

National politics of decentralization as town-planning process forming of the in-plant systems

Vitalii Yatsenko

Kyiv National University of Construction and Architecture
Povitroflotsky Avenue 31, Kyiv, Ukraine, 03037
iatsenko.vo@knuba.edu.ua, <https://orcid.org/0000-0002-6054-729X>

Received 28.09.2022, approved 18.12.2022
<https://doi.org/10.32347/tit.2022.51.0101>

Abstract. The article is a result of an analytical research on development of relations between the city and suburban area. An attempt to define main factors that may be included into a future strategy of balanced development and to avoid a number of problems in the organization of group forms of settlement in the big cities' influence zone. The decentralization processes in the governance system constitute the social and economic potential for creation of a system of common interests in development, and not for destruction of both cities and suburban area. The research materials analyze the current state of affairs of urban planning activities in Ukraine, in particular, peculiarities of regional planning, using three largest cities and their suburbs as case studies. A number of negative trends have been discovered in the relations between the city and suburban area, that need to be resolved during the subsequent stages of designing to take into account the changes in the management system – decentralization and development of territorial communities that will be interacting with the city on systemic positions.

Keywords: suburban area, balanced development, decentralization, regional planning, territorial communities

INTRODUCTION

The modern urban planning activities are closely related to the social and economic development of our society at all levels – from the state in general to a separate population center.



Vitalii Yatsenko
Head of the Department
of Landscape and Tourism
and Recreational Architecture
Dr. of Architecture, Prof.

One of the most important and difficult problems in urban planning is the one of development of local systems of populated areas in the process of change in the Ukraine's administrative and territorial structure.

Rational organization of manufacturing and environment, labor conditions, everyday life, and leisure at all levels of the settlement system will depend on resolution of this problem.

Today, the settlement system is considered to be a new stage of urban planning with the main task of uniting the problems of the city and environment due to emergence of an object – a territorial community (a local system of populated areas).

A retrospective study has shown the necessity of changes to the task complex that are to be developed at the current stage.

A necessity has been discovered to develop new methodological techniques that would unite the challenges of the city and suburban areas that constitute autonomous agents of the settlement system.

Political processes that drive changes in the planning structure development strategy at all levels of urban planning activities have an important significance as well.

The reality is running behind fantasies and, on the contrary, leads to destruction of environment by people who do not wish to use the already urbanized territories in more efficient ways. As many other systems, the settlement in Ukraine is a notable example of failure of the existing misbalanced state structure.

"The development of interaction mechanisms between central and local bodies of executive power will depend on the scenario of political process in Ukraine among other things" [11].

This is the paradigm that is developing today in the urban planning activities in Ukraine, that lies not in an individual character, as many have been characterizing the decentralization process, but in common interaction aimed at improving the state of affairs, not in antagonism between the city and suburban area, but in finding ways to cooperate in resolving economic, social, territorial and other issues.

Recently, special attention has been paid to large cities and their influence zone in the sphere of territory planning according to the government policy. Decentralization processes have been encouraging their territorial growth even more. This is especially relevant for cities serving as centers of regional settlement systems, such as Kyiv, Lviv, Kharkiv, Dnipro, Odesa and others. Up to this time, there have been no theoretical definitions providing a clear explanation of a big city influence zone, suburban area, urban agglomeration etc. Therefore scientific research works have been to a significant degree based on conventionality of definitions.

In these circumstances, it would make sense to consider agglomeration, big city, and suburban area as a zone of "common interests of the city and region", as a unified spatial entity where society's daily living activities are developed, as a group form of settlement with definition of boundaries, authorities and tasks of urban planning and regional significance.

OVERVIEW OF PUBLICATIONS ON THE TOPIC

The topic of architectural and regional planning has many times been raised in research works that provide rather full and deep characteristics of the period up to 2000-s. The period of Ukraine's independence has been characterized by a change in the direction of both scientific and project strategy in urban development.

The urban planning activities divided into domains that are sometimes not related to each other, which has currently resulted in many negative consequences.

Scientific activities have become more theoretic without backing of practical implementation. Project activities have become a "servant" of the customer and governance system, and therefore have no connections with scientific work. The construction industry is enjoying the position of all-permissiveness whatsoever. Despite the complexity of joining efforts to achieve positive results, nevertheless, scientific research in all spheres of urban planning activities deserve dedicated attention.

