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THE USAGE AND PLANNING OF TERRITORY IN UKRAINE – AIMS, PROBLEMS, NEEDS

UŻYTKOWANIE I PLANOWANIE PRZESTRZENNE NA UKRAINIE – CELE, PROBLEMY, POTRZEBY

***Zarys treści*:** The spatial planning is an area of human activity that allows organizing the space and consists in setting the terms and conditions of its use and disposal. The spatial planning requires consideration of a number of socio-geographical elements, and particularly of natural resources and the need to protect them. The article concerns the problems of planning on Ukrainian territory in the context of the implementation of state policy.

***Słowa kluczowe*:** przestrzeń, wykorzystanie zasobów przyrodniczych, rozwój regionalny, planowanie przestrzenne, Ukraina
***Key words*:** territory, nature management, regional development, territorial planning, Ukraine

Introduction

In spite of the fact that Ukraine isn't ready enough to proceed the model of competitive subregions, new methods of development and strengthening of its regions are being worked out at the present time. Legislative environment doesn't support an economic autonomy of the regions, but, in fact, works against it. Analogically, politicians don't accept decisions suggested by lower levels that are vitally important for competitive companies and territories. At the same time, economical dynamics of territorial communities and regions, the forming basis of their competitiveness and economical development, are defined by the potential of these territories. That is why within the key conceptions of regional development always were the tasks of the region territory potential, its resourcefulness coming out from the intensity of environmental usage. The mechanisms of planning in Ukraine were fundamentally changed while appliance of market economy, but the importance of planning based on the new theoretically methodological principals keeps growing. Despite the fact that, up to the Ukrainian mentality, planning is considered to be a leading administrative paradigm of the Soviet Union, the

modern administration of the country and development of its regions also needs territorial planning as a complex method of effective influence on regional evolution.

Numerous research papers of Ukrainian and foreign authors are dedicated to the regional problems of different covering areas and types, space development in the aspect of globalization tendency, growth of territorial competitiveness and regional reclamation of territories: modeling of territorial concentration of economical activity by Krugman P.R. (1991), researching the relations of micro-economic and external economic factors and territorial organization of holdings by Alonso-Villar O. (2001), Mansori K.S. (2003), the analyses of the non-material factors important for balanced space development and the growth of competitive abilities of territories by Camagni R. (2002), Giffinger R. (2004), Zielenbach S. (2000). At the same time the researches in sphere of territorial planning and rational organization of geospace (Gottmann 1952; Freeman 1968; Paasi 1991, 2003; Jongman 2004; Bailly 2004; Korcelli 2012; Walsh 2014) are beyond competition.

Results and suggestions

The administrative proceeding of territorial planning and regional development has to solve the number of present-day problems connected with the usage of the main regional resource – space (as biologically productive base) and territories (as a geospace basis for social existence). The small territory, concentrating large number of population, denotes the comprehension of its correct treatment. It is obvious that on the first stages of civilization development such spots of concentrated population were the cities which leads to the understanding that territorial planning gained its development evolutionally from the planning of cities and town-building as the pioneer directions of social activity geospace organization.

The development of territorial planning is characterized by the differentiation and integration of separate elements, functions, subsystems, along with realization of new technical, informational, intellectual opportunities, caused by the process forming the cities composition, that fundamentally differentiates through periods in different cultures depending on the importance of government, church, different social groups and social processes. At the present day in Ukraine territorial planning comes out as an essential element of all regional development strategies conversion (Nudelman 2007; Paleha 2010; Topchiev 2011; Malchykowa 2012): any projects and decisions of economical, social, demographical, ecological, territorial development always include different materials of land development, functional territorial zoning, territorial ability to different kinds of land using and other. Experience of high developed countries approves a necessary existence of town-building documentary at any level of territorial administration, maintenance of its development sequence and project decisions. The experience of Europe proves the necessity of working out the long-term policy of territorial planning at interstate level: actions of Council of Europe connected with space planning have been initialized in 1970 in Bonn by calling the first Europe conference of ministers responsible for space (regional) planning (CEMAT conference)[1].

