

State control of spatial development of regional systems: peculiarities, trends and prospects

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There is detected the interrelation of imperatives of sustainable and innovative development as basis for development of principles for control regional development. There is founded the passage to forming of new procedure of long-term planning, using the advantages of spatial approach and causing enhancement of integrateability of tooling backup, differing from traditional subdivision and isolation of social and economic and territorial planning.

Keywords: imperatives, regional economic, sustainable development, innovative planning, long term planning, strategy, regional control.

Выявлена взаимосвязь императивов устойчивого и инновационного развития как основа принципов регулирования регионального развития. Обоснован переход к формированию нового алгоритма долгосрочного планирования, использующего преимущества пространственного подхода и приводящего к усилению интеграционных возможностей инструментального обеспечения, в отличие от традиционного разделения и обособления социально-экономического и территориального планирования.

Ключевые слова: императивы, региональная хозяйственная система, устойчивое развитие, инновационное развитие, долгосрочное планирование, стратегия, региональное управление.

The results of the social and economic reforms in Russia are most evident in its subjects. State administration bodies in all territorial units, without exclusion, regulate their development, guided by a single national socio-economic policy. Due to the fact that more than 80 regions of the country are radically different in conditions and potential for development, it is likely wide variation in its implementation. This means that the size of the gap between the reference position of economic policies and ways of its transmission in specific circumstances will determine the features and trends of development of regional economic systems. In this regard, the study of the «framework» variability of institutional requirements set out in the documents with state status, for the fullest possible realization of the basic principles becomes extremely important. One of the main target functions of state control in the Russian Federation in its most general type is constant increasing of level of prosperity and living standards of population, corresponding with the progress of public relations. The basis for their formalization is innovative imperatives. As evidence we can provide a great number of conceptual, program, legislative and regulatory documents that have been isolated from the total body, systematized and classified [1]. The results of the analytical work revealed that the clarity of the mandatory arrangement does not give absolute guarantees for «automatic» improvement of the quality of regional governance and flexibility of its mechanisms, and the acquisition of innovative orientation of long-term plans of socio-economic and territorial development of the units of the Russian Federation is even more problematic.

As practice shows, the underlined importance of innovation development in the regions and exposure of the need to disclose its content in various forms, for the most part, calls the preservation of sustainable development priorities in question, as these aspects are not manifested in the developed at the state level documents. At the same time, questions of identity and sustainable and innovative development and their continuity must be addressed in system unity, because this is the only way to save the conceptual integrity of the emerging principles of adaptation of regional economic system (RES) with modern institutional requirements and restrictions [1]–[2]. This aspect is revealed even more, if we look at the latest research processes of regional development in countries comparable to Russia in geopolitical conditions and vectors defining the direction of economic transformations [3]. In this regard, research in the Republic of Belarus should be classified as the most characteristic that take into account these factors and reveal them.

It should be pointed out, that certain aspects of the announced problem are investigated by Russian scientists who work with regions. However, there is no emphasis on the necessity to study the progressive global experience for solving the problem, evolution principles are not shown, and

methodological background for improving long term planning in its interdisciplinary investigation are not broadly discussed. The last message implies the need to assess the long-term development planning in the region as a multi-valued and multifunctional event, which is not possible without comparing methods of development of plans for socio-economic and territorial development of the units of the Russian Federation. The outlines for solving this problem at present moment are shown only in general details. This covers also the sphere of state management with its conceptual and legal initiatives, and sphere of scientific investigations. At the most modern projects while settling the possible conflicts attention is paid on cooperation and coordination of different types of long-term planning. Theoretically such variants are possible, and they are able to provide relative independence of social and economic and territorial planning. But as the ways of cooperation of such kinds of planning are not defined strictly and not codified, thus aspect of the problem would not get the respective scientific evidence. That status quo is good neither for theorists, nor for practices of the regional economy. This situation defines the necessity of improving the methods of long-term regional planning, influenced by modern imperatives of economic development. Among the key issues in this context stands succession planning of decisions of regional development to achieve innovative forms of development that do not contradict their sustainability.

Aggravation of attention of the entire world community to the concept of sustainable development in their regional cut (United Nations Conference, Rio de Janeiro, 1992) was a consequence of the complexity of the organization and implementation of the conditions of economic processes in space, demanded the state and governments' approval of national strategies for sustainable development, including a set of measures to ensure stability of the regional systems.

Study the experience of implementation of this message shows that the worldwide level of government documents, as well as numerous pioneering projects that address issues of sustainable development, appeared in such a way.

