
ENVIRONMENTAL AND SOCIAL MAINSTREAMING IN SPATIAL DEVELOPMENT DOCUMENTS: UKRAINE IN THE CONTEXT OF EU BEST PRACTICES

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INTRODUCTION

Issues of spatial development management, sustainable and balanced development of cities and rural areas, careful attitude toward the natural environment, principles of human-centric and inclusive approach, spatial justice and cohesion have long been fundamental principles in strategic planning not only in EU countries, but throughout the whole of Europe. However, new factors are emerging today that with doubled force determine the growing importance of ecologization and humanization of strategic spatial planning under conditions of threats to peace and intensive militarization, energy transition, environmental degradation and climate change, large-scale population migrations, technological innovations and artificial intelligence development. This concerns planning that would, among other things, outline priorities for balancing ecological and social interests of the population for the long-term perspective.

The signing of the Association Agreement between Ukraine and the EU and obtaining candidate status for EU membership in June 2022 intensified the importance of strategic planning. On the other hand, decentralization reform became a logical completion of the Soviet model of paternalistic territorial development, creating foundations for orientations toward own initiative and better utilization of endogenous potential of regions and communities. Its implementation immediately highlighted a number of problems related to fragmentation in planning the development of various spheres of social development and the absence in many planning documents of strategic ecological and social vision, as well as the lack of strategies (programs) for territorial development that are updated to contemporary challenges.

European integration became a civilizational choice of Ukrainian people, and this strategic orientation was actualized after the beginning of Russian aggression in Ukraine. In recent years, geographical science has developed a tradition of researching individual aspects of adapting Ukrainian legislation to

EU legislation, especially in the field of spatial development¹. At the same time, analysis of existing scholarly work indicates the absence of comprehensive studies on implementing EU directives and comparing the experience of individual countries in developing spatial and strategic planning documents against the background of growing environmental and social challenges that are expanding both in breadth and depth. Although specialists persistently point to the necessity of considering the influence of main trends and the requirements of European policy that correspond to the Agenda for the 21st century (declarations, strategies, plans) developed at various levels and formats in forming the concept of integrated planning process in Ukraine².

Accordingly, the *objective* of this study is to analyze European experience in strategic and spatial planning, outline the European integration concept for ensuring sustainable spatial development of Ukraine through the lens of integrating ecological and social components, compare practices of organizing strategic planning of spatial development in Ukraine and the EU, which can become the foundation for further strategizing of spatial development of post-war Ukraine.

1. Historical-Geographical Context of Integrating Ecological and Social Components into Strategic Spatial Planning in Europe and Ukraine

The formation of strategic spatial planning in Europe and Ukraine occurred during different historical periods and under the influence of various factors. Strategic spatial planning in Europe emerged as a response to intensive urbanization and industrialization in the post-war period. One of the first influential comprehensive systems that integrated economic, social, and ecological aspects of territorial development was the Dutch spatial planning model, which was formed under the influence of unique geographical and historical conditions of the Netherlands' development, where a significant part of the territory is located below sea level. These geographical factors

¹ Маруняк Є. О., Палеха Ю. М., Криштоп Т. В. Планування просторового розвитку в умовах війни і відбудови: бачення для України // Український географічний журнал, 2022. – №4. – С.13-22. DOI: <https://doi.org/10.15407/ugz2022.04.013>; Палеха Ю. М. Нова редакція Генеральної схеми планування території України – стратегія інтеграції України у Європейський простір. Український географічний журнал. 2020. № 1. С. 7–15. DOI: <https://doi.org/10.15407/ugz2020.01.007>; Бортник С. Ю., Лаврук Т. М., Олещенко А. В., Тимуляк Л. М. Просторове та ландшафтне планування: навчальний посібник. Електронне видання третє, оновлене та доповнене. К., 2022, 155 с.; Мальчикова Д. С. Концепція зеленої інфраструктури у сучасній зарубіжній практиці просторового планування // Географія в Київському національному університеті імені Тараса Шевченка: 85 років – досягнення та перспективи (GTSM): Матеріали міжнар. наук.– практ. конфер.(м.Київ 30-31 березня 2018 р.// гол. ред. колегії Я.Б. Олійник – К.: Принт-Сервіс, 2018 – С. 120-124.

² Маруняк Є.О. Просторовий розвиток України в глобальній візії. Вісник Національної академії наук України. 2020. № 4. С. 73–83. URL: <https://nasu-periodicals.org.ua/index.php/visnyk/article/view/9745/8930>

contributed to the formation of a culture of collective space planning and a systematic approach to its use³. Later, the Dutch model became the foundation for developing European principles of spatial planning and was adapted in many EU countries. Its principles of multi-level governance, integrative approach, and territorial layer analysis are widely used in contemporary theory and practice of spatial planning. The Dutch model continues to demonstrate how an effective combination of collective territorial management traditions, innovative methodological approaches, and democratic participation principles can create an effective spatial development system even under conditions of limited territory and complex natural conditions. The main goals for the period until 2028 are defined as: increasing competitiveness, improving accessibility, enhancing living environment, environmental conditions, and water resources (these goals are outlined in the current document "Structural Vision of Infrastructure and Space"⁴). A clear expression of ecological component integration into spatial planning documents in the Netherlands was the Environment and Planning Act, which came into force on January 1, 2024⁵.

The developer and initiator of discussions on basic principles, measures, and methods, as well as mechanisms of public administration in spatial planning among Council of Europe member countries is the European Conference of Ministers Responsible for Spatial/Regional Planning (CEMAT), which unites representatives from 47 Council of Europe member states⁶. As of 2025, 17 specialized ministerial conferences have been held, dedicated to various issues—from the foundations of regional policy in united Europe (at the first conference in 1970) to capitalizing local potential in territorial development policy on the European continent (at the 2017 conference). Over 50 years of activity, CEMAT has adopted several dozen resolutions of significant importance from the perspective of considering ecological and social priorities in spatial development policy in documents that serve as established practice norms for the entire continent, including Ukraine, which has been an active participant in these conferences. Unfortunately, due to the coronavirus pandemic, the 2020 conference was postponed indefinitely.

