on the plan from 1986; B. Project of Park Polygon from 1999

Source: Archive of the Planning Department of the Lublin City Hall.

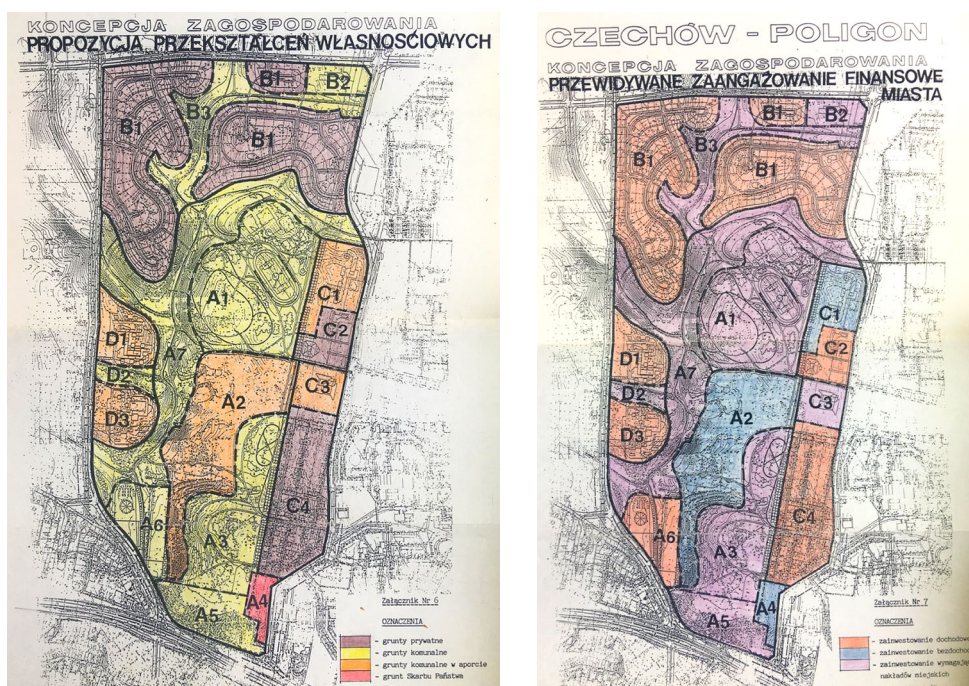


the pre-war plans. Sports and recreation areas were planned in the eastern part of the Hills—later used as a shooting range.

The General Development Plan of Lublin from 1969 maintained the assumption of limiting construction in the area of the Czechów Hills, intending the entire area to be covered with forest greenery reducing the interference in its natural character to a minimum (fig. 1). Service facilities with accompanying greenery are located on both western and eastern borders of the area, as well as in the north-western part. The eastern side was assumed to retain its agricultural function. Both in this and later General Development Plans of the city of Lublin, the areas of Czechów Hills were not slated for development, but left as natural and recreational areas.

The next General Development Plan of Lublin dates back to 1986 (fig. 2)<sup>6</sup>. The area of the Czechów Hills was included in the system of open areas, understood as an element of the hierarchical, continuous system based on river valleys and valley depressions, linking basic structural units with open field areas, forest complexes and developed areas with recreation functions. It is part of the protected systems (ESOCH) expanding beyond the city boundary.<sup>7</sup> The plan provided for the park use of an area of 136,6 ha under the name of “Park Poligon” (Military training ground park) with the possible functionality as a summer cinema or outdoor sports facilities (III C 15 ZP). The possibility of introducing residential buildings into the area of Czechów Hills was excluded. However, the introduction of cubature buildings in the outskirts was planned for service functions (including sports, recreation, education and health care such as a nursing home for 120 people, located in the north-eastern part of the area).

In the 1980s in the eastern part of the hills there was a production base of the Municipal Greenery Service. In its place, the zoning plan anticipated for the construction of a secondary school (for approx. 600 places—2,5 ha), with an additional area of 20,8 ha, with a primary purpose as a sports facility area, a 2nd level sports center with a programme of field equipment and cubature structures (III C 11 US); furthermore, the location of a type III petrol station, with an area of 0,24 ha, was also planned. The central part of the area was occupied by a military training ground,



**Fig. 3.** Development concept for the premises of „Czechów-Polygon” area—this chart illustrates proprietary transformations with city’s financial involvement forecast.

Source: UM Lublin Planning Department archive.

