

Agnieszka JANIA*

EFFECTS OF URBAN SPACE PRIVATISATION – CASE STUDIES

EFEKTY PRYWATYZACJI PRZESTRZENI MIEJSKIEJ – STUDIA PRZYPADKÓW

ABSTRACT: The problems presented in the article are related to evaluation of the effects of urban space privatisation from the town's viewpoint. The aim of the article is to identify basic categories of effects resulting from urban space privatisation, exemplified by case studies, and evaluate them in relation to the examined empirical examples.

Methodologically, the examination includes reference search and case studies concerning both transactions of undeveloped land property effected by the public sector and investment projects completed in specified locations of Katowice. At the same time, identification of the analysed examples effects, as well as their evaluation, are based on data obtained from the Municipal Office of Katowice and developer companies. Moreover, the identified effects of urban space privatisation have been assessed by implementing the multi-criteria evaluation model.

KEY WORDS: town, urban space privatisation

Introduction

Transactions concluded on the real estate market are accompanied by a wide range of stakeholders that are entities from the private as well as public sector. Each of them can play the role of both a purchasing subject and the one selling the property. The vast array of possible scenarios, depending on the type of transaction, its object and parties to the agreement, includes a transaction of sale of undeveloped land property by a public sector subject to that from the private sector. The larger the surface area of the object of a sale transaction, which is often undeveloped land property of several thousand square metres, the more important the potential consequences from the town's viewpoint become. The article is aimed at specifying the basic categories of ef-

* University of Economics in Katowice, Faculty of Economics, Department of Strategic and Regional Research, ul. 1 Maja 50, 40–287 Katowice, e-mail: agnieszka.jania@edu.uekat.

fects resulting from the privatisation of urban spaces in the form of undeveloped land property, exemplified by selected case studies, as well as evaluating them in relation to the examined empirical examples.

Theoretical bases of urban space category

Among the attempts to specify the category of “town” there is the definition of a town as a space which needs to be developed (Regulski, 1984). At the same time it is emphasised that urban space is a limited resource. The above underlines the geographical perspective of the category of space. For it is not the effect of a production process (Domański, 2007). The urban space understood in this way can be defined as one concerning land property (developed or undeveloped) (Muczyński, 2004). At the same time, it means a specified level of space, as opposed to, e.g., the level of demand (Kucharska-Stasiak, 2006). The specific character of a place is determined by such factors as physical characteristics or cultural dimension. They shape alternatives parallel to the possibility of using the space (Gibas, 2012). The manner of utilizing urban space is a resultant of changeable determinants. Besides, there is a multitude of subjects that can participate in the utilization of urban space. Hence, we distinguish among others a social space (which is, among others, co-created by social groups, systems of activities) and physical space (created, among others, by buildings, infrastructure facilities) (Twardzik, 2012).

Space management means conscious individual or group activity involving distribution of limited spatial resources among alternative possibilities of use (*Rola gminy...*, 2008). Due to urban space scarcity, it is conducted in accordance with the principle of proper management, i.e., maximisation of generated effects and minimisation of expenditure incurred, including the utilised space (Domański, 2007). In general, the manner of using town space depends on spatiotemporal aspects. Due to the dynamic character of determinants, justification for various ways of utilising the space and the succession of its function becomes increasingly important. The process of urban spatial resource management ought to be geared towards satisfying the needs of stakeholders, including the inhabitants and other users (Bugno-Janik, 2012). The manner of utilising urban space should therefore take into consideration both the individual and social perspective (Domański, 2007). The limited amount of resources initiates the need of their utilisation in a possibly most beneficial way (Czornik, 2013).

