

THE RESETTLEMENT SYSTEM OF POLTAVA OBLAST: THE MAIN DIRECTIONS OF PERSPECTIVE DEVELOPMENT

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Abstract: Oblast planning scheme is a base for the development of strategic, forecasting and program documents for the implementation of regional policy. It contains the key decisions related to functional zoning of the region by type of primary land use, planning organization, and characteristics of resettlement system.

The article describes one of the practical examples of justified change in the resettlement system of one Ukrainian administrative oblast. The main goal of improving the resettlement system of any oblast is to create conditions for urban development that is to ensure equal access of every citizen (regardless of residential place) to all kinds of social, cultural services and other resources required for appropriate human development.

Key words: resettlement system, planning organization of the territory, oblast planning scheme, city planning documentation.

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ОСНОВНІ НАПРЯМКИ ПЕРСПЕКТИВНОГО РОЗВИТКУ СИСТЕМИ РОЗСЕЛЕННЯ ПОЛТАВСЬКОЇ ОБЛАСТІ

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Анотація: Схема планування території області є першоосновою для розроблення стратегічних, прогнозних і програмних документів щодо здійснення регіональної політики. Вона містить принципові рішення із функціонального зонування території області за видами переважного використання, планувальної організації території, характеристику системи розселення. В статті наведено один із практичних прикладів науково обґрунтованої зміни системи розселення однієї із областей України. Головна мета удосконалення системи розселення населення будь-якої області полягає у створенні містобудівних умов для забезпечення рівної доступності кожного громадянина (незалежно від місця його проживання) до всіх видів соціально-побутових, культурних послуг та інших ресурсів, необхідних для повноцінного розвитку людини.

Ключові слова: система розселення, планувальна організація території, схема планування території області, містобудівна документація

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Introduction

Planning of regional development is based on urban planning documentation and regulatory acts elaborated for development of strategic, forecasting and program documents establishing the principles and content of regional policy. The main planning documents in Ukraine include the following: General Planning Scheme of Ukraine (state level); planning schemes for certain parts of Ukraine and planning schemes for administrative oblasts and their groups (regional level). Structure and content of the above mentioned urban planning documents are determined by applicable law [1].

Oblast Planning Scheme is the basic regulatory document that regulates both rational territorial planning organization and relevant resettlement system. Therefore the author considers the resettlement system of Poltava oblast in view of the analysis of planning decisions aimed at improving resettlement systems considered and practically applied when elaborating the Poltava Oblast Planning Scheme.

While planning the development of the resettlement

system of Poltava oblast as a part of Poltava Oblast Planning Scheme, the author has revealed a number of shortcomings that could affect its future organization. The point is that the planning system of settlement at the regional, i.e. oblast level should consider pre-planning decisions for the resettlement system approved at the state level in the General Planning Scheme of Ukraine. Since the main focus when designing the state resettlement system accounts for approval limits and areas of inter-oblast resettlement systems, the development of oblast resettlement systems is paid little attention. Therefore there is increased possibility for shortcomings causing a need to review the previously established boundaries. Such planning solutions at the regional level are possible only by means of development the oblast territorial planning schemes and this has been done by the author.

The purpose is to prove scientifically the amending of the Poltava oblast resettlement system as a part of territorial planning scheme development.

Main material

Oblast resettlement system is a set of geographically concentrated urban and rural settlements characterized by mutual developed spatial, production, labor, social and

cultural ties, interconnecting engineering and transport infrastructure, economic base and complementary health and recreational facilities, common problems of land use, and attraction to the city constituting the system forming center.

Oblast resettlement system is created by hierarchical assembly of systems and their centers at inter-oblast, oblast, inter-raion and raion levels. According to the General Planning Scheme of Ukraine, approved on 7 February 2002 by the Law of Ukraine "On the General Planning Scheme of Ukraine", Poltava oblast along with Kharkiv and Sumy oblasts forms the part of Kharkiv inter-oblast resettlement system centered in Kharkiv [2].

Poltava oblast resettlement system unites 1838 settlements (including 15 cities, 21 towns and 1802 villages) with 1479.91 thousand people. Administratively, the oblast is divided into 25 administrative raions and includes five following cities of oblast subordination: Poltava, Kremenichuk, Komsomolsk, Lubny, Myrhorod.

Among the regions of Ukraine, Poltava oblast has the highest number of settlements after Lviv oblast.

