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Zharov D. - graduate student, V.I. Vernadsky Taurida National University, Kyiv,

ORCID: 0000-0003-0742-9259

**FUNCTIONING OF PUBLIC ADMINISTRATION MECHANISMS IN THE
SPHERE OF SUSTAINABLE DEVELOPMENT OF URBAN AGGREGATIONS
FROM THE POSITION OF THE CHARACTERISTICS OF URBANIZATION
PROCESSES**

The article describes approaches to the formation of public management mechanisms in the field of sustainable development of urban agglomerations, as well as factors that affect the functioning of such mechanisms. Among these approaches, geographical, economic, urban planning, institutional, etc. are distinguished. It is recognized that urbanization and related processes have a special place among the factors influencing the formation of urban agglomerations. Taking into account this fact, the definition of urban agglomerations as a multi-component object of public administration, which develops in certain institutional conditions, is justified. In addition, it is justified to apply a complex management approach to the characterization of public management mechanisms in the field of sustainable development of urban agglomerations, which (mechanisms) set in motion the relevant institutions (social, political, legal, etc.). The legal acts of Ukraine are analyzed from the point of view of defining the processes of urbanization in them and their influence on the formation and functioning of urban agglomerations.

Keywords: *mechanisms of public administration, sustainable development, agglomerations, urban agglomerations, urbanization, urbanization processes, urban planning, regions.*

Problem setting. As for the definition of the concept of "urban agglomeration", there is no single scientific opinion on what properties should be singled out in these formations. Therefore, the definition of the structure of public management mechanisms of such agglomerations can be ambiguous. At the same time, urbanization processes are becoming increasingly global in scale. This is confirmed by the activities of international organizations that provide institutional support for managing the processes and consequences of urbanization. The need to manage the processes and consequences of urbanization and the functioning of urban agglomerations creates new tasks for the governments of all countries of the world without exception. It was initiated by international institutions that act in the direction of coordinating the efforts of the world community to ensure the coexistence of humanity, sustainable development, that is, the solution and/or minimization of existing global problems. The above determines the relevance of the study of the activities of international organizations, subjects of public management of urbanization and processes caused by urbanization, in particular, the formation and functioning of urban agglomerations. All this determined the choice of the research problem, which is undeniably relevant.

Recent research and publication analysis. The issue of the formation of management mechanisms in the field of sustainable development of agglomerations was studied by numerous scientists and practitioners, in particular, Yu. Batyr, I. Bodrova, O. Dronova, O. Yizhak, O. Izarov, I. Izarova, A. Lelechenko, Ya. Lys, A. Nazarko, H. Patytska, A. Plekhaty, A. Pomaza-Ponomarenko, L. Sergienko, N. Chuvikina, and others. [1–24]. However, the mechanisms of public management in the specified area in modern realities still remain insufficiently developed, in particular, from the standpoint of determining the impact of urbanization processes on the formation and functioning of urban agglomerations.

Paper objective. Considering the above-mentioned relevance of the research topic, the purpose of the article is to determine the state of functioning of public management mechanisms in the field of sustainable development of urban agglomerations from the standpoint of characterizing the impact of urbanization on them.

Paper main body. Identification and description of the activities of the institutions that provide management of urbanization and processes caused by urbanization, it is expedient to consider the development of unified principles of effective management in the relevant spheres, the formation of the world agenda from international institutions whose activities are focused on global problems of humanity.

The Department of Economic and Social Affairs of the UN Secretariat is an important link between global policies in the economic, social and environmental spheres and national policies (actions), working in three interrelated areas:

- collects, generates and analyzes a wide range of economic, social and environmental data and information for review by UN member states for analysis of world problems and development of domestic options politician;

- facilitates negotiations among member states regarding joint courses of action to resolve existing or potential global problems;

- advises the governments of countries on ways and means of implementing the decisions and policies adopted at the summits and UN conferences.

Institutional support in the field of urban planning in Ukraine is quite demarcated in view of the variability and distribution of functions between the executive and legislative branches of government and other subjects of the public sector. Various committees, agencies, ministries and associations are responsible for various functional contents (economic, physical, cultural development).