One of the participants on the real estate market is the town. The tools that it has at its disposal to influence urban space can be grouped into two sets – tools enabling to shape the urban space in a direct way (e.g., a local area development plan, a study of conditions and directions of spatial development, a decision on land development conditions, investment projects in nodal and linear infrastructure) and in an indirect one (the level of local taxes, decisions on technical requirements for connection, natural environment protection, pro-family benefits, adaptation of real estate to social func-

tions (Gibas, 2012). One of the tools for urban space management is also the process of real estate sales (*Rola gminy...*, 2008). The demand expresses results in initiating the management of urban resources, which can take the form of urban space privatisation. The sale of town space by the public sector is an instrument shaping the town space, especially in the geographical context (*Gospodarowanie powiatowym...*, 2010). The public sector makes a choice concerning the space to be sold (e.g., the amount, time, etc.) from the possessed resource. Urban space privatisation is regarding goods which are quantitatively limited. With reference to the above it is necessary to manage the space of the city in a rational way. It is possible to achieve it, for example, through initiating sustainable urban development (Żróbek-Różańska, 2010). While stringing to this conception, management of public space, which is undeveloped, should regard only part of city's resources (*Środowisko...*, 2015). Otherwise, urbanised spaces should present various functions of using (Mierzejewska, 2015).

Evaluation of public sector's participation in urban space management

The category "evaluation" means a purposeful objective assessment of the actual state (Voogd, 1983). In other words, it is a process that involves expressing an opinion on the subject of evaluation. In consequence, the evaluation process allows distinguishing a valuable action from a valueless one (Drobniak, 2012). The action undertaken can be assessed in a progressive way – which indicates the activity planned, and in a regressive manner – highlighting the already taken action (Drobniak, 2005). The process of evaluating an activity, for example, in the form of a project, can also be carried out in the mid-term context, which is a periodical perspective (Drobniak, 2005). Evaluation of activities undertaken by the public sector should be multi-aspect (Drobniak, 2005). The above results from the necessity of taking decisions by the public sector on the basis of a wide range of goals, including the social, economic, infrastructural and fiscal ones (Drobniak, 2005). This means a potentially wide range of effects which should characterize activities undertaken by the public sector. Therefore, in order to remain consistent, the categories of effects of the public sector activity in the area of urban space privatisation can be presented in an identical way, i.e., infrastructural, economic, social and fiscal. The activity of the public sector within urban space management results from the local development strategy geared towards rational utilisation of real estate while taking into consideration the needs of the stakeholders (Ossowicz, 2006). The evaluation of the public sector's activity in the process of urban space management will therefore be shaped as an opinion objectifying the state after a change made to the reality from the stakeholder's point of view. An assessment of activities undertaken by the public sector should take into account a wide range of generated effects. For this purpose, an attempt was made to transform the multi-criteria evaluation model (Brandenburg 2011). Formulation of an evaluation matrix enables to characterise the case studies included in the research because a characteristic feature of the adopted

method is the assumption concerning the adoption of selected values, in this case the types of effects, as well as selected case studies. Implementation of the said model is aimed at illustrating the multi-dimensional character of activities undertaken by the public sector. Owing to the multi-dimensional character of the method, a wide range of stakeholders of the activities undertaken by the public sector are taken into account in the evaluation.

Research methodology

The aim of the article is to specify basic effects resulting from urban space privatisation, exemplified by selected case studies in Katowice, and evaluate them with reference to the examined empirical examples. The research was based on examples of locations characterized by an increased number of transactions of sales of undeveloped land property by the public sector. Example 1 concerns the area near the following streets: Jana Wantuły, Smugowa, Łopianowa, Aleksandra Gierymskiego, Władysława Skoczylasa, Stanisława Ignacego Witkiewicza. Example 2 regards the area in the vicinity of Tunelowa, Leszczynowa, Bukszpanowa, Sępia, Barcelońska and Sowia Streets. Example 3 concerns the area near Aleja Górnośląska. Example 4 concerns the area near Koszykowa Street. The urban space of Katowice has characteristics of both urbanised (generally north and west) and undeveloped (east) areas. Both of them are large. The case studies concern the areas which are already urbanised. The criterion for selecting the case studies is: undeveloped land property of a relatively large size in Katowice, which is the object of a transaction of sale by the public sector to the private sector in the period from 2005 to 2016 (i.e., until 16.06.2016).

