

SECTION 11. TERRITORIAL PLANNING AND URBANISATION

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11.1 Territorial planning of regional development in Ukraine and the world: from history to the present

Regional planning in Ukraine as a type of design, conceptual, multidisciplinary scientific activity, as a process aimed at achieving effective connections between all spheres of life not only in individual cities but also in large territorial systems, which has always been aimed at improving settlement, rational use of the territory, improving the ecological state, and much more, has gone through a difficult evolutionary path. And this is the main argument of the urban planning priority, which is based on the historical hierarchical system of development.

Not only architects were interested in the interconnection of the territorial location of objects and the efficiency of their functioning, but in the nineteenth century, scientists raised this issue when they began to study the patterns of industrial and agricultural facilities in settlement systems.

Over time, the scientific modeling of systems of different levels has been improving: not only the spatial factor of location has been considered, but also the influence of economics, geography and sociology has been taken into account. A powerful impetus for the development of regional planning was the development of industry and the constant territorial conflict with agricultural production.

Urbanization has grown rapidly in recent decades. In 1970, approximately 34% of Europe's population lived in cities. And 40 years later, three-quarters of Europeans live in these areas: 42% of them live in cities, and the rest live in towns and suburbs [406]. As a result of this demographic growth, urban areas have expanded, leading to the conversion of adjacent agricultural areas into residential buildings. This gave rise to suburban areas that combine urban and rural features and include different types of landscapes, such as agricultural areas and consolidated and dispersed built-up urban areas.

These areas go beyond the urban administrative boundaries and cover several adjacent municipalities. Their spatial structures and processes of urban land use change reflect the intensity of urban-rural flows (commuting, migration, relocation of companies, regeneration of vacant spaces among urbanized and dispersed settlements) and take place in the context of a specific space [407].

The urban population in Ukraine has also grown from 28.1 million people in 1913 to 99.8 million in 1959. Housing construction is expanding in the cities, with dozens of new towns and hundreds of new settlements emerging, especially in new industrial areas. Railroads, highways, and utilities are being intensively built. At the local level, rural settlement is accompanied by the emergence of new MTS, farm complexes, elevators, vegetable storages, refrigerators, and primary processing enterprises [408].

In the context of such a powerful development, district planning faces a number of priority tasks, as shown in Figure 1.