Given that the territorial organization of resettlement is a complex socio-geographical process developing under the influence of geographical (economic-geographical location, natural conditions and resources), economic, social, environmental and demographic factors, prospective zoning of Poltava oblast has been made based on the evaluation of administrative raions by socio-economic, urban development and resource indicators. Administrative territorial units with similar qualitative indicators have been combined in economically balanced territorial groups that may reproduce desired functional and spatial unity of settlements and the conditions for the development of territorial system characterized by more efficient production and resettlement.

Poltava is the center of Poltava oblast resettlement system with a total population accounting for 1630.09 thousand people. The area of the oblast resettlement system is 28.75 thousand km². According to the Poltava Oblast Planning Scheme [3], the city of Poltava must provide 2-3-hour accessibility for the whole oblast resettlement system to public services that meet special social and cultural needs and to some extent would duplicate the functions of inter-oblast resettlement system center (Kharkiv), such as the presence of multidisciplinary universities and institutes, research centers, theaters, specialized medical institutions.

Inter-raion resettlement systems should ensure 1-hour availability of public facilities for episodic, standard, and partly specialized services. According to the General Planning Scheme of Ukraine, the centers of inter-raion resettlement systems are represented by oblast centers and, as a rule, by the cities of oblast subordination with a minimum population of 40-50 thousand people and should have 300-600 thousand people in the relevant spatial sphere of influence. According to the General Planning Scheme of Ukraine approved in 2003 [2], Poltava oblast should include 3 inter-raion resettlement systems (IRRS): 1. Poltava resettlement system, including 13 districts (Velyka Bahachka, Dykanka, Zinkiv, Karlivka, Kobeliaky, Kotelva, Mashivka, Myrhorod, Novi Sanzhary, Poltava, Reshetylivka, Chutove, Shyshaky); Kremenichuk

resettlement system, represented by 4 districts (Hlobyne, Kozelschyna, Kremenichuk, Semenivka); Lubny resettlement system, uniting 8 districts (Hadiach, Hrebinka, Lokhvyytsia, Lubny, Orzhytsia, Pyryatyn, Chornuhyne, Khorol) (Fig. 1).

Table 1 shows that previously planned resettlement system of Poltava oblast has significant biases and distortions. Poltava IRRS occupies almost a half of total territory and concentrates a half of population. Much of raions are quite remote from the central city, which cause significant inconvenience to the people in their access to services. The value of Myrhorod as powerful resettlement center that extends its influence on the north and center of the oblast was ignored.

These and other observations identified while monitoring the General Planning Scheme of Ukraine, including changes in trends within IRRS, allowed, during the development of Poltava Oblast Planning Scheme in 2012, to come to the conclusion of the necessity to adjust the boundaries and structure of Poltava Oblast Resettlement System. Therefore, in 2012 the author justified another IRRS with the center in Myrhorod, which includes Velyka Bahachka, Hadiach, Lokhvyytsia, Myrhorod and Shyshaky raions [1] (Fig. 2).

The main factors rendering support for distinguishing a new IRRS within Poltava oblast are the following:

1. Demographic. Myrhorod (population of about 45.000), similar to Lubny (population of about 50.000), is a large resettlement center within Poltava oblast;

2. Administrative. Myrhorod, as well as Poltava, Kremenichuk and Lubny, is a city of oblast subordination. Therefore, its further stay within the Lubny IRRS would contribute to the development of bipolarity, from whence Lubny and Myrhorod would perform the same function.

3. Administrative and public services. Myrhorod just has concentrated the facilities providing administrative services not only for the population of Myrhorod raion, but also to the population of neighborhood raions, namely Velyka Bahachka and Shyshaky.

4. Transport availability. The city of Myrhorod is a transportation hub in the central and northern Poltava Oblast.

5. Geographically remoteness. Northern raions (Hadiach and Lokhvyytsia) are situated closer to Myrhorod than to Lubny; Shyshaky and Velyka Bahachka raions are located closer to Myrhorod than to Poltava.

The assignment of the above mentioned raions to Myrhorod resettlement system would possibly reduce the load on Lubny and Poltava in the terms of administrative, social and public services.

Changes have also affected boundaries of Kremenichuk resettlement system, which now includes Kobeliaky raion, which has more close economic and social relationships with Kremenichuk than with Poltava (Fig. 3).