³ Meijers, E.; Stead, D. (2021): Country Profile of Netherlands. Hannover. = ARL Country Profiles. URL: <https://www.arl-international.com/knowledge/country-profiles/netherlands/rev/3748>

⁴ Structuurvisie Infrastructuur en Ruimte: Nederland concurrerend, bereikbaar, leefbaar en veilig. URL: <https://open.overheid.nl/documenten/ronl-archief-b78e7eec-caf3-437e-9b0e-2ed34836effc/pdf>

⁵ De Omgevingswet. URL: <https://www.rijksoverheid.nl/onderwerpen/omgevingswet>

⁶ Ministerial Conferences of the CEMAT. URL: <https://www.coe.int/en/web/conference-ministers-spatial-planning/ministerial-conferences>

Among all documents approved at ministerial conferences, the European Charter for Regional/Spatial Planning of 1983, known as the Torremolinos Charter, should be highlighted. This document stated that planning should be carried out with public participation and local communities, ensuring transparency in decision-making processes from local to national and European levels, while ensuring their coherence. According to the charter, spatial planning is a scientific discipline, administrative technique, and instrument of regional policy. It is viewed as an interdisciplinary comprehensive approach aimed at ensuring balanced regional development and spatial organization⁷. The main goals of European development defined in the charter were:

- Economic development considering regional characteristics;
- Improvement of population quality of life;
- Responsible management of natural resources and environmental protection;
- Rational use of territory.

As noted by experts in European planning practices, after a certain stagnation in strategizing (long-term orientation setting) of Europe's spatial development in the 1980s with attention given to individual projects for reviving backward territories, from the early 2000s, efforts of scientists and administrators have been actively directed toward forming a more coordinated spatial logic for regulating land use, resource protection, and investments in restoration and infrastructure. Since then, any development projects in European countries have been formed within contextual frameworks of EU spatial development vision with an emphasis on place quality, spatial impacts, and investment integration⁸.

The actualization of strategic planning became particularly noticeable after the adoption of the European Spatial Development Perspective in 1999 (ESDP). In this document, the ideal of sustainable development was formulated to combine EU goals regarding economic competitiveness, environmental protection, sustainability, and social cohesion. The spatial expression of this became the concept of balanced development, which proposed a perspective of creating development centers in various EU regions while simultaneously promoting dynamic development of main growth zones on the continent. This approach was built on concepts of polycentric development, rethinking relationships between city and countryside, ensuring access to infrastructure and knowledge (including trans-European

⁷ European Regional Spatial Planning Charter. Torremolinos (Spain), 1983. URL: <https://rm.coe.int/090000168099c342>

⁸ Albrechts L., Healey P., Kunzmann K. (2003). Strategic Spatial Planning and Regional Governance in Europe, *Journal of the American Planning Association*, 69:2, 113-129. URL: <http://dx.doi.org/10.1080/01944360308976301>

communications), while promoting more compact development and resource conservation.

Further formation of unified European spatial development policy also occurred gradually. The adoption of the Lisbon Strategy (2000) and its successors integrated spatial planning into the pan-European competitiveness strategy. Territorial cohesion became the third dimension of EU policy alongside economic and social cohesion. Unfortunately, the Lisbon Strategy, developed for 2000-2010, did not achieve success in implementing declared goals to make the EU "the most dynamic, competitive, and knowledge-based economy in the world," including due to the lack of empirical correlation between stated goals and their practical implementation⁹. However, it provided a vision for further EU development in three directions: economic (adapting to changes in information society, creating European space for research, investing in research and development, removing business barriers, economic reform and internal market development, creating integrated financial markets, improving macroeconomic policy coordination); social (modernizing the European social model through investing in human capital and combating social exclusion, active employment policy); environmental, defining pathways for ensuring sustainable development and quality of life¹⁰.

Cohesion, interpreted as unity and solidarity, is not a natural process or objective qualitative characteristic of society. Cohesion is a complex and long-term process that must be implemented at all levels. Fundamental principles are equal opportunities for each region and effective use of endogenous potential. Adjustment of cohesion policy priorities and their budgeting mechanisms occurs within seven-year EU development programming periods with constant adherence to achieving maximum territorial convergence and socio-economic growth of regions. The strategic imperative of policy should be implementation of the Paris Climate Agreement (COP21), adopted in 2015, which intensified global response to environmental threats and warming¹¹, and the UN Sustainable Development Goals 2030¹², aimed at a broad spectrum of mainly social and environmental priorities such as poverty and hunger eradication, ensuring quality education and healthcare, gender equality, clean water and energy, decent work and economic growth,

⁹ The Lisbon Strategy 2000 – 2010 An analysis and evaluation of the methods used and results achieved. URL: <https://www.europarl.europa.eu/document/activities/cont/201107/20110718ATT24270/20110718ATT24270EN.pdf>

¹⁰ Сітнікова Н.П. Досвід стратегічного планування сталого розвитку у країнах Європейського Союзу // Економіка та держава, 2012. – №11. – С. 11-14. URL: http://www.economy.in.ua/pdf/11_2012/5.pdf

¹¹ Паризька угода. URL: https://zakon.rada.gov.ua/laws/show/995_161#Text

¹² White paper on the Future of Europe. Reflections and scenarios for the EU-27 by 2025 (2017).

URL: <https://op.europa.eu/en/publication-detail/-/publication/ba81f70e-2b10-11e7-9412-01aa75ed71a1/language-en>

innovation and infrastructure, reducing inequality, sustainable cities and communities, responsible consumption and production, combating climate change, preserving marine resources and terrestrial ecosystems, peace, justice, and partnership (Fig. 1, 2).

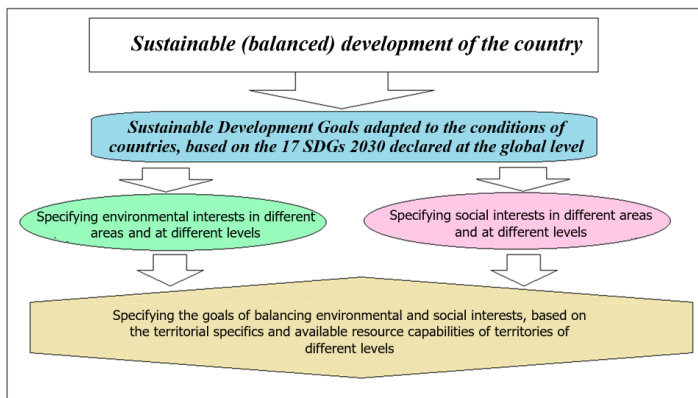


Fig. 1. Hierarchy of strategic spatial planning and place of social and environmental objectives (compiled by the author)