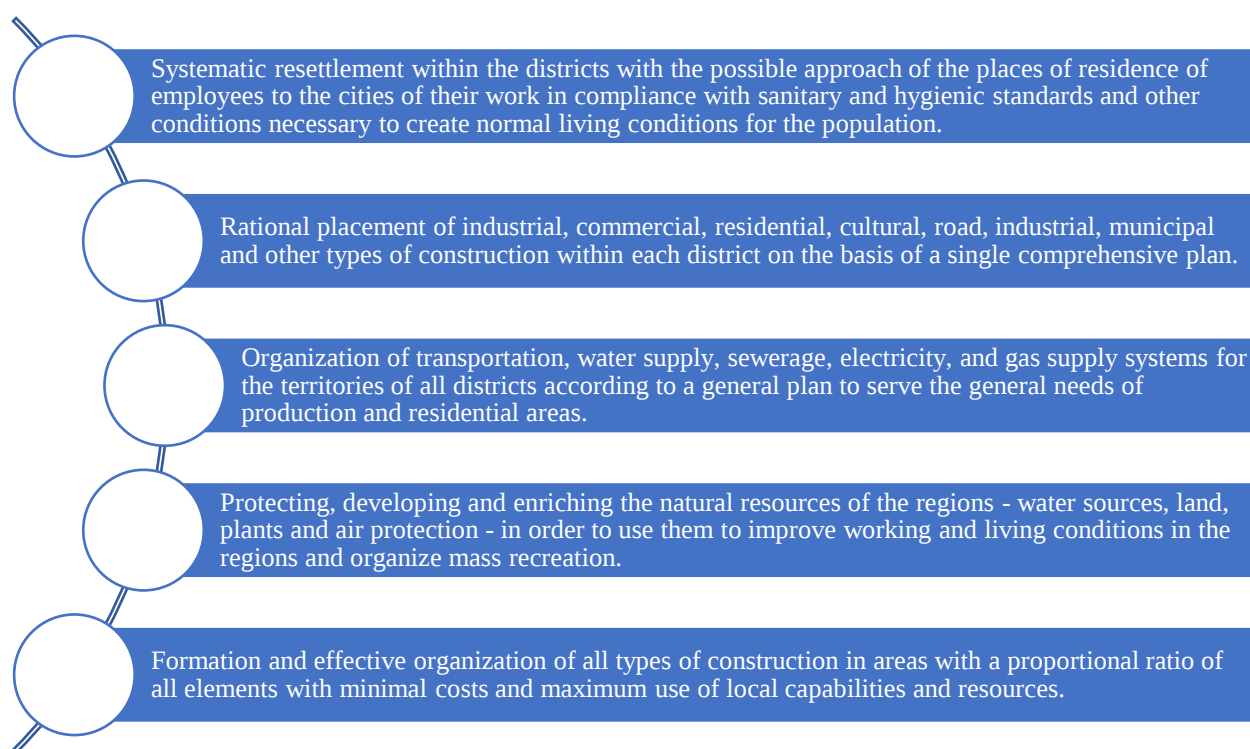


Figure 1. Tasks of effective development of territorial district planning

Source: Compiled by the author on the basis of [408]

The solution of these problems formulated the main goal of regional planning in this period. Regional planning is gaining great relevance and national importance.

Evaluating the previous period, experts emphasize a number of significant shortcomings in addressing regional planning issues. These include departmental dictates in the selection of locations for new production areas without taking into account the existing settlement system, significant costs for engineering training, lack of labor resources, difficulties with the construction of new housing and service systems, which worsened living conditions both in terms of sanitary and hygienic conditions and distance from workplaces [408].

The revival of Ukraine's independence fundamentally changed the priorities in planning and philosophy of spatial development of our country and created the necessary preconditions for the development of a national planning strategy at the national level, which consisted primarily in the implementation of the General Scheme of Planning the Territory of Ukraine (1998-2001).

The growth of urbanized areas has almost tripled over the past fifty years, forcing us to return to the problems of nature conservation, ecology, and restoring the natural potential for creating a healthy space for human existence. This issue makes us turn to the concept of an ecoregion.

At the local and regional levels, sustainable development planning is based on structural features that can be effectively described by referring to the concept of an eco-region [409], which has traditionally been associated with industrial production, but in the last few decades has been recognized as other activities, including tourism [410], food production [411], cultural offerings [412], and organic agriculture [413]. In the latter context, the concept of ecoregion (or bioregion) is used precisely to emphasize the territorial dimension. Indeed, ecoregions are usually associated with geographical areas characterized by common conditions that affect the economic, social and environmental performance and capabilities of an agricultural production system.

In this context, although ecoregions are gaining considerable relevance at the international level and there is a general agreement on the definition of the concept; what is lacking is a comprehensive methodological approach for their analytical identification that takes into account not only the biological and agricultural

characteristics of the "organic farming" of the territory, but also the dimensions that can revitalize and sustain the life of the ecoregion over time (mainly related to the environmental, social and economic characteristics of the region). This shortcoming affects the ability of policymakers to effectively identify areas that are suitable for entry into an ecoregion [414].

The Resolution on Approval of the State Strategy for Regional Development for 2021-2027 [415] pays great attention to planning the development of ecological regions of Ukraine, which can be seen in particular on the map of protected areas and objects.