[1] Council of Europe, www.coe.int/t/dgap/localdemocracy/cemat/default_en.asp access on 10.11.2014

Within the context of such a space-planning integration of European countries (taking into account the experience of Europe) the General scheme of Ukraine territory planning was worked out and legislatively formalized in 2002. By two laws of Ukraine the work of state and regional ecological systems development was started. The recommendations on territorial planning of sea outfall (in the frames of EU project "Environmental Collaboration for the Black Sea: Georgia, Moldova, Russia and Ukraine", 2009) were worked out. Specification and concretization of planning decisions predicted by these pacts is taking place through creation of territorial planning schemes at regional and local levels. Generally, such materials play a role of additional instrument in developing and realization of state regional policy. It should be underlined that in recently accepted law of Ukraine "About regulating the town-building activity" it is confirmed the priority of town-building documentary in the structure of regional development strategy: "[...] The program of development the regions and localities, programs of economic, social and cultural development must be confirmed by the planning documentation appropriate level". This basic law denotes enumeration and hierarchy of planning documentation in Ukraine and according to it there must be created a system of territorial planning documents from General scheme of territorial planning of Ukraine to the schemes of rural council's plans and the plans of general communities (Fig. 1).

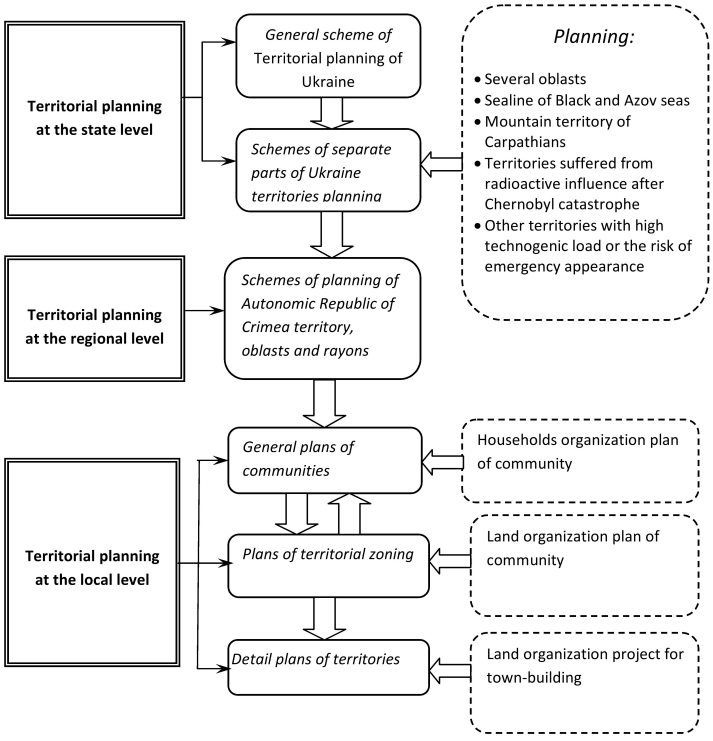


Fig. 1. Modern structure of town-building documentary
Ryc. 1. Nowoczesna struktura dokumentów planowania przestrzennego
Source: own elaboration

However it should be mentioned, that the situation of filling in the law by real sense, which is by the preparation of concrete planning documentation, is very tough. In Ukraine there are 27 regions (Autonomic Republic of Crimea, 24 oblasts, 2 cities with special status: Kyiv and Sevastopol), that according to the Europe system nomenclature of administrative-territorial division and coding levels correspond to the level NUTS 2; 490 rayons, that correspond to the level NUTS 3; and about 30 000 communities of different levels, that don't have any analogues within this system. It has to be underlined that such an "isolation" of administrative and territorial state system doesn't only make an opportunity to provide corollary data for statistic gains in Eurostat accounting system, but limits the space-planning integration of Ukraine into the European space.

According to the native norms for every administrative and territorial unity and community the law makes the creation of planning documents of high necessity. However, in reality the vast majority of administrative units and settlements don't have actualized planning documentation. Nevertheless, all of the steps indicate the growing importance of planning areas in the country and even its detachment into a separate research area, comparable in weight to socio-economic planning.

Activation of planning areas in the regions of Ukraine and new legislation on these issues requires a rethinking of theoretical and methodological framework, planning activities within the territories of different scales and levels. Along with this particular issue is determination of conceptual and terminology territorial planning, as in modern scientific sources terminological inconsistency still presents.