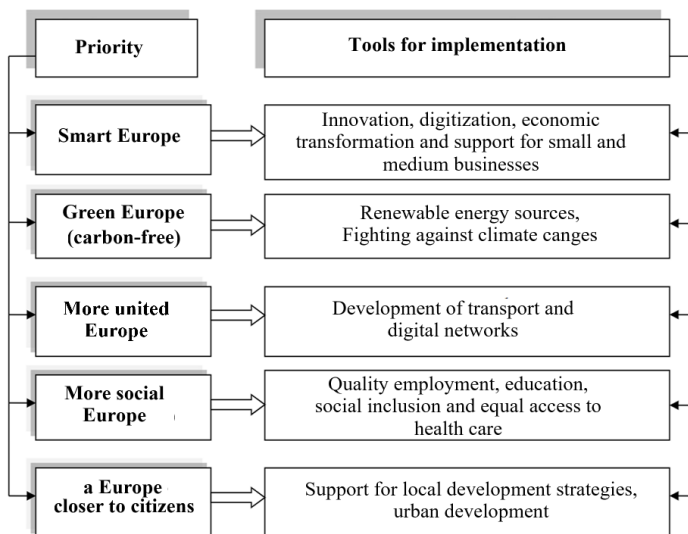


Fig. 2. EU cohesion policy priorities (according to data¹³)

¹³ Прокопчук О.А., Ковальчук О.Д., Усюк Т.В. Європейська політика згуртування: концептуальні засади, імперативи для України. Економіка та суспільство: Міжнародні економічні відносини. 2021. – №26. DOI: <https://doi.org/10.32782/2524-0072/2021-26-13>

The first EU Sustainable Development Strategy was developed in 2001 at the European Council meeting in Gothenburg with the aim of "building pan-European policy framework for ensuring sustainable development, i.e., to meet the needs of the present generation without harming the ability of future generations to meet their own needs." It consisted of two main parts: the first proposed measures to change a number of "unsustainable" trends; the second proposed a new approach whereby EU economic, social, and environmental policies should be mutually coordinated and reinforce each other. This document focused on the most destabilizing development trends at the time: global warming, new antibiotic-resistant microorganisms and certain types of diseases, long-term impact of chemical waste, health safety, food security, poverty, expanding environmental pollution, biodiversity loss (including soil fertility decline), waste increase, negative effects of transport network growth. This determined the choice of main strategic priorities: climate change, citizen health, poverty and social exclusion, societal aging, natural resource management, mobility and transport. An extremely important component in this strategy was set the task of developing sustainable development indicators, which initiated the measurement and evaluation of this policy's effectiveness in the EU¹⁴. However, strategy implementation was not successful due to the lack of a mechanism for incorporating development goals into everyday life and insufficient coherence of actions at different levels. This necessitated its revision.

In 2006, EU countries officially approved the "Renewed EU Sustainable Development Strategy," which initiated the process of updating strategies according to the three main aforementioned dimensions of sustainable development, and in 2007—the Leipzig Charter on Sustainable European Cities. With the emergence of these documents, directions of changes in economic growth quality are formed: it is increasingly conceived as "smart" (intellectualization of economic development, research and innovation); sustainable (greening of economic development, appropriate resource use); inclusive (socialization of economic development, increasing population employment levels, achieving social and territorial cohesion)¹⁵.

European countries are of priority interest because they are recognized leaders in implementing modern public administration systems for spatial planning¹⁶. In turn, the European Union plays an important role in forming

¹⁴ Перга Т.Ю. Сталій розвиток у нових членів ЄС // Європейські історичні студії. – 2017. – № 6. – С.48-63. URL: <https://elibrary.iivinas.gov.ua/3276/1/6-3-Perha.pdf>

¹⁵ Мацелюх Н. П., Поснова Т. В. Політики сталого розвитку міст і регіонів ЄС в умовах децентралізації: теоретико-методологічний аспект // «Modern Economics», №38 (2023), 90-98. DOI: [https://doi.org/10.31521/modecon.V38\(2023\)-14](https://doi.org/10.31521/modecon.V38(2023)-14)

¹⁶ Ferlie E., Ongaro E. Section Overview: Governance and Management of Social Policy in Europe. The Oxford Handbook of Governance and Public Management for Social Policy. 2023. P. 659–674. URL: <https://doi.org/10.1093/oxfordhb/9780190916329.013.46>.

general approaches to space management issues, integrating social and environmental policy in countries and regions over many decades¹⁷. The term "spatial planning" itself became an embodiment of the European position on planning and spatial development. It continues to serve as a "unifying" neutral term, not tied to any specific planning system of EU member countries, but actually serving as a translation of the German "Raumplanung"¹⁸. The emphasis on the spatial aspect identifies qualitative changes in planning, awareness of the need for long-term and strategic decisions, as well as limited possibilities of any sectoral approach detached from a specific place. In recent decades, it has been realized that strategic planning and strategic thinking in general are impossible outside spatial coordinates. Spatial planning represents the geographical expression of society's economic, social, cultural, and environmental policy.

From approximately the late 1980s, significant changes occurred in spatial planning of EU member countries: the resource-distributive model gave way to an innovation-stimulative one, where emphasis is placed on the ability to forecast labor market needs according to technological changes, considering societal informatization and the use of territorial social and institutional capital. Its main features include: transferring cohesion policy implementation mechanisms from national to regional level, which in case of fund distribution allows concentrating them on specific regions rather than countries; transition to a long-term development model (annual budgets were replaced by 6-7-year financial plans); redistribution of functions between management levels; orientation toward endogenous development and mobilization of unused potential rather than compensating for past problems; readiness of countries and regions not only to participate but also to pay for development¹⁹. The latter indicates awareness of the importance of territorial development local characteristics and local assets.

Strategic documents of Europe's most developed countries—Germany, France, Great Britain—correspond with pan-European goals and among themselves—all are based on competitiveness and innovative pathways to achieve it, economic decarbonization and environmental friendliness, human capital development. At the same time, planning systems of different countries evolve according to globalization trends, internal and external challenges, climate change adaptation, historical heritage, etc. However, countries have a

¹⁷ Територіально-просторове планування: базові засади теорії, методології, практики: монографія / А.М. Третяк, В.М. Третяк, Т.М. Прядка; Н.А. Третяк ; за заг. ред. А.М. Третяка. Біла Церква : ТОВ «Білоцерківдрук», 2021. 142 с.

¹⁸ Маруняк Є.О. Територіальна (просторове) планування: зміст, еволюція та основні сучасні напрями // Український географічний журнал, 2014. – №2. – С.22-31.