The case study structuring involves synthetic:

- indication of the location of the property quoted as an example – section and street (in a written and graphic way), as well as the surface area and year of transaction,
- description of neighbourhood – specific character of the local space,
- identification of detailed effects of the sale of undeveloped land property by the public sector to the private sector – from the quantitative and qualitative perspective, with reference to synthetic categories of effects, i.e., infrastructural, economic, social and fiscal ones.

The case studies being the subject of research were next subjected to a joint analysis in order to identify the elements of urban space privatisation effects.

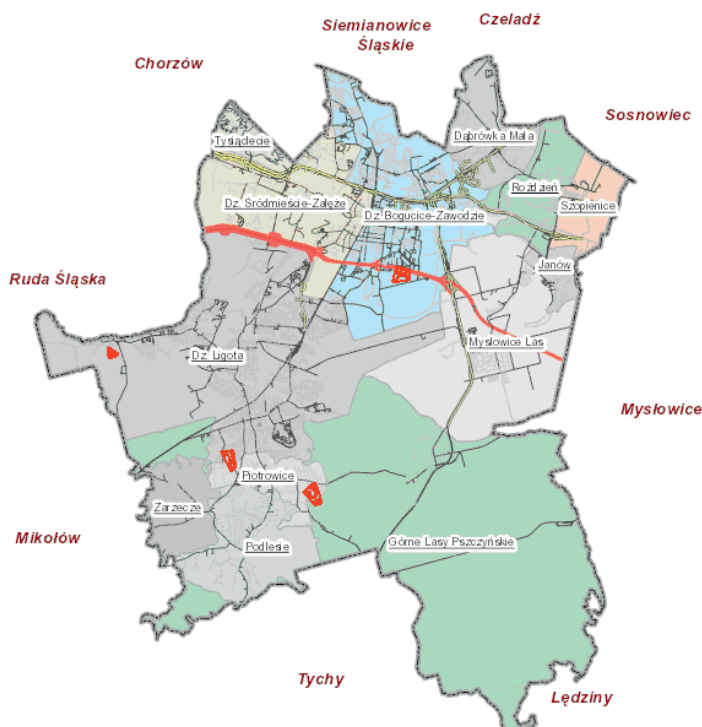
Next, after summarizing the demonstrated effects, the multi-criteria evaluation model was implemented. The rows of the constructed matrix present selected case studies and the columns – the effects achieved as a result of their implementation (Drobnia, 2005). The score of effects is an ordinal scale.

The source of information used in the research is material from the district geodetic and cartographic resource in the form of the Register of Real Estate Prices and Values,

obtained from the Municipal Office of Katowice, the resources of Katowice Spatial Information System and data from websites concerning developer projects.

Research results

The conducted research resulted in the selection of four examples (illustrated on Map 1) – areas characterised by an increased number of transactions of sales of undeveloped property by the public sector in Katowice.



Map 1. Site location plan of the object of a sale transaction – all examples

Source: <http://mapserver.um.katowice.pl/kjarc/mapviewer.jsf> dated 15.07.2016

Example 1

The subject of the first case study has initially been presented in Table 1 and on Map 2. The object of sale, partially effected in 2008 and 2012, was the undeveloped land property situated within the area of the following streets: Jana Wantuły, Smugowa, Łopianowa, Aleksandra Gierymskiego, Władysława Skoczylasa and Stanisława Ignacego Witkiewicza. The surface area of the above – mentioned property covers 34 000.00 m².

terraced houses having a usable space of 150.00 m² each, a housing estate made up of nine semi-detached houses with two separate flats (ten flats with a usable space of 80.00 m², two flats with a floor space of 100.00 m² and six flats having a usable space of 90.00 m²), a housing estate made up of seven terraced houses with a usable space of 140.00 m² and two semi-detached houses with four flats (four flats having a floor space of 70.00 m² and four flats with a usable space of 110.00 m²).

The economic effect resulting from the sale of undeveloped land property of 34 000.00 m² in the said location is the financial benefit for the public sector. Moreover, the number of transactions of purchase concluded on the market of real estate, i.e., undeveloped and developed property, dynamically increased; so did the investment activity initiating a demand for specialist services, including the ones in the building industry; also a potential mortgage security resource was initiated and factors influencing the real estate value were created in the form of an increased surface area of roads or division of land property.

