



THE NECESSITY FOR CRISIS MANAGEMENT FOR CITIES OF DONETSK REGION

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Abstract: The cities of the Donetsk region are in the center of an armed conflict in Eastern Ukraine. The aim of this paper is to determine the need to implement crisis management in the cities of the Donetsk region. The method of economic and statistical analysis was used to examine the problems of urban development in the Donetsk region. Using the methods of statistical and economic analysis, the author analyzes the consequences of military operations in Eastern Ukraine on the socio-economic development of the cities, and the state of the infrastructure. The results of the study indicate the need for crisis management to reconstruct the cities in Eastern Ukraine. The necessity for crisis management in the current economic conditions for the cities of the Donetsk region is examined. Anti-crisis management of the development of cities in the Donetsk region should be aimed at optimizing the mechanisms for regulating urban systems in an armed conflict. The author proposes to develop a strategy for the reconstruction of cities in the Donetsk region, taking into consideration their classification. To renew the cities, it is essential to implement a neo-industrialization policy based on a program-oriented approach.

Keywords: consequences of armed conflicts, old industrial development of cities, reconstruction of cities, socio-economic problems, crisis situation, crisis management

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Introduction

Various aspects of urban development have always been the focus of attention of historians, ecologists, urbanists, and politicians. When studying the features of old industrial cities, the works of European researchers was taken into account Rousseau (2011), Rousseau (2014), Tuppen (1998, pp. 361-366), and Detrick (1999, pp. 4-12). The authors noted large-scale material hardship (unemployment, run-down buildings, impoverishment of part of the population) in old industrial cities. Hall (2000) and Águeda (2014) show different ways to tackle decay, the role of certain planning strategies on guiding the futures of old industrial cities. The experience of the modernization of industrial cities in China is analyzed in a book by Wang et al. (2014). The great importance of solving the problems of cities after modern armed conflicts is studied in Pilav (2017). Ashwort (1991) analyses the role of cities in war and the effects of war on cities. Coaffee and Wood (Coaffee, Murakami Wood, Rogers 2009) analyze the effects of terrorism and natural disasters on urban development.

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Interest in the problem of the development of the territories of the Donetsk region increased sharply in consequence of the armed conflict in Eastern Ukraine. Since 2014, the events in this region have become the focus of attention of political scientists, economists, and journalists from different countries. Military action in the region led to the formation of the self-proclaimed “Donetsk People's Republic” (DPR).

Among Ukrainian authors, the most significant studies of the problems of the Donetsk region that arose after the armed conflict were conducted by Makogon Yu. (2019); Tochenov and Naumova (2018); Bezzubko (Bezzubko, Novikova 2018), Bezzubko (Bezzubko, Bezzubko 2017). In their studies, the authors scrutinize the impact of military conflict on the socio-economic development of the Donetsk region (2018).

The authors of the monograph *Internally Displaced Persons: From Overcoming Obstacles to Success Strategy* (Novikova, Amosha, Antonyuk 2016, pp. 23-41) analyzed the causes and consequences of the armed conflict, the extent of forced resettlement of the residents of the Donetsk and Luhansk regions.

A comprehensive study of the socio-economic development of non-controlled territories is contained in the monograph *Occupied Donbass: economy, demography, groups of influence. Strategies for Ukraine* (Research 2017). The economic aspects of reintegration of the Donbass are considered in the context of the awareness of losses from armed conflict and the availability of the capabilities of the Donbass production complex for reconstruction are covered in articles by Buleev and Bryukhovetskaya (2015); Tochenov and Naumova (2018); Snegova (2018); Yefremenko and Gavrysh (2017).

Among foreign researchers, the works of Buckley, Clem and Herron (2019) should be noted, which analyze the losses due to the armed conflict in various socio-economic spheres. In almost all studies, the regional aspect was scrutinized, without focusing on the problems at the urban level.