In domestic science the components of regional territorial planning have been developed in various fields, causing the absence of common theoretical base and generating of a terminological inconsistency. Understanding of the concept and definition of the "territorial planning" as one of the most complex concepts of generalized social geography, urban planning, regional policy – is a process of change, transformation of scientific ideas, theories, views of scientists in the development of their scientific activities and the formation of a scientific outlook.

The existing scientific literature (Alayev 1983; Belokon 2003; Palekh 2010, etc.) pointed on the laws and regulating documents of "territorial planning", "planning of the territories", "regional planning", "rayon planning", "town-building" is often intertwined and substitute each other, that is not entirely correct. Intensive development of theoretical and methodological apparatus associated with the term "territorial planning", accompanied by inconsistency in the use of concepts, understanding of their hierarchical relationships. We proved (Topchiev et al. 2010; Malchykowa 2010--2012) the necessity of using the term "geoplanning" for general denoting of territorial, rayon, region planning. Taking into consideration the fact that the object of any work in the field of town-building, regional, rayon, territorial planning and projecting is a territory, using of "geo" term element to form the term "geoplanning" will indicate the substantial nature of this type of planning. In addition, it will avoid a discord in using the concepts "regional", "rayon", "territorial", "spatial" etc. However, all of these defining words used as synonyms, in fact, in deeply developed system of geographical concepts and terms they form a hierarchically ordered system, and only the concept of "rayon" and "region" can be used as synonymous (now usually the

concept of region often used for administrative formed territories and the concept of rayon both relatively natural and administrative areas).

In this context, geoplanning is understood as (Fig. 2):

1) Synthetic structural and applied scientific field that studies the planning organization of socio-spatial systems, methods of its development and optimization;
2) Science-based systematic process of rational territorial organization of society by developing and implementing plans for territorial development;
3) Administrative technology of regulating of land use, development and maintenance of complete living environment to ensure balanced regional development and to improve quality of life.

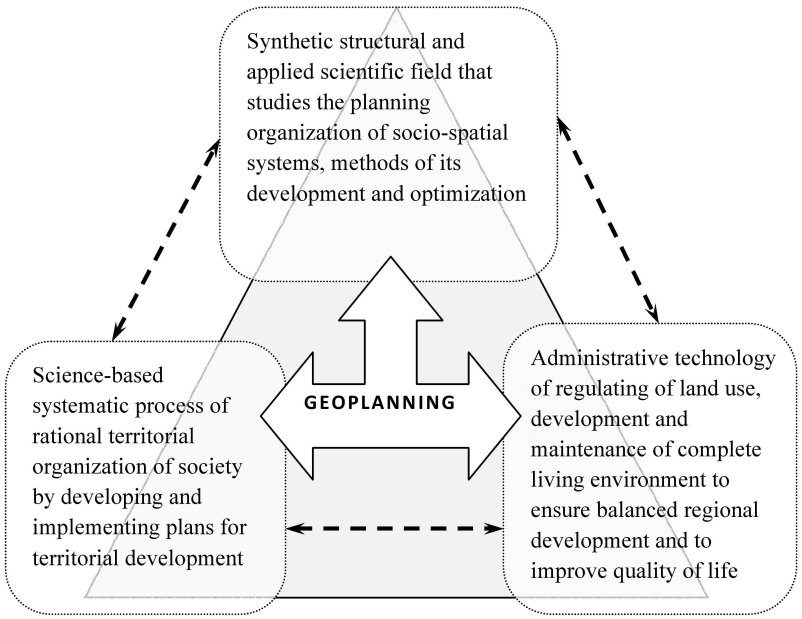


Fig. 2. Basic components of geoplanning
Ryc. 2. Podstawowe elementy planowania przestrzennego
Source: own elaboration

It should be emphasized that its features as an integral and unique resource were always the primordial of using and territory planning differentiation. The first and the main function of the concept "territory" – a geospatial link of any geographical objects and characteristics in their location, accommodation and territorial combinations (geocomplexes).

Despite the fundamentality of this category the territorial administration concepts like "territorial behavior" (Walsh 2014) appeared very recently in the European daily protocol and are often used with the concept of territorial cohesion. At the present day, the concept has been conceptually defined in the European political and scien-

tific debate. Three specific features that distinguish territorial administration from other types of controls are emphasized (Stead 2014):

– Territorial administration analyzes the territorial dynamics, forecasts it and offers new methods of territorial processes managing;
– Territorial administration evaluates the impact of territorial conditions and forming of the place development potential;
– Territorial administration within the administrative regionalization defines the boundaries of political influence.