¹⁹ Давимука С.А., Куйбіда В.С., Федулова Л.І. Тенденції розвитку нової-регіональної політики країн членів Європейського Союзу. Регіональна економіка. 2019. № 1. С. 76-87. DOI: <https://doi.org/10.36818/1562-0905-2019-1-9>

number of characteristics, including in the level of ecological and social component integration into spatial planning.

The search for optimal solutions regarding integrated development across three components (economic, social, and environmental) is characteristic of countries with federal structure—Germany, Belgium, Switzerland, Austria. According to their current legislation, two types of spatial planning are distinguished: 1) integrated land use (increase in built-up areas should equal increase in protected territories); 2) sectoral spatial planning (concerning individual sectors). Spatial planning occurs at different territorial levels—federal, state, and local. The federal government creates the general framework, while specific decisions and policy implementation depend on states or municipalities, leading to a minimization of territorial differentiation within the country and increased efficiency in using local advantages.

For a number of European countries (Spain, France, Italy), territorial spatial planning is part of their economic planning, which promotes efficient use of natural resources to obtain economic benefits but does not always contribute to balanced spatial development. As a result, noticeable territorial differences in development between regions persist there. For example, in Italy—this is the traditionally developed north and stagnant southern regions. The powerful autonomy of territorial units in Spain and France led to creating exemplary regional spatial planning programs at community and even city levels, but this led to the emergence of development poles (Madrid, Barcelona, Paris), with noticeable rural area lag.

In certain northern European countries (Finland, Sweden, Great Britain), planning is directed toward solving regional problems. Emphasis is placed on forming comfortable living conditions for all population strata with territorial sectoral specialization. The significance of urban development problems that require municipal resolution is particularly emphasized (especially regarding climate change, uncontrolled suburbanization, unregulated construction, growing migration flows, socio-spatial segregation, etc.)²⁰.

The formation of strategic spatial planning in Ukraine occurred within a centralized planned economy, which significantly influenced modern approaches to spatial development management. Basic normative documents then were city master plans and district planning schemes, developed according to USSR standards and approved economic zoning for the Union as a whole. Accordingly, planning had a technocratic character and was subordinated to industrialization and accelerated urbanization tasks, forming a unified nation—the Soviet people. Enormous industrial-territorial complexes were created without proper attention to consider ecological, social, cultural-geographical, and other consequences. This period of strategic planning

²⁰ Голуб Г. С., Погребський Т. Г. Просторове планування розвитку територіальних громад: конспект лекцій. Луцьк : ПП Іванюк В. П., 2024. 83 с.

documentation development was characterized by complete isolation from European and world trends in urban planning²¹.

With independence, Ukraine faced the necessity of reforming the planning system. This period was marked by destruction of the old planning system without creating an effective alternative, lack of sufficient financing, absence of democratic participatory planning experience, economic crisis phenomena that complicated long-term plan implementation.

The history of ecological and social component integration into spatial planning in Ukraine after 1991 went through several stages, reflecting the evolution of the legislative base and practical approaches to sustainable (balanced) territorial development (Fig. 3).

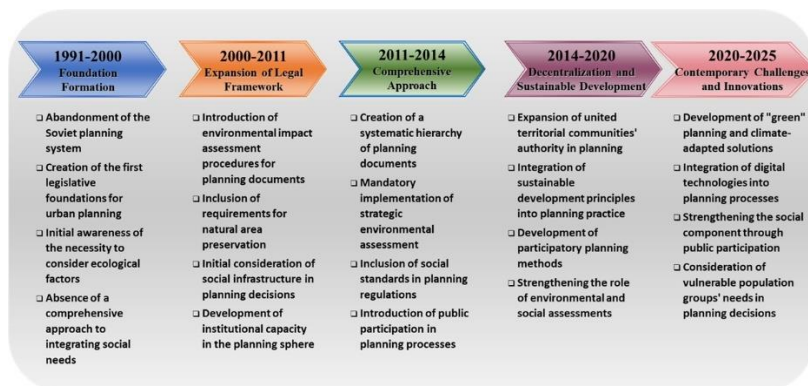


Fig. 3. Evolution of Approaches in Spatial Planning of Ukraine after 1991

(Compiled by the author)

1) The **first stage** was marked by the adoption of the Law "On the Fundamentals of Urban Planning," introduced in 1992, which conceptually defined the principles of urban development with the formation of a comprehensive living environment, while ensuring the protection of the natural environment, rational nature management, and preservation of cultural heritage. This period was characterized by the formation of a basic legal framework for spatial planning; however, environmental and social components, although mentioned, were not systematically integrated. Main characteristics of this stage:

- Rejection of the Soviet planning system;
- Creation of the first legislative foundations of urban planning;

²¹ Палеха Ю.М., Олещенко А.В. Містобудівна документація у державах Європейського Союзу і в Україні: порівняльний аналіз // Досвід та перспективи розвитку міст України. – 2016. – Вип. 30. – С. 50-57.

- Initial awareness of the need to consider environmental factors;
- Absence of a comprehensive approach to integrating social needs.

2) The Law of Ukraine "On Planning and Development of Territories" of April 20, 2000, No. 1699-III was adopted at the beginning of the **second stage** of spatial planning development in independent Ukraine. This period is characterized by the inclusion of environmental requirements in planning documents. Key changes:

- Introduction of environmental expertise procedures for planning documents;
- Inclusion of requirements for the preservation of nature reserve territories;
- Consideration of social infrastructure in planning decisions;
- Development of institutional capacity in the field of planning.

3) The adoption of the Law of Ukraine "On Regulation of Urban Planning Activities" in 2011 became a turning point for the formation of a whole series of other regulatory documents that define the list and hierarchy of planning documentation in Ukraine. In turn, the signing of the Association Agreement with the EU (2014) stimulated the implementation of European approaches to spatial planning. Main achievements in the **third stage**:

- Creation of a systematic hierarchy of planning documents;
- Mandatory implementation of strategic environmental assessment;
- Inclusion of social standards in planning regulations;
- Introduction of public participation in planning processes.

4) The **fourth stage** was marked by decentralization reform, which fundamentally changed approaches to spatial planning. The transfer of significant powers to local authorities necessitated a revision of methodological approaches. Key changes:

- Expansion of powers of united territorial communities in the field of planning;
- Integration of sustainable development principles into planning practice;
- Development of participatory planning methods;
- Strengthening the role of environmental and social assessments.