Studying the projects of regional problems of the investigators in the Republic of Belarus seems to be the most practical, timely and prospective, as the most part of them shows the priority of systematic approach to the problem of sustainable development and also variable demonstration of methodological connections of sustainable and innovative development and their specific demonstration. Summarizing the projects we can acknowledge, that almost all authors, showing different aspects of regional development, refer to this or that form of National strategy of social and economic development of Republic of Belarus for the period up to 2020 (NSSSED-2020), defining it as assembly of conceptual (theoretical) and practical positions of grounding and developing of principles of perspective development of country districts. Special meaning of NSUP-2020 as modern scientific ideology, combining the global experience and national achievements in theoretical expositions as strategy for development of public relations, spreading its influence on all spheres of activity and forming the priority directions of state regional policy is shown in the project [4]–[5]. Its authors define the broad possibilities of this document while upgrading the system of state control.

While detecting the common factors in the processes of forming the provisions of NSSSED-2020, it is pointed out [6], that they were the result of complex analysis of the first National strategy of sustainable development of the Republic of Belarus, prepared and approved in 1997 by National commission for sustainable development and then by Presidium of the Council of Ministers of the Republic of Belarus. In its time it was declared as the main long-term expecting document in the country and was developed in pioneering way, without any analogues, thus defining the forming legislative system and formed the specific sphere in which the priority directions of state planning were grouped. NSSSED-2020 in relation to Strategy 1997 successively developed these provisions and corrected them taking into account changes of social and economic situation, which allowed them to combine the high level of reacting on settling actual problems of regional development and not contradicting new system of state control. It was also pointed out such important peculiarity of NSSSED-2020, differed it from Strategy 1997, as classifying regional problems to the separate aspect of investigation. The new version of the document aspects of regional development and motivation of ways of providing them control interventions are presented in more detailed and hierarchical form. They begin with the level of government regulation in the form of strategic challenges of sustainable development, gradually decreasing to the actual implementation of local

initiatives in the form of concrete measures with a detailed consideration of the problems of human settlements and indicating the actions of municipal authorities.

NSSSED-2020 influenced on improvement of methodology of regional control due to differentiation of strategic directions of developing depending on classifying regions to different types, defined as special objects of state regional policy, as shown in [7].

Isolation of the types of regional problems allows directionally form a mechanism for the implementation of regional policy. Taking into account that problems of developing regions differ, that differences motivate choose of special tools of legal, economic and finance character, oriented on providing sustainable development of regions. As one of the possible variants the development and implementation of the so called «Local notices-XXI» is suggested. In this document target grants, bailouts, credits, oriented by republic bodies of state control to regions to provide in them conditions for incremental economic growth and development of principles of sustainable development, expanding in that process the abilities of population are defined.

Such aspects of NSSSED-2020 are also pointed out as changing the mechanisms for development and implementation of regional policy, caused by entirely new targets of advance economic development of the country by virtue of priority of regional level of state control, potential expanding to the regions of abilities for their direct participation in global economic relations [8]. Despite the identification of new factors of socio-economic development of regions that significantly affect the development process of regional development plans and make their contents, the fundamental basis of their justification is retained. This means that the underlined value of sustainable development of the country in relation to the new sovereign state even more enhances the value of the approaches traditionally used in the practice of regional management. In particular such principle matters as complexness and balance of economics, effectiveness of its specialization in the interregional specialization of labor and optimization schemes of its positional application should conserve their leading role.

Development of methodological approaches to the study of problems of regional management of sustainable development of the region in the new economic environment requires the selection of two kinds of functions: national and regional [9]–[10]. This entails not only more stringent operating procedures for state regulation of regional development, but also allows you to generate purposeful management decisions, by monitoring the status of the internal and external economic environment. Based on the results the degree of «mobility» and «agility» of regional policy is determined, and, accordingly, more accurate management tools and combinations are established.

The study of prospects for sustainable development of the national economy is possible not only through the provision of regional priorities, including the use of the completeness of the records of the existing potential. At the present stage of regional economic policy to ensure the implementation of the principles of sustainable development of the regions cannot be limited only to the list of issues and challenges that correspond to the regional level. Taking into consideration the existing tendencies of globalization and internationalization the processes of regional economics should be investigated within national and international context on the basis of international specialization of labor and increasing international competition [11].