6. Plan of the Municipal Complex of Lublin.

7. See: Description to the General Development Plan of Lublin. Lublin City Hall, 1986, pages 5, 83–85.

partly used as a training ground and a shooting range, the remaining part was cultivated fields and unarranged greenery, as well as temporary allotment gardens. On the western side of the hills, the plan reserved the ground for general urban services (64,8 ha), and premises for the location of science services and facilities.

In the 1990s, the concept of creating a nature reserve in the Czechów Hills was revived and new functions were sought for areas that were soon to be faced with growing urbanisation. In 1992 there were plans to create a flora and landscape reserve (Harasimiuk et al. 1992). At the same time, this project was the first attempt to introduce a housing function to the area of Czechów Hills.

Three years later the Concept of Development for “Czechów – Poligon” Area in Lublin was created. It assumed the principle of distribution of buildings on the outskirts of the ex-military training ground and leaving the central and southern part of the training ground as a green park area free of development (fig. 5). The internal communication between the outskirts, excluding the use of cars, was to be provided by pedestrian and bicycle transport.<sup>8</sup> The concept assumed the following zoning of the area: in the central and southern part — park zone (A), in the northern part an extensive housing development zone (B), in the western part a service and residential development zone (C), and finally service facilities in the eastern part (D).

Yet another concept of land development for the “Park Poligon” was created in 1999 as part of the works of the Lublin Urban Development Studio (lead designer: A. Warda). It assumed the introduction of service buildings on the outskirts of the area on the east side, between the existing residential buildings and green areas. The central part of the area on the south side was allocated entirely to a nature reserve, adjacent to recreation areas and sports field equipment (a sledding hill, playgrounds, arena, and a football field) on the north side. The project assumed that the forest function would remain along the entire border in the north.<sup>9</sup>

In 2000, the Study of Conditions and Directions of Spatial Development of the City of Lublin was passed — Resolution No. 359/XII/2000 of the City Council of 13 April 2000, which (with later amendments) is still in force today. In 2011, a Study of Valuable Scenic Landscapes of the City of Lublin was prepared, the indications of which delimit the possibilities of locating buildings in the areas with historical panoramic exposition. Only the area of the south-eastern corner of the Czechów Hills has been included in the Landscape Protection Zone (SOW).<sup>10</sup> One of the general principles of Lublin’s development, present in all planning studies, is the “dissemination of the principle of ecological development, among other actions by creating a “green ring” around the city and maintaining the continuity of the Ecological System of Protected Areas (ESOCh) in the city.” (Żurkowska 2014, 12).

Since 2010, the procedure to adopt a new study, opened for consultation in 2017, has been open. The current assumptions of the Local Spatial Development Plan (LSDP) designate the location of cubature facilities, sports and recreation areas in the southern and western part of the Czechów Hills. Commercial service areas without the possibility of constructing large commercial facilities are planned along the Poligonowa Street, as well as areas designated for the concentration of service functions with the exclusion of mass retailer facilities.

#### 4 Czechów Hills — development proposals and planning conditions after 2000

In 2000, the Military Property Agency sold the area of Czechów Hills to a private investor for PLN 12,2 million (9 113 ha). This attractive price was the result of the initial areas assignment for recreation use as well as it being officially classified as uncultivated land. At that time, the city did not exercise its right of pre-emption.<sup>11</sup>

8. See: *Konceptcja zagospodarowania terenu „Czechów – Poligon” w Lublinie*. Lublin, 1995.

9. See: *Project of Park Poligon from 1999*.

10. See: *Studium wartości widokowych miasta Lublin*. Analysis by Klara Czyńska, Waldemar Marzęcki and Paweł Rubinowicz, 2011, Szczecin-Lublin, page 25, [at:] [http://obserwatorium.miasta.pl/wp-content/uploads/2016/08/Studium-warto%C5%9Bci-widokowych\\_Lublin.pdf](http://obserwatorium.miasta.pl/wp-content/uploads/2016/08/Studium-warto%C5%9Bci-widokowych_Lublin.pdf).

11. Information provided by Bolesław Stelmach in the speech during the meeting *Conversations about the city — Czechów Hills: to understand each other*, February 2, 2018. Project: Meetings “Conversations about the city.”