Scientific works of M. Diomin, O. Synhaievskaya, V. Vadimov, T. Panchenko, Yu. Bilokon, I. Fomin, Yu. Palekha, H. Pidhrushnyi have been dedicated to research of systemic character of settlement at all levels. [1, 5, 6, 12] In the recent years, among the works of strategic importance, the research "Territorial planning in Ukraine" by V. Kuibida and Yu. Bilokon should be noted [1 – 5]. It asserts that "European countries already possess experience in spatial development management" [6 – 8].

Research of historical urban-planning assessments as a result of changes in administrative and territorial structure deserve special attention. Works of M. Habrel, I. Fomin, V. Nudelman, A. Stanislavskyi and others can be classified among such research efforts [4 – 6, 13]

Foreign specialists, such as V. Gropius, L. Keeble, I. Freedman, K. Lynch, D. Harvey, and P. Hall should also be mentioned.

The specific character of the Ukrainian school lies in the deep study of separate direc-

tions in regional planning in the works of I. Bystriakov, H. Pidhrushnyi, Yu. Palekha, T. Panchenko, A. Hladkyi, and M. Kushnirenko [9–12].

OBJECTIVE

This publication's objective is to demonstrate transformation of evolutionary studies in the sphere of regional and urban planning, characterize the real status of suburban territories in the process of decentralization and administrative and territorial changes in Ukraine. An attempt to find positive and negative sides in the complicated relations between the city and suburbs. And to suggest a strategy for agglomerating local systems of the local level of suburban zone into unified spatial, economic and social systems as one of the reactions to the generally uncontrolled process.

To consider the developed concept of agglomeration not as a disorderly urbanization process without defined limits, but as a territorial association of local settlement systems, built on the principles of economic development, natural and environmental potential, and historical and cultural preservation. To outline problematic aspects in the definition of interaction between the city and suburban area, as well as to juxtapose the concepts of "suburban area", "influence zone", "common interests zone", and "agglomeration".

MATERIALS AND METHODS

We are used to many processes taking place in the urban planning theory and practice. The growth of large cities, deterioration of the environment, migration of the population, devastation of territories and their common misuse constitute only an insignificant list of challenges in the current urbanization process. We have already agreed that the process of settlements agglomeration is connected with migration of the population of small inhabited localities in search of employment, better life, services, culture etc.

In theory, the city should be taking into account all the factors in its general plans – economic, social and environmental capabilities of

its sustainable development. However, it is difficult to characterize this process as stable, especially in the recent times, when the process of urban advancement upon suburban territories is gaining momentum.

Frederick Lewis Allen has pointed out five main stages in the history of suburban areas development:

I-st – started in the late XIX century. With emergence of the railroad, country residents start commuting to towns for work. Inception of intensive migration processes. Distinguished development falls on 1900-1920.

II-nd – the 20-ies of XX century (emergence of personal vehicles). Construction of a large amount of country motor roads.

III-rd – 1930-1945 of the XX century – uneven and unstable situation in urban development.

IV-th – 1945-1980 of the XX century – an intensive stage driven by prefabricated construction, new materials, high demand for quickly-built accommodation.

V-th – 1980 – these days. Stratification of the society according to the level of income opens possibilities to build secondary residence in suburban areas, which significantly accelerates urbanization of suburban territories.

The "General Scheme of Territory Planning of Ukraine" developed by the State Scientific-Research Institute of Urban Design "Dipromisto" chaired by Yu. Bilokon became a significant achievement of the urban-planning science. In a short period of time there were developed all regional schemes of district planning, however the interest to the urban planning activities and its influence on actual planning solutions was gradually declining, and today its level is extremely low. If in the XIX century the general plan constituted a Law, at the beginning of the third millennium this is a more or less formal document that can be amended by numerous agencies and institutions, which has led to a complete loss of the entire hierarchy in projecting activities in the sphere of urban and regional planning. The state's passive attitude in enforcing compliance with the requirements of urban planning documentation has led to a collapse and territorial destruction.