The system of institutional support for the management of urbanization processes in Ukraine:

- in the part of the legislative branch of power, this is the Verkhovna Rada of Ukraine and its relevant committees: the Committee on Issues construction, town planning and housing and communal services; Committee on issues of state organization authorities, local self-government, regional development and urban planning, the functionality of which consists in the development of draft laws or submission of legislative proposals in the field of spatial development, housing construction and urban planning in general;

– in the part of the executive branch of government - this is the Cabinet of Ministers of Ukraine and relevant ministries: Ministry development of communities and territories of Ukraine, whose activity consists in the formation and implementation of state policy in the field of administrative and territorial management and self-management, in the field of construction, spatial planning and housing and communal services; Ministry of Energy and Environmental Protection - formation and implementation of state policy in the field of environmental protection, ecological and within powers provided by law, biological and genetic safety. The Ministry also sets restrictions on the use of land and other resources; Ministry of Economic Development, Trade and Agriculture of Ukraine – formation and implementation of state regional and general economic policy. Also The Ministry is responsible for monitoring the development of regions, problem areas of Ukraine, provides administrative and organizational support in the development of social and economic development strategies; Ministry of Culture of Ukraine – formation and implementation of state policy in the sphere of culture and protection of cultural heritage, as well as The Ministry of Infrastructure of Ukraine, whose activity consists in the formation and implementation of state policy in the field of road management (transfer of the transport industry, infrastructure to the European level), it is responsible for the development and maintenance of infrastructure facilities, land use and implementation construction on infrastructure facilities. It is expedient to include the outlined subjects of state administration as well other central bodies of executive power, such as: State Architectural and Building Inspection of Ukraine – activities in the field of granting construction permits and granting licenses to professional participants in the construction market;

– State Service for Geodesy, Cartography and Cadastre - activities in several directions: land management; assessment of the cost and technical characteristics of land plots; ensuring environmental protection natural environment;

– from the point of view of local representative bodies, these are regional and district councils, city councils and executive committees, whose functions include the formation and implementation of local policies, taking into account the requests, needs

and interests of citizens of individual territorial units;

– from the point of view of regional and local executive authorities, these are regional and district state administrations, including territorial representations of ministries and other central executive authorities.

In addition to the outlined subjects of public administration, there are also other organizations in the field of urbanization in Ukraine that are also relevant to the formation and implementation of public policy in this area. One of these there are research institutes, the main task of which is to develop general schemes for the development of regions, districts, bridges, as well as ensuring control and supervision of their implementation.

The public administration system, taking into account the rapidity and instability of urbanization and urbanization-induced processes, must flexibly respond to challenges, in particular in the part of the legal mechanism, in order to prevent potential and existing risks, using the opportunities of urbanization, as well as ensuring sustainable development.

The study of urbanization issues in the system of public management and administration is determined by a set of global problems, challenges and opportunities, which are primarily concentrated in cities. Constant monitoring of urbanization and processes caused by urbanization, their potential is the basis for making effective public management decisions and actions both in the sphere of functioning of urban agglomerations, and for ensuring the observance of rights, freedoms, satisfaction of needs and interests, as well as achieving economic well-being, social consensus, guaranteeing environmental security both on a global scale and within individual states or territories.

In the context of studying the normative-legal mechanism of state management of urbanization processes that affect the functioning of urban agglomerations, it is appropriate to highlight such normative-legal acts that directly / indirectly regulate urbanization or urbanization-induced processes, the characteristics of which are given in the table 1.

Table 1

Legal acts that directly / indirectly regulate urbanization whether the processes affecting the functioning of urban agglomerations are caused by urbanization.