The new investor's loose approach to the provisions of the LSDP, resulted in a plan to build a shopping complex with adjacent housing estate(2001). As a result of enormous criticism, a new development concept was developed, which assumes a significant reduction of the area for service development(shopping center) — again inconsistent with the current study. At that time, investors tried to change the study. In 2003, the city's spatial development plans expired, which gave the investor a chance to introduce changes to the study, making it possible to adopt a new local plan favoring their intentions. Therefore, an extensive information campaign was launched in order to popularize the idea of development of the Czechów Hills (Giordano 2010, 234). However, the owner's ideas were not supported by the population. As a result, in February 2004, Lublin City Council members from the City Development Commission did not agree to a provision allowing for the construction of a shopping and entertainment center in the outline for the new spatial development plan.<sup>12</sup>

In 2005, the new effective LSDP was adopted (Resolution No. 825/XXXV/2005 of the Lublin City Council of 17 November 2005, fig. 4). The plan assumed that the interior of the area (public greenery, nature reserve, forest park) would not be developed and the following types of development areas would be introduced: UC— concentration of service functions excluding supermarkets, Ub— commercial service areas— no possibility to develop large retail facilities, SR1/U— sports and recreation areas with the possibility to develop cubature facilities/commercial services, SR 2— sports and recreation areas with the possibility to develop sports and recreation facilities, M5— single-family housing. First of all, the areas of housing development located in the north-eastern part of the area were subject to investment. The plan came into force on 24 January 2006.



**Fig. 4.** Fragment of the Local Spatial Development Plan concerning the Czechów Hills: A. Fragment of the coordination board; B. Fragment of the working plan

*Source:* Archive of the Planning Department of the City Hall in Lublin.

12. See: [Lublin] Górki Czechowskie — TBV (d. Park Echo). Forum thread, [accessed 2018.08.12], [@:] <https://www.skyscrapercity.com/showthread.php?t=201463>.

In 2006, efforts to build a shopping center were resumed, and after the change of local government authorities, a compromise was proposed, in which a private investor would have to bear the costs of altering the intersection of General W. Sikorski Ave, Solidarność Ave and Poligonowa Street, in exchange for concessions in favor of the planned investment (Giordano 2010). In the following years, further design concepts were presented to the public, which to varying degrees fit into the terrain and presented different aesthetic approaches. In the local press and media, each of them met with heated discussion. In 2007, another shopping, service and entertainment center with adjacent city park was designed by Andrzej M. Chołdzyński on commission from Echo investment SA. The total area was 60 500 m<sup>2</sup>.<sup>13</sup>

On the south-western side, UC—park service center facilities, in the design concept (B) Echo shopping center, were designed by Wojciech Gwizdak, 2G Studio. The idea of concentrating services on the outskirts of the area was motivated by the analysis of urban public greenery of various scales where such combinations can be found (e.g. Hyde Park, Cracow's Błonia, Central Park and Parc de la Villette in Paris). The park project assumed the introduction of two main communication routes: intersecting and circumferential, connecting the most important components of the area's space: viewpoints and dry valleys. The most profitable element of the concept was to be the shopping mall located at the junction of Poligonowa and General B. Duch Streets.

Facing the negative attitude of public opinion towards the investment, in 2011 the company declared that it would transfer part of the premises to the city to be designated for the implementation of public objectives, in the event that the LSDP is changed, in a manner that takes into account the possibility of locating large-format commercial facilities.<sup>14</sup> Another concept of the gallery was



**Fig. 5.** Czechów Hills Land Development. A. P.A. NOVA S.A. Concept: Eco-district with a central park; B. Concept by Stelmach i Partnerzy

Source: TBV press release, [a:] <https://www.tbv.pl/>.

13. See: Project presentation by AMC — Andrzej Chołdzyński Sp. z o.o., [a:] <http://nowa.amcholdzynski.pl/projekt/2640>.

14. According to letter from the vice-president of Lublin, A. Szymczyk, to City Council Member Anna Jaśkowska dated 2016.07.19.



presented to the public in 2012. The planned investment included 200 shops, a large-scale retail facility, a 9-screen cinema, 20 restaurants and 2600 parking spaces.<sup>15</sup> In spring 2016 the Czechów Hills changed ownership. The new owner changed its priorities in terms of key investments. Instead of a shopping mall, the new owner opted for multi-family residential development.

The land development concept was commissioned to P.A. Nova, known in Lublin as the winner of the architectural contest for the development of the Podzamcze area (fig. 6 A). The presentation of the project, which assumed the introduction of multi-family development, reaching deep into the protected area, located in areas intended in the local plan for services, aroused controversy and resistance. P.A. Nova presented a visually attractive concept of the park with a tower, viewing platform, footbridges, sports and recreation facilities, to be built in the central part of the area.