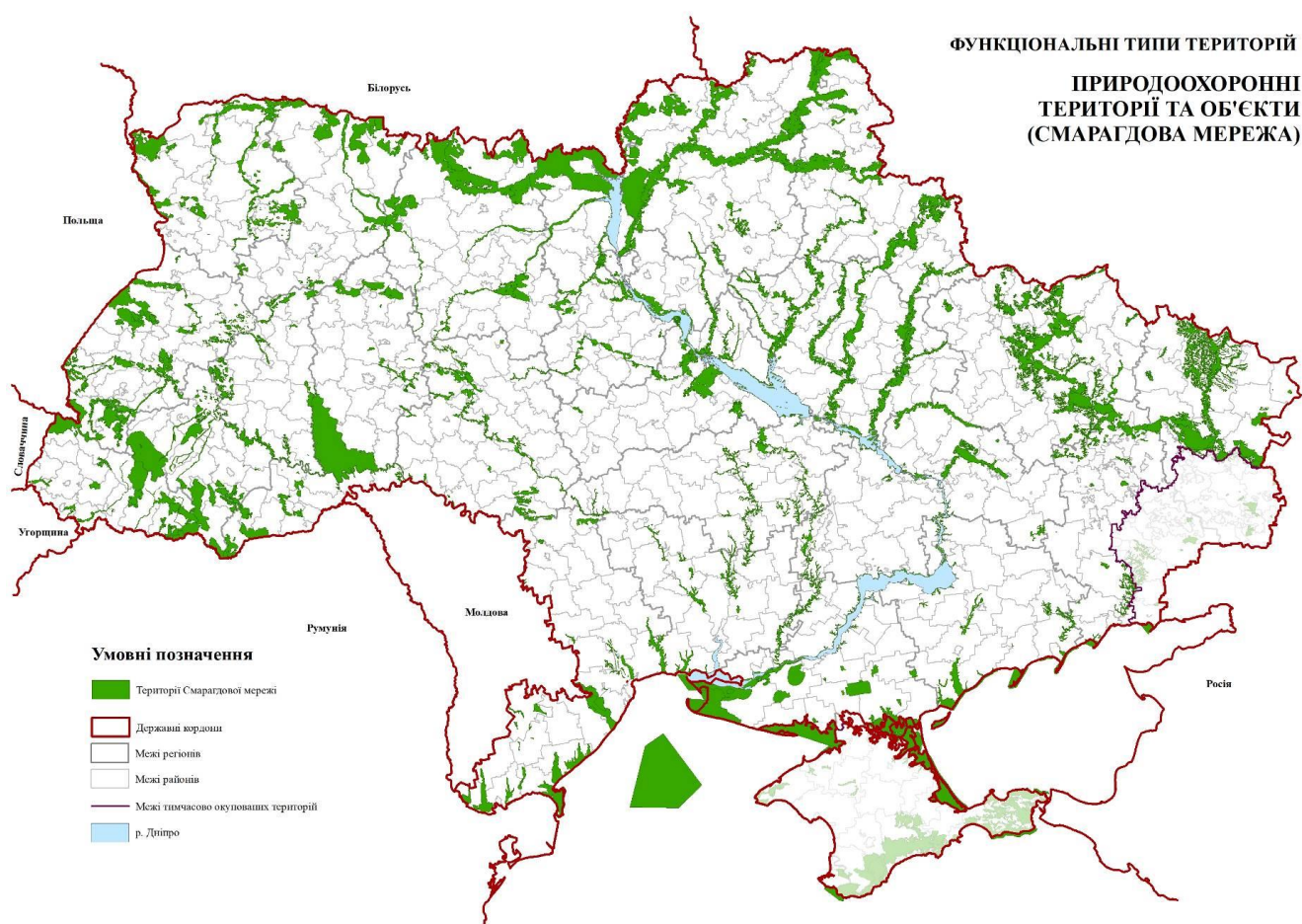


Figure 2. Map of protected areas in Ukraine [415]

According to the figure, the Emerald Network is a network that includes Areas of Special Conservation Interest (ASCI). The inclusion of territories in the Emerald Network is based on the so-called biogeographic approach. The biogeographical approach means that the assessment of the adequacy of the designated Emerald

Network areas for the long-term conservation of species and habitats is carried out within biogeographical regions.