In general, the city influence zone as an object of study by different experts has always been treated in different ways. Almost everybody agrees about one thing – that these are the territories that are not subject to development, but require structural understanding, alignment as a full-fledged element in the regional planning system.

But so far, the dilemma of city – suburb, or suburb – city, territory or district, reserve or independence is creating a vast chaotic battlefield for architects, sociologists, demographers, economists, ecologists, and many other specialists.

And again, everybody is united by the fact that this is a territory or land, an object of common interests, and it constitutes the principal objective for subsequent studies.

As a chance to save future for the cities, especially centers of settlement systems, there is the idea of decentralization that provides for regulation of systemic character of territorial organization.

It is possible to contain the uncontrolled destructive power only by a sharp amplification of governmental and public control over urban planning activities, as well as implementation of goal-oriented urban planning policy. At the same time, in its turn, the legislative state activities and executive actions at the level of local systems, as it is provided for by the Law on decentralization, should be accountable to public institutions. In the process of development of urban planning solutions – and they always attract significant public attention – it is the extent to which interests of the public and individual citizens are taken into account that should define quality of an urban planning project.

Growth of the cities is leading to conflict situations between the city and adjacent territories, once again raising the issue of delimitation and attempts to carry on activities and development independently.

There emerge a range of problems in the social, environmental and economic domains:

- inequality of income of people in the suburban area and city;
- difference in maintenance of systemic services;
- difference in provision of transportation;

- loss of economic potential of existence;
- functional imbalance in land use planning and management;
- under the pretext of reformation, the existing structure is being overloaded, and thus pushed beyond the regular process of existence;
- invasion upon the nature occurs on the both sides – from the cities – as a result of urbanization, and from the suburbs by disregarding the farming standards, wasting natural resources, attempting to improve the situation by squandering lands, forests, water reservoirs, subsoil etc.;
- the city and suburbs are "speaking" different languages, as a result, it narrows down to trading, mostly the lands, guided by the principle "I need this, and what's in it for me".

Deterioration of the environment, and absorption of suburban areas by cities are more relevant for the current situation, so there should be developed a strategy for interaction of all the stakeholders. Such structural chains can be: government institution – communities – business – science – education – public interest – manufacturing.

Setting the boundaries of suburban areas is important, but almost impossible according to today's principles, requirements and urban planning regulations.

The boundaries are constantly changing due to development of the city, so most probably, the territorial factor cannot constitute an objective limit.

The Kyiv agglomeration is the largest one in Ukraine, and could eventually form a single metropolis with Odesa, another city with a million-plus population. The combination of administrative functions with the functions of Odesa (port, sea, recreation...) in a single metropolis could give a significant impetus to the development of the settlement system and its transition to a higher level. The population of the Kyiv agglomeration was predicted to reach 3.0...3.2 million of residents in 2020 (Kyivproekt JSC, 2002). The Kyiv agglomeration presents the same trends as most major agglomerations of the world: rapid population growth, decline of manufacturing and industrial sphere, increasing social and environmental issues.

Today, in the strategy of creation of administrative-territorial communities as independent elements of settlement system, the city is forced to look for new approaches, in particular, attempts not to consider the city and suburban area in general, but regard it as an association of social and economic entities – territorial communities (group settlement systems at the local level). This approach most definitely corresponds to the term "planning of regulated development of urban agglomerations" introduced by I. Fomin in his work "Urban agglomeration planning (designing methodology)" as an opposite to the process of spontaneity and intensification of uncontrolled urbanization.

According to the last general plan of Kyiv (2002), which considered the city and suburban area comprehensively, the main tasks were as follows:

- improvement and further development of functional and planning structure that corresponds to the new status of Kyiv as the capital of an independent sovereign state;
- overcoming negative demographic trends in the acceleration of natural population growth and escalation of migration processes;
- the suburban area of Kyiv was defined as a new single administrative entity – "Kyiv Capital District".

This approach provided for an opportunity to achieve a more unified social, economic and territorial structure and ensure a more coordinated development of Kyiv and its area of influence.

According to the general plan, the expansion of the city territory was to be carried out at the expense of the adjacent territories in accordance with the project prospective proposals, thus forming the Kyiv capital district. (Figs.1, 2).

