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THE MAIN STAGES OF FORMATION AND DEVELOPMENT OF URBAN AGGLOMERATIONS IN KAZAKHSTAN

The article studies the main stages of formation and development of urban agglomerations in Kazakhstan. The general scientific dialectical method of cognition allowed to determine the stages of formation of urban agglomerations in general and the factors affecting their economic development. The system approach allowed to consider urban agglomerations as a set of interconnected and interdependent territories with a certain centre, i.e. as systems. The comparative approach enabled identifying common components of urban agglomerations' development stages. Studies have shown that urban agglomerations are a product of human activity. Urban agglomeration development varies according to the stage of development of a state, territory, national characteristics and other factors. It is a complex process influenced by a variety of factors, including economic, political, social, technological, innovative, cultural, environmental and other factors.

Three stages of urban agglomeration development can be distinguished in Kazakhstan. These stages reflect the various regulatory and economic transformations that Kazakhstan's urban agglomerations have undergone.

Keywords: urban agglomeration, specific territory, core, districts, formation, development, urbanization.

Introduction

Kazakhstan is a highly urbanised country due to a number of factors, including low population density, developed industry and transport network. In

2020, the country had 57.67 per cent of the urban population, which is higher than the average for Central Asian countries (46.22 per cent) [1-2]. The process of urbanisation and agglomeration in Kazakhstan has a number of peculiarities due to its geographical location, climate and historical development. The country has a vast territory with low population density, which leads to uneven development of cities and agglomerations. Kazakhstan is a large country with a low population density (6.6 people per 1 km²) and a population of 19,932,737 as of 1 August 2023 (Kazakhstan ranks sixty-fourth in the world in terms of population) [2]. In addition, Kazakhstan has a predominantly continental climate, which has an impact on urban living conditions. In addition, Kazakhstan inherited two underdeveloped agglomerations after the collapse of the Soviet Union: the Almaty and Karaganda agglomerations [3]. This was due to the fact that the Soviet Union pursued a policy of centralisation, as a result of which the main resources and production capacities were concentrated in large Russian cities. In recent decades, Kazakhstan has experienced rapid growth of urban agglomerations. This is due to a number of factors, including economic development, population migration and the expansion of transport networks. The study of urban agglomerations in Kazakhstan is relevant because it can help contribute to understanding how these complex systemic patterns work and how they can be effectively managed. This knowledge can be used to improve planning, adjust urban agglomeration development measures, which can benefit society as a whole.

Materials and methods

The study of urban agglomerations is a complex and multifaceted process that requires the use of various methods and sources of information. In order to understand the different stages of formation and development of urban agglomerations, the authors have analysed many documents, including legal acts, statistical data and research papers. The most important documents analysed were publicly available legal laws and regulations on urban agglomerations. These documents contain information on the legal status of urban agglomerations, their development in Kazakhstan, legal justification and regulation, as well as other instruments, legislation and market mechanisms that ensure the implementation of development policies and support the overall economic sustainability of the urban agglomeration economy. The authors also took articles and works of domestic researchers, and academic economists, such as, Tekenov U.A. (2015), Mukan B. G. (2018), Karina D. (2022), Akhmetbekov A. (2022), Akhmetbekov A. (2018), Tusupbekova L. (2022), Ishekenova B.V. (2023). The above works of researchers in aggregate gave a very clear insight into the domestic state of development of urban agglomerations, identifying its characteristics and determining the factors of their development in Kazakhstan.

The general scientific dialectical method of cognition was chosen to determine the main stages of the development of urban agglomerations and determine their impact on economic development in Kazakhstan. This method is based on the principles of unity and struggle of opposites, the transition of quantitative changes into qualitative ones, etc., which allows for a comprehensive study of complex phenomena. The system approach to the stages of the development of urban agglomerations allowed to consider them as a set of interrelated historical, political and economic developments. This means that the development of agglomerations is conditioned not only by economic factors, but also by other social and political processes. The comparative approach made it possible to identify common and distinctive features of the development of urban agglomerations at each stage. This allowed a more accurate understanding of the regularities of their development. The authors believe that the study has provided a comprehensive overview of the different stages of urban agglomerations. The findings of the study will be useful to politicians, researchers and other stakeholders interested in the formation of urban agglomerations in Kazakhstan.