5) The **fifth stage**, which has been ongoing since 2020, has been marked by large-scale challenges (coronavirus pandemic, full-scale Russian invasion and its consequences). The Law of Ukraine "On Amendments to Certain Legislative Acts of Ukraine Regarding Land Use Planning"²² approved updated planning documentation and the need to create an electronic

²² Закон України «Про внесення змін до деяких законодавчих актів України щодо планування використання земель», (Відомості Верховної Ради (ВВР), 2020, No 46, ст.394), Із змінами, внесеними згідно із Законами No 1423-IX від 28.04.2021, No 2254-IX від 12.05.2022. URL: <https://zakon.rada.gov.ua/laws/show/711-20#Text>

cartographic basis for community territory planning. Environmental and social components are actively reflected in the Environmental Security and Climate Change Adaptation Strategy for the period until 2030, adopted by the government on October 20, 2021, to promote the fulfillment of Ukraine's international obligations under the Paris Agreement²³. With the beginning of the full-scale invasion, environmental and social priorities remain on the agenda, but balancing immediate wartime needs with long-term sustainable development goals remains an extremely difficult task.

In April 2025, Ukraine conducted the first simulation session of negotiations on the state of implementation of horizontal European legislation under Chapter 27 "Environment and Climate Change" – this event became an important stage on the country's path to membership in the European Union.

Current trends are:

- Development of "green" planning and climate-adapted solutions, including in recovery programs and projects;
- Integration of digital technologies into planning processes;
- Strengthening the social component through public participation;
- Consideration of vulnerable population groups' needs in planning decisions.

Since 1991, Ukraine has been undergoing a gradual transition from sectoral to comprehensive planning approaches that correspond to sustainable development principles and modern European standards. Despite positive dynamics, the process of integrating environmental and social components is slowed by several problems:

- Insufficient institutional capacity of local authorities;
- Limited financial resources for implementing comprehensive approaches;
- Need for professional development of planning specialists;
- Necessity to improve methodological base and planning standards.

Although gradual implementation of strategic planning elements began in the 2000s, when regional development programs were initiated and strategies for individual regions and cities were developed, planning for a long time retained features characteristic of the planned economy period. The Revolution of Dignity and the signing of the Association Agreement with the EU became catalysts for more decisive reforms in spatial planning. However, full-scale war changed priorities. Now the focus is on:

- Need for planning reconstruction of destroyed territories;
- Considering security aspects in planning;
- Adaptation to new demographic realities through internal migration;

²³ Про схвалення Стратегії екологічної безпеки та адаптації до зміни клімату на період до 2030 року. Розпорядження КМУ від 20 жовтня 2021 р. № 1363-р. URL: <https://www.kmu.gov.ua/npas/pro-shvalennya-strategiyi-ekologichno-a1363r>

- Integration of "Build Back Better" principles.

At the same time, reconstruction becomes an example of implementing best European practices of integrated planning.

Ukraine's very complex path demonstrates that the formation of strategic spatial planning is a lengthy process that requires combining international experience with consideration of national characteristics and historical context.

2. Environmental and Social Components in EU and Ukrainian Spatial and Strategic Planning Documents

Environmental and social components occupy a central place in strategic planning both in the EU and Ukraine, but the approaches and depth of integration of environmental and social needs in planning differ significantly.

The most important guiding strategic document at the EU level today is the European Union Strategy 2030, which aims to achieve sustainable, inclusive, and competitive development of EU countries with the following priorities:

1. Sustainability and Climate Action: Reducing greenhouse gas emissions and achieving climate neutrality by 2050.
2. Digital Transformation: Ensuring digitalization of all spheres of life and increasing competitiveness of the European economy.
3. Education and Training Development: Improving education and training levels, including digital skills and lifelong learning.
4. Social Inclusion: Ensuring a fair, inclusive society where all citizens have equal access to opportunities.

The EU faces the following tasks:

1. Green transition (transition to green economy and creation of sustainable production and consumption).
2. Innovation stimulation (strengthening the research base and promoting innovation).
3. Ensuring digitalization (strengthening digital technology infrastructure and increasing access to it).
4. Social inclusion (creating social justice by reducing poverty and inequality)²⁴.

In June 2024, the European Council agreed on the Strategic Agenda for 2024-2029, which defined strategic guidelines for peace and quality of life for Europeans. In the context of a changing global landscape and growing instability, as well as due to Russian aggression, the new strategy is built around three pillars:

²⁴ Towards a sustainable Europe by 2030 – Reflection paper. URL: https://www.barkraft.ax/sites/default/files/attachments/page/towards_a_sustainable_europe_by_2030-na0219035enn.pdf

- Free and democratic Europe;
- Strong and secure Europe;
- Prosperous and competitive Europe²⁵.

The commitment to the social dimension of the EU is enshrined in the Treaty on European Union²⁶, the Treaty on the Functioning of the European Union²⁷, and the Charter of Fundamental Rights of the European Union²⁸, which are legally binding. On November 17, 2017, at the Social Summit in Gothenburg, the European Parliament, the Council, and the Commission proclaimed the European Pillar of Social Rights. It sets out 20 key principles that serve as a roadmap to a strong social Europe that is fair, inclusive, and full of opportunities in the 21st century²⁹.

Among important EU spatial planning documents that address the integration of environmental priorities into policy, the following should be noted:

- European Spatial Development Perspective (ESDP, 1999);
- EU Territorial Agenda 2030;
- Environmental Impact Assessment Directive (EIA Directive);
- Strategic Environmental Assessment Directive (SEA Directive);
- Directive on the conservation of natural habitats and wild flora and fauna Natura 2000;
- European Green Deal (EGD).

The latter group of initiatives relies on the European Green Deal Investment Plan (European Sustainable Development Investment Plan), which defines financing for sustainable transition. The European Green Deal envisages adoption of the following strategies: smart sectoral integration, industrial strategy, circular economy action plan, construction sector reform, offshore wind development strategy, chemicals strategy, biodiversity strategy, forest strategy, adoption of "Climate Law" and new editions of regulations and directives in energy taxation, transport, agriculture, and waste sectors.

The EU has a fairly systematic and comprehensive strategy for EGD implementation, guided by the principle of "leaving no one behind." To

²⁵ Strategic Agenda 2024 – 2029. European Council. URL: https://www.consilium.europa.eu/media/yxrc05pz/sn02167en24_web.pdf

²⁶ Договір про Європейський Союз 1992 року. URL: https://zakon.rada.gov.ua/laws/show/994_b06#Text.

