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Yaroslav Gura, Ph.D. candidate,  
Academy of Municipal  
Management

MANAGEMENT PROCESS OF THE DEVELOPMENT OF  
SOCIO-ECONOMIC TERRITORIAL COMPLEXES  
IN SPATIAL AND REGIONAL CONTEXTS

*The essence and content of regional policy is provided. The process of socio-economic development of territorial systems of different levels and forms of organization in spatial and regional context is improved.*

*Keywords: improvements, mechanism, spatial aspect, process management, regional policy, socio-economic development, territorial complex.*

**Гура Я. В. Процес управління розвитком соціально-економічними територіальними комплексами у просторовому та регіональному аспектах**

*Розкрито сутність та зміст регіональної політики. Удосконалено процес управління розвитком соціально-економічними територіальними комплексами різних рівнів та форм організації у просторовому, регіональному аспекті.*

*Ключові слова: вдосконалення, механізм, просторовий аспект, процес управління, регіональна політика, соціально-економічний розвиток, територіальний комплекс.*

**Гура Я. В. Процесс управления развитием социально-экономическими территориальными комплексами в пространственном и региональном аспектах**

*Раскрыта сущность и содержание региональной политики. Усовершенствован процесс управления развитием социально-экономическими территориальными комплексами различных уровней и форм организации в пространственном, региональном аспекте.*

*Ключевые слова: пространственный аспект, процесс управления, региональная политика, социально-экономическое развитие, территориальный комплекс.*

### Introduction

The increased attention to the regional studies, in-depth theoretical explorations of the nature of the basic concepts associated with the development of socio-economic territorial systems, working out new terms of regional studies, foundation of new approaches to the formation and implementation of regional policy, improvement of the system and management process of the internal regions of the state is viewed in Ukraine in recent years. This academic interest to study the nature and content of regional policy of the state, defining characteristics of the components of this policy is connected with the fact that they are the precondition for formation of a long term strategy for socio-economic development of Ukraine. Besides, they is also the precondition of formation of the mechanism of its regions' management, approaches of regional management, analysis of the direction of the interdependent territorial interests, goals and objectives of spatial development of separate regions and the country as a whole.

### Analysis of recent research

To the methodology of public administration as a social phenomenon and complex process,

including the development of regional and sub-regional socio-economic systems at different levels are dedicated to fundamental scientific works of V. B. Averyanov, B. I. Adamov, O.Y. Amosov, G. V. Atamanchuk, V. M. Babaev, V. D. Bakumenko, S. O. Bila, A. O. Dehtyar, V. B. Dzyundzyuk, V. Y. Keretsman, V. Y. Knyazev, V. A. Kozbanenko, I. B. Koliushko, S. P. Kolomiytsev, O. I. Kryukov, V. S. Kuybida, Y. O. Kutz, O. Y. Lazor, G. I. Lelikov, V. V. Mamonova, V. M. Martynenko, O. A. Mashkov, A. F. Melnyk, A. V. Merzlyak, O. G. Mordvinov, S. P. Mosov, N. R. Nyzhnyk, O. Y. Obolensky, G. S. Odintsova, S. E. Sahanenko, V. M. Selivanov, O. V. Skrypnyuk, Y. P. Surmin, V. V. Tokovenko, V. V. Tertychka, V. V. Tsvetkov, Y. O. Chernetsky, F. I. Shamhalov, Y. P. Sharov and other scientists.

### Statement of research objectives

– to analyze the nature and content of regional policy;

– to improve the management process of the development of socio-economic territorial complexes on different levels and forms of organization in spatial and regional context.

## Results

In the monograph edited by M. I. Dolishniy the rightly claim about the requirements for making definitions, and in particular the concept of «regional policy» is expressed. Moreover, in particular the need for categorical term compliance and generic words is highlighted [10, p. 10]. This definition adequately describes the existing ideas about regional policy and the main is that it points to the possibility of creating acceptable for both the state and its regions the mechanism of interaction. This mechanism of interaction will take into account characteristics of particular territories and promote the best use of available resources. However, to the presentation of the contents of regional policy as a «system of goals and actions» we consider it necessary to go after indepth analysis of this issue.