The second largest city of Kharkiv deserves no less attention as an urban agglomeration center. Powerful manufacturing, cultural, and scientific center, which forms a large urban agglomeration in terms of area, that includes several small and medium-sized towns. Like Kyiv, in 2002 Kharkiv began developing a new general plan that was prepared by the Ukrainian State Scientific and Research Urban Design Institute "Dipromisto".

The first results of the study revealed a number of negative phenomena similar to Kyiv, namely:

- negative demographic trends, population decline in general and a sharp reduction in the working age population;
- migration processes have led to an increase in population that was not employed in social production, which creates a burden on the existing infrastructure unforeseen by the calculations of the general plan;
- the unregulated development of the agglomeration is gaining an uncontrolled pace, namely the development of group forms on the basis of small towns, which creates environmental and other problems.

If the first two phenomena have a more social character, the third one has forced to offer a new approach to viewing the city and suburban area. In determining the city influence area, a ranking of administrative districts was carried out and individual groups were singled out, which include districts with different social and economic indicators. Analyzing the Kharkiv city agglomeration, it is expedient to compare some indicators with the Kyiv one according to the general plans of OJSC Kyivproekt and the Dipromisto Institute. As a result of the comparison, a method of analysis and mapping of indicators was proposed, which took into account three groups of indicators:

- Business activity;
- Social issues, recreational activities;
- Transport and engineering communications.

The analysis according to these indicators allowed to confirm the size of the city influence zone in temporal availability of 60...90 minutes.

The processes of decentralization in Ukraine and the formation of a new structural regional unit of the territorial community (in social terms) and as a local system of inhabited localities at the local level (in the urban planning sense) are endowed with properties through which the agglomeration will become a union of local systems and acquire more reasonable territorial boundaries and systemic ordering.

It is the ordering of city-forming connections of the local level of local systems, communications in accordance with the fundamental laws of social development and spatial settlement of people that is one of the principal tasks of determining the development strategy of local systems (territorial communities).

now the settlement of the impoverished is increasing, filling free spaces, and increasing the burden on the territory.

The city needs a large number of workers for low-skilled jobs, which are mainly done not by city and suburb residents, but by the newcomers.



Fig. 1. Draft planning of Kyiv suburban area (concept)

We have passed the period when the suburbs were inhabited by people with great wealth,

This category also most often finds its settlements in the suburbs. Here, the low-cost housing demand was also picked up by investors,

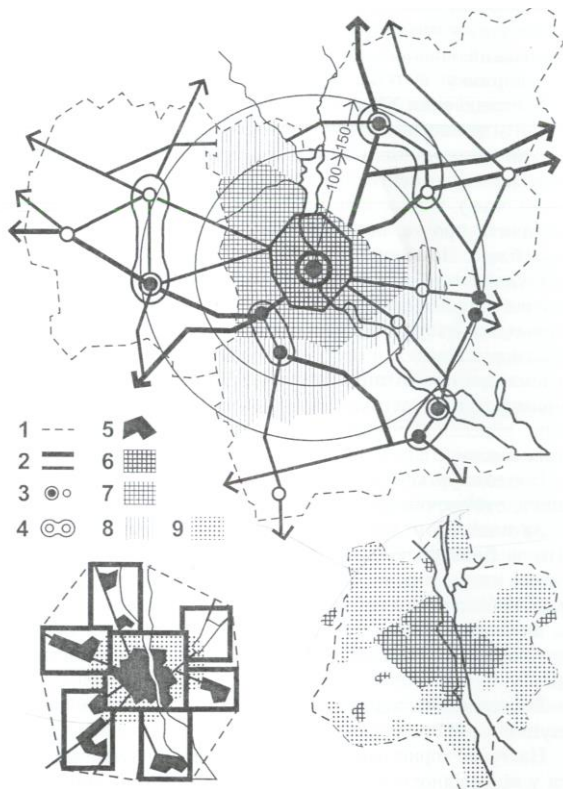


Fig. 2. Development of Suburban Areas Kyiv

and a lot of so called "social housing" appeared, which in fact has nothing to do with the term. This is just housing of the lowest standards like a dormitory and almost without services, like schools, kindergartens, except for food stalls.

