

# Горизонти науки

UDC 911.3

*Viktoria Yavorska, D.Sc. (Geography), Professor*  
*e-mail: 27071974@rambler.ru*

*Kateryna Kolomiyets, Senior Lecturer*  
*I.I. Mechnykov Odesa National University*

## SOCIAL AND GEOGRAPHICAL POSTULATES OF THE FORMATION OF A NEW ADMINISTRATIVE-TERRITORIAL STRUCTURE OF UKRAINE

The administrative-territorial structure (ATS) is the result of the evolution of society, the complexity of its interaction with the environment, the development of forms of its life, the formation of social and political institutions and the areas of their influence, therefore it can be considered as a socio-geographic phenomenon. Over the last decade have been developed and discussed numerous projects of the new state ATS, the new taxonomy of administrative-territorial units (ATU) and the criteria for their selection. In this article the social and geographical postulates (principles) to be used in the development of a new administrative-territorial structure. One of the requirements for the countries of Central and Eastern Europe, who want to join the EU is the formally approved regionalization, so the first is the need to link the new ATS with regionalization of the state. New ATS should be based on a genetically rooted, historical and geographically-based settlement system various territorial regions – this is the second postulate. According to the third postulate – the administrative-territorial units of different levels should ideally be a territory with a socio-natural or natural-economic homogeneity and integrity. The fourth postulate states that the new state ATS should be taken into account geographic paradigm of the territorial organization of society and the concept of regional territorial structures of settlement and economy. Because society does not develop in isolation, but in the natural environment, in order to maintain its harmonious development is necessary to form natural ecological safety carcass of regions – regional ecological network. This is the fifth socio-geographic postulate. Also we should consider geoplanning peculiarities of particular area – specific spatial combinations of certain types of economic use of the territory, transport and infrastructure networks. Reliance on regional planning scheme - this is the sixth principle of construction of a new ATS. Last seventh postulate suggests that, because of historical and geographical features of settlement and economic development of the different parts of Ukraine are not same, this factor must be taken into consideration to justify a proper scheme of new state ATS.

**Key words:** administrative-territorial structure, administrative-territorial units, reform, regionalization, population resettlement, ecological network, territory planning.

### *Вікторія Яворська, Катерина Коломієць. СУСПІЛЬНО-ГЕОГРАФІЧНІ ПОСТУЛАТИ ФОРМУВАННЯ НОВОГО АДМІНІСТРАТИВНО-ТЕРИТОРІАЛЬНОГО УСТРОЮ УКРАЇНИ*

У статті представлені основні положення, необхідні для формування нового адміністративно-територіального устрою України. Адміністративно-територіальний устрій є об'єктом міждисциплінарних досліджень, але значна частина питань адміністративно-територіального устрою відноситься до суспільно-географічної проблематики. Географи досліджують сутність адміністративно-територіального устрою як складного суспільно-географічного феномена, який виник у результаті еволюції суспільства, ускладнення його взаємодії з навколишнім середовищем, розвитком форм його життєдіяльності, формуванням соціально-політичних інститутів і зон їх впливу.

**Ключові слова:** адміністративно-територіальний устрій, адміністративно-територіальні одиниці, регіоналізація, розселення населення, екологічна мережа, планування території.

### *Викторія Яворская, Екатерина Коломиец. ОБЩЕСТВЕННО-ГЕОГРАФИЧЕСКИЕ ПОСТУЛАТЫ ФОРМИРОВАНИЯ НОВОГО АДМИНИСТРАТИВНО-ТЕРРИТОРИАЛЬНОГО УСТРОЙСТВА УКРАИНЫ*

В статье представлены основные положения необходимые для формирования нового административно-территориального устройства Украины. Административно-территориальное устройство является объектом междисциплинарных исследований, но значительная часть вопросов административно-территориального устройства относится к общественно-географической проблематике. Географы исследуют сущность административно-территориального устройства как сложного общественно-географического феномена, который возник в результате эволюции общества, усложнения его взаимодействия с окружающей средой, развитием форм его жизнедеятельности, формированием социально-политических институтов и зон их влияния.

**Ключевые слова:** административно-территориальное устройство, административно-территориальные единицы, регионализация, расселение населения, экологическая сеть, планирование территории.