This allows the following:

1. Unload Poltava IRRS, previously including merely a half or all raions;

2. Unite all the southern raions within the oblast into the single resettlement system that they actually make;

3. Increase the value of social and economic relations between Kobeliaky raion and the city of Kremenichuk.

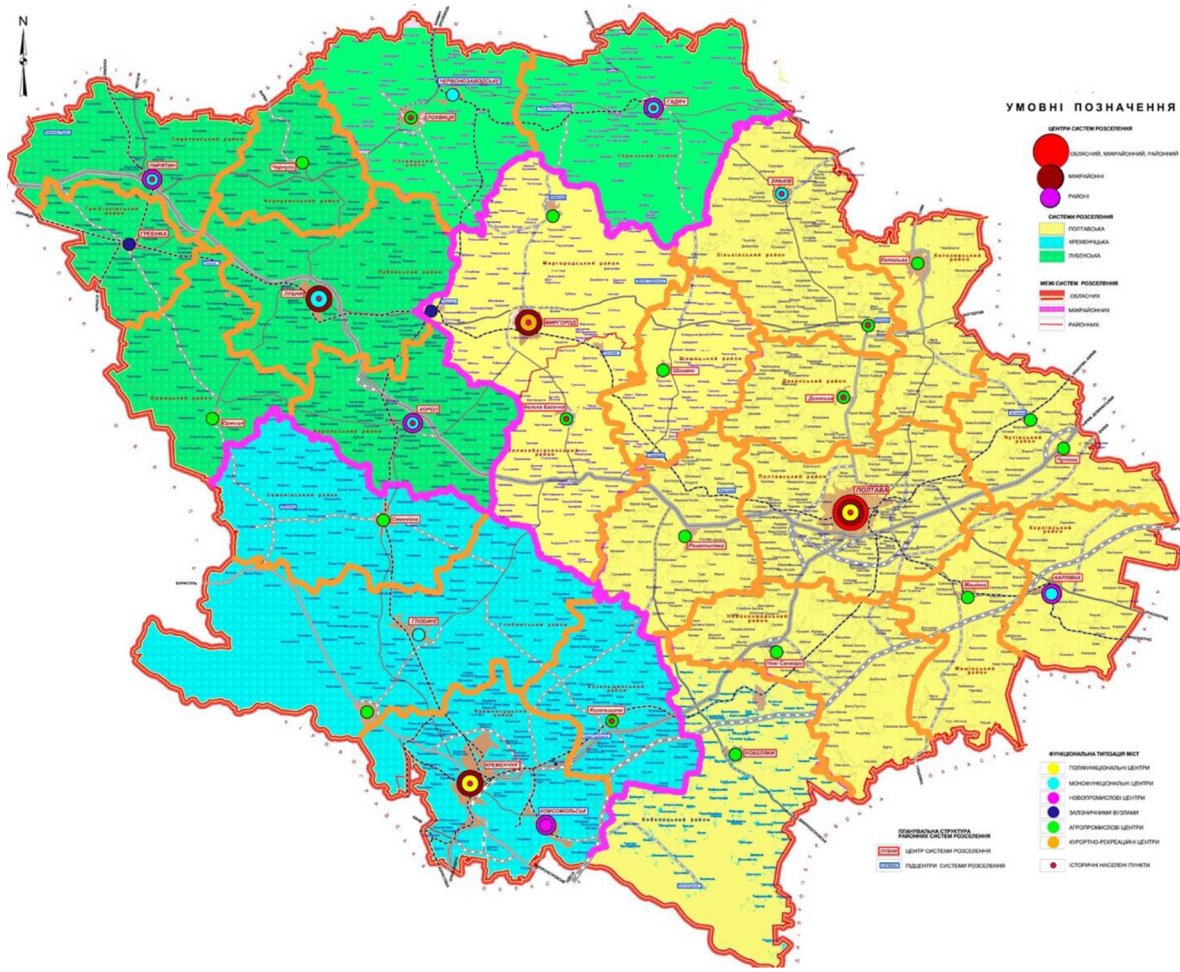


Fig. 1. Poltava Oblast Resettlement System (according to the General Planning Scheme of Ukraine, 2002) [2]

Table 1

Assessment of Poltava Oblast Resettlement System in terms of population and area (according to the General Planning Scheme of Ukraine)