The social effect, on the other hand, indicates the creation of demand for goods and services, including the ones in the building branch, an enhanced consumer's and/or investment ability by initiating a potential mortgage security resource.

At the same time, the fiscal effect concerns financial benefits in the form of income from property tax, as well as a potential change in the level of benefits due to public sector's participation in the personal income tax and corporate tax.

Example 2

The subject of the second case study has been presented initially in Table 2 and on Map 3. The object of the sale effected in 2007 was the undeveloped land property situated within the area of the following streets: Tunelowa, Barcelońska, Bukszpanowa, Leszczynowa, Sowia and Sępia. The surface area of the property in question is 64 000.00 m².

Table 2

General characteristics of the object of sale transaction – Example 2

No.	Location	Surface area [m ²]	Year of sale transaction
2	Piotrowice, Ligota, Streets: Tunelowa, Leszczynowa, Bukszpanowa, Sępia, Barcelońska, Sowia	64 000.00	2007

Source: Author's own study based on the Register of Real Estate Prices and Values.

In the vicinity, there is a network of logistic and railway infrastructure. The land property has a regular as well as irregular shape. A large part of the land is developed. The location in question is characterized by low-rise buildings, erected mainly in the years 1970–1980, and, in a large part, in the years 2000–2015. The analysis of the ownership of the property in the said location indicates participation of both private (mainly) and public sector ([Http://mapserver.um.katowice.pl/kjarc/mapviewer.jsf](http://mapserver.um.katowice.pl/kjarc/mapviewer.jsf)).

influencing the real estate value were created in the form of an increased surface area of roads or division of land property.

The social effect, on the other hand, indicates the creation of demand for goods and services, including the ones in the building branch, an enhanced consumer's and/or investment ability by initiating a potential mortgage security resource, creation of pro-integration places in the form of street furniture, i.e., a playground.

At the same time, the fiscal effect concerns financial benefits in the form of income from property tax, as well as a potential change in the level of benefits due to public sector's participation in the personal income tax and corporate tax.

Example 3

The subject of the third case study has initially been presented in Table 3 and on Map 4. The object of the sale effected in the year 2006 was the undeveloped land property within the area of Górnośląska Street. The surface area of the said property is 35 000.00 m².

Table 3

General characteristics of the object of sale transaction – Example 3

No.	Location	Surface area of lot [m ²]	Year of sale transaction
3	Bogucice-Zawodzie, al. Górnośląska	35 000,00	2006

Source: Author's own study based on the Register of Real Estate Prices and Values.

In the vicinity, there is Silesian Aeroclub. The land property has both a regular (for the most part) and irregular shape. A part of the land is developed. The location in question is characterized by commercial and service facilities erected mainly in the years 1960–1980 as well as 1990–2010. The analysis of the ownership of the property in this location indicates participation of both private and (mainly) public sector ([Http://mapserver.um.katowice.pl/kjarc/mapviewer.jsf](http://mapserver.um.katowice.pl/kjarc/mapviewer.jsf)).

As far as the infrastructural effect is concerned, it is worth emphasising that the area was made available for road infrastructure (ca 16 000.00 m²). Owing to this, a connection with the A4 motorway was made, which allowed a connection with Szybowa Street and Lotnisko Street, part of which are roundabouts. Besides, greenery has been created by the water reservoir, which is a part of the area in question (ca 19 000.00 m²). The area has been equipped with street furniture in the form of benches.

The economic effect resulting from the undeveloped land property in the said location having a surface area of 35 000.00 m² is the public sector's financial benefit. Moreover, the investment activity initiating a demand for specialist services, including the ones in the building branch, has been intensified and factors influencing the value of property, for example, in the form of an increased surface area of roads, have been created.