**Introduction.** In all Eastern European countries during the 1990s administrative and territorial reforms suggesting a consistent pattern were held: a new political system, a new system of government, necessarily accompanied and secured by a new administrative-territorial structure. The exception is our state, although there are made visible steps to administrative-territorial

reform (ATR). A state commission on the administrative-territorial structure of Ukraine was created in 2000 years. At one time in the state's government was as Deputy Prime Minister on issues of administrative-territorial structure (ATS).

**The purpose of this article** is the formation of the principles necessary for the construction of the new administrative-territorial structure of the state.

**The object of study** is the administrative-territorial

structure as a socio-geographic phenomenon.

**Literature review.** During last decades it has been developed and discussed numerous projects of the new ATS of our state, taxonomy of new administrative-territorial units (ATU) and the principles of their allocation. A fundamental contribution to the study of the given issues were done by such Ukrainian scientists as V. Nudelman, O. Topchiev, V. Popovkin, V. Simonenko, M. Dnistriynskiy, K. Mezentcev, Z. Varnaliy, M. Dolishniy, V. Malinovskiy. It should be recalled that many new projects of ATS are developed by geographers. Geographers were part of the commission of Ukrainian ATS creation.

**Main contents of research.** There are some principles (postulates) of the new ATS of our state. The first postulate is linked with regionalization of the state. For implementing regional policy EU countries are necessarily divided into regions adopted by national law. This is one of the requirements for the countries of Central and Eastern Europe, which want to join the EU. There was established a kind of "standards" of regions according to their size and socio-economic potential (NUTS-2) [1]. Today Ukraine has no official regionalization yet. Regional schemes, which are considered in school and university geography, have exceptionally informative character.

The state's regional policy is conducted now by regions (provincial regions) and ARC [3]. Here are some examples that illustrate the inadmissibility of such scale of regionalization. For example, Strategy of socio-economic development of Ukraine and its regions up to 2015 was developed with priorities for the Carpathians, grounded in the four provincial regional programs, which are independent and not coordinated. Development of sea-economic complex of the state is written in six provincial (and ARC) regions as discordantly and is not properly coordinated. The regional capitals, we are on equal Kharkiv and Poltava, Odessa and Kherson, etc. It is clear that the real regions of Ukraine should be significantly larger than the available regions [7].

At present time, regionalization of Ukraine is developed by two approaches. On the first - do not touch the existing ATS and identified regions by grouping and combining neighboring regions. On the second - offer a radical administrative-territorial reform and isolate regions as the first level of administrative-territorial units (instead of modern regions division). We believe that this approach will solve two interrelated problems: create a solid foundation for the development and implementation of regional policy and lay the foundations of a more rational ATS of Ukraine, taking into account the real diversity of the natural resource and socio-economic conditions of the state [2, 6]. New ATS of Ukraine need to be developed on the fundamental principles of geography interconnected with the regionalization of the state.

The second principle (postulate) of the new ATS implicates a detailed analysis of the population resettlement of the new ATS. The spatial distribution of population creates objective genetic, historical and geographical basis of administrative-territorial structure of the state. At present, Ukraine has officially approved a multi-level system of settlement tied to the existing adminis-

trative-territorial structure. The settlement system was defined at different levels and scales: national, regional (regions and ARC), inter-regional (group of administrative districts), district and local (group of settlement). On the one hand, it is logical, because the system of settlement should be managed; on the other it is wrong, since modern ATS devoid of unbiased geographic basis, population distribution in particular. For example, Odessa region had changed the structure and boundaries five times during the Soviet times; Kherson region was established on March 30, 1944, which is associated with an error in the "Pravda" newspaper (which could not be wrong!). Of what kind of objectivity of such decision can we say? The conclusion is clear: no settlement system shall be attached to the existing ATS but the new administrative-territorial structure should be based on a genetically rooted, historical and geographically-based settlement system of various territorial regions.

In many new ATS projects different features and administrative-territorial units' allocation criteria of different levels are used. By geographical methodology, including such features should be natural and socio-economic systems of appropriate types and spatial scales, as well as the territorial system of settlement (already discussed), industrial and social infrastructure, manufacturing, recreation, spiritual life activity (ethnic confessional and others.). This is the third postulate of geographical substantiation of the new ATS. For the development of a new ATS is not enough to use component (even generalized macrocomponental) territorial complexes and territorial systems. ATU should ideally represent the territory of a socio-natural or natural-economic homogeneity and integrity. Geographers still insufficiently own theory and methodology of highly integrated socio-natural (natural and economic) of territorial complexes and systems, natural-economic regions and districts. And the development of appropriate theoretical framework and methodological principles is relevant and urgent task of geography. As an example of inconsistencies of natural features, resettlement and economy at the regional level in the current ATS we can remember steppe mining south of Luhansk region and its steppe agricultural northern and central parts; industrial centers of Donetsk and Zaporozhye regions and their rural Azov periphery; belonging the northern part of the Lviv region to Polesie is comparable to the forest-steppe Roztochie, etc.