In general, a region is considered to be a relatively large area of land that has geographical, political or cultural significance characteristics that distinguish it from other regions. In the European Union, for example, it is quite common to link a region to a nomenclature of territorial units for statistical purposes. As an example, in southern Portugal, the Algarve region is easily distinguishable from the Alentejo region to the north, due to its distinct (more mountainous) physical geography and culture (different dialects). In parallel, since the 1990s, these regions have formed alliances of cross-border cooperation with neighboring Spanish regions through the creation of cross-border entities (Euroregions, Eurocities, etc.). Thus, the development of a region implies a positive change in the region's development indicators over a certain period of time [416].

Going back to history, we should mention some key factors regarding the emergence and formation of regional planning as an independent research and project activity in the field of urban planning. Regional planning was established as a methodology for solving urban planning problems in territories that far exceeded the territories of existing cities and those that emerged in the early twentieth century. The first works on regional planning that became known to a wide range of specialists were: "the project of planning of the Paris district" within the Seine department (L. Jossely 1919), the project of district planning of the Ruhr region, with an area of 3.5 square kilometers and a population of 4 million people in Germany (1920), the project of planning of the Doncaster district in the UK by P. Abercrombie [408].

In the 50s of the twentieth century, the first positions in the methodology of district planning were taken by the Ukrainian School on the basis of the Dipromisto Institute. A new stage of settlement began in the 60s and 70s of the twentieth century, namely, a combination of research efforts in the field of urban planning, geography, economics, etc. The concept of "agglomeration", as an attempt to curb the growth of large cities, was initially severely criticized as promising, since the places of settlement

and industrial location were based only on the economic component, and all other territories were resource-based [417].

The uneven level of socio-economic development of the regions, which is especially deepening at the level of cities, towns, and villages, leads to an imbalance in the territory of Ukraine that threatens its integrity. The growth of territorial disparities in the level and quality of life of the population intensifies external and internal migration processes, which are practically uncontrollable, leads to an outflow of labor resources, especially from border and rural areas, mono-functional cities, and disrupts the settlement system. As a result, there is a growing gap between the center and remote areas, loss of control over them, further aggravation of the crisis in underdeveloped areas and their marginalization.

In order to prevent negative processes of territorial disproportion, territorial planning of regional development remains an urgent issue. The implementation of the state regional policy for the period up to 2027 stipulates that the object of regional policy is a territory characterized by a specific set of social, spatial, environmental and economic features. Measures to implement the state regional policy will be aimed at supporting potential centers of economic growth that can spread their positive impact on the development of neighboring territories and influence the development of the region as a whole, as well as at supporting integrated development projects for territories with special development problems, which should help reduce the level of interregional and intraregional asymmetry in the development of territorial communities and the quality of human life.

Previously, suburban areas were viewed as a product of the urbanization process, which begins with the growth of urban centers and affects rural areas in concentric areas of differential impact [418]. During the first phase of this process, demographic growth affects urban centers as people move there after migration from rural areas. In the second phase, it affects the entire urban agglomeration, as the increased costs of congestion in urban areas force people to move to the urban periphery. Later, during the next phase of counter-urbanization, both urban centers and suburbs experience population decline. The last phase, the reurbanization phase, sees a reverse trend [419].

Meanwhile, centrifugal force causes an explosion of urban areas in the surrounding suburbs, which involves the conversion of rural areas to urban needs, creating suburban areas. This transformation usually follows different spatial patterns; the most recurrent is the flow or leap from dense urban development to low-density and scattered development within agricultural areas [420]. Shortly afterward, centripetal force partially fills the vacant spaces among new suburban settlements [421].

This means that in the early stages, suburban expansion depends on demographic growth, while in later stages it reflects the spatial reorganization of the population.

