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THEORETICAL APPROACHES TO THE ISSUE OF STRATEGIC PLANNING OF TERRITORIES DEVELOPMENT

The article deals with theoretical aspects to the issue of strategic planning of territories development. It is noted that the planning strategy includes goals, objectives, principles, elements and implementation mechanisms. The models of strategic planning are characterized. It is concluded that for the effective achievement of the result, a multilevel planning system is required that includes three levels: strategic, tactical and operational, accompanied by monitoring. It is indicated that the task of public administration is to create favorable conditions for regional development in the context of national interests.

Key words: public administration, local self-government, strategic planning, strategy of social and economic development, elements of strategy.

Problem statement. The modern global system has become more uncertain and less stable. The term “predictable unpredictability” has emerged to characterize it [10]. In the current conditions of global instability, the most important factor in the sustainable development of both the world economic system and individual regions is the formation and development of socio-economic strategies of development that are the basis of stable growth. The strategy is the basis for the development of tactic of activities of public institutions.

Analysis of recent research and publications. The study of scientists from different countries of the world are devoted to the questions of the interrelation of social and economic factors of strategic development. It is necessary to note the works of M. Latinin [2], V. Tertychki [5], J. Saks [4], J. Tomlison [7], L. Khomich [8], and M. Youssef [9]. However, in modern conditions there is a necessity to form new approaches to the management of socio-economic development of territories.

The purpose of the article is to consider theoretical approaches to the concept of “strategic planning” and determine the main components of the planning strategy of development of the territory.

The statement of the basic materials. The conceptual basis of the planning strategy of development the territory includes goals, objectives, principles, elements and mechanisms for implementation. Strategic planning is considered as a “process of developing strategies”, as a “set of concrete actions and decisions”, and as a “type of strategic activity”.

That is, strategic planning should be understood as “the process of identification of such goals, priority directions of social and economic development, the implementation of which ensures the effective functioning of the regional socio-economic system, quick adaptation to the changing external and internal environment and improving on this basis the quality of life of the population [1].”

Strategic planning of the socio-economic development of countries and regions should be considered as scientifically based and practically oriented forecasting of development that involves determining of the directions of development of territories – the economy and social sphere, planning and implementation of programs and projects, means and ways to achieve them.

The elements of the mechanism for implementation of the strategic planning of the socio-economic development of countries and regions of the economy are: the subject (regional government bodies); the object (socio-economic processes that occur in the region); the goal (implementation of selected strategic goals and priorities of the socio-economic development of the territory) [1]. Sustainable development of territories is ensured, first of all, by local public authorities that interact with business structures, public organizations, professional expert associations, which are designed to fulfill the interests of residents of territorial communities of the region.

An effective tool for implementation of the strategy is a multi-level planning system that includes strategic, tactical, and operational levels and accompanied by monitoring. So, on November 27, 1995, the Barcelona Euro-Mediterranean Constituent Conference of the Ministers of Foreign Affairs was held in Barcelona. As a result of this, the Euro-Mediterranean Partnership or the Barcelona Process – the process of interstate cooperation was created.

The countries of the Euro-Mediterranean partnership differ significantly in terms of socio-economic development, but the goal of the Euro-Mediterranean partnership is to create on both sides of the Mediterranean Sea, the northern and southern, a common space of peace, stability, prosperity and security. To take in account the history of the region, civilizational features, industrial potential, it can be argued that the main goal of social development for all states is the achievement of average world standards of well-being.

There is also a difference in the strategic planning of the country and its regions. The possible difference in needs between regional groups and the community creates a paradox of state strategic planning and successful regional development. Natural differences in objectives create inevitable tensions between the state (system) and the regions as competition for projects, agreements and resources. Consequently, this creates a problem of public administration that requires proper leadership and decision-making. Improper distribution of tasks and resources between regions and lack of openness of the system can eliminate the advantages of each region and reduce the effectiveness of the system.

Despite the perceived priority of state strategic planning and regional strategic planning, the ability of the system to quickly respond to changes outside the plan can be crucial in conditions of a high technological development, improved communication and a changing environment. Determining of the balance of maintaining state and regional interests can determine the success of strategic planning. Moreover, the proper use of regional advantages can strengthen the strengths of the system and create a synergistic effect from joint efforts.

For example, the development of Slovak society follows the path of a knowledge-based economy, with key factors such as human resources, research, development and innovation, basic infrastructure and services. Globalization (regions are more sensitive than countries), technological changes (growth of the service sector and the knowledge-oriented economy, where technologically oriented regions “become more competitive), a decrease in the active population significantly affects the growth and economic performance of the regions [12, p.7].

In a changing and innovative environment, a strategy can be based on such principles as “ensuring the transparency of the strategic decision-making process, flexibility and the ability to quickly respond to changes in the environment, political neutrality (the principle is not respected many times), efficiency and achieving results through rational resource utilization [11].”