A geographic paradigm of the territorial organization of society and the concept of regional territorial structures of settlement and economy should be taken into account in the new state ATS. This is the fourth postulate of geographical substantiation of new ATS and taxonomy of its ATU. Various territorial organizations, different types of territorial structures of nature, population and economy for geographers have become chrestomathic, but they are too slowly in a process of becoming part of the practice of urban planning, spatial planning, public administration and local self-government.

For the coastal regions of the state with their maritime-facade territorial organization it is necessary to consider zones that concentrate population, infrastructure, agriculture, and a gravity zone – a hinterland or foreland (by A. Hettner), a major port city, the economic

echelonment of territory and water along the coastline. For regions with strong "regional capitals" we need to install entirely new ATU, combining large and medium-sized cities with their suburban zones - areas of "common interests". Border regions are characterized by the presence of international treaty groups - Euro-regions, which must be properly "fit" into the new ATS. As an example of inconsistency of the existing Euro-regions recall the "Lower Danube", which is composed of three Romanian counties, one Moldavian and the whole Odesia region (it would be logical to include only four Euro-region Danube district of Odesa region). For regions with a developed mining industry is necessary as an ATU unit to select metropolitan areas and hubs of mining areas and centers.

The fifth postulate of the geographical base of the new state ATS is a need to form a natural frame of ecological safety of regions. Such statutes of Ukraine as "On the program of formation of the national ecological network of Ukraine for the period 2000-2015 years" (2000) and "On Ecological Network" (2004) created a legal framework in this direction. Government Decree (2000) has instructed all regional state administrations and the Cabinet of Ministers of the ARC to develop and approve the concept and the program of formation of regional ecological networks (econet). It is significant that the regions, which have sufficiently strong geographical departments in their universities that commission of the Cabinet of Ministers are fulfilled. New state ATS must be a certain way to compile with the national and especially the regional ecological networks. Criteria such correspondence is quite simple: ATU of the first level (regions, territories, land, districts) must have a rational and balanced natural frame of ecological safety - regional ecological network [4, 8].

Recalling another geographical approach to the development of new state ATS. In the early 1990s, the EU began to develop a territory planning in the regional aspect (planning program of the Baltic basin, etc.). This trend is more common with regional planning, whose task was to streamline the environment, resettlement and placement of industry in relatively small, densely populated areas. By order of the Government (2000) was developed the General planning scheme of the territory of Ukraine which approved by the Law of Ukraine (2002), and awarded with State Premium of Ukraine (2003) [4].

Currently, has launched developing of planning schemes of regions, regularly compiled general plans of cities. Territory planning with regional planning and drawing up of general plans for the cities we call geoplanning, which aims to streamline social life environ-

ment for its ecological rehabilitation, improvement of quality of life, a more complete and efficient use of natural resources potential of the territory. This is the sixth postulate of geographical substantiation of the new state ATS. Administrative-territorial units of different levels in the new ATS should be identified taking into account the geoplanning peculiarities of the territory, the characteristic spatial combinations of certain types of economic use of the territory, transport and infrastructure networks. Geographers should actively develop regional schemes of territory planning and full use of them to develop a new state ATS.

It remains insufficiently developed in the theoretical and methodological aspects another interesting and meaningful direction of geography. Geographers have developed the concept of the process of economic development of the territory, milestones and stages of settlement and land development, etc. They together define the seventh postulate of geographical development of a new state ATS. Within Ukraine geographic amplitude of the economic development of different areas reaches 700-1000 years, significantly different historical and geographical features of settlement and economic development of the different parts of Ukraine.

It is necessary to organize and typify the main varieties of settlement and economic development of certain regions of the country, to classify them according to the "trajectory" of socio-economic formation, levels of development of the productive forces, inherited and acquired problems of further social and economic movement. Deep insight into the historical and geographical differences of population settlement and the economic development of different parts of Ukraine, their impact on the territorial organization of the population and the economy contributes to the justification of a proper scheme of the state ATS.