IRS	Number of raions	Territory		Population	
		thousand km ²	% of the region	thousand people	% of the region
<i>Poltava</i>	13	14.26	49.60	814.46	49.96
<i>Kremenchuk</i>	4	5.96	20.76	447.89	27.48
<i>Lubny</i>	8	8.53	29.64	467.75	22.56
<i>Poltava oblast</i>	25	28.75	100	1630.09	100

Table 2

The structure of Poltava Oblast Resettlement System in terms of population and area (according to the Poltava Oblast Planning Scheme)

IRS	Number of raions	Territory		Population	
		thousand km ²	% of the region	thousand km ²	% of the region
<i>Poltava</i>	9	8.98	31.2	638.96	39.2
<i>Kremenchuk</i>	5	7.52	26.1	510.19	31.3
<i>Lubny</i>	6	5.56	19.3	234.72	14.4
<i>Myrhorod</i>	5	6.26	21.7	246.13	15.1
<i>Poltava oblast</i>	25	28.75	100	1630.09	100

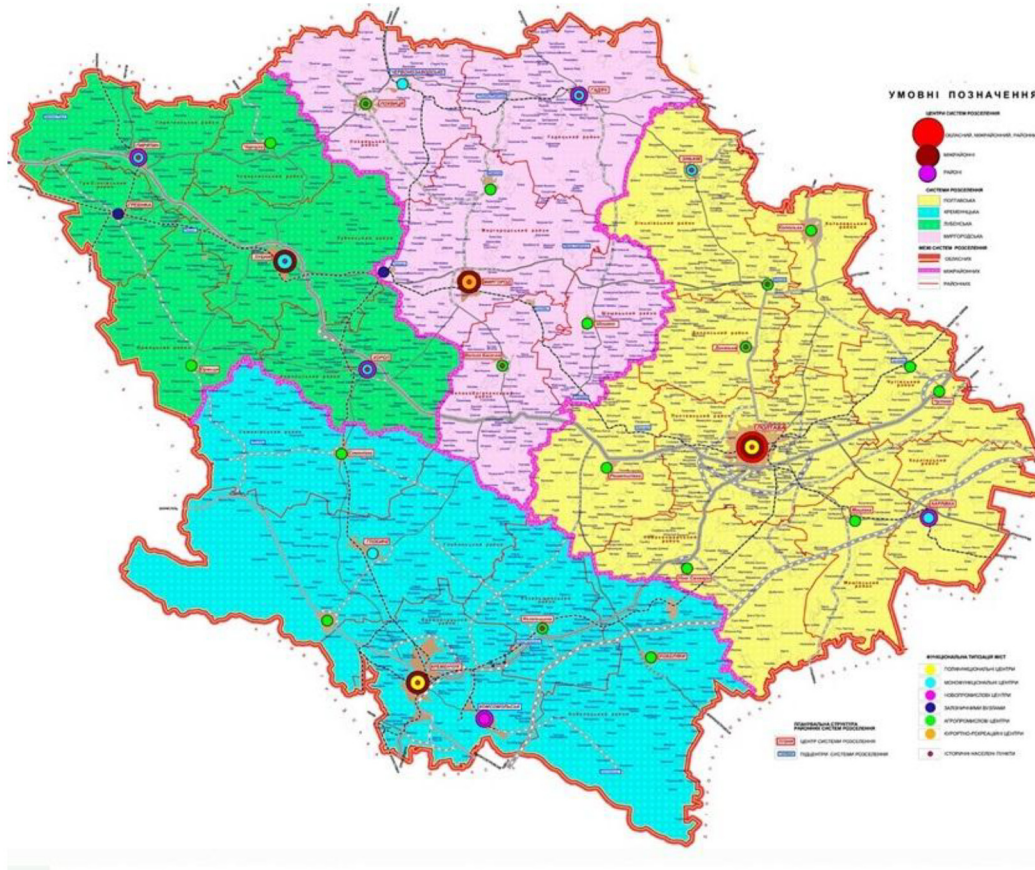


Fig. 2. Poltava Oblast Resettlement System (according to Poltava Oblast Planning Scheme, 2012) [3]

The maps showing 1-hour transport accessibility to IRRS centers (Fig. 4) demonstrate that the new proposed Poltava Oblast Resettlement System with 4 IRRS is more adapted to modern conditions and can better meet the needs of oblast population in providing all kinds of social and cultural services and other resources needed to proper development. With the new scheme, there are much smaller territories outside the 1-hour transport accessibility zones.