Results and discussions

Urban agglomerations are key factors in the development of individual territories. The growth of urban agglomerations can indicate the prosperity of a state or a crisis in society. Analysing the peculiarities of each stage of the development of urban agglomerations allows to identify common trends and unique characteristics of its development. The formation and development of urban agglomerations passes through a number of stages, each of which is characterised by its own features. These stages are the subject of constant scientific interest, as they allow to understand the regularities of the development of urban agglomerations. Analyses of the characteristics of urban agglomerations allow to identify trends and unique characteristics, as well as weaknesses and strengths of each stage of development.

This article examines the features and main stages of the development of urban agglomerations in Kazakhstan. The authors compare these agglomerations with each other to get a detailed picture of their development in the Republic of Kazakhstan.

In the early 1990s, Kazakhstan faced a number of economic problems, including the outflow of skilled personnel, the breakdown of economic ties with the Republics of the former Soviet Union, the country's resource specialisation and other problems. These problems led to a prolonged economic depression. In these circumstances, the government of Kazakhstan has been focused on addressing priority issues such as privatisation, attracting foreign investment and reforming the financial and banking systems. As a result of these factors, and because of Kazakhstan's low population density, the development of urban agglomerations in the country in the 1990s was extremely slow. During this period, there was

only a small increase in the population of agglomerations and their economic development was limited.

The whole agglomeration period of urban agglomerations formation in Kazakhstan during the period of independence can be divided into three stages, which are presented in Table 1.

Table 1 – Stages of formation and development of urban agglomeration in Kazakhstan

Stages	Name of stages:	Characteristics. Regulatory and legal framework of urban agglomeration
1 stage	Preparatory	Slow development under conditions of economic depression. The outflow of skilled personnel, the severance of economic ties with the Republics of the former Soviet Union, the country's resource specialisation and other problems led to a prolonged economic depression. In these conditions, the Government of the Republic of Kazakhstan was focused on addressing priority issues such as privatisation, attracting foreign investment and reforming the financial and banking systems. As a result of these factors, and because of Kazakhstan's low population density, the development of urban agglomerations in the country was extremely slow in the 1990s. Legal and regulatory framework: There was no concept of «urban agglomeration». Regulatory documents reflected the issues of architectural, urban planning and construction activities. The Republic of Kazakhstan became a member of the International Union of Agglomerations.
2 stage	Territorial-spatial	Accelerated development in the context of economic growth. The development of the country's economy led to the growth of population and economic activity in cities. During this period, major projects on the development of urban agglomerations were implemented, including the project on the development of 4 satellite cities of Almaty «G4 City». New Special Economic Zones (SEZs) were opened to develop suburban areas and attract the production of international goods and services. Regulatory and legal framework: Various regulatory and legal documents have been developed for the development of the country's regions. Special Economic Zones (SEZ) «Astana New City» were opened for the development of international co-operation, introduction of foreign investments, innovative technologies, suburban zones.

3 stage	Agglomeration-legislative	Stable growth in the context of economic diversification. The Law «On the Development of Agglomerations» has been approved, which defines the basic provisions and principles of agglomeration formation and development. First and second level agglomerations are defined. A new SEZ «G4 City» was opened. Legal and regulatory framework: Law «On the Development of Agglomerations». The list of first and second level urban agglomerations in the Republic of Kazakhstan was approved.
Note-Compiled by the author.		

According to Table 1, the stages of formation and development in Kazakhstan consists of three stages - preparatory, territorial-sectoral, agglomeration-legislative. At the first stage, in conditions of economic depression, the development of agglomerations was extremely slow. At the second stage, under conditions of economic growth, the development of agglomerations accelerated. At the third stage, under conditions of economic diversification, agglomerations development stabilised.

The first, preparatory stage of urban agglomerations development in Kazakhstan (2001-2010). At the beginning of the 2000s, Kazakhstan began to lay the foundations for the formation of urban agglomerations. During this period, the government of the country developed a number of measures to promote their development, as well as adopted a number of regulations aimed at creating conditions for their formation. The formation of the basis for the development of urban agglomerations in Kazakhstan began, which included – the development of measures to promote their development, including: the laws of the Republic of Kazakhstan: On Local Public Administration and Self-Governance in the Republic of Kazakhstan, on architectural, urban planning and construction activities in the Republic of Kazakhstan, the Land Code of the Republic of Kazakhstan, decrees of the President of the Republic of Kazakhstan – «On further measures to implement the Development Strategy of Kazakhstan until 2030» and «On the Strategy of Development of Kazakhstan until 2030» and «On the Strategy of territorial development of the Republic of Kazakhstan until 2015», opening of Special Economic Zones (SEZ) «Park of Innovative Technologies» (Almaty), «Ontustik» (Shymkent), International Centre for Cross-Border Cooperation «Khorgos», implementation of the project on development of 4 satellite cities of Almaty «G4 City» and others.