²⁷ Договір про функціонування Європейського Союзу 1957 року. URL: https://zakon.rada.gov.ua/laws/show/994_b06#Text.

²⁸ Хартія Європейського Союзу про основні права. URL: <https://ips.ligazakon.net/document/MU00303>

²⁹ European Pillar of Social Rights Action Plan. European Commission. URL: https://employment-social-affairs.ec.europa.eu/policies-and-activities/european-pillar-social-rights-building-fairer-and-more-inclusive-european-union/european-pillar-social-rights-action-plan_en

implement it in practice, the EU created a specialized Just Transition Fund aimed at providing support to the least developed regions, most remote territories and islands facing significant socio-economic problems on the path to climate neutrality³⁰. Ukraine plans to join this course, declaring in the National Economic Strategy 2030 an ambitious intention to achieve climate neutrality by 2060³¹.

Public participation in EU countries has influenced the planning process. Functional planning was replaced by process planning with the introduction of strategic planning methods. In conditions of population mobility and globalization, attention shifts from local and national issues to regional and European ones. European society is also changing. Individuality, self-expression, and self-care now form our society as more competitive, with less solidarity and less consensus. Uncertainty increases while confidence in the future decreases. Needs satisfaction must occur in the present. Care for the future becomes everyone's personal matter, and people prefer free market forces³².

In Ukraine, spatial planning issues are traditionally under the jurisdiction of urban planners, although the subject area of their activities extends far beyond cities.

Strategic documents at the national level that define long-term goals of socio-economic and ecological development of Ukraine include the Sustainable Development Strategy of Ukraine until 2030 and the State Strategy for Regional Development for 2021-2027. Regional development strategies are developed by regional councils for a 7-year period and specify the state strategy at the regional level. Territorial community development strategies are local-level documents that define community development priorities after decentralization.

The planning system in Ukraine provides for document development at various levels – from national to local, ensuring a comprehensive approach to territory and resource use. Main documents include:

- General Scheme of Ukraine Territory Planning;
- Planning schemes for separate parts of Ukraine's territory;
- Comprehensive spatial development plans of territorial communities;
- General plans of settlements;

³⁰ Алектанкіна К., Ткаченко Я. Зелений курс в ЄС та Україні: виклики та перспективи. VoxUkraine. Реформи. 2021. URL: <https://voxukraine.org/zelenyj-kurs-v-yes-ta-ukrayini-vyklyky-ta-perspektyvy>

³¹ Про затвердження Національної економічної стратегії на період до 2030 року. Постанова КМУ від 3 березня 2021 р. № 179. URL: <https://zakon.rada.gov.ua/laws/show/179-2021-%D0%BF#Text>

³² Spatial planning and development in Switzerland: Observations and suggestions from the International Group of experts. Swiss Federal Office for spatial development. 2008. – 95 p.

– Detailed territory plans.

A strategic planning document that can be developed on behalf of local self-government bodies with involvement of local population and business entities – the integrated development concept (appeared in the urban planning documentation list since 2020) – should be added to these documents. Sectoral documents – industry strategies in healthcare, education, social protection – which have spatial dimensions are also of great importance.

Planning activities in Ukraine are regulated by the Laws of Ukraine "On Fundamentals of Urban Planning", "On Regulation of Urban Planning Activities" and other regulatory acts (Land, Water, Forest Codes, Laws of Ukraine "On Environmental Protection", "On Nature Reserve Fund of Ukraine", "On Ecological Network of Ukraine", "On Cultural Heritage Protection", "On Settlement Improvement", "On Architectural Activities", "On National Geospatial Data Infrastructure", "On Basic Principles (Strategy) of State Environmental Policy of Ukraine for the period until 2030," etc.).

The methodology, composition, content and procedure for developing spatial planning documents at all levels are outlined in State Building Norms (for example, SBN B.1.1-14:2021 establishes requirements for urban planning documentation at the local level)³³.

Most of these documents provide for consideration of environmental components, preservation of cultural landscapes and population quality of life through protection from harmful effects of technogenic and dangerous natural phenomena, and social-domestic factors³⁴.

An important component of functional-legal support for the strategic planning process is environmental impact assessment procedures, which have long been used in many European and world countries. In Ukraine, according to the Law "On Environmental Protection" of 1991, such assessment was carried out in the form of environmental expertise. Unfortunately, the scope of the latter was constantly narrowed, giving way to the other related types of expertise, and was reduced to nothing³⁵.

In recent years, to ensure environmental safety, environmental protection, rational use and reproduction of natural resources during decision-making in Ukraine at various levels, Strategic Environmental Assessment (SEA) and Environmental Impact Assessment (EIA) procedures have been introduced, which have long existed in European countries' practice and are now

³³ ДБН Б.1.1-14:2021. Склад та зміст містобудівної документації на місцевому рівні. URL: https://dreamdim.ua/wp-content/uploads/2022/08/dbn-b.1.1-14_2021.pdf

³⁴ Методика інтеграції екологічної складової розвитку у просторове планування України (регіональний рівень) / Л.Г.Руденко, Є.О.Маруняк, Ю.М.Палеха, О.Г.Голубцов, Ш.Хайланд та ін. / під ред. Л.Г. Руденка. 2016. – 72 с.

³⁵ Шемшученко Ю., Малишева Н., Третьак Т. Оцінка впливу на довкілля як інструмент охорони екологічних прав людини. Юридичний вісник України. 2018. № 40. С. 12–13.

mandatory for most urban planning projects in Ukraine. These procedures differ in assessment object, planning stages, and impact scales.

Implementation of the SEA Directive in Ukraine, as part of EU environmental legislation, is provided for by the Association Agreement between Ukraine and the European Union³⁶. SEA applies to plans, programs, territory or economic sector development strategies, general plans of settlements, detailed territory plans, territory zoning plans and is carried out at early stages of strategic planning when it is still possible to significantly influence the choice of alternatives. Cumulative, synergistic and distant environmental consequences at the level of large territories, sectors or the entire country are considered.

In EU countries, SEA is regulated by EU Directive 2001/42/EC (SEA Directive), which establishes its mandatory implementation of plans and programs that may have a significant environmental impact. Since 2018, SEA implementation in Ukraine has been regulated by the Law "On Strategic Environmental Assessment." Currently, SEA is mandatory for all state and regional level documents.