The process, which has inconspicuously slipped into Ukraine, is gaining enormously terrible proportions, and the results will be very disappointing in the near future. The city creates an "environmental shroud" around itself, depriving of the opportunities for development, recreation, and clean air.

Suburbs are mostly inhabited by the middle class and the poor. The middle class relocates to town houses often due to declining incomes. They start renting their own houses to several families thereby increasing the percentage of the poor. Population density is increasing, while the maintenance services, economy, and utilities are not designed for this.

The agglomeration becomes a factor of external influence, which largely dictates the conditions of the system operation forcing it to adapt to the city conditions and requirements.

This influence is especially evident in the suburban area, where territorial communities have essentially lost their historical identity in economic development.

Development of the compensatory capabilities for the both subjects should become one of the ways to adapt the impact of the large city agglomeration forces and reactive changes in local level systems in order to maintain their structure. Otherwise, the lower level system (territorial community) will be forced to make a phase transition, changing its structure and nature of functioning. With too rapid and significant changes in the external environment, the local level system may totally collapse, and the territorial community may be disbanded or attached to another system.

RESULTS AND THEIR DISCUSSION

The result of the study is an attempt to consider the relationship of the city and the surrounding territory not from the standpoint of suburbanization, which has gained significant momentum in Ukraine, but from the standpoint of a strategic joint process of streamlining all factors: economic, political, environmental etc. Management decentralization processes are an efficient tool for implementing this strategy. And in the process of reform, it is important to realize the insufficiency of scientific and legislative framework, or rather the imbalance in their operation.

It is an attempt to identify the main strategic aspects that may subsequently be introduced into the process of forming the relationship of the city and surrounding territories. It is also an attempt to avoid distribution of responsibilities, but to consolidate economic potentials, natural resources, social desires, demographic situation and political will to form decentralization processes and a new administrative system based on the rights of laws in accordance with regulatory requirements.

It is an attempt to identify the real situation in the settlement system, which acquired negative traits during the years of independence, that constitutes the task requiring to restore the legal, legislative, and executive role of urban planning activities.

CONCLUSIONS

In the urban planning context, the agglomeration or system of urban-suburban area is the object of planning and design of interconnected functioning and development of settlements that are part of the system of inter-settlement territories, infrastructures and therefore, to understand the object it is crucial to determine its boundaries. The program of decentralization and the new administrative-territorial system, the organization of independent empowered territorial communities, in fact, is an attempt to define boundaries, to create associations of agglomeration relations based on the state of opportunities, desires from a particular person to the state program.

To move from the desired trend to the agglomeration realized in the urban planning sense as an association of systems, it must receive physical boundaries, which will allow it to become an object of management, adjacent territories, taking into account the sufficient theoretical and practical experience of Ukrainian theory and practice of urban and regional planning. However, due to frequent changes in the social and political situation, the process of streamlining the territorial relations between the city and suburbs is chaotic. The chaotic character is reflected in the functional imbalance, environmental overload, lack of reconstructive processes in the engineering and transport systems, increased migration processes, low employment rates, and uneven social security. It is the strategy of the systematization principles complex that is able to improve the existing situation and implement a new strategy in the development of local settlement systems at the local level.

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**Национальная политика децентрализации
как градостроительный процесс
формирования внутризаводских систем**

Виктор Яценко

Аннотация. Статья является результатом аналитического исследования развития отношений между городом и пригородной территорией. Попытка определить основные факторы, которые могут быть учтены в будущей стратегии сбалансированного развития и избежать ряда проблем в организации групповых форм расселения в зоне влияния крупных городов. Процессы децентрализации в системе управления составляют социально-экономический потенциал для создания системы общих интересов развития, а не разрушения как городов, так и

пригородных территорий. В материалах исследования проанализировано современное состояние градостроительной деятельности в Украине, в частности, особенности регионального планирования на примере трех крупнейших городов и их пригородов. Выявлен ряд негативных тенденций в отношениях между городом и пригородной территорией, которые необходимо разрешить на последующих этапах проектирования с учетом изменений в системе управления – децентрализации и развития территориальных громад, которые будут взаимодействовать с городом на системных позициях.

Ключевые слова: пригородная территория, сбалансированное развитие, децентрализация, региональное планирование, территориальные громады.