## 5 Activism and participation for the future of the Czechów Hills

The participatory model of city management is one of the elements of local policy in Lublin. This was confirmed by the Participatory Management System Certificate awarded to Lublin City Hall in 2014 for “the implementation of standards and procedures enabling residents to become involved in city management” (*Lublin liderem...* 2014). The investments in the Czechów Hills, planned since the change of ownership, required making changes to the Local Spatial Development Plan. The social conflict related to the implementation of investments in this area has been present since 2000. The first publicly available proposals of the first owner — Echo Investment, which relied on changes to be made to the LSDP in order to be implemented, already aroused much controversy.

Giordano analyzed the problem from the social point of view, classifying it as an ecological conflict, referring to subjective values and exciting a lot of emotions (Giordano 2010, 225). The subject of the conflict over the Czechów Hills is resources and their value, as well as the combined interests of the individual parties involved (Giordano 2010, 214). The parties to the conflict at that time were the owners, the authorities of the city of Lublin, the residents of the Czechów housing estate and the Society for Nature and Humanity. Negotiations were conducted at a varying pace, which was significantly influenced by the dates of local government elections. Giordano considers 2004 to be a crucial year for the conflict, because at that time the owner, instead of negotiating with the councilors to change the local plan, started an open media campaign among Lublin residents, environmentalists, and owners of construction companies. This period can be considered the first time when public participation became a significant factor in the process of spatial planning in valuable natural areas in Lublin. Negotiations, lasting several years, led in 2010 to the president of the city, with support from the members of the city council, to push planned investments forward, however, the discussion on the directions of land development continued.

After 2011, the public debate was dominated by the Council of Spatial Culture (RKP), which drew attention to the scale of the proposed development and the threats resulting from its impact on valuable nature areas, initially focusing on plans to rebuild the intersection of Gen. W. Sikorski, Gen B. Duch and Solidarności Avenues, which, while improving traffic conditions in this part of the city, also disturbed the southern part of Czechów Hills. The years 2011–2012 were also a time of growing popularity of the so-called urban movements, which activate local communities to draw attention to the problems of city space management and indicate the necessity and possibility of participation in this process. In 2012, the Association of Guardians of Czechów Hills was founded by the residents of several Lublin districts (Czechów, Sławin, Śródmieście, and Rury). The residents felt that by associating they were much more likely to achieve their goals “in a group of several people we decided that we can no longer only cheer on or engage in the defence of the nature of this area alone, separately.”<sup>16</sup>

15. See: Echo Lublin. Tak będzie wyglądać nowa galeria (WIZUALIZACJE), [accessed 2018.04.10], [[:] <http://lublin.naszemiasto.pl/artystyczny/zdjecia/echo-lublin-tak-bedzie-wygladac-nowa-galeria-wizualizacje,1369593,galop,t,id,tm.html>.

16. See: Webpage of Stowarzyszenie Obrony Górek Czechowskich w Lublinie. [[:] <http://gorkiczechowskie.cba.pl/index.php/stowarzyszenie>.

The issue of cubature development in the Czechów Hills was tied to the implementation of the city's investment plans of the reconstruction of the intersection of Gen. B. Duch, Gen. W. Sikorski and Solidarność Avenues, including the construction of a new viaduct, high retaining walls and sound-absorbing screens between the hills and the valley of the Czechówka River. The city's consent for the construction of the large retail building was dependent on the co-financing of the intersection reconstruction by the private investor. As a result of social pressure and the opposition from City Council Members, the construction of the shopping mall, planned for 2013–2014, was finally abandoned.

The change of ownership involved new ideas for its development being brought up. It should be mentioned that in the following years the previously discussed intersection of Gen. B. Duch, Gen. W. Sikorski and Solidarność Avenues was complete; it significantly improved the conditions of communication and at the same time it cut off the natural area of the hills from the valley of the Czerniejówka River.