As specialists note, in Ukraine SEA is aimed at assessing any consequences (i.e., All) – the Law lacks an initial stage aimed at assessing the significance of the consequences and, accordingly, the need for SEA. However, if there are no significant consequences for the environment and public health, then there is no sense in conducting a full-scale assessment³⁷, especially in wartime conditions and resource limitations.

A Unified SEA Register has also been created in Ukraine, which provides centralized accounting of all SEA procedures in the country. Regarding the creation of centralized SEA registers in EU countries, European legislation does not require creating a single pan-European register, but each country can independently determine approaches to record-keeping with its own accessibility format.

The EIA procedure is devoted to local and regional consequences of a specific project and is conducted at a stage when most decisions have been made. The European EIA system relies on Directive 2011/92/EU on environmental impact assessment, as well as Directive 2014/52/EU (updated version), national laws of EU member countries, and the Espoo Convention, which obliges states to conduct environmental impact assessment of projects when they have transboundary impact. Environmental impact assessment identifies, describes, and appropriately evaluates, depending on each specific

³⁶ Закон України «Про ратифікацію Угоди про асоціацію між Україною, з однієї сторони, та Європейським Союзом, Європейським співтовариством з атомної енергії і їхніми державами-членами, з іншої сторони» № 1678-VII від 16.09.2014. URL: <https://zakon.rada.gov.ua/laws/show/1678-18#Text>

³⁷ Марушевський Г. Нотатки щодо Закону України «Про стратегічну екологічну оцінку» та його практичного застосування. 11.05.2023. URL: <https://necu.org.ua/notatky-shhodo-zakonu-ukrayiny-pro-strategichnu-ekologichnu-oczinku-ta-jogo-praktychnogo-zastosuvannya/>

case, the direct and indirect impacts of a project on the following factors: (a) population and human health; (b) biodiversity with particular attention to species and habitats; (c) soil, landscape, etc.³⁸.

The Law of Ukraine from 2017 implemented provisions of European Directives and established the mandatory nature of EIA for certain types of planned activities. Although the EIA system was implemented following the European model, there are significant differences in practical implementation of this instrument.

The European approach provides for clear criteria for EIA necessity, deep screening considering cumulative impact of various factors, early public involvement in project discussions, and assessment quality based on independent expertise conducted by accredited experts and organizations. Ukrainian practice is brief, so the expertise procedure is carried out by a limited number of experts, quite fragmentary and non-transparently, with limited screening of impact factors and in the absence of standardized methodologies. Bringing Ukraine's EIA system into compliance with European standards means improving data monitoring, establishing an expert accreditation system, updating EIA criteria, and strengthening the role of the public in decision-making. Minimizing corruption risks also remains relevant for Ukraine.

A specificity of planning in many EU countries is the integration of landscape approach into the planning system, which considers space from landscape positions – as a place and the result of complex interaction of natural, cultural, and perceptual factors, manifestation of coevolution of natural processes and human influences. Landscape planning plays an important role as a large-scale preventive instrument. It is based on the European Landscape Convention (2000), which aims to protect, manage and plan European landscapes³⁹.

Europe has several countries with particularly developed landscape planning systems, each with its own characteristics. Germany is considered the leader among all countries, as the German landscape planning system is multi-level and deeply integrated into the general territorial planning. It includes federal, state and local levels, with mandatory landscape plans at all levels. The feature is close integration with environmental impact assessment and compensatory measures⁴⁰.

German landscape plans integrate a wide range of social indicators and population quality of life, including:

³⁸ Оверковська Т.К. Юридична природа оцінки впливу на довкілля. Економіка. Фінанси. Менеджмент: актуальні питання науки і практики, 2019, № 9. С.160-169.

³⁹ Чехній В.М. Концепція ландшафту у сфері практичної діяльності: досвід Великої Британії. «Ландшафтознавство» 2022, 2. С.72-83.

⁴⁰ Методика інтеграції екологічної складової розвитку у просторове планування України (регіональний рівень) / Л.Г. Руденко, С.О. Маруняк, Ю.М. Палеха, О.Г. Голубцов, Ш. Хайланд та ін. / під ред. Л.Г. Руденка. 2016. – 72 с.

- Recreational services: Accessibility of green areas for recreation, network of pedestrian and bicycle routes, areas for active recreation and sports, cultural-landscape objects;
- Health and well-being: Air quality and microclimate, noise pollution, access to natural healing resources, psychological comfort from contact with nature;
- Social cohesion: Spaces for public events, accessible for different social groups, intergenerational use of territories, cultural identity of landscape.

The German approach also relies on the concept of ecosystem services, which means that benefits people receive directly or indirectly from ecosystem functions must be assessed, regulated and multiplied and become the basis of social and spatial planning.

The Netherlands, according to its geographical features, has a unique planning system that constantly develops, focused on water resource management and flood protection, formation and maintenance of national ecological network, etc. Landscape is considered an important element of the long history of Dutch spatial planning. It is traditionally viewed as a common good, living, dynamic heritage that must be taken into account when the scarce space of this small country is under pressure from numerous spatial claims⁴¹.

Switzerland has developed a system that particularly effectively combines nature conservation with recreational use of territory. The Swiss landscape planning system is one of the most comprehensive in Europe, adapted to the country's unique geography and federal structure. The system is based on the Federal Law on Nature and Cultural Heritage Protection (1966) and the Federal Law on Spatial Planning (1979). The main strategic document at the federal level that defines the goals and principles of landscape policy for a 10-15 year period is the Swiss Landscape Concept, the latest update of which dates to 2020⁴².

The Swiss system is uniquely adapted to mountain conditions. Planning considers vertical landscape zoning, seasonal changes in territory use, and specific risks of mountain areas. Special attention is paid to preserving alpine meadows, traditional agriculture, and tourist infrastructure.

Ukraine ratified the European Landscape Convention in 2005. Formation and implementation of landscape policy in Ukraine provide the possibility of spatial structuring of economic, social and ecological components according to objective landscape criteria, not administrative boundaries.

Since landscape planning in Ukraine is at the formation stage, and legislation still does not regulate landscape planning as a comprehensive

⁴¹ A. Tisma & J.Meijer. Integral landscape planning in the Netherlands: Lessons learned from the institutions and consequences. WIT Transactions on Ecology and the Environment, Vol 217, 2019, 269-280. DOI:10.2495/SDP180251

⁴² Swiss Landscape Concept: Landscape and nature in federal policy areas. Federal Office for the Environment. 2020. URL: <https://www.bafu.admin.ch/bafu/en/home/suche.html#Swiss%20landscape%20concept>

process, the country significantly lags in approaches, legal regulation and level of integration of landscape aspects in normative documents. Nevertheless, the Law of Ukraine "On Regulation of Urban Planning Activities" establishes the foundations of spatial planning considering landscape features.