However, urbanization is not just an urban process that results from a morphological transformation caused by changes in demographic flows. Starting in the mid-eighties and over the next decade, a comprehensive study of the forms of the city and its contemporary territory revealed widespread urbanization as the result of unprecedented processes that led to the emergence and maturation of spatial and social forms that should be studied with new attention. This happened because of a change in the collective model of reflection that led from a "plan" to "project-oriented" perspectives on managing territorial transformations and encouraged a deeper discussion of the relationship between society, economy, and territory [422]. This has prompted several scholars to investigate other drivers of these spatial patterns. Demographic dynamics remains the main and most discussed factor. However, other factors are considered equally important: urban migration, agricultural intensification, travel and infrastructure investment, industrialization, and changing views on desirable locations for specific production sites such as distribution centers, waste management infrastructures, and amenities, as well as different people's lifestyle preferences, housing dispersion, and housing market trends [423].

In addition, urbanization is not a linear process: deviations from the above paths are possible, which also affect small towns outside the city. Decentralization also encourages the participation of local stakeholders in territorial decision-making. Governance is actually seen as "the making of collectively binding decisions for a community within a community by government and other actors". This implies a shift in decision-making to other stakeholders in peri-urban areas, in addition to government

agencies. The list of other stakeholders includes all the institutions responsible for managing the territories within which the peri-urban areas extend, private citizens and associations, as well as new actors such as middle-class urban commuters, small urban farmers or industrial entrepreneurs who emerge with their specific requests and needs.

The speed of the transition to their full inclusion in decision-making depends on two factors. First, the willingness of local governments to hand over decision-making to citizens has proven to be a major factor in driving change in governance. Secondly, the commitment of local residents has a significant impact on the course of experiments, while social cohesion and tangible results strongly influence the degree and continuity of such commitment [423].

Strategic spatial planning is increasingly being practiced around the world to develop a synchronized vision to guide the medium- and long-term development of urban regions. Strategic spatial planning is also used as a response to economic and social challenges and to support structural change, for example, from an industrial to a service-oriented urban region. Strategic spatial planning includes both the stages of plan development and its implementation [424].

The literature defines the development of a strategic spatial plan as a social and collective process that brings many actors from the private and public sectors together to shape spatial dynamics, develop short-term actions, and define long-term visions and development strategies [425]. In addition, the development of a strategic plan allows for the generation, exchange, management, and use of various forms of popular and expert knowledge in a way that leads to more transparent and legitimate spatial interventions. In a number of important cases, the author [426] emphasizes the relational nature of strategic plan development processes. This relational nature implies interrelationships between many participants of knowledge sources, involvement of public and private interests within the territorial.

Thus, the development of a strategic spatial plan is about strategy-making as it is about designing cooperative networks at different levels of government and negotiating through which planning intentions, i.e. new housing developments, retail locations, transportation network improvements, public space maintenance or green

space expansion, etc., as well as the demands of interest groups are exchanged to ensure jointly achieved outcomes. Strategic spatial plans have the ability to improve human settlements and overall quality of life if the planning process is understood as a form of storytelling that involves more dynamic ways of decision-making, including coordination, legal frameworks, and local governance [427].

In Ukraine, the emphasis in regional territorial planning is also on economic development centers, which require significant attention and, with favorable changes, can become the main centers of attraction. Their territorial location on the map of Ukraine can be seen in Figure 3.