Map 4. Site location plan of the object of sale transaction – Example 3

Source: <http://mapserver.um.katowice.pl/kjarc/mapviewer.jsf> dated 15.07.2016

The social effect, on the other hand, indicates the creation of demand for goods and services, including the ones in the building branch, and creation of pro-integration places in the form of street furniture, i.e., benches by the water reservoir.

At the same time the fiscal effect concerns profits in the form of income from property tax, as well as a potential change in the level of benefits due to public sector’s participation in the corporate tax (especially in an indirect way – by influencing an increase in enterprises’ incomes).

Example 4

The subject of the fourth case study has initially been presented in Table 4 and on Map 5. The object of the sale, partially effected in 2007 and 2008, was the undeveloped land property situated within Koszykowa Street. The surface area of the property extends over 25 000.00 m².

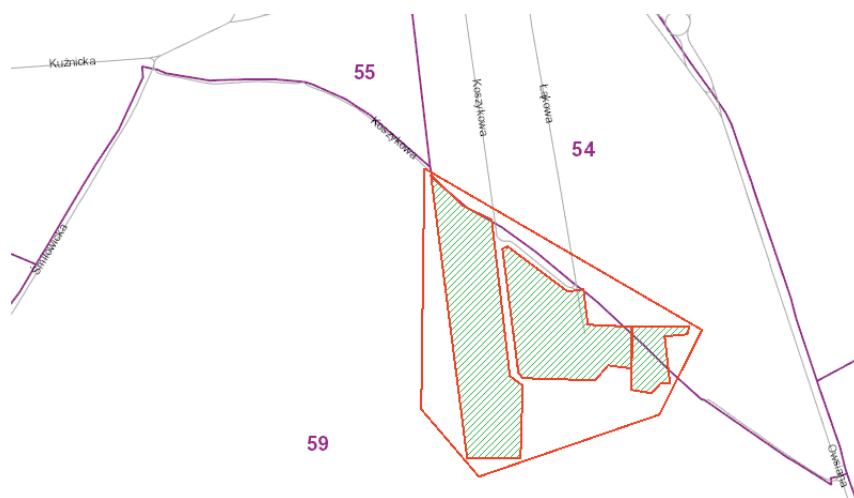
Table 4

General characteristics of the object of sale transaction – Example 4

No.	Location	Surface area [m ²]	Year of sale transaction
4	Ligota, ul. Koszykowa	23 000.00	2007
		2 000.00	2008

Source: Author’s own study based on the Register of Real Estate Prices and Values.

The land property has a regular (for the most part) and irregular shape. Most of the land is developed. The location in question is characterized by low-rise residential de-



Map 5. Site location plan of the object of sale transaction – Example 4

Source: <http://mapserver.um.katowice.pl/kjarc/mapviewer.jsf> dated 15.07.2016

velopment as well as industrial facilities erected in the years 1970–1990 and, mainly, 2000–2015. The analysis of the property ownership indicates participation of both private and public sector ([Http://mapserver.um.katowice.pl/kjarc/mapviewer.jsf](http://mapserver.um.katowice.pl/kjarc/mapviewer.jsf)).

As far as the infrastructural effect is concerned, it is worth stressing that the area was made available for multi-family residential development. This resulted in the erection of seven buildings containing forty-eight flats with a usable area ranging from 50.00 m² to 90.00 m² (an average of 70.00 m²), thirty-two flats with a floor space ranging from 50.00 m² to 90.00 m² (an average of 70.00 m²), and fifty flats with a usable space ranging from 30.00 m² to 70.00 m² (an average of 50.00 m²), as well as a complex of thirty terraced garages and low-rise residential development, which influenced the division of the land property into lots having a surface area of approximately 300.00 m², a regular shape, with a separated area for an access road, and erection of a housing estate composed of twenty-two one-family terraced houses having a usable space of 130.00 m² each, with a playground, a basketball court and a storage facility for industrial purposes having a gross covered area of ca 1 500.00 m². The area has been equipped with street furniture in the form of a playground and a basketball court.