In some studies (Walsh 2014; Camagni 2010) emphasizes the increased attention to the role of the territory and territoriality in the context of socio-spatial interaction and spatial decision-making. It is mentioned that in the basis of territorial planning and search of territorial administration strategies is laid the spatial representation of public policies that reflect the established political and administrative traditions and territorial boundaries. Recently in economics also developed the concept of territorial capital (Giffinger 2008). The concept of territorial capital implies that the same investment in different regions lead to different results, both at the city level and at the state level. Competitiveness achieved due to the peculiarities of the territory, infrastructure efficiency and service benefits throughout the local economy. Territorial capital determines the possibility and value of making proceed per unit of investment, therefore, affects the competitiveness of places by attracting investment and skilled workers. For example, among the main factors that make up the physical assets of the territorial capital of cities, the researchers include spatial arrangement of the city, its organization, economic performance of the corporate, economic structure, climate and natural resources, human capital, infrastructure and urban conditions. Intangible assets are characterized as a specific social capital that allows to realize the competitive strategy of the city, including the interaction of government, business and society, socio-cultural patterns of competition and business and social network interactions, mechanisms of information flow in innovation clusters (Anoshkyn 2012).

That is how, the territorial capital is actually defined (Giffinger 2008; Perucca 2014) as a system of territorial funds of economic, cultural, social and environmental issues, providing potential of places development. The essence of this concept is the recognition of possible interactions between factors of different nature. Very few studies have focused on empirical verification of relations between the territorial capital and economic growth, but European countries have experience (Perucca 2014) of analysis of the impact that points the leading role of some endogenous factors (properties of the territory) explaining the differentiation of regional growth pattern. The materials of research "Kleinräumige Wirtschaftsentwicklung im dicht genutzten Stadtgebiet von Wien" presents an analysis of the impact of 15 territorial units of specific conditions on the development of industries, proving that companies and different industries show differentiated claims to the territory. At the same time the same territorial conditions can stimulate the development of one sector of the economy and hinder the development of other industries. For example, there are industries and sectors that can not be effectively developed in intensively used areas (Giffinger 2004).

In the geographical studies territory has numerous and varied characteristics. The main ones are: geographic location or place (location), the resource potential of the territory, its size (area size) and the level of economic development of the territory.

The following specific social and geographical characteristics and features of using the territory as a resource are:

1) In the methodological aspect – the area is a geospatial basis for human activity. It includes and focuses on each area all environmental components and their typical spatial combination – natural systems (landscapes).
2) Territory is not just a place of localization of all kinds of natural resources, including land, but also a space for population settlement and deployment of all types of people activities.
3) Any component-sectoral environmental feature (natural resources, socio--demographic, industrial) is spatially coordinated, that is to say it has a necessary binding to specific places, locations, areas.
4) Valuation of the territory is determined by the presence of the four major characteristics of these unique and original resources (Topchiev 2010): of resource place (location) potential of the territory; of natural (land) and socio-economic resources potential of the territory; of capacity of space for settlement and the main economic activities potential; of area capacity potential, depending on the level of economic development and land use intensity.
5) Characteristics of local resources can be developed and used only in compare to their spatial distribution and territorial reference: they do not exist out of the territory.
6) The real use of local resources is "multidirected": territorial cooperation of only certain types of nature use is conflicting and even mutually exclusive, but most types of nature are compatible in varying degrees.

All these features are currently widely used in geographical studies. Of course, the creation of regional inventory of resources at the national, legislated level in Ukraine is just raised (Topchiev 2010; Malchykova 2012). Only state territorial inventory is functioning fully, even with the number of problems (Malchykova 2005): it was created according to the Soviet methodology of economic land valuation. An automatic system of inventory valuation is now being developed and filled; the market for land is being formed etc. In addition, the elements of inventory valuation of territories were used during the geoplanning analyses of territories and forming of planning regional organization. In this case territorial communities will have an opportunity to operate not only qualitative and quantitative valuation of land resources, but the valuation of integral potential as the most powerful integral resource of development. In Fig. 3 it is presented the general methodological system of the territorial analyses as a sophisticated system of resources and characteristics for necessity of region territorial planning. Such a vision of socio-spatial complexes structure mainly corresponds, in our point of view, operation and application of geoplanning.