Only in one article, by researcher Matsuzato (2018), is politics compared in two cities, Mariupol and Kramatorsk, located near the frontline between Ukraine-controlled Donetsk Oblast and the Donetsk People's Republic (DPR). His paper compares how the leaders of the two cities reacted to the expansion of Rinat Akhmetov's business empire before the Donbass War, and to DPR paramilitaries during the war.

The Heraimovych (2018) study is an attempt to assess the extent of the conflict's impact on the economic situation of the Donbass local communities through the experience of three cities – Mariupol, Kramatorsk and Sloviansk – and to provide practical recommendations to address problems identified based on analysis of the collected data. The lack of knowledge of modern problems in the cities of the Donetsk region led to the relevance of this study. The purpose of this article is to analyze the current problems of the cities of the Donetsk region.

Methodology

The methodology of the article is based on the theories of regional and socio-economic development. In the course of generalizing the existing concepts, which should be taken into account in the process of modern urban development, the following were highlighted as the main ones:

1. The concept of sustainable development is based on the need to build the city's development and management from the point of view of preserving the living environment, taking care of future generations.
2. The concept of universalism and the uniqueness of urban development. The concept of uniqueness is based on the idea of the evolutionary unity of the world, according to which cities undergo the same stages of development on a common path, but at different times. The concept of uniqueness is based on the theory of "local" civilizations, and affirms the need to find an original, new, unique way of city development.

In the research process, a combination of general and special methods and approaches that correspond to the goals and objectives of the study were used. The method of economic and statistical analysis was used to examine the problems of urban development in the Donetsk region. The information is based on the research of statistical materials of the State Statistics Service of Ukraine and the results of studies of domestic and foreign authors. It should be noted that official statistical reporting in Ukraine does not record and calculate indicators for the temporarily uncontrolled territories of Ukraine. The statistical data provided by the statistical authorities of the DPR are not always reliable, are politically biased and focused on creating a positive image for the self-proclaimed republic. The main sources of information were statistics from the State Committee of Statistics of Ukraine, monitoring data from international commissions, the OSCE, reports by the MLF, reports by international and national human rights organizations – Amnesty International, Human Rights Watch, and others, as well as the author's observations.

Results and Discussion

Ukraine in terms of urbanization (the percentage of the urban population in 2017 is 69.2%) is 71st in the world. The Donetsk region is the most urbanized region of Ukraine (the percentage of urban population in 2014 was 90.6%) (Figure 1).

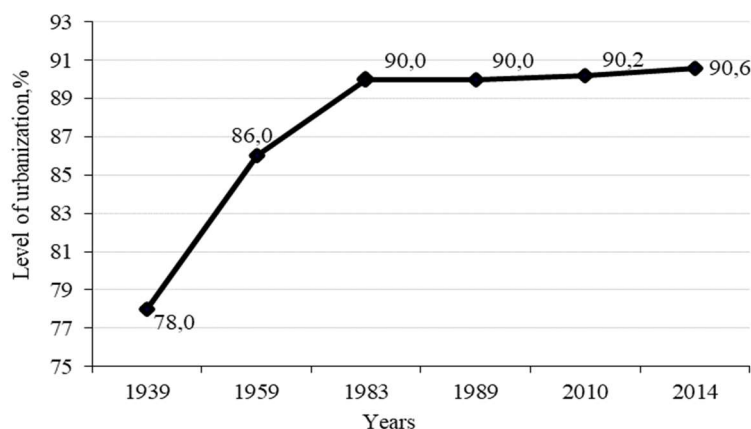


Figure 1. Dynamics of urbanization in Donetsk region [%]

Source: (Ukraine 2019; Department of Statistics in Donetsk Region)

As of January 1, 2014, the Donetsk region comprised 52 cities, including 28 of regional significance, with a population of 4 343 900 people. The urban population was 3 937 700 people, while the rural population was 406 200 people (Department 2014). The general characteristics of the urban population are presented in *Table 1*.