The economic effect resulting from the sale of the undeveloped 25 000.00 m² land property in the said location is the public sector's financial benefit. Moreover, the number of transactions of purchase concluded on the market of real estate, i.e., undeveloped and developed property, increased dynamically and the investment activity initiating a demand for specialist services, including the ones in the building branch, intensified; also a potential mortgage security resource was initiated and factors influencing the real estate value were created, for example, in the form of an increased area of roads.

The social effect, on the other hand, indicates the creation of demand for goods and services, including the ones in the building industry, an enhanced consumer's and/or investment ability by initiating a potential mortgage security resource, the creation of pro-integration places in the form of street architecture, i.e., a playground, football pitch.

At the same time, the fiscal effect concerns financial benefits in the form of income from property tax as well as a potential change in the level of benefits due to public sector's participation in the personal income tax and corporate tax (especially in an indirect way – by influencing an increase in enterprises' incomes).

Evaluation of the basic effects of urban space privatisation

Basic effects resulting from the privatisation of urban space – undeveloped land property, have been presented in Table 5. They have been listed, i.e., the infrastructural, economic, social and fiscal effects, and their elements have been separated. The infrastructural effect comprises the following: an increased urbanised area, development of technical infrastructure, including roads, division of land property influencing its surface area and shape, equipping the area with street furniture. The economic effect includes the public sector's revenue resulting from the price of sale of the property (from PLN 100.00/m² to PLN 400.00/m²), an increased number of purchase transactions concluded on the market of real estate, i.e., developed and undeveloped, an enhanced investment activity initiating a demand for specialist services, initiation of a potential mortgage security resource and formation of factors influencing the value of real estate. In the case of social effect the following are worth emphasising: creation of determinants of demand for goods and services, including the ones in the building branch, an enhanced consumer's and/or investment ability by initiating a potential mortgage security revenue, creation of pro-integration places in the form of street furniture, i.e., a playground, pitch, benches. The fiscal effect comprises the public sector's revenue from taxes and fees.

To sum up, the second and the fourth example show an initiation of all the analysed effects with regard to urban space privatisation. The first example, due to the lack of area equipment with street furniture, does not generate a full infrastructural and social effect, whereas the third example, due to the lack of property division, an influence on the number of purchase transactions on the real estate market and initiation of a potential mortgage security revenue, does not initiate a full range of the infrastructural, economic and social effects.

To conduct a multi-criteria evaluation, the effects of urban space privatisation have been implemented in the matrix presented in Table 6, which is a consequence of using the multi-criteria evaluation model. The score of effects refers to the qualitative scale presented in Table 7. Therefore, the minimum score of the case study is "0" points and the maximum one – "2" points.

Table 5

Matrix of effects in relation to particular empirical examples

Effects	Characteristic	Examples			
		example 1	example 2	example 3	example 4
Infra-structural	Increased built area	yes	yes	yes	yes
	Development of technical infrastructure, including roads	yes	yes	yes	yes
	Division of land property influencing its surface area and shape	yes	yes	–	yes
	Equipping the area with street furniture	–	yes	yes	yes
Economic	Public sector's revenue resulting from the prices of sale of property	yes	yes	yes	yes
	Dynamically increased number of purchase transactions concluded on the market of real estate, i.e., undeveloped and developed property	yes	yes	–	yes
	Enhanced investment activity initiating a demand for specialist services	yes	yes	yes	yes
	Initiation of a potential mortgage security revenue	yes	yes	–	yes
	Creation of factors influencing the value of real estate	yes	yes	yes	yes
Social	Creation of determinants of demand for goods and services, including the ones in the building branch	yes	yes	yes	yes
	Enhanced consumer's and/or investment ability by initiating a potential mortgage security revenue	yes	yes	–	yes
	Creation of pro-integration places in the form of street furniture, including a playground	–	yes	yes	yes
Fiscal	Public sector's revenue from taxes and/or fees	yes	yes	yes	yes

Source: Author's own study.

