

INSTITUTIONAL SUPPORT OF THE SYSTEM OF TERRITORIAL PLANNING IN UKRAINE

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Abstract

From a theoretical point of view, the authors have grounded a new paradigm of theoretical planning of land management, which is based on space definition of a complex of factors of rational use of the existing land resources in correlation of interests of subjects-land-users and corresponding land relations in the terms of support of a balanced social-ecologic-economic environment.

From a methodological point of view, the authors have proposed a set of methodic approaches as to determination of mechanisms of arrangement of the process of territorial planning in land management according to institutional fundamentals of land relations harmonization at different space levels of management.

It is proposed to consider planning of land use as an obligatory and logically inevitable stage of the process of territorial space management that is determined as a primary link, because it specifies aims of the management. It is proved that effective territorial management of land resources and land-use is caused by its territorial planning, which determines the aims of an object development and activity of a managerial subject.

A regional link of management should secure the supply of appropriate conditions for living standards of population, effective utilization of territorial resources and development of mutually favorable inter-regional relations. Implementation of efficient regional policy on the basis of market mechanisms requires further improvement of institutional fundamentals.

Key words: strategic planning, social and economic development, regional policy.

Introduction

Ukraine's present system of territorial planning has been established on the basis of long-term domestic experience, but lately it has developed in accordance with the leading principles of sustainable space development of the European continent, other documents of CEMAT/the Council of Europe and the European Union. One observes reorientation to security of social unity, strengthening of independence and the territorial integrity of Ukraine as well as specific separation of competences and responsibilities of state authorities, local authorities offering principally new possibilities for the further democratic development of our society.

Thus, the importance of territorial planning has grown as it is an effective instrument of integration of not only local, regional and state interests in a certain area, but also interests of different sectors determining prospects of their balanced development. The modern world demonstrates growing importance of space in social development. It is caused by the fact that space is viewed not as a passive container of different kinds of activity, but as a complex bio-social-economic system possessing differentiated peculiarities and thus making an active impact on a choice as to directions and intensity of space use.

Methodology of the research and materials

The research is based on application of the following methods: system, economic-statistical, observation and comparison, graphic and abstract-logical ones.

Information and normative base of the research include corresponding legislative and regulatory acts of Ukraine, first of all the Laws "On fundamentals of city planning", "On regulation of city planning activity", "On architectural activity", "On protection of cultural heritage", "On General scheme of territorial planning in Ukraine", "On responsibility of enterprises, association of them, institutions and organizations for violation of law in the field of city planning" (Laws of Ukraine) as well as analytical and statistical materials and theoretical works of domestic and foreign authors, particularly M. Datsyshyn, M. Dolishnii, V. Keretsman, M. Lendiel, etc.

The object of the research is processes of establishment of directions in the institutional support of the system of territorial planning under conditions of market environment.

Discussion and results

Implementation of regional policy requires some "administrative center" in the system of executive branch that makes principal decisions of tactical character and provides a coordination of activities of other institutes and institutions involved in the process of such implementation. Depending on the stage of regional policy development in a country and goals of the state regulation of regions'

development, European countries established either specialized ministries or non-specialized central executive authorities, coordinating fulfillment of regional policy with the help of corresponding structural departments (Datsyshyn, 2007; Lendel, 2001).

Optimization of relations between the state and regions is the responsibility of the Ministry of Regional Development and Building in Ukraine (further in the text: Minregionbud), established in 2007. Nowadays, the Ministry is the main (leading) authority in the system of central authorities of executive branch on the issue of security of implementation of the state regional policy and policy in the field of building, architecture and city planning, improvement of administrative-territorial organization of Ukraine.

One of the principal task of the Minregionbud is to participate in the establishment and implementation of the state's regional policy, particularly on the issue of security of sustainable territorial development. The Ministry has developed a set of documents aimed to regulate the problems of space development of the country; in particular, it has worked out projects of Concepts of the state's regional policy, Concepts of the reform of administrative-territorial organization, Concepts of the reform of local authorities. On the basis of these documents, they prepared the Budget Code, new editions of the Laws "On principal fundamentals of state regional policy", "On local authorities", "On local state administrations", "On administrative-territorial organization".

Specialists are expected to do a lot of work on territorial planning (mapping out) and city planning projecting under current conditions, in particular, development of new schemes of planning of administrative regional territories and projects of rural administrative districts, projects of planning of large territories (suburban area of cities, recreational area of regions, border area, revival of deteriorated and degraded area etc.) as well as updating of general plans of almost thirty thousand settlements. Updating of documents is happening at a slow rate and the reasons are known. It deals with the problems of trained staff, being able to do such complicated tasks; financing of the works that were financed from the state budget before, but now – by local authorities with limited budget possibilities; organizational contradictions, inter-department incoordination, complicated procedural issues etc., which demotivate specialists being able to fulfill similar tasks.