Table 1. Cities of Donetsk region (with a population of more than 30 thousand people)

Name of City	Status	Population Census 1989-01-21	Population Census 2001-12-05	Population Estimate 2014-01-01	Population Estimate 2019-01-01
Parts of Donetsk region controlled by central government of Ukraine					
Avdeevka	City	39 330	37 210	35 090	32 843
Bakhmut	City with suburbs	91 013	83 597	78 116	74 691
Druzhkivka	City with suburbs	84 394	74 901	69 407	66 096
Kostiantynivka	City	107 562	95 111	76 065	70 841
Kramatorsk	City with suburbs	235 338	216 162	196 242	186 831
Lyman	City with suburbs	61 085	54 391	44 963	42 281
Mariupol	City with suburbs	540 885	514 548	480 406	461 417
Myrnohrad	City with suburbs	63 254	55 815	50 526	48 961
Pokrovsk	City with suburbs	93 051	83 251	76 948	74 237
Dobropillia	City with suburbs	81 613	71 695	62 942	60 001
Selydove	City with suburbs	72 403	62 589	53 754	50 523
Sloviansk	City with suburbs	141 089	129 965	121 324	114 207
Parts of Donetsk region not controlled by central government of Ukraine					
Donetsk	City with suburbs	1 128 948	1 033 424	965 828	929 119
Khartsyzk	City with suburbs	127 312	114 105	103 226	100 482
Khystyakove	City with suburbs	112 483	95 632	80 048	77 214
Yenakiieve	City with suburbs	164 107	140 766	111 263	105 685
Horlivka	City with suburbs	358 072	310 643	271 348	260 662
Yasynuvata	City with suburbs	39 354	37 552	35 701	34 607
Makiyivka	City with suburbs	477 035	432 830	389 879	380 619
Shakhtarsk	City with suburbs	88 765	71 658	60 318	58 431
Snizhne	City with suburbs	96 636	82 609	69 979	68 059
Toretsk	City with suburbs	97 139	87 024	72 806	68 286
Donetsk region	Total	5 332 395	4 841 074	4 343 882	4 165 901

Source: (State Statistics Service of Ukraine, Department of Statistics in Donetsk Region). Population of cities of regional significance in Donetsk region according to census and latest official estimates.

The presented data allows characterization of the Donetsk region as a densely populated urbanized area with a population density of 162.49 people/km². The cities of the Donetsk region were important industrial centers of the Ukraine. According to 2014 data, the Donetsk region ranks second in terms of contribution to the country's GDP (9.7%). However, there has been a lack of comprehensive research on urban development in the Donetsk region until recently. Mostly the problems of the cities of the Donetsk region were the focus of Ukrainian researchers from regional research institutes and institutions of higher education.

Regarding the state of the management processes in the cities of the Donetsk region, it should be noted that the management processes have deteriorated sharply as a result of the armed conflict. In a number of cities and districts of the region, temporary bodies of state power – military-civil administrations – were created. A special procedure was established for the implementation of certain powers of local self-government bodies, their executive bodies, regional and district councils in the area of the anti-terrorist operation. These administrations are subordinate to the Anti-Terrorist Center under the Security Service of the Ukraine and are intended to ensure the operation of the Constitution and laws of Ukraine, security and normalization of the life of the population, to prevent a humanitarian catastrophe in the area of the anti-terrorist operation.

All the cities of the Donetsk region can be classified according to the following criteria:

1. depending on the location in the zone of political, legal, economic, information space of Ukraine:
 - 1.1. cities that are located in the territory controlled by the Ukrainian government,
 - 1.2. cities that are located in the territory not controlled by the Ukrainian government;
2. depending on the presence of hostilities:
 - 2.1. cities in territories which military operations were carried out. There are civilian casualties, destruction of the infrastructure, housing, etc.,
 - 2.2. cities that are geographically close to the zone of hostilities. The economic, environmental, socio-cultural sphere of life in these cities experiences a significant indirect negative impact of military operations.