The analysis of the available scientific publications devoted to the study of the nature and problems of the mechanism of state regulation of social and economic processes in the Republic of Belarus, allows to establish a coherent and progressive development of the provisions of the Sustainable Development Strategy, which is due to the appearance of dramatic geopolitical changes in the country, in their dynamics. Results of the analysis allow forming a modern vision of socio-economic regional development policy, demonstrating the presence of many different character perspectives. They differ not only in details but also by scientific concepts in general. Development Strategy in 1997 accounted for a transitional period in the country: the planned economy was replaced by market relations. The situation didn't require strict limits within regional policy and matters of state control of regions development were not defined as top-priority. It is more about territorial aspects of development and management. Development of the second strategy, the NSSD-2020, took place in the fundamentally different situation when market relations strengthened, inter-regional economic relations become apparent, and the integration of interaction with other countries of the European Union began to acquire not spontaneous and focused character. Changes in terms influenced on the formulation of the requirements for a system of government: to increase the efficiency and effectiveness of economic processes, to achieve the

coordination of the entire economic complex of the region and not break while its balanced functioning as a natural-economic system. Thus system of state control faced the necessity of solving the problem of controlling RES by developing optimal combinations of ways via fixing them in NSSD-2020.

Summary of the results of these studies allows making a conclusion, that they, mostly, highlighting National strategy of sustainable development as long-term program of modernization, reflect the peculiarities of state social and economical policy. The fact that strategic document undergoes the evolution changes in time, but with that it does not lose its meaning as a set of institutional principles, allows to forecast the future principles of sustainable development, that are supposed to keep their meaning of «imperative core» for new National strategies of sustainable development.

Recognizing the commonality of views and ideas, concentrated in the NSSD-2020 for countries implementing the model of «catching up» modernization in transition, one cannot deny the playback features of the models under specific conditions. This is explained by laws of different countries and by practical experience and the basis for development. Thus NSSD-2020 is positioned as concentration of structure deformations in the national economy, providing innovative breakthrough also in public development, able to qualifiedly increase the level of life of population, reorganizing all spheres of life support in oriented way. To intensify these processes and get more effectiveness it is necessary to make state mind. As a consequence of these changes, the closest, in time, is the development of modern methodology for developing forecasts, plans and programs aimed at solving strategic problems of the economy.

It should be emphasized mainly undertaken in NSSD-2020 attempt to associate the socio-economic-forecasting with regional planning. This initiative was starting to determine the optimal directions and methods to improve the system of regional management. Despite the obvious progress of these provisions they didn't form the logical integrity of purposes, measures and tools of state control of regional development and the ability of cooperation of social and economic and territorial planning are shown less.

Within new conditions of economic control the most full and accurate evaluation of final social and economic results of development can be given on regional level of control. But at the same time it imposes great responsibility on control authorities of regional level. As a consequence, the idea of the method of distribution of powers between the public authorities in solving these problems varies. Instead of the traditional concept of state regional policy conducted exclusively by the central government, comes a new one, in which the functions of management of regional development at the state level are purposefully reduced, limited mainly by fundamental strategic questions that does not narrow «field» impact on the region or large territorial and economic education.

The priorities of economic development, such as the comprehensive modernization of the country, determined on the basis of institutional constraints that are likely to affect the expansion of the component organization of the content development strategies. This improvement of its content will be reflected in the formation of specific areas of reforms RES and determined in their specifics of economic activity, whose forms, adapting to determine the strategy of the problem will become more accurate, expressed, acupunctural and personally oriented. Prospects for the use of this methodological approach to regional management determine the construction of new algorithms, comprising the steps of: study of quantitative and qualitative parameters of regional development required for the resources and mechanisms, development of rational technology forecasting and policy documents to ensure their coordination at the local, regional, national and international levels.

Applying identified through an analysis of modern scientific experience Belarus trends and patterns to the conditions of other countries, particularly Russia, it is possible to obtain specific and detailed description of the socio-economic transformation in regional systems. Comparative methods of analyses of regional economy are widely known in many countries. They are commonly governed defining the features of events and processes in the comparable systems of regional and national level. This approach is found in the analysis of the economic development of the Republic of Belarus and Russia in order to identify and establish the comparative characteristics of the ambiguity of perception of pulses of similar development.

On the national level it caused the appearance of the first such document – The Russian Federation President Decree (1994) and the concept of transition of Russia to sustainable development (1996). In the concept of sustainable development of the country, forecasts were considered in terms of their compatibility with the prospects of forming a system of management within an international framework. One of the leading aspects of the concept was installed on an underlined value sustainability as an economic category in the development of strategic documents of different types (conceptual, policy, legislative and regulatory), but also the management decision-making tactical type [12]. From the moment of the public discussion and adoption of the Concept 1996 as a structural (methodological) basis for other developments, recognition of the unity and interaction of socio-economic (non-territorial) and regional (territorial) characteristics of regional economic systems, with subsequent opening in the long-term planning was required.