However, the process is going on. As the experience shows, the fact is proved: efficiency of updated projects and documents is low. The updated documents do not influence the attraction of investments in a district or town, improvement of the system of territorial management, system and culture of territorial economy. Without exaggeration of importance of city planning documentation for settlements and territories, we stress that the documentation is necessary and the fact is proved by the European countries' experience.

The reasons of such low efficiency of the documents are numerous. They are connected with both methodology and theory, and practical issues of implementation of separate stages of the work. We affirm without the detailed analysis that a normative-forecasting approach based on demographic forecast and determination of economic prospects of territories and towns, is substituted with a resource-environmental approach. The approach sets the requirement that maximal consideration of local conditions and resources, assessment of the system conditions (diagnostics), determination of problems and contradictions in the system, estimation of space potential and argumentation of directions of its effective utilization for solution of the problems as well as security of development of territories and towns in effective direction should be in the center of work fulfillment.

The pre-project analysis and evaluation of the system conditions is an extremely important part of the work, because its results form the basis for conceptual conclusions and concrete project decisions. As it deals with a complex system, it is important to argue a set of indicators of the evaluation of conditions, oriented at essence and tasks of space organization and regional development. The methodology chosen by the authors for fulfilment of the stage of work enables rather complete estimation of the existing development potential defining disproportion and contradictions (problem elements) and analyzing internal and outer elements of the space. However, the analysis lacks methodological integrity. Some important issue are out of the consideration. The idea is concentrated on inventory analysis, not the analysis of potential and problems of existing conditions. The investigation of landscape component is not a sufficient one. It should be reasonably grouped according to the main types of landscapes, i.e., urban, agrarian and open (recreational). An esthetic component of regional landscapes is completely ignored which is especially important for recreationally prospective regions and requires consideration and development.

After completion of the factor analysis, a complex estimation of regional conditions (diagnosis of the existing space situation) is made. However, complexity and methodological exactness of coordination

of different space characteristics are absent, and in some cases, old-fashioned methods of investigation are applied.

To perform the complex estimation of conditions of space system in a region, it is reasonable to make a broader application of methods of the multi-criteria analysis. However, there are tasks and problems of combination of various characteristics – social, economic, ecological, mapping-out etc., when, in one case, a peculiarity can be a restriction (barrier) for the development, and in the other, vice versa, determines a prospective direction.

According to the results of the analysis and estimation of regional conditions, we have grounded restrictions, priorities and the algorithm of solution. A principal attention is paid to typical tasks. Thus, it is worth to make a more precise outline of special tasks, happening only in a certain space situation and requiring deeper investigation of separate characteristics of the space.

The principal aim of development of materials for district (regional) mapping-out is to establish effective space structures of territorial systems, optimal economic activity of the space as an integrity and use of landscapes on the basis of protection, esthetics and order. Thus, landscape component should be a crucial one in such works and materials. The domestic practice of economic activity in a space proves that there is no respect and careful attitude to environment in Ukraine in contrast to the European countries where this issue is of great importance and everyone has social responsibility for environmental conditions as well as understanding of the fact that comfortable conditions of living depend on nature. The comparison of fulfilment of the mentioned stage with the practice in Poland and Germany demonstrates that:

- 1) one should make more exact formulation of the analysis methodology, series of macroindicators of assessment of landscape conditions, which should result from the aim and tasks of space organization of a region and be coordinated with the indicators of sustainable development. It is important to investigate the reaction of landscape structure of a region to social and economic changes in the state and the region;
- 2) the pre-project analysis is declared as a problem-oriented one, but analysis of the problems is incomplete, particularly as to problems in the system of nature management and landscape conditions. One should gather problems in a common system ranging according to their importance, study interrelation and mutual impact, perform cause and effect analysis of their appearance and development;
- 3) it is reasonable to pay more attention to the analysis of special aspects of landscape situation, particularly only for a certain region, as well as research of its complex structure, improvement of it as one of the main tasks. Schemes are the following, i.e. systems of land utilization, forestry activity, development of relations between different types of landscapes and estimation of elements' connection.

In Ukraine at the current stage of development, transformation of the whole complex of economic, public and power relations is happening. It is of great importance that the changes are carried out most effectively considering determined and scientifically grounded priorities. Current tendencies happening in foreign environment and inside our country cause the necessity and reasonability to introduce strategic planning of enterprises' performance as well as activities of organizations, the state and local authorities of Ukraine.