Using such a classification of cities makes it possible to develop standard algorithms for collecting data on the destruction, classify losses resulting from the armed conflict, and use standard methods to create development strategies. This article mainly describes the problems of the cities of the Donetsk region, in the territory of which hostilities were carried out.

The first stage in organizing the development of anti-crisis management decisions is to analyze the state of the object. During the research, the following groups of problems were identified:

1. problems that existed in the cities of the Donetsk region before the armed conflict,
2. problems that arose in the cities of Donetsk region as effects of the armed conflict in Eastern Ukraine.

The problems that existed before the military conflict are determined by the old industrial character of urban development. The old industrial cities of the Donetsk region are characterized by the following features of the development: the historically established specialization in the territorial and national industrial division of labor in the high concentration of heavy industry enterprises, the single-industry structure of the economy, and the complex ecological state. The cities of the Donetsk region are mainly the center of development of the coal industry, metallurgy and engineering, in addition to ferrous metallurgy.

The features of the development of the cities in the Donetsk region include the following:

- a) a significant influence of external factors on the indicators of enterprise development (financial and energy crises),
- b) low competitiveness of products, low innovation activity,
- c) outdated transport and logistics infrastructure that does not meet the requirements of flexible production,
- d) a high level of depreciation of fixed assets in urban enterprises; dependence of export-oriented enterprises on global market conditions; high material-, energy- and capital-intensive production of products,
- e) a high level of environmental pollution (Baturin et al. 2019). The emissions of pollutants into the atmosphere of the cities in the region in 2017 amounted to 29.6 tons/km². *Table 2* shows the dynamics of emissions into the air.

Table 2. Dynamics of atmospheric air emissions in Donetsk region, in tons

Years	Total	Including stationary sources of pollution
2010	1 589 900	1 370 300
2014	1 138 700	1 043 000
2015	974 700	917 600
2016	981 400	981 400
2017	784 800	784 800

Source: (State Statistics Service of Ukraine; Bezzubko, Novikova 2018)

The reduction in polluting emissions into the atmosphere in 2014-2015 is due to the fact that since the beginning of the armed conflict, many industrial enterprises have been destroyed and some have ceased operations. Another reason is the lack of information on the emissions of pollutants into the atmosphere in the territory under the control of the Ukrainian authorities.

The major air polluters in the region are coal, metallurgy and electricity generating companies. Consequently, the highest levels of atmospheric air pollution occur in the cities and districts where these businesses are located. In particular, 288 200 tons were emitted in Mariupol; in Kurakhove – 154 700 tons; in Pokrovsk – 90 800 tons; in Dobropillya – 3 100 tons; in Ugladar – 24 100 tons.

Each armed conflict that has arisen, as a rule, worsens the country's economy, resulting in losses among military personnel, civilians, numerous destructions of urban infrastructure, etc.

The armed conflict sharply exacerbated such environmental problems as:

1. significant deterioration of forests and nature conservation areas. During the armed conflict in Eastern Ukraine, about 60 objects of the nature reserve fund were damaged due to the construction of defensive structures, deforestation, forest and steppe fires. This has led to a significant decrease in the level of forest cover in the Donetsk region;
2. territories where mines are located;
3. the accumulation of fragments of destroyed structures and equipment;
4. deterioration of the water quality status in the region.

Due to violation of the drainage regime, the mines of the coal industry are being flooded. This leads to contamination and poisoning of the groundwater of the Siversky Donets and small rivers of the Azov River, drinking water and the environment.

There has been a violation of the water supply and sewage infrastructure, the Seversky Donets-Donbass Canal is damaged, and there is a threat of complete cessation of water supply to cities and towns with a total population of over 2.5 million people.

The main problems of the cities of the Donetsk region that arose under influence of the military conflict include the following: sharp depopulation because of the mass departure of the population from the zone of armed conflict, irrevocable loss of population, and increased disability due to hostilities.

According to the Ministry of Social Policy of Ukraine (2019), as of February 5, 2019, the number of internally displaced persons registered since the beginning of the armed conflict in 2014 amounted to 1 361 912 people.