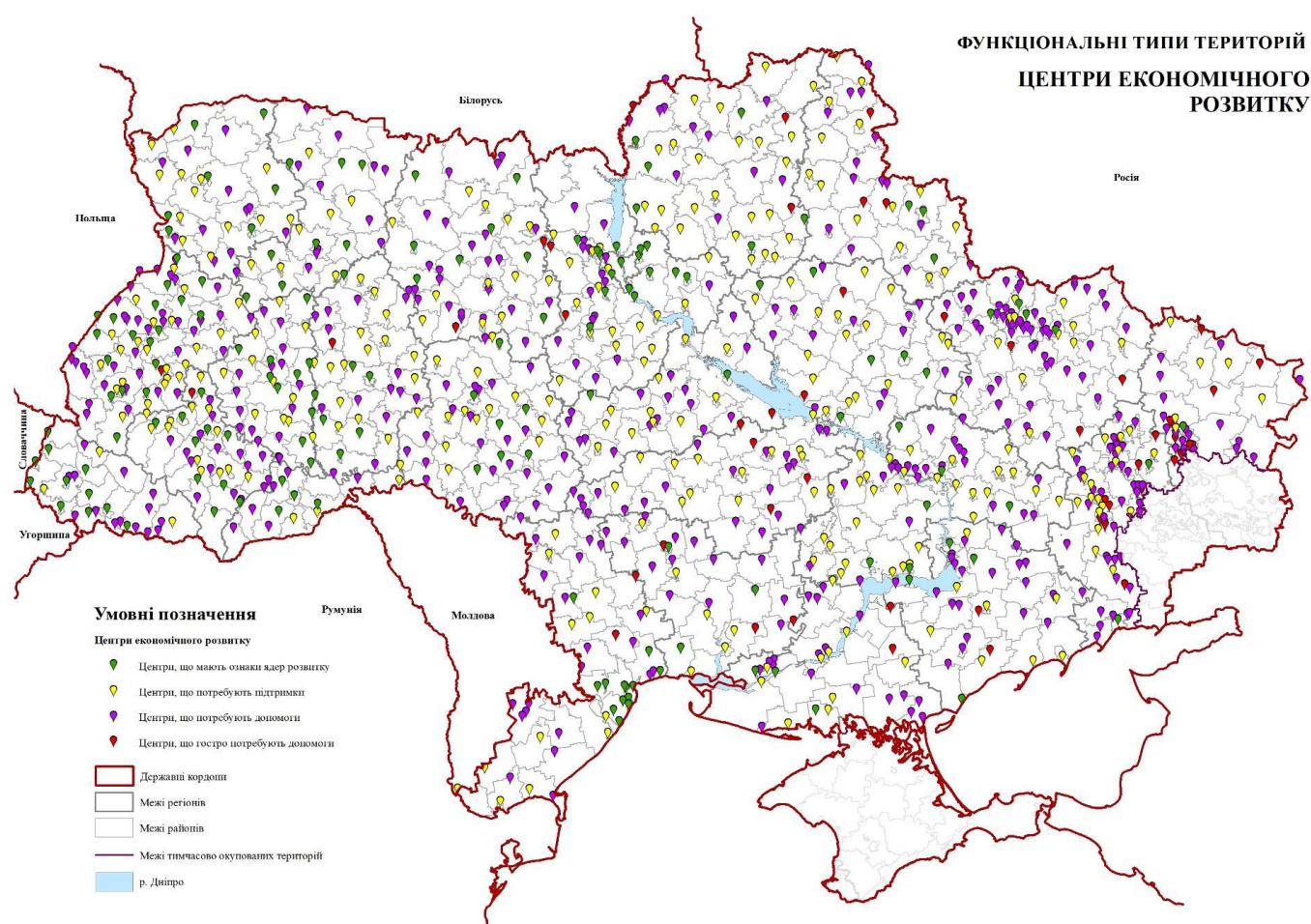


Figure 3. Map of designated territories of economic development centers of Ukraine (agglomerations, cities) [415]

The development of a basic-level territorial community is a key task for ensuring accelerated economic development in Ukraine. One of the main tasks of the

decentralization reform in Ukraine is to realize the potential of local self-government to generate appropriate resources and create conditions for the development of the territory. Planning is one of the basic tools for ensuring the development of the territory.

Today, strategic planning can become a driver, a basis for ensuring the competitiveness of the development of various territorial systems, including rural ones. Unlike classical methods, the result of strategic planning is a map of the future that visualizes the economic space and allows for consideration of alternative methods and ways to achieve the desired result. (The process of municipal strategic planning is dualistic, which is determined by the need to coordinate interest groups of key stakeholders in the mandatory interconnection of economic and social guidelines for rural development, laid down in the format of long-term planning.