Analysis of the resettlement territorial structure shows that Poltava IRRS has the largest area (9.08 thousand km²), number of settlements (647 settlements), and demographic (579.40 thousand people) potential. Myrhorod IRRS, due to earliest resettlement and massive colonization of these areas in the XV-XVII centuries, is the most populated and accounts for 71 settlements per 1000 km². At the same time, the lowest settlement density is typical for Kremenchuk system (60 settlements per 1000 km²) due to the high level of agricultural activities, the largest average populations of villages (339 persons) and lower development of this area during the period of the most active colonization.

Proposals for improvement the planning scheme in terms of resettlement system are aimed at enhancing the role of small towns that are remote from oblast center and play the role of urbanization outposts introducing standards of social infrastructure.

The city of Poltava performs and will continue to perform the role of Poltava oblast center, as well as to be the center for inter-raion and raion resettlement systems.

In addition to the justified definition of IRRS, the

following sub-centers of IRRS have been identified based on relationships within and between the raions:

1. Karlivka – in Poltava IRRS;
2. Komsomolsk – in Kremenchuk IRRS;
3. Khorol, Pyriatyn – in Lubny IRRS;
4. Hadiach – in Myrhorod IRRS.

Next hierarchical level of the oblast resettlement system is formed by 25 raion resettlement systems (RRS) that coincide with relevant administrative raions. Within these systems, local (primary) resettlement systems develop on the basis of administrative units of the lowest level that will ensure the availability of appropriate institutions for local governance, particularly in the field of providing rural population with social services.

RRS differ in their parameters. The largest is Hlobyne system, while the smallest are Hrebinka and Chornukhy systems. Poltava system has greatest demographic potential, and Chornukhy system has the lowest one. Functions of centers are performed by raion administrative centers (15 towns and 21 townships). Among cities, 10 have raion subordination and 5 have oblast subordination; Poltava, the oblast center, belongs to the latter group. Poltava, Kremenchuk, Lubny and Myrhorod systems, where the center is represented by the city of oblast subordination, are more developed in social and economic terms compared to the other systems.

Since a large proportion of rural population lives in settlements located outside the regulatory established transport accessibility of raion centers, each administrative raion has settlements that serve as sub-centers of RRS. Table 3 demonstrates the list of sub-