It should be noted that currently there are various data on the numbers of casualties. According to the report of the Office of the United Nations High Commissioner for Human Rights (Report 2021, p.13), prepared on the basis of the work of the UN monitoring mission, from April 14, 2014 to January 31, 2021, at least 3,077 civilians were killed in the Donbass, and taking into account the crash of Malaysian Airlines flight MH17, the total number of civilian deaths due to the conflict is at least 3375, while the number of injured civilians exceeds 7000 people.

According to the monitoring of the Kharkiv Human Rights Group of the KPG (Report 2018), the estimated total number of civilians killed during the armed conflict in the Donetsk region is at least 2200 killed and 4500 wounded.

Table 3 shows the scale of losses among civilians in the largest cities of the Donetsk region. It should be noted that due to the armed conflict in the Donbass, there was significant destruction of industry. More than 20 000 enterprises were closed, accounting for 70% of the total number of them, and entire mines were stopped, namely "Lisichanskugol", "Luganskugol", "Makeevugol". The Alchevsk Metallurgical Plant, Donetsk Metal Rolling Plant, Donetsk Electrometallurgical Plant, Stakhanov Ferroalloy Plant, the coke-chemical enterprises in Gorlovka ("Stirol"), Avdiivka, Yasynuvaty stopped their operations due to destruction and damage.

Table 3. Civilian casualties in cities of Donetsk region (number of people)

City	Deaths	Injured
Sloviansk	39	56
Kramatorsk	42	140
Bakhmut	6	6
Vuhlegirsk	33	45
Novolugansk	3	20
Mayorsk	not available	19
Toretsk	8	2
Debaltseve	146	231
Horlivka	289	763
Yenakiieve	24	111
Yasynuvata	64	259
Avdeevka	97	509
Zhdanivka	4	5
Khristivka	24	41
Donetsk	693	604
Makiyivka	84	106
Khartsyzk	22	65
Zuhres	19	49
Ilovaisk	58	127
Shakhtarsk	27	58
Snizhne	46	33
Marinka	59	117

Source: (Report 2018)

Most of the damaged buildings are residential buildings (7158). Also affected were objects of road transport infrastructure (36), trade establishments (31); general educational institutions (27); health care facilities (21); preschool institutions (13); gas supply facilities (8); vocational schools (7); physical education and sports facilities (3); cultural institutions (14); objects of road infrastructure (36); industrial facilities (19); trade institutions (31); objects of other spheres (66). In total, there are 7403 objects.

As of January 20, 2018, 26 252 houses were partially damaged or destroyed during the hostilities in the territories of the Donetsk region not under control of Ukraine, according to KPG monitoring. In 2016, experts estimated that at least 15 billion USD was needed to restore the infrastructure of the Lugansk and Donetsk regions (Zubko 2016). Part of the recovery funds is allocated from state and local budgets, and part is provided by partner countries of Ukraine.

An important problem is the lack of investment resources for reconstruction of the housing stock as well as the production and social infrastructure. In 2015, according to experts at least 3.5 billion UAH was needed to rebuild the cities and villages of the Donetsk region affected by the war (Tishchenko 2018). According to the Ministry of Temporarily Occupied Territories, the government plans to execute

476 infrastructure, educational and other projects in the Donbass. However, at present, an important task is the development of a comprehensive strategy for the restoration of cities in the region.

Conclusions

The general conclusion of the first stage of the anti-crisis management assessment of the socio-economic problems of the cities is the following: the cities of the Donetsk region are in a state of crisis. This crisis is characterized by extreme aggravation of contradictions in the socio-economic and ecological systems of the city. It is necessary to develop an anti-crisis management program for the cities of the Donetsk region. This will make it possible to overcome the negative characteristics of the crisis phenomena, to develop a program for the reconstruction and modernization of urban development, taking into account the principles of the post-industrial economy.