Conceptual provisions of sustainable development of Russia were understood practically in the same way, as in all global community, mostly due to global international character of the investigated in them problems. These features of the concept allowed systemizing and unifying forms of perspective development of economy of the country forming a sort of sample. But the application of the standard in different countries and its quality has led to a reassessment of their national standards, a methodology for studying this complex and multifaceted phenomenon. In a number of countries in which the beginning of the XXI century showed signs of becoming an information society and a willingness to total flow of ideas «new economy», the conceptual provisions of sustainable development degenerated into the idea of innovative development, while maintaining their original characteristics. Such an example of evolution of the concept demonstrates the Republic of Belarus [13]. But Russia has chosen another way, forming the differently oriented vectors of developing the ideas of sustainable social and economic development. Despite the fact that these two areas existed independently, but at the same time, the concept of sustainable development continue for almost two decades, to exert its influence on the formation of innovative development ideas. Analyzing the reasons for maintaining the paradigm of sustainable development of its dominant values, one can establish that this is possible thanks to the concentration in it the set of progressive ideas that can get active dissemination in various spheres of economic activity, combined with new structural «rules» of territorial development. That idea of territorial approach for controlling processes of regional development causes improvement of methods of regional planning as the sphere, providing full back grounding and formalization of principles of fastening in the territorial perspective forms of social and economic development of regions, characterized as dynamic transformation changes.

It is believed, that innovative imperative of the development of our country's economy is described in details in the Concept of long-term social and economic development of the Russian Federation for the period till 2020, uniting strategic and tactic notations of state control. In the Concept it is shown the expressed transition to innovative development of economics via logical development of principles of sustainable development with special meaning of territorial factors. This relationship is formed on the idea of the state regional policy as harmonized combination of «state» and «market» of the principle of functioning RES, which significantly extends the existing theoretical treatments of this problem [2]. At the same time the integration possibilities of cooperation of social and economic and territorial factors in the processes of regional development as the phenomenal relations were revealed in the Concept of sustainable development.

Through the process of penetration of international, in fact, the idea of sustainable development in the practice of public administration, taking into account the actions of territorial factors, it was possible to introduce a new role of imperatives in the formation and functioning of the socio-economic area, absorbs and all sectors of the regional level [14]. Its new structure allows establishing regularity of its gradual and step-by-step development on all hierarchical levels, beginning from national level and ending on municipal level. From this point of view presentation of the socio-economic environment in which the RES are presented as a basis for territorial stability of the national economic system is changed, from the one hand, and its transition to innovative development, on the other hand. The most active reactions to this challenge are shown in the system of long-term planning of regional development that at the same time unites the set of requirements and ways to settle the existing conflicts between planning of social and economic development and territorial planning. In the course of a given logic, to overcome the current mismatch of territorial dynamics of transformation and the

transformation of socio-economic changes there can be offered a substantive set of instrumental support, adapted to the new tasks and algorithms of planning.

Not to recognize the obvious transformation processes taking place in the national economy of countries implementing the principles of innovative development, it is now not possible. But, the fact, that the concept of sustainable development in these processes remains the leading imperative means formed consistency and used in the practice of state (regional) control mechanisms of regulation of social and economic development of RES. At the same time, the emergence of new impulses that cause dynamic changes of RES, determine an objective need to adapt the regulatory system, entailing binding theoretical rethinking of internal content and purpose of all its elements. Under these conditions, while maintaining the overall integrity of the conceptual system of control actions the variation of its individual elements, subordinate to external factors can be updated. As a result of such combinations in the system of regional governance, relative stability of the existing framework and accompanying its existence tools, content and the way the content of which is subject to a complex of institutional requirements and limitations of RES can coexist [1].

No less important in determining the functionality of the tools of regional management will be the direction of regional policy, reflected in the features of the formation of the institutional environment. The most complete and comprehensive of these «duties» may be carried out within the institution of long-term planning. Recognition of the special position of the Institute does not provide grounds for refusal of completeness from other institutions involved in the process of regional management. For example, the prospects expected to improve the methodology of long-term planning, do not deny the feasibility of similar interventions in the forecasting system, since the actions of both institutions are based on a comprehensive analysis to explore trends in RES. It is possible to establish the presence of trends laws, which are indispensable for the formation of projections, allowing defining specific selection period goals, priorities, resources, efficiency of their use, having a real idea of linking the socio-economic and territorial factors of regional development. In turn, these forecasts become analytical, contextual information and basis for the formation of long-term plans.

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архитектурно-строительный университет

Поступила в редакцию 12.09.2014

РЕПОЗИТОРИЙ ГОМЕЛЬСКОГО ГОСУДАРСТВЕННОГО УНИВЕРСИТЕТА ИМ. Ф. СКОРИНЫ