In the context of prospective development of towns, the above-mentioned tendencies can be conditionally divided into global, the state's and local tendencies.

As regards the global tendencies forcing the strategic planning of territorial development in Ukraine, one should note:

- activation of globalization processes in the world, free flow of capital and technologies among regions of different countries;
- intensification of inter-regional competition for investments;
- acceleration of changes in foreign environment, necessity of fast adaptation to them.

General tendencies within the state determine both the necessity and possibility to apply strategic planning of territorial development in present Ukraine. The necessity to look for new regulation instruments of social and economic growth is forced by growing disproportions in the levels of regional, including urban, development, as well as lack of the funding by the state to be directed at overcoming of the disproportions and stimulation of further move.

As concerns the indicators favoring a possibility of strategic planning of our future, we would mention the following ones:

- gradual strengthening of the system of local authorities and the further decentralization of the system of decision making;
- growing responsibility of local authorities for improvement of all branches of life activity at a territory, increase of quality of public services supply.

The law of Ukraine “On local authorities in Ukraine” (Article 27) determines that the most important proper responsibilities of executive authorities of city/town councils include the following: preparation and organization of fulfilment of programs of social-economic and cultural development of a town/city, special-purpose programs on other issues of self-government; security of a balanced economic and social development of corresponding territories, effective utilization of natural, labor and finance resources. Thus, a legal base has been established in Ukraine to help territorial communities of towns and their representative authorities plan the development of proper territories independently.

The reasonability of strategic planning introduction is determined also by a set of local factors, such as:

- local authorities have lost any hope their problems to be solved by the “top power”;
- territorial community is getting more active requiring satisfaction of its social needs at a corresponding level from local authorities;
- local authorities have realized they are not able to solve all problems by themselves and understand the importance of cooperation with all other principal subjects of local development for common solution of social-economic issues and establishment of the expected future.

It is worth mentioning that theory and practice of territorial development prove that the concentration of main efforts of local power only at fulfilment of current tasks causes not social-economic growth, but the further degradation of the system of life supply of the territories, including towns/cities. Considering the fact, it is important to act with the view in the future creating the basis for qualitative transformations.

Urban territorial communities should play a principal role in security of their own economic stability and appropriate quality of life. According to the definition of the international Organization on Economic Cooperation and Development (OECD), the principal tasks of territorial community development are as follows:

- strengthening of competitive position of regions and separate territories within the boundaries of a region due to development of their human and natural potential;
- support of local economy growth by means of search of new markets for the products and services, produced at a certain territory;
- increase of employment level and supply of a broader choice of possible kinds of professional activity for territorial residents;
- growing participation of financially disadvantaged citizens in the economic process;
- improvement of material infrastructure and environment of territories as an important component in establishment of corresponding climate for business development and rise of life quality for territorial community.

Fulfillment of the mentioned tasks is supported by an introduction of strategic planning of social and economic development at the local level. This approach enables:

first, improvement of scientific and practical argumentation of social-economic and organizational measures, considerable broadening of a range of participants of the planning process, more complete consideration of their interests and needs;

second, creation of clear and determined opportunities to achieve a common aim, integration of material and financial resources of subjects of different forms of ownership, that helps to cut terms for achievement of final aims of the program;

third, directing of common efforts of local authorities and local self-government at aimed solution of urgent economic problems, active influence on stabilization of a situation in social-economic and social-political fields;

forth, use of great potential of territories for activation of economic transformations and development of human resources.

We should mention that positive changes in local economy is an important condition for the revival of the country’s economy in general. Local development is considered also to be a reaction to the state’s economic changes and a positive attitude to opportunities to look for optimal social-economic

decisions on the basis of separate territories without consideration of an effect of higher-level indicators.

Conclusions and proposals

The search of objective fundamentals to improve territorial planning of land management in terms of municipal arrangement is an extremely important task of establishment of active space for life activity. In our opinion, the problem is connected with the processes of self-organization of land use system. Possessing characteristics of high integrity, the space of life activity rapidly reacts to changes of social relations. It is necessary to find out and support positive tendencies in time. Generally, one can state that new social-ecological-economic space of development is being established in Ukraine. It should be considered in the process of territorial planning of land management.

To solve the problem of improvement of land relations management at the local level, it is necessary to establish a possibility to choose land plots by investors for entrepreneurship activity as well as to implement clear and anticipated land and infrastructure policy. It is also required to support stability of legislature in the field of land relations and payments for land, to include possibilities to change goals of land plots use in case of ineffective use of objects situated on them, to establish joint enterprises with investors and participation of authorities (with an introduction of the right on lease and pledge of land plots into their statutory fund).

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