For old industrial cities, the emergence of crisis phenomena, technological and environmental degradation is characteristic. In solving the problems that have arisen, it is necessary to consider the old industrial nature of the development of these cities. As a result of the inability of the existing structure to function effectively in modern conditions, a crisis and degradation have occurred. The main direction in the process of managing such cities is the development of a strategy for modernizing the economic complex of the city, taking into account the principles of the post-industrial economy. The management processes in the cities of the Donetsk region were aimed at the development of production diversification, restructuring and modernization of the city industry.

Crisis management includes a body of knowledge and the results of analysis using practical experience, which are aimed at optimizing the mechanisms of the regulation of systems, identifying hidden resources, in addition to development potential at a difficult stage of development. The specificity of anti-crisis management is associated with the need to make complex management decisions in conditions of limited financial resources, as well as a high degree of uncertainty and risk.

The cities of the Donetsk region suffered significant material and human losses in the armed conflict in Eastern Ukraine. As a result of the military conflict in the east of Ukraine, crisis phenomena are observed in all spheres of activity. This makes the implementation of anti-crisis management relevant for the cities of the Donetsk region. One of the first stages of anti-crisis management for the cities of the Donetsk region is the analysis of socio-economic problems. Anti-crisis management of the development of cities in the Donetsk region should be aimed at optimizing the mechanisms for regulating urban systems in an armed conflict.

The proposed classification of cities in the Donetsk region will provide a unified approach and algorithm for collecting data on losses resulting from an armed conflict and can be used in developing strategies for the reconstruction and development of cities.

For the cities of the Donetsk region most affected by the armed conflict, the priority is to solve the social and environmental problems, namely to restore the infrastructure in the following areas: education, healthcare, social protection, energy, transport, water supply and sanitation, ecology and environmental protection.

To restore the economy of the cities, it is necessary to take a course towards implementing a policy of neo-industrialization through the use of a program-oriented approach. For all the cities in the Donetsk region, economic recovery should be carried out through structural changes in the economy; ensuring development of the economy on the basis of innovative development and its transfer to modern technological platforms; the creation of new, primarily high-tech, jobs. To restore the urban economy, it is important to consider the experience of the successful neo-industrialization of cities in Europe and the USA. In the Donetsk region it is impossible to carry out such a large-scale transformation of the economy without the participation of the state in solving such an important task. It is acceptable for Ukraine to apply the experience of France, where neo-industrialization was accompanied by state support, the allocation of money from the state budget for large projects.

The Ukrainian government should develop a special state program with appropriate tools for its implementation. This program should be aimed at creating a network of industrial parks, organizing modern high-tech industries, developing an innovative infrastructure (business incubators, science parks, technology parks), and the IT industry sector. This will create a new technological image of the cities of the Donetsk region in the future.

The proposed activities will contribute to a comprehensive solution to the problems of the cities of the Donetsk region.

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PROBLEMY SPOŁECZNO-GOSPODARCZE MIAST REGIONU DONIECKIEGO

Streszczenie: Miasta regionu Doniecka znajdują się w centrum konfliktu zbrojnego na wschodzie Ukrainy. Celem artykułu jest scharakteryzowanie głównych problemów tych miast, które powstały przed i w trakcie konfliktu zbrojnego. Wykorzystując metody analizy statystycznej, autor analizuje konsekwencje działań zbrojnych we wschodniej Ukrainie wpływające na rozwój społeczno-gospodarczy miast oraz stan infrastruktury. Wyniki badania wskazują na potrzebę zintegrowanego podejścia do odbudowy ukraińskich miast we wschodniej Ukrainie. Autor proponuje opracowanie strategii odbudowy miast w obwodzie donieckim z uwzględnieniem ich klasyfikacji. Aby odnowić miasta, konieczne jest wdrożenie polityki neoindustrializacji opartej na podejściu ukierunkowanym na programy.

Słowa kluczowe: konsekwencje konfliktów zbrojnych, dawny rozwój przemysłowy miast, odbudowa miast, problemy społeczno-gospodarcze