Since territorial development is multidimensional, there are no single approaches to ensuring it. This process is influenced by spatial, urban planning, investment, environmental and other factors. Therefore, in order to substantiate the directions of territorial development, it is necessary to form a quantitative basis for making decisions on improving the efficiency of land management as an important factor in ensuring development at the regional level. In this framework, special attention is paid to the application of modern methods for identifying the influence of factors and identifying areas of territorial development based on the use of intelligent systems.

The first experience of integrated territorial planning and its strategic support in Ukraine and the accumulated international experience allow us to identify three areas of its focus. First of all, integrated development is seen as a consensus on community development, especially local economic development, between stakeholders. It is achieved through participatory planning and implementation of planned activities [428] and a well-established dialogue between stakeholders as the basis for local development policy formation. Most researchers point to the difficulties of real and effective practice of implementing integrated planning and planning activities for specific areas of space.

The second approach interprets integrated development in a format close to sustainable and comprehensive development. Here, it is important to balance the

community's territory at the local level of economic development, public services and social security. The main attention is paid to the preservation of the environment [429]. Resource management and community planning become the main tools for achieving integration in this coordinate system.

Finally, the third approach represents an awareness of the importance of space and its varieties and diversity in the formation of the territory, which geographers define as a combination of development potential and a multitude of resources in the form of a single territorial resource. Different geographical concepts and approaches provide the basis for strategic planning of integrated development through the coordination of territorial centers, axes of advanced development within the community. Internal differences and polarization of development are determined by geographical factors, historical experience, and functional features of individual parts of the territory; the center-periphery model is used to analyze differences in the development of individual parts of the territory at different hierarchical levels and is effective for planning activities.

Territory planning and determining their future development paths is an extremely important issue and task for territorial units of any level. In particular, "...territory planning does not just serve socio-economic developments, but sets and develops the planning organization of the region, oblast, district as a whole, in the conditions of economic, social, environmental competition of various industries and activities, in the context of the implementation of a comprehensive plan for the territorial development of regions and administrative-territorial units" [430]. Strategic planning should first of all take into account the interests and aspirations of the population of a particular territorial community, their system of values, infrastructure, existing business and opportunities for its growth (starting a new one), local resources, problems, etc. When planning the development of territories, it is necessary to take into account the widest possible range of indicators of social and economic life of the population, to take into account the current situation fully and only on the basis of reliable empirical data, as well as the results of using participatory methods, to develop possible development scenarios and propose measures to achieve these goals [431].

Meanwhile, there are challenges to urban planning today:



Figure 4. List of the main challenges facing urban planning today

Source: Compiled by the author on the basis of [417].

The strategic vision of regional development and the state as a whole is to create sufficient conditions for comfortable living, self-realization and development of citizens, and improve the quality of their lives in each region. The state regional policy assists each region and territorial community in the effective use of their potential, advantages, resources and opportunities for development and improvement of the quality of life, and thus for the development of the whole of Ukraine - an economically and environmentally stable, politically and socially cohesive state.

The strategic goal of the state regional policy until 2027 is human-centered development and unity - a decent life in a cohesive, decentralized, competitive and democratic Ukraine, ensuring the effective use of the internal potential of the territories and their specialization to achieve sustainable development of the country, which creates conditions for increasing the level of well-being and income of citizens while achieving cohesion in the social, humanitarian, economic, environmental and spatial dimensions.

The strategic goal of the state regional policy until 2027 is achieved on the basis of three strategic objectives:

I. Formation of a cohesive state in the social, humanitarian, economic, environmental, security and spatial dimensions.

II. Increasing the level of competitiveness of the regions.

III. Building effective multi-level governance.

The current extremely difficult situation once again forces us to make radical adjustments to the system of urban and regional planning. It is necessary to develop a new General Scheme of Settlement as the basic law for the development of all spheres of the country. This raises a number of questions from the standpoint of initial resource issues: what is the basis of economic development, how to organize migration processes, what will be the demography, social sphere, education, preservation, restoration, and eventual reconstruction of the destroyed, and so on. Therefore, the issue of territorial planning of regional development definitely requires attention and remains relevant, and research on this topic can significantly help in solving urgent problems.