However, it can be noted the negative sides of the formation of the first stage, which includes:

- lack of a clear definition of agglomeration;

- there is insufficient funding from the Government to develop future agglomerations.

The second, territorial-spatial stage of urban agglomerations development in Kazakhstan (2010-2022). In 2010, Kazakhstan started the second stage of urban agglomerations development. During this period, the government of the country made a number of important decisions aimed at accelerating their development. During this period of development of agglomeration processes, the following major decisions were made: the strategic development plan of the Republic of Kazakhstan until 2020 was developed [4] and the formation of urban agglomerations was identified as the main priority of spatial-territorial development of Kazakhstan; urban agglomerations began to be considered as «poles of growth» in which economic, labour, financial, innovative and cultural resources should be concentrated.

In 2011, the Forecast Scheme of spatial and territorial development of the country until 2020 [5] and then until 2030 [6] was approved, which identified three cities of Kazakhstan around which urban agglomerations are already being formed: Astana, Almaty and Shymkent.

In addition, it can be noted that purposeful decisions have been made to accelerate the development of urban agglomerations in the Republic, such as, when declaring urban agglomerations as «poles of growth», a decision was made to open SEZs to attract domestic and foreign investment, growth of new technologies, innovative products in Karaganda, Astana. An important step for the development of urban agglomerations were developed long-term programmes and plans for every five years, to which can be attributed – «Development of Regions», Regional Development Programmes until 2020» [7,8], the plan of territorial development of the Republic of Kazakhstan until 2025» [9].

Identification of three cities of Kazakhstan around which urban agglomerations are already forming.

However, despite all the positive steps in the formation and development of agglomerations in Kazakhstan, the weaknesses of the second stage can also be observed:

- uncontrollable population growth in agglomerations. In recent years, there has been intensive internal migration to large cities, which leads to their rapid growth. For example, over the last 10 years from 2012 to 2022, the population of Astana increased by 59 %, Almaty by 37 % and Shymkent by 67 %;

- lack of infrastructure and jobs [10];

- unbalanced development of the centre and periphery, for example, the territory of Astana has grown 3 times since it became the capital, the territory of Almaty has grown 2.5 times in the last ten years, and the territory of Shymkent

has grown 3.5 times. There is uneven development of the centre and periphery in urban agglomerations. The centres of urban agglomerations, as a rule, are more developed in socio-economic terms than the peripheral territories. This leads to the fact that residents of peripheral territories have difficulties in accessing jobs, education, health care and other social services [11].

The third, agglomeration-legislative stage of urban agglomerations development in Kazakhstan (from 2023). On January 1, 2023, the third stage of urban agglomerations development started in Kazakhstan. At this stage, a new Law «On the Development of Agglomerations» was adopted [12], which introduced a new regulatory and legislative model of agglomeration management.

The main provisions of the Law «On the Development of Agglomerations» include:

- definition of the term «agglomeration» and criteria for defining urban agglomerations. According to the Law, an urban agglomeration is a localised system consisting of a city and adjacent settlements that are linked by economic, social, and cultural relations;

- creation of agglomeration management bodies at the republican and regional levels. The Agglomerations Council is established at the republican level, which is an advisory and consultative body under the Government. At the regional level, local councils of urban agglomerations are created, which are platforms for interaction between local executive bodies of the city and the adjacent region;

- elaboration of comprehensive plans for urban agglomeration development. Comprehensive plans should take into account the documents of the state planning system and general plans of the regions. They should contain the main activities grouped by agglomeration development objectives, with the indication of sources, amount of funding, timing of implementation, responsible executors, and expected effects of the planned measures.

The introduction of the Law «On the Development of Agglomerations» made it possible to solve a number of problems related to uncoordinated development of territories, as well as to improve the efficiency of management, planning and economic performance of agglomerations.

The main achievements of the third agglomeration-legislative stage of agglomeration processes development in the Republic include the following:

- introduction of a new regulatory and legislative model of agglomeration management. The new model provides for the establishment of agglomeration management bodies at the republican and regional levels, as well as the elaboration of comprehensive plans for the development of urban agglomerations;

- creation of two levels of urban agglomerations. The first level includes Almaty, Astana and Shymkent urban agglomerations, and the second level includes Aktobe and Karaganda urban agglomerations [13-15].