Separately raises the problem of present natural usage analyses is the region, as well as the series of topical maps showing the modern territorial usage of regions don't even exist. It is necessary to analys, systematize its main types, to identify the substantial and technical features of map-making. It is necessary to identify present

confrontation and conflict situations for main types of natural usage and corresponding variants of household usage of the territories: the shortage of lands for main economical activities, cases of territorial compatibility-incompatibility of corresponding varieties of natural usage etc. Problem and conflict situations in territorial division of the types of natural usage and households activities need to be shown on the maps, but, it should be mentioned, that this direction of topical map-making isn't developed at the moment.

It is emphasized that adjacency of certain types of natural usage is conflict and even mutually exclusive, but the major types of natural usage are cooperable to any extend. In the result of the analyses of present data of research, generalization of literature, statistics material we have tried to valuate the conflict, compatibility-incompatibility of different kinds of natural usage due to a creation of the matrix of conflict situations, that is shown in Fig. 4.

Nomenclature of chosen for analyses types of natural usage:

1) Settlement patterns nature usage – includes urban (also suburbs and agglomeration) and rural resettlement;
2) Recreation nature usage – punctual (separate resort objects), areal (resort district, places of mass resorting), zonal (resort-recreation zone) nature usage during the recreational process;
3) Agricultural nature usage – divided into 2 groups to associate with other types of nature usage: I – intensive agricultural landscapes transformation (arable agriculture, including irrigated, horticulture, gardening, wine growth); II-II – agricultural with partial preservation of natural systems (grasslands, meadows, pastures);
4) Meliorative nature usage – appears during the providing of meliorative long-termed works – irrigation and drainage (for example, building of lakes, canals, vent systems);
5) Water supply nature usage – punctual, lined, areal (dam lakes, lakes, firths etc.);
6) Forestry nature usage – green belt and forest;
7) Industrial nature usage – punctual (at the level of separate companies) and arel (industrial parks);
8) Mining nature usage – appears during the mineral extraction by open or closed methods;
9) Transport-logistic nature usage – transport trunks, communicative nets, railway and goods stations, sea and river ports, airports;
10) Infrastructure nature usage;
11) Bispheric and nature-oriented nature usage – objectal nature-oriented, areal, net-working;

The matrix shows that in general 66% of connections are fully or partially compatible, and really conflict situations, when different types of natural usage are factually absence, may appear in 20% of connection variants. It should be mentioned that the presence of so to say "hot spots" of anthropogenic and technogenic loading – the objects with critical level of load: waste landfills, landfills, mineral manuring and toxic chemical depositaries, intense animal production units and farms, animal burial places, objects of intenspollution of ground, water and air, isn't shown in the matrix.

It is to underline that choice of connection of natural usage types in optimal model of geoplanning organization of regional space is not possible without accounting of mentioned conflict aspects or mutual exclusion of separate types of agriculture activity and nature usage. The offered method has to become the basis of complex and regional territory planning.

For main types of agriculture activities the certain maps of their territorial organization with accounting of directions and scales of perspective development are needed.

Conclusions

The theoretical generalization and development of main territorial analyses aims for purpose of geoplanning gives an opportunity to emphasize:

1. Objectivation of optimal model of spatial organization and corresponding types of regional territories usage foresees the close perspective of new strategies researches (projects, programs, concepts etc.) of socio-economic development of the regions in accordance to the modern state regional policy.
2. The strategy of main nature usage types in the region along with the types of economical activity in projective workings needs to be methodologically and methodically developed. Formations of the perspective balance of regional territories, according to the types of economical activity and correspond nature usage directions, becomes the main task. It is necessary to show the forecast division of territories and lands in accordance to different nature usage types and types of their agricultural usage, territorial cimpetible – conflicteness of natural usage variety connections.
3. In the regional level it is necessary to research the territorial division according to the special spatial connections and combinations, not to the separate types of their usage for the needs of geoplanning and effective territorial organization. The territorial division of planned sections usage in the regional scale has to show not the separate nature usage types, but the geospatial combinations, that need to be systematizes and to valuate the geoecological conflicteness of such combinations.
4. The present records of land in Ukraine according to the types of lands and separate categories of territory do not fit the needs of geoplanning. The new categories that are not included to the records of land (the lands of water fond, recreation lands, wetlands) appeared. Secondly, according to the types the most divided agricultural lands do not include separately degenerated and low-yielding lands, do not divide the lands according to their usage intence.