Pioneer work in Ukraine devoted to developing landscape planning documents of various levels was carried out by specialists from the Institute of Geography of NAS of Ukraine with the involvement of experts and managers from various organizations and activity spheres. In particular, a landscape program was developed for Cherkasy region, a framework landscape plan for Kaniv district of the region, and a landscape plan for Stepanets community⁴³.

The war and its consequences have brought great changes to the Ukrainian planning system. A large number of currently operating strategies need serious revision. Each region of Ukraine is experiencing its own war experience, yet they must make decisions on optimal functioning in such conditions and plan recovery. Not having new development strategies, recently formed territorial communities were forced to undertake development of recovery programs and plans, which represent medium-term (programs) and operational (plans) documents that define priorities, goals, tasks and recovery mechanisms during and after the war.

Considering the unpredictability of war, territorial communities are beginning to view strategic planning as an instrument of constant situation monitoring and management strategy adaptation. This means that the community constantly interacts with changes in economic, social and political environment, considering new realities and challenges to ensure optimal management efficiency and determine priorities.

The evolution of spatial planning in independent Ukraine demonstrates a gradual but persistent movement toward European standards and sustainable development principles. Despite significant challenges, including war conditions, Ukraine continues to develop and adapt its planning system, integrating environmental and social components while learning from European best practices. The path forward requires continued institutional development, methodological improvement, and sustained commitment to comprehensive, participatory planning approaches that serve both immediate needs and long-term sustainability goals.

The main differences between the planning models in the EU countries and Ukraine are shown in Table 1.

Table 1

Differences between European and Ukrainian planning practices

	<i>European planning model</i>	<i>Ukrainian planning model</i>
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⁴³ Ландшафтне планування в Україні / Л. Г. Руденко, Є. О. Ма руняк, О. Г. Голубцов та ін.; під ред. Л. Г. Руденка. – К. : Реферат, 2014. – 144 с.

<i>Institutional features</i>	Based on the principles of subsidiarity and multi-level governance. Documents are characterized by a comprehensive strategic approach with mandatory implementation monitoring.	Characterized by certain centralization and relative weakness of local self-government. Legal documents have a regulatory nature
<i>Methodological approaches</i>	Integrates spatial, economic, and environmental aspects through comprehensive strategies. Various concepts are applied: compact city, "15-minute accessibility," smart cities, etc. Extensive use of Big Data, GIS modeling, sociological surveys, scenario planning, and social process modeling.	A sectoral approach is maintained with insufficient coordination between levels and sectors of planning. Functional approach forms the basis of planning concepts. Official statistical data and technical surveys serve as the analytical foundation. Demographic forecasts and economic calculations form the basis of forecasting
<i>Public participation</i>	Participatory planning involves broad public engagement at all stages. In some countries, there are participatory budgets and community planning (community– led planning, community-driven development).	Being implemented slowly through the development of civil society and following decentralization reform (formal public hearings, often at final stages).
<i>Integration of environmental and social objectives</i>	Standards according to modern quality of life requirements: accessibility, mobility, social cohesion, environmental justice based on analysis of demographic trends and migration processes, taking into account the interests of low-mobility groups (universal design, etc.). Structured decarbonization policy with specific sectoral strategies, functional nature protection system (Natura 2000), New Circular Economy Action Plan (2020).	Social standards primarily according to State Building Codes (SBN), hygienic (Maximum Permissible Concentrations), environmental – Maximum Permissible Emissions, Maximum Permissible Discharges without revealing quality indicators and analyzing population needs. Basic accessibility requirements are considered. Declaration of greenhouse gas emission reduction and absence of climate neutrality achievement strategy. National ecological network. National Waste Management Strategy until 2030 with limited focus on circular economy and infrastructure development for it.

Compiled by the author

As can be seen, the European Union demonstrates a more developed and comprehensive approach to environmental and social components in spatial planning, based on the principles of sustainable development, prevention, and broad public participation. Ukraine is on the path of adapting European standards but requires significant efforts to achieve the level of environmental

requirements integration characteristic of EU countries. Key directions remain: strengthening the legal framework, developing institutional capacity, implementing modern environmental assessment methods, and ensuring effective control over compliance with environmental requirements in spatial planning, as well as comprehensive monitoring of population quality of life indicators.

CONCLUSIONS

Planning in the European Union has undergone significant evolution toward a more comprehensive approach to development, where quality of life and its constituent components have become the central element of strategic documents. Currently, it is aimed at creating more flexible and adaptable systems capable of rapidly responding to the changing needs of citizens in the context of global challenges such as climate change, digital transformation, and demographic shifts.

The integration of quality of life components is implemented through multi-level planning, where strategic documents at different levels mutually complement each other. The principle of subsidiarity ensures the adaptation of pan-European quality of life standards to local conditions and needs. Regional and local authorities gain the opportunity to develop specific approaches to enhancing citizen welfare. Participatory planning enables the consideration of subjective aspects of quality of life and local peculiarities in the perception of well-being.

The main difficulties are associated with the need to balance different, sometimes conflicting aspects of quality of life, as well as with adapting unified standards to the cultural and economic diversity of EU regions. The digitalization of planning opens new opportunities both for public participation in decision-making and for more precise measurement and forecasting quality of life changes, including the use of big data and geographic information systems for real-time welfare monitoring.

SUMMARY

The study presents a comparative analysis of environmental and social component integration in spatial and strategic planning documents between Ukraine and EU countries. It examines the evolution of strategic spatial planning approaches, tracing the historical development in EU and Ukraine.

Comparative analysis highlights the fundamental differences in planning approaches: EU countries employ comprehensive strategic frameworks with mandatory monitoring systems, while Ukraine maintains a more centralized, regulatory-based model with sectoral planning approaches. The research demonstrates that successful integration of environmental and social components requires systematic institutional development, enhanced methodological approaches, and sustained commitment to participatory planning processes.

It is concluded that Ukraine's path toward European integration necessitates substantial reforms in planning legislation, institutional capacity building, and implementation of comprehensive environmental assessment procedures to achieve sustainable spatial development aligned with EU standards.

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