Conclusions

The first preparatory stage of urban agglomerations development in Kazakhstan was an important step towards the formation of a unified economic space in the country. However, not enough was done during this period to fully develop agglomerations. The vague definition of the concept of agglomeration and insufficient funding resulted in agglomerations failing to reach their full potential.

The second stage of urban agglomerations development in Kazakhstan was more successful than the first one. During this period, important decisions were made to accelerate the development of agglomerations. However, despite this, agglomerations still have serious problems associated with uncontrolled population growth and the lack of infrastructure, jobs, and discontent with the living conditions of certain segments of society, primarily the vulnerable, poor population [16].

The third stage of urban agglomerations development in Kazakhstan can be characterised as a legalised growth push with the adoption of a new law «On the Development of Agglomerations», which introduced a new regulatory and legislative model of agglomeration management, and the expansion of urban agglomerations, as well as the implementation of comprehensive plans for the development of UA and the development of the SEZ «G4 City» will contribute to the further development of urban agglomerations in Kazakhstan.

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ҚАЗАҚСТАНДАҒЫ ҚАЛА АГЛОМЕРАЦИЯЛАРЫНЫҢ ҚАЛЫПТАСУЫНЫҢ ЖӘНЕ ДАМУЫНЫҢ НЕГІЗГІ КЕЗЕҢДЕРІ

Мақалада Қазақстандағы қалалық агломерациялардың қалыптасуы мен дамуының негізгі кезеңдері зерттеледі. Танымның жалпы ғылыми диалектикалық әдісі жалпы қала агломерацияларының қалыптасу кезеңдерін және олардың экономикалық дамуына

әсер ететін факторларды анықтауға мүмкіндік берді. Жүйелік көзқарас қалалық агломерацияларды белгілі бір орталығы бар өзара байланысты және өзара тәуелді аумақтардың жиынтығы ретінде, яғни жүйе ретінде қарастыруға мүмкіндік берді. Салыстырмалы тәсіл қалалық агломерациялардың даму кезеңдерінің ортақ компоненттерін анықтауға мүмкіндік берді. Зерттеулер көрсеткендей, қалалық агломерациялар адам қызметінің өнімі болып табылады. Қала агломерациясының дамуы мемлекеттің даму сатысына, аумаққа, ұлттық ерекшеліктерге және басқа факторларға байланысты өзгереді. Бұл әртүрлі факторлардың, соның ішінде экономикалық, саяси, әлеуметтік, технологиялық, инновациялық, мәдени, экологиялық және басқа факторлардың әсерінен болатын күрделі процесс.

Қазақстанда қала агломерациясының дамуының үш кезеңін бөліп көрсетуге болады. Бұл кезеңдер Қазақстанның қалалық агломерациялары бастан өткерген әртүрлі нормативтік және экономикалық қайта құруларды көрсетеді.

Кілтті сөздер: қала агломерациясы, нақты аумақ, өзек, қалыптасуы, дамуы, урбанизация.

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ОСНОВНЫЕ ЭТАПЫ ФОРМИРОВАНИЯ И РАЗВИТИЯ ГОРОДСКИХ АГЛОМЕРАЦИЙ В КАЗАХСТАНЕ

В статье проводится исследование основные этапы формирования и развития городских агломераций в Казахстане. Общенаучный диалектический метод познания позволил определить этапы формирования городских агломераций в целом и факторов, влияющих на их экономическое развитие. Системный подход позволил рассматривать городские агломерации как совокупность взаимосвязанных и взаимообусловленных территорий с определенным

центром, т.е. как системы. Сравнительный подход позволил выявить общие составляющие этапов развития городских агломераций. Исследования показали, что городские агломерации являются продуктом человеческой деятельности. Развитие городских агломераций различается в зависимости от этапов развития государства, территории, национальных особенностей и других факторов. Оно представляет собой сложный процесс, на который влияют самые разные факторы, включая экономические, политические, социальные, технологические, инновационные, культурные, экологические и другие.

В Казахстане можно выделить три этапа развития городских агломераций. Эти этапы отражают различные нормативно-правовые и экономические преобразования, которые прошли городские казахстанские агломерации.

Ключевые слова: городская агломерация, конкретная территория, ядро, формирование, развитие, урбанизация.

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