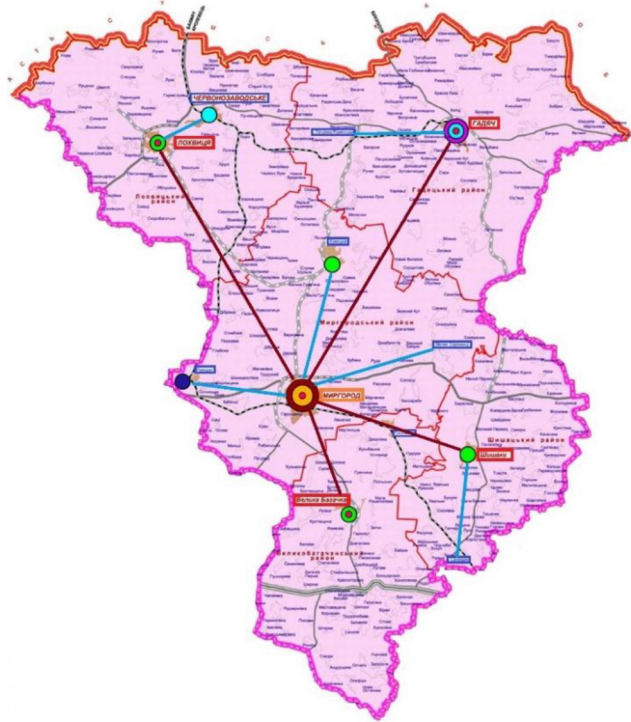


Fig. 3. Mirgorod Inter-Raion Resettlement System

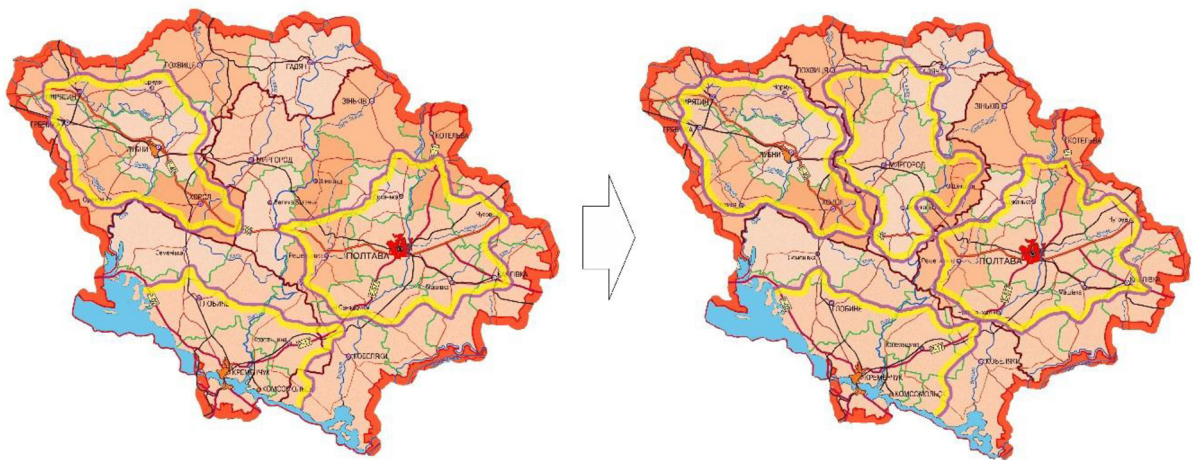


Fig. 4. Transport accessibility of IRRS centers before and after changes

centers within RRS of Poltava oblast (see also Fig.5).

Therefore, the proposed changes to the resettlement system of Poltava oblast allowed adjusting oblast planning structure, which is the project result of territorial planning organization necessary to organize and rationally distribute material and spatial resources.

The planning framework is the most stable part of the territorial structure of the region and determines its compositional basis. The framework includes a network of towns and transport links that form the urban area (urbanized frame) and natural environmental structural elements (natural frame).

The planning framework of Poltava oblast has linear-nodal structure created by the intersection of two main transit traffic vectors: North – South and South-West – East.

The main planning man-made axes are formed along the lines of international road and railway corridor between Europe and Asia, and the longest European highway E-40.

The dominant elements of urbanized planning framework are planning axes East – North-West and East – South-West. Zones of preferential urban development or urbanization are formed specifically along these axes (the first axis passes through Poltava, Khorol, Lubny, and Pyriatyn raions; the second axis intersects Poltava, Kozelshchyna, and Kremenchuk raions).

The segment of the first axis (Poltava – Pyriatyn), which is formed along the international transport corridor, is the most promising. Thanks to this axis and due to geopolitical location, production capacity and a dense network of settlements, Ukraine will take a key

Regional planning structure of resettlement systems

№	RRS	RRS center	RRS sub-center
1	Velyka Bahachka	Velyka Bahachka	Gogolevo
2	Gadyach	Gadyach	Petrovka-Romenskaya
3	Globino	Globino	Gradyz'k
4	Grebinka	Grebinka	-
5	Dykanka	Dykanka	-
6	Zinkiv	Zinkiv	Opishnya
7	Karlivka	Karlivka	-
8	Kobeliaky	Kobeliaky	Svitlohirske
9	Kozelshina	Kozelshina	Nova Haleschyna
10	Kotelva	Kotelva	-
11	Kremenchug	Kremenchug	Komsomolsk
12	Lokhvytsia	Lokhvytsia	Chervonozavodske
13	Lubny	Lubny	-
14	Mashivka	Mashivka	-
15	Myrgorod	Myrgorod	Komyshnya,
16	Novi Sanzhary	Novi Sanzhary	Romodan
17	Orzhitsa	Orzhitsa	Velikie Sorochintsy
18	Pyriatyn	Pyriatyn	-
19	Poltava	Poltava	Lazirky
20	Reshetilivka	Reshetilivka	Kryva Rudka
21	Semenivka	Semenivka	-
22	Khorol	Khorol	Zhovtneve
23	Chutove	Chutove	Obolon
24	Chornukhy	Chornukhy	-
25	Shyshaky	Shyshaky	Artemivka