Table 6

Multi-criteria evaluation matrix: examples-effects

Examples	Effects					
	infrastructural	economic	social	fiscal	total	ordinal scale
Example 1	+1.00	+2.00	+1.00	+2.00	+6.00	3
Example 2	+2.00	+2.00	+2.00	+2.00	+8.00	2
Example 3	+1.00	+1.00	+1.00	+2.00	+5.00	4
Example 4	+2.00	+2.00	+2.00	+2.00	+8.00	2

Source: Author's own study based on (Brandenburg 2011).

Table 7
Qualitative scale of the score of urban space
privatisation effects

Qualitative scale	Description
0	lack of effect
1	partial range of effect
2	full range of effect

Source: Author’s own study based on (Drobnik, 2005).

The second and the fourth example have demonstrated a full range of all the analysed effects of urban space privatisation. The first example demonstrates a full range of influence on the economic and fiscal effect, whereas the infrastructural and social effects are not complete. On the other hand, in the third example a full range of the fiscal effect is generated, while the range of the remaining effects is incomplete.

In conclusion, each of the examined case studies is characterized by a range of generated effects adequate from the point of view of goals assigned to a public sector subject. Moreover, each example demonstrates the infrastructural, economic, social and fiscal effects. Making an attempt to include effects of the studied privatized fragments of urban space (in a synthesized way) it is possible to distinguish short-term presentation, for example public sector’s revenue resulting from the prices of sale of property, and long-term, for example development of technical infrastructure. However, in detailed conclusion, it should be indicated that the intended use of undeveloped land property sold by the public sector generates a wider range of effects for the examined case studies than in the event of using it for road infrastructure. It also translates into a greater adequacy of the residential function to the specific character of the public sector demonstrated through the goals accompanying its operation. An emphasis should also be placed on the individual dimension of each undertaken developer project, which influences a varied range of generated effects. The analysed case studies concern only small parts of Katowice. Apart from above that present various functions. In consequence, it is shown to comply with the developments connected with sustainable urban development.

Conclusions

The limited character of the town’s goods in the form of land property initiates a necessity of its economic use while taking into account the stakeholders’ needs. Therefore, evaluation of urban space privatisation undertaken by the public sector concerns a wide range of effects: infrastructural, economic, social and fiscal. Determinants of each type of effects bring out a wide range of effects related to urban space privatisation on the one hand, and, on the other hand, the relations between them, initiating a mutual

influence, an example of which is development of land property, which initiates: the infrastructural effect – an increase in the built space, the economic effect – initiation of a potential mortgage security resource, the social effect – creation of determinants of demand for goods and services, including the ones in the building branch, and the fiscal effect – public sector's revenue from taxes and/or fees. To sum up, in the process of urban space privatisation, the public sector exerts an impact on its utilisation, which can generate a different range of effects under the influence of projects undertaken by the private sector. Otherwise, it is important to recommend privatisation connected with the relatively small areas which are near to urbanization.

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EFEKTY PRYWATYZACJI PRZESTRZENI MIEJSKIEJ – STUDIA PRZYPADKÓW

ABSTRAKT: Problemy prezentowane w artykule wiążą się z ewaluacją efektów prywatyzacji przestrzeni miejskiej, rozpatrywaną z punktu widzenia miasta. Celem artykułu jest identyfikacja podstawowych kategorii efektów wynikających z prywatyzacji przestrzeni publicznej, poparta przykładami studiów przypadków, oraz oceną efektów w kontekście analizowanych przykładów empirycznych.

Metodologicznie, badania wykorzystują analizę dokumentów oraz studia przypadków obejmujące zarówno transakcje nieruchomości gruntowych niezabudowanych sektora publicznego, jak i projektów inwestycyjnych realizowanych w wybranych lokalizacjach Katowic. Jednocześnie określono skutki analizowanych przykładów, jak również dokonano ich oceny bazującej na danych uzyskanych z Urzędu Miasta Katowice oraz firm deweloperskich. Ponadto zidentyfikowane efekty prywatyzacji przestrzeni miejskiej zostały poddane ocenie w ramach modelu wielokryteriowej ewaluacji.

SŁOWA KLUCZOWE: miasto, prywatyzacja przestrzeni miejskiej