**Conclusion:** The above-enumerated list shows the main areas of involvement of geography in the development and implementation of a new administrative-territorial structure and administrative-territorial reform, it is necessary to implement an efficient regional policy and improve the whole system of public administration and local self-government. The regional geographical scope of this issue is information, mapping, geo-information, research, pilot-project. The first dissertation developments [5] and the numerous publications and scientific discussions on regionalization and administrative-territorial state structure support strengthening of geographer's attention to the administrative-territorial reform and new ATS issue.

#### Список використаних джерел:

1. European Commission: European Regional and Urban Statistics Reference Guide. Luxembourg: Publications Office of the European Union, 2010. – 258 pp.
2. Пістун М.Д. Сучасні проблеми регіонального розвитку: навчальний посібник / М.Д. Пістун, А.Л. Мельничук. – К.: ВПЦ «Київський університет», 2009. – 200 с.
3. Про засади державної регіональної політики: Закон України від 05 лютого 2015 р. № 156-VIII // Відомості Верховної Ради України. – 2015. – № 13. – ст. 90.
4. Про Генеральну схему планування території України: Закон України від 7 лютого 2002 р. № 3059-III // Відомості Верховної Ради України. – 2002. – № 30. – ст.204.

5. Тітенко З.В. Суспільно-географічні аспекти адміністративно-територіального устрою обласного регіону (на прикладі Одеської області): автореф. дис. на здобуття наукового ступеня канд. геогр. наук: 11.00.02 «Економічна та соціальна географія» / З.В. Тітенко. – Одеса, 2007. – 20 с.
6. Топчієв О.Г. Регіональний розвиток України і становлення державної регіональної політики: навч.-метод. посібник / О.Г. Топчієв, Т.М. Безверхнюк, З.В. Тітенко. – Одеса: ОРІДУ НАДУ, 2005. – 224 с.
7. Топчієв О.Г. Методологічні та методичні проблеми регіоналізації України / О.Г. Топчієв, В.В. Яворська // Соціально-економічні проблеми сучасного періоду України. Районування економічного простору України: питання методології і практики: зб. наук. праць.– Львів: Інститут регіональних досліджень, 2010. – Вип. 5 (85). – С. 32-45.
8. Шашеро А.М. Планування територій: навчально-методичний посібник / А.М. Шашеро. – Одеса, 2014. – 123 с.

#### References:

1. European Commission: European Regional and Urban Statistics Reference Guide (2010). Luxembourg: Publications Office of the European Union, 258.
2. Pistun, M.D., Melnychuk, A.L. (2009). Suchasni problemy regionalnoho rozvytku: navchalnyi posibnyk. K.: VPTs «Kyivskiy universytet», 200.
3. Pro zasady derzhavnoi regionalnoi polityky: Zakon Ukrainy vid 05 lyutoho 2015 r. № 156-VIII (2015). *Vidomosti Verkhovnoi Rady Ukrainy*, 13, 90.
4. Pro Generalnu skhemu planuvannya terytorii Ukrainy: Zakon Ukrainy vid 7 lyutoho 2002 r. №3059-III (2002). *Vidomosti Verkhovnoi Rady Ukrainy*, 30, 204.
5. Titenko, Z.V. (2007). Suspilno-geografichni aspekty administratyvno-terytorialnoho ustroyu oblasnoho regionu (na prykladі Odeskoi oblasti): avtoref. dys. na zdobuttya naukovoho stupenya kand. geogr. nauk: 11.00.02 «Ekonomiczna ta sotsialna geografiya». Odesa, 20.
6. Topchiev, O.G., Bezverkhnyuk, T.M., Titenko, Z.V. (2005). Regionalnyi rozvytok Ukrainy i stanovlennya derzhavnoi regionalnoi polityky: navch.-metod. Posibnyk. Odesa: ORIDU NADU, 224.
7. Topchiev, O.G., Yavorska, V.V. (2010). Metodologichni ta metodychni problemy regionalizatsii Ukrainy. *Sotsialno-ekonomichni problemy suchasnoho periodu Ukrainy. Rayonuvannya ekonomichnoho prostoru Ukrainy: pytannya metodologii i praktyky: zb. nauk. prats. Lviv, Instytut regionalnykh doslidzhen*, 5 (85), 32-45.
8. Shashero, A.M. (2014). Planuvannya terytoriy: navchalno-metodychniy posibnyk. Odesa, 123.

Надійшла до редколегії 16.03.2016 р.