№	Legal acts	Provisions that directly or indirectly regulate urbanization processes and affect the functioning of urban agglomerations
1	Civil Code of Ukraine	Defines ownership rights, in particular, to real estate. Regulates relationships regarding the conclusion of agreements, contracts regarding the provision and implementation of these rights
2	Land Code of Ukraine	Defines subjects and objects of land relations. Defines rights and obligations of each level of government in the field of regulation of land relations. Defines land categories according to their intended purpose
3	The Law of Ukraine "On local self-government in Ukraine"	Defines the rights, duties and powers of local self-government bodies in the field of management of communal property, land ownership, land use and land management
4	The Law of Ukraine "On the Principles of the State regional policy"	Defines the principles and principles of regional development, tasks of bodies of local self-government in the field of development and further implementation regional development programs
5	The Law of Ukraine "On the General Scheme planning of the territory of Ukraine"	Defines territories by zones of urbanization, characteristics of urbanization zones
6	The Law of Ukraine "On regulation urban planning activity"	Determines the general terms of urban planning activities, regulates the entire process construction project, from the preparation of project documentation to general construction Defines the general rules of urban development. Main points the pillars of urban development are: rational settlement system, rational location of residential and public building zones, industrial, recreational, nature protection and other zones and objects. Defines the obligation of transparency project documentation and general plans of cities and towns
7	The Law of Ukraine "On Architectural activity"	Defines the main standards of architectural activity in relation to objects and buildings of any purpose and ownership, principles and standards regarding the design of any type of architectural documentation, principles monitoring of compliance with technical and other standards
8	The Law of Ukraine "On Comprehensive reconstruction of quarters (microdistricts) outdated housing stock"	Defines the characteristics of all processes related to the concept of obsolete and emergency housing fund, duties of central authorities and local self-government bodies
9	Law of Ukraine "On Land Management"	Defines the duties of central authorities and local self-government in land management processes,

		determination of its priorities. Installs environmental protection standards and monitoring of their compliance
10	The Law of Ukraine "On State land cadastre"	Defines the principles of registration of land plots regardless of the form property and intended purpose. Establishes regulatory requirements to the publication of information about each land plot
11	Resolution of the Cabinet of Ministers of Ukraine "On ensuring public participation in the formation and implementation of the state politicians"	Determines the procedure for the formation and functioning of public councils, their rights and obligations. Determines the mechanisms for conducting public hearings.
12	Decree of the President of Ukraine "On goals sustainable development of Ukraine for the period until 2030."	Determines the procedure for monitoring compliance with the Sustainable Development Goals of Ukraine by 2030. Determines the implementation of an effective results monitoring system achievement of these Goals
13	The Law of Ukraine "On Basic Principles (strategy) of the state environmental policies of Ukraine until 2030."	Determines existing problems and the current state of the country's ecology, specific goals and tasks of state policy in the field of ecology. Defines specific implementation terms indicators and expected results of implementation of state policy in the field of ecology

Thus, over time, the modern city's need for effective interaction with the surrounding territory grows in proportion to the increase in the number of the urban population, the complication of urban development problems, and the intensification of urban processes. In addition, such interaction is due to the need for the concentration of relevant resources to solve the economic and social problems of modern Ukraine, namely: human capital, knowledge and innovations, modern technologies, dynamic development of the market and the organization of production according to the post-industrial type. Long-term and protracted changes taking place in the Ukrainian economy necessitated the formation of fundamentally new urban processes in the development of "urban agglomerations" as large urban systems, which, in turn, will ensure the competitiveness of our state in the global economy and sustainable economic growth of Ukraine.

The above-mentioned features indicate the general and global regularities of the development of settlement and urbanization, which are of special importance for Ukraine. First, our country is marked by significant territorial spaces and distances, which significantly complicates part of society's relations with state authorities. The reform of

decentralization of power, introduced in 2015, was designed to ensure the localization and efficiency of the provision of administrative and other services to the population. This should reduce costs and time for the arrival of the same ambulance or operational rescue service to the location of the emergency. movement of goods, people, information [10].

In general, urban agglomerations will make territorial organization in Ukraine more rational and will allow to move to areal concentration of resources and form supporting frameworks with reinforced nodes. Currently, researchers have not formed a single point of view and there are several main approaches to understanding the term "urban agglomeration":

1. An economic approach, which consists in substantiating the need for clustering the economic activity of manufacturing firms in order to minimize costs and negative network effects.

2. The geographical approach is directly related to the theory of settlement, and involves inclusion in the concept of "urban agglomeration" of compactly located urban and rural settlements, united by various and intensive connections.

3. The urban planning approach is complex and combines economic, geographic, social and other factors that determine the formation of group forms of population settlement.

4. Management approach that considers the agglomeration as a coordinated form of management of its elements to solve common problems.

From the point of view of the geographical approach, the agglomeration is considered as a system of settlement and territorial organization of the population, which is a supporting frame of settlement consisting of large centers united by stable connections: transport, logistics, political, cultural and economic.