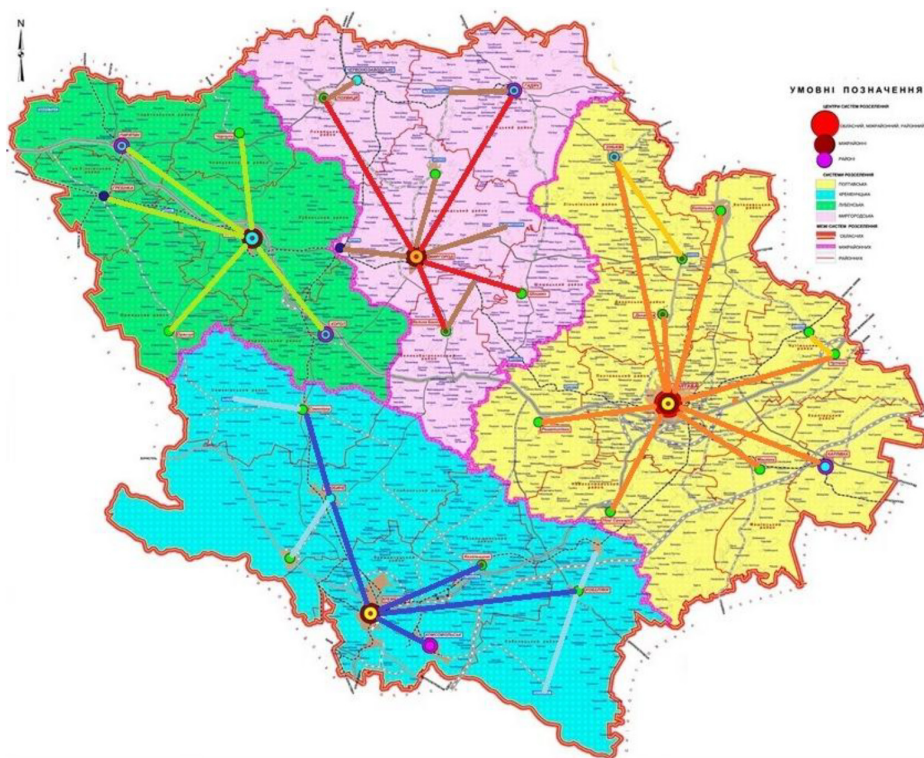


Fig. 5. Regional planning structure of resettlement systems

position in the future and turn into the international transport corridor connecting Europe with Central Asia.

Municipalities, engineering and transport infrastructure develop along the main planning axes primarily as a result of necessary to provide service to transit traffic, which in turn will increase investment attractiveness of the area.

Cities, located on the main planning axes, are: Poltava, Myrhorod, Horol, Lubny, Pyriatyn, Kozelshchyna, Komsomolsk, Kremenchuk.

In addition, there is a developing system of second order man-made axes that are based on national, provincial and territorial highways passing through the oblast. According to the planning framework, Poltava, Dykanka, Opishnia, Zinkiv, Hadiach, Lohvytsia are basic second-order cities.

Conclusions

The main problem of Poltava Oblast Resettlement System is its origin from the Soviet period known for a large-scale transformation of Ukrainian resettlement system. Since at that time management centralization was the leading planning factor, this has led to excessive concentration of all administrative, social and cultural functions, as well as industrial and educational resources, in large urban centers, while small towns have undergone functional deprivation and nowadays are deficient in resources for own development.

Therefore, the main problems are the following:

- Excessive concentration of industry, population and associated infrastructure in the three cities of regional

subordination: Poltava, Kremenchuk, Komsomolsk;

- Disparities in the distribution of economic, social and cultural potential between settlements;

- Minor organizational and economic role of small towns;

- Low population of the centers of some RRS (e.g., Chornukhy, Orzhytsia), indicating a low level of administrative and socio-cultural services.

To improve the quality and accessibility of public services, some functions of the oblast center (Poltava) should be transferred to the centers of IRRS: Kremenchuk, Lubny, Myrhorod.

Structural features of IRRS indicate different stages of their formation. By the degree of development they can be attributed to 2 types: developed (Poltava) and developing (Lubny, Kremenchuk and Myrhorod). In this regard, it is necessary to use a differentiated approach to the problems of their development. Thus, it will be important to limit the development of the center and encourage the development of other settlements in Poltava system, while for Lubny, Kremenchuk and Myrhorod systems important task should be to strengthen the economic and social development of central cities.

It should be remembered that the main purpose of improving the resettlement system is to enhance the role of the small towns, remote from the oblast center, as they are urbanization outposts that should start the process of introducing new standards of social infrastructure and public services.

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