The strategies of socio-economic regional development reason the priority spheres and kinds of economical activity. The requests about needed lands and territories figure in project workings for every sphere or kind of activity, but in such strategies the plans of effective territorial and regional land usage, that would analyze integrative and relatively the requests of different spheres on the territory and search the solutions of conflict situations, connected with the shortage of lands in conditions of growing different types of agricultural activity competitiveness, do not exist.

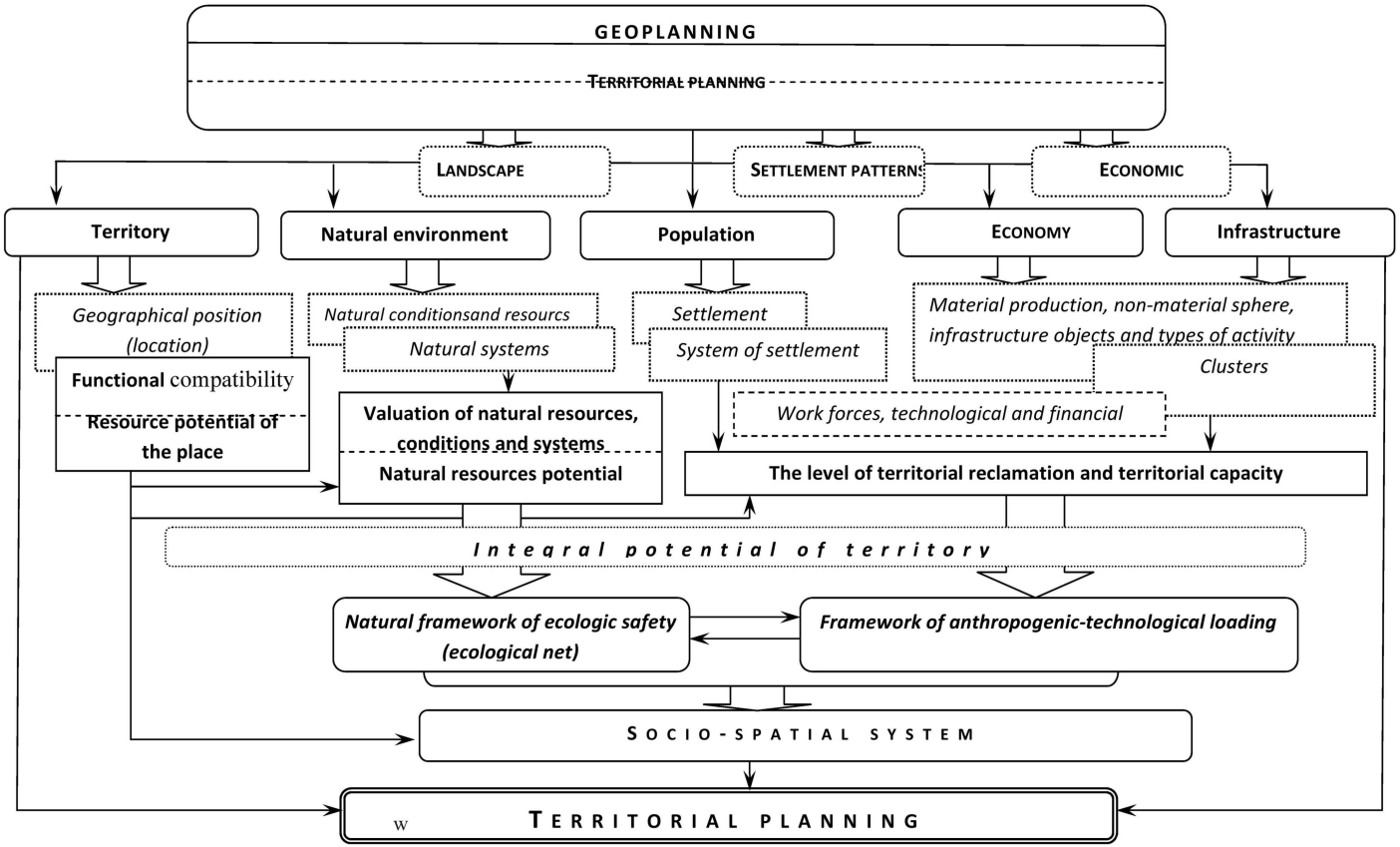
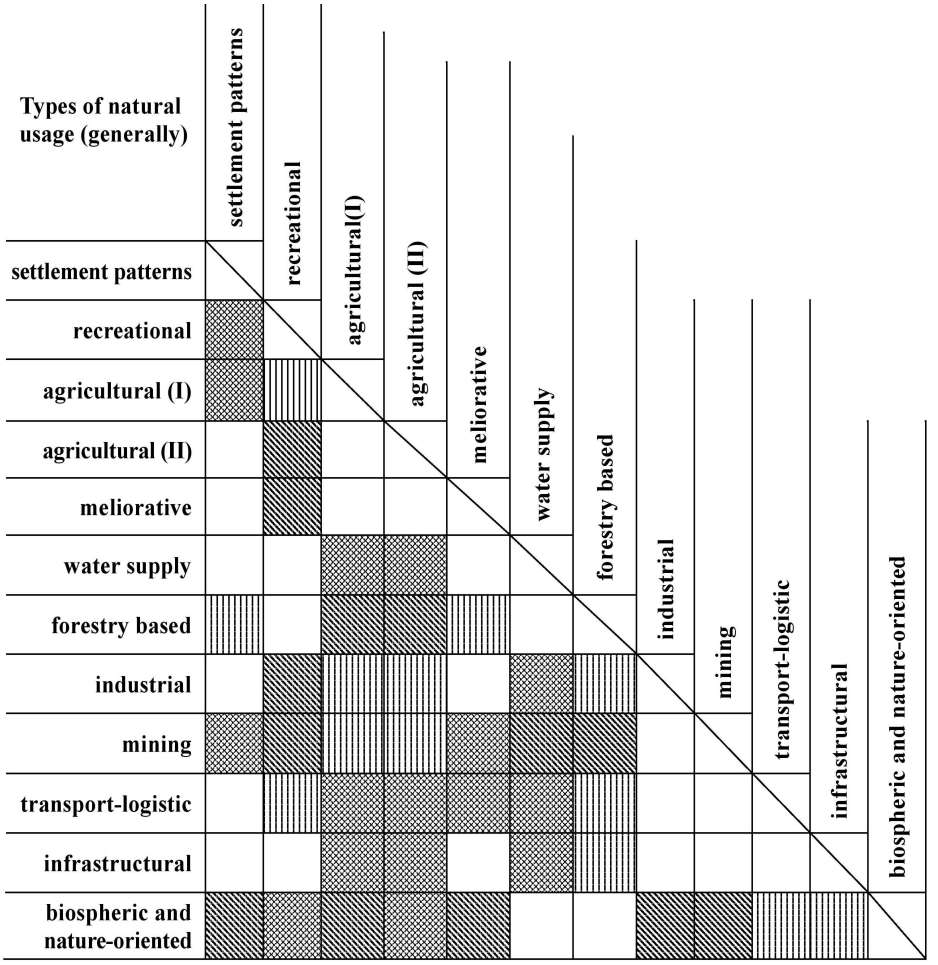


Fig. 3. Socio-geographical approach to the vision of territory for the needs of geoplanning
Ryc. 3. Społeczno-geograficzne podejście do koncepcji terytorium w kontekście planowania przestrzennego
Source: own elaboration



Notational conventions:

	Absence or negligeable conflicts, total territorial compatibility
	Medium conflict, constrained compatibility
	Serious conflicts, partial compatibility
	Very serious conflicts, mutual exclusion of natural usage

Fig. 4. Conflict situations and territorial compatibility-incompatibility of corresponding varieties of natural usage
Ryc. 4. Sytuacje konfliktowe i zgodność–niezgodność przestrzenna odpowiednich kierunków użytkowania naturalnego
Source: own elaboration

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Summary

In this article were identified the main components of the planning area, shows the hierarchical structure of the planning documentation which operates in Ukraine. The author identified the specific social and geographical characteristics and features of the use of the territory as a resource. Also was presented variant of structuring and analyzing the needs of the territory to territory planning. Analyzed the problematic aspects of the implementation of the state policy in the field of planning, the analysis of nature management and the problems of the territory. The variant of assessing conflicts, territorial compatibility of different types of nature management by creating a matrix of conflict situations was suggested.