According to most researchers, the founder of the geographical approach to the definition of the concept of "agglomeration" was the French scientist M. Rouget, who considered agglomeration as a new form of population settlement with the concentration and redistribution of urban activities within the administrative boundaries of the city [8].

Therefore, an agglomeration is a compact location, a grouping of settlements united not only in a spatial sense, but which have developed industrial, cultural, and recreational connections [7]. From this definition, one can come to the disappointing conclusion that agglomerations are a certain group of settlements that have a common space, as well as various interconnections (industrial, cultural, recreational, etc.).

Pendulum migration is a conventional name for regular (usually daily) trips of the population from one settlement (place of residence) to another - for work or study, etc. Pendulum migration occurs in societies where there is access to modern vehicles and a developed transport infrastructure that allows people to live far from their place of work. Pendulum migration is not classified as population migration.

Urban planning approaches are extremely diverse and contain conceptual approaches to the spatial planning of the city, taking into account the resource potential of the territory, population settlement, the structure of workplace placement, etc. [17; 22–24].

The founder of the theory of modern urban planning, the Scottish scientist P. Geddes first introduced the term "conurbation" into scientific circulation, as well as the term "agglomeration" as "conurbation of agglomerations". According to P. Geddes, the difference between these concepts is that in an agglomeration, the convergence of urban and rural settlements occurs under the influence of a strong center, while conurbations are separated [5].

In the modern period, it is important to single out research on the problems of managing the formation and development of urban agglomerations from the standpoint of urbanization into a separate group. Within the framework of the management approach to this issue, there is a wide variety of opinions among scientists. Some of the authors search for ways to effectively manage the agglomeration in Ukraine based on the analysis of foreign experience, but most of the authors investigate the issue of managing individual agglomerations in the territorial division of our state that has formed [9].

The peculiarity of the modern stage of the study of the development of urban agglomerations in Ukraine is not so much in justifying the need to ensure the

controllability of the spontaneous process of the emergence of agglomerations, as in finding practical ways, methods and tools of effective public management of the development of urban agglomerations.

In this regard, the interest of researchers in the analysis of issues of constitutional and legal regulation of the development of urban agglomerations is currently growing, since its absence restrains the complex development of agglomerated territories [12].

The main problem, according to most authors, is that the urban agglomeration, being a complex dynamic entity, on the one hand, acts as an object of state administration (regional and local) and local self-government bodies, and on the other hand, structural elements of the urban agglomerations remain legally and organizationally independent. The absence of legal acts leads to the fact that regional bodies of executive power and local self-government bodies independently determine the management tools of the actual institutionalization of agglomerations [1; 2; 7].

Therefore, the researchers rightly note the trend towards the transition between municipal entities (communities) that are part of the urban agglomeration to formal legal relations (agreements, contracts, coordination councils, etc.), which facilitate the joint management of territories. At the same time, the majority of authors emphasize the need for legal consolidation of state policy priorities in the sphere of regulation of agglomeration processes in the context of urbanization processes.

Conclusions of the research. Thus, summarizing the definitions of the concept of "agglomeration" given in scientific sources and the legal base, it is possible to conclude that the main parameters for the existing definitions are: 1) location of a compact type or grouping of settlements; 2) intensive and developed connections within education; 3) determination of the common border by end points. It has been found that the boundaries of agglomeration formations are determined by pendulum migration, dynamic and dense economic, cultural and recreational ties, general transport infrastructure, as well as a general system of interaction and management bodies operating on a specific territory of settlements. Considering the significant number of different approaches to the concept of "agglomeration", it is proposed to consider the urban agglomeration as a dynamic system

that changes under the influence of urbanization processes and consists of the following subsystems: socio-economic, transport-logistics, environmental, administrative-management and financial. On this basis, the evolutionary nature of the formation of urban agglomerations as a multi-component object of public administration is emphasized. However, situations of spontaneous emergence of urban agglomerations during the territorial organization of the population are possible. This territorial formation must be considered as a complex socio-economic system, the elements of which are municipal formations (communities), which retain their own independence, while they have stable agglomeration ties. At the same time, residents of the urban agglomeration can use unified services.

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