To apply the basic principles of strategic planning, public administration should be involved in the process of concluding agreements between state and regional interests in the development of territories, as well as the concentration of limited resources on priority development projects. This implies the mutual responsibility of central and local authorities and local governments for the implementation of joint measures in the field of regional and local development. The agreements are aimed at establishing of stability in relations between central and regional authorities. Due to system complexity and environmental variability, the strategic planning process of regional development has some drawbacks. They are lack of approved strategies of regional development, bureaucracy, inertia of central executive bodies in the preparation and conclusion of contracts, regional and national project priority levels, and various structures of sources of financing [5, p. 10–11].

The task of public administration is to create an approach that will reduce the problems above and create favorable conditions for regional development in the context of national interests. It requires visualization of the future of the regions and the system itself, knowledge and understanding of the regional, national and geopolitical position, historical, economic relations, the role and place of each region within these frameworks.

Effective mechanisms are needed to ensure the efficiency of the socio-economic complex of regions. Regional management is focused on achieving of strategic priorities. It requires “the existence of an appropriate legal framework that normalizes implementation strategies; definition of the purpose of management; financial support for the implementation of the strategy; identification of institutions responsible for implementing the strategy; creation of subjects, mechanisms and instruments of regional management [5, p. 21]”.

It should be noted that the changing environment forces the state administration to deal with the paradox of state strategic planning and effective regional development. It requires strengthening of cooperation between state authorities, regional authorities, active involvement of civil society and delegation of authority in the right place at the right time, as well as flexible strategic planning.

The main elements of the social development strategy are: development of the regulatory framework of social and economic policy, formation of a system of state social guarantees, development of the education system, creation of a social integration system and a strategy of regional development. A comprehensive mechanism of reforms should include: stimulating of economic development based on the implementation of public and private programs of investment attraction into the region and the sphere of social services, formation of a system of international, state and private partnership [3, p. 15–16].

At the regional level, different models of strategic planning are used depending on the degree of state influence, the use of regulatory methods and the main tools for stimulating development, such as: corporate (formation of regional investment companies, low centralization, program-oriented approach), selective (realization of a central-peripheral model of investment and innovation of development of the territory, a high level of centralization, a directive approach) and a contractual (conclusion of joint contracts between governments and regions, the average level of centralization, an indicative approach) [2, p. 25].

To develop a strategy should be taken in account the following principles: transparency of the process of strategic decision-making; flexibility and an ability to respond quickly to changes in the environment; political neutrality; efficiency and achievement of results through rational use of resources. Despite

the difference in the essential characteristics in each of the models, common for them is the use of a complex of different mechanisms and tools for the strategic development of the region.

Conclusions and prospects for further research. Thus, the effectiveness of strategic planning of the regions largely depends on the chosen management system, with the help of which regional executive authorities will implement the intended plans.

Strategic planning should be interpreted as a scientifically based and practically oriented forecasting of the development of a territory that involves determination of directions of socioeconomic development, planning and implementation of programs and projects, means and ways to achieve them.

The strategy of planning includes goals, objectives, principles, elements and mechanisms of implementation. To effectively achieve the result, a multi-level planning system is needed that includes strategic, operational and tactical levels and followed by monitoring.

The principles of strategic planning can be considered as transparency of the process of strategic decision-making, flexibility, an ability to respond quickly to changes, political neutrality, efficiency, and rational use of resources.

The task of public administration is to create favorable conditions for regional development in the context of national interests.

An important direction of research is the formation of principles of taking into account state, public and private interests when planning at the level of regions and individual cities, the formation of an appropriate regulatory framework.

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ТЕОРЕТИЧНІ ПІДХОДИ ДО ПИТАННЯ СТРАТЕГІЧНОГО ПЛАНУВАННЯ РОЗВИТКУ ТЕРИТОРІЙ

Розглянуто теоретичні аспекти стратегічного планування розвитку територій. Розглянуто наукові підходи до поняття "стратегічне планування". Визначено, що стратегічне планування слід інтерпретувати як науково обґрунтоване і практично орієнтоване прогнозування розвитку території, яке передбачає визначення напрямків соціально-економічного розвитку, планування та реалізацію програм і проектів, засобів і шляхів їх досягнення.

Зазначено, що стратегія планування включає цілі, завдання, принципи, елементи та механізми реалізації.

Зроблено висновок, що для ефективного досягнення результату необхідна багаторівнева система планування, яка включає три рівні: стратегічний, тактичний і оперативний, що супроводжуються моніторингом.

До принципам стратегічного планування віднесено: прозорість процесу прийняття стратегічних рішень; гнучкість, здатність швидко реагувати на зміни; політичний нейтралітет; ефективність, раціональне використання ресурсів.

Охарактеризовані моделі стратегічного планування в залежності від ступеня державного впливу, які використовуються на регіональному рівні: корпоративна (формування регіональних інвестиційних компаній, низький рівень централізації, програмно-цільовий підхід), селективна (реалізація центр-периферійної моделі інвестиційно-інноваційного розвитку території, високий рівень централізації, директивний підхід) і контрактна (висновок спільних контрактів між урядами і регіонами, середній рівень централізації, індикативний підхід)

Вказується, що завдання державного управління полягає в тому, щоб створити сприятливі умови для регіонального розвитку в контексті національних інтересів.

Ключові слова: публічне управління, місцеве самоврядування, стратегічне планування, стратегія соціально-економічного розвитку, елементи стратегії.

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