The first landowner's proposal of housing estate development in the area was widely reported on in the local press and was the subject of discussion among municipal activists (fig. 5 A). At the same time, the developer conducted a public opinion poll (IBRIS, 500 respondents, telephone survey),<sup>17</sup> which showed the respondents' positive attitude towards the construction of the park. It should be emphasized that the survey commissioned by the developer placed a strong emphasis on "park construction" and "land development," while the ongoing social discussion drew attention to the need to protect the area from residential development. According to the developer's declarations "residential and service investments would be carried out in four zones in relation to the adjacent housing developments—i.e., buildings in Poligonowa Street would not be higher than 7 storeys, and in Koncertowa Street they would not exceed 4 storeys" (*Górki Czechowskie — Stanowisko...* 2018). The survey conducted by a local newspaper *Dziennik Wschodni* among internet users with the question "How do you like the idea of developing the Czechów Hills" met with quite a big response—more than half of 481 surveyed people stated that they were not in favour, 39% were in favor, and about 9% of the respondents said that it was acceptable (Smaga 2016).

As part of negotiations with the City Hall, the President of TBV proposed to arrange a 75 ha park and, after its completion, to transfer the park to the city for a symbolic PLN 1. In return multi-family buildings could be built on the remaining 30 ha of the property (Jurkowski 2018).

In September 2016, at the request of the Association of the Guardians of the Czechów Hills, a citizen concept of land development was prepared (fig. 5 B). The project was created in the office of Stelmach i Partnerzy as a result of cooperation of several people. The basic assumption was to introduce a quite intensive housing development in the form of point buildings, with a height reaching 15 stories, and the development of a naturalistic park. The new concept turned out to be even more radical than the developer's original idea. Representatives of the Association of the Guardians of the Czechów Hills and the Forum of Space Culture distanced themselves from it, stressing that it not be treated as a community concept (Szlachetka 2016).<sup>18</sup>

In March 2018, the developer publicly presented a consensual version of a land development plan. The authors of the park, named after the City's 700th Anniversary, are Stelmach and Szkołut. The development of the park on an area of 75 ha included the creation of a network of pedestrian and bicycle paths with a total length of several kilometers. In the area of the former shooting range playgrounds, adventure playgrounds were planned on the outskirts of the terrain depression. As far as housing development is concerned, the plan proposed the construction of 7 stories buildings on the west side and 4 story buildings on the east side, generating a total of 2–3 thousand flats (Jurkowski 2018).

17. See: *Badania opinii mieszkańców Lublina oraz mieszkańców dzielnic Czechów i Sławin na temat zagospodarowania Górek Czechowskich*, Instytut Badań Rynkowych i Społecznych. Presentation, marzec 2018, IBRIS, [a:] [https://www.tbv.pl/data/media/TBV\\_raport\\_ca\\_o\\_ciowy\\_26032018.pdf](https://www.tbv.pl/data/media/TBV_raport_ca_o_ciowy_26032018.pdf).

18. On three uplands with surfaces of respectively: 4.2, 4.9 and 17.2 hectare, multi-family housing development is planned in the form of high risers with accompanying services and other proposed service facilities in the south-western part (near Poligonowa Street) with an area of 4.2 hectare. The development intensity was determined by parameter 1.1 – 1.7.



The public debate, which has been going on for almost 20 years, is now taking on a different dimension. At the same time, a new study for the city of Lublin and special housing legislation has come into force. The submitted comments about the Czechów Hills may have an impact on the findings of the study, which will (or will not) entail changes to the LSDP. However, if an investor wishes to use the aforementioned act to carry out the housing investment, it will be possible in this area, regardless of non-compliance with the LSDP.

## Summary

The social participation process described on the example of the conflict concerning the development of the Czechów Hills is quite specific and differs significantly from the model “co-management of urban space.” Buoyant discussions, special sessions of the City Council, press conferences and media events have made this topic the most recognizable problem in the field of spatial planning in Lublin in recent years. The large number of interested parties, emerging associations and awareness of the problem among the majority of the city’s inhabitants testify to the civic involvement in matters related to spatial management and the growing awareness of rights.

The omission on the part of the city of not taking advantage of its pre-emption right to this area from the Military Property Agency at the beginning of the 21st century led to almost twenty years of conflict between the City of Lublin, local residents using the area of Czechów Hills and its new private owner. Although the area of the hills has been a private area since the beginning of the 1950s, it has been functioning in the consciousness of the inhabitants of Czechów and Sławin districts, as well as other inhabitants of Lublin, as a public space. At this point it is necessary to work out a rational compromise between the interested parties, who, without waiting for the case to be resolved, use the public participation as a tool for their own purposes both on the part of the developer (such as online voting for solutions to be found in the park in the newly-planned housing estate), as well as the residents submitting nearly 2000 submitted comments to the proposed Study of Conditions and Directions of Spatial Development of the City of Lublin with the intent of blocking new solutions concerning the provisions shaping housing development.

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