The comparison of different approaches to the representation of the term «regional policy» showed that the definition proposed by A. P. Golikov and Y. G. Prav meets the requirements regarding the presence of generic word «politics». They believe that the state regional policy can be defined as a «*policy of the state* concerning political, social and economic development of the country in the spatial (regional) aspect that reflects the relationship as between the state and regions, as between the regions with each other» [6, p. 22]. Immediately we note that the state regional policy is important, but not the only component of the regional policy of any state, because there are independent sub-national policies on the regions' levels that play an increasing role in the territorial development of the countries of the world.

In determining regional policy generic term «politics» is also present. In this opinion, regional policy is a *sphere of public policy* aimed at detecting irregularities in terms of socio-economic development and living standards of the population, analysis of the causes of their emergence, development and implementation of special measures for sustainable territorial development, prevention of social conflicts on the basis of inter-regional disparities [2, p. 69]. It is obvious that the definition provided refers to the state regional policy and, therefore, it characterizes regional policy only partially.

The disclosure of the nature of the term «regional policy» or concepts related to it depends on the understanding the concept of «politics». That is why special attention should be paid to analyzing the term «politics». According to the

definition given by M. I. Dolishniy, V. S. Kravtsiv and V. K. Symonenko, «politics is a *strategic course of the state's activity* in those or other areas of social life. In the particular case one speaks of clearly defined «rules of the game» in the relationship between the state and regions, which would, on the one hand, regulate its influence on the regional processes, and on the other – determine standards of conduct of regions themselves [10, p. 12]. While agreeing in general with a given interpretation of the term «politics», which reveals the essence of this phenomenon, it should be noted that in reality it is the interpretation of the term «public policy». After all, politics can not be defined only as a line of conduct of the state, despite the fact that there are policy areas, organizations, parties and more.

One of the meanings of politics that fits the most the context of this research is the one written in the modern explanatory dictionary as «a course someone's action in anything» [11, p. 456]. Also, if we turn to strategic planning of any organization's activity, we will see that phase of realization of back strategy involves the development of this organization's policy. For professional opinion of specialists in management theory such as M. Meskon, M. Albert and F. Hedoury, politics is a *general guide for action and decision making* that facilitates achievement of organizational goals. On the premise of G. Shteyner and G. Mayner and as they indicate that the politics *directs action* to achieve goals or fulfillment of the tasks, explains how the goals should be achieved, and is designed to store the sustainability of objectives in order to avoid short-sighted decisions based on the requirements of the particular moment [7, p. 288-289].

Therefore, in terms of revealing the essence of the term «politics», it can be defined as a strategic line of conduct of any business subject in a particular area of life that determines the choice during the decision-making and is implemented through the system of actions aimed at achieving the strategic goals or desired strategic outcome. In determining regional policy it should be taken into account the fact that the regions can be of different levels: supranational (set of states, regions or several countries), national (state) and sub-national (major administrative regions of the state, or regions, for which separate regional programs are developed). In accordance with this regional policy in its essence is a strategic line of conduct of supranational territorial units, states or regions

of subnational level in addressing the complex issues related to the spatial aspect of their socio-economic development.

For fulfillment of tasks of policy development for specific individual, business or political organization, region, state or supranational structures it is needed firstly to have a more concrete idea about its general content or ordered set of elements, of which it consists. So, strategic course of action may be first of all represented by an organized sequence of strategically oriented objectives, achievement of which will contribute to fullest realization of policy subject's interests based on interests, state's needs and systems of higher and lower order. Immediately we note that the effectiveness of the developed policy will be determined by how realistic are its goals, can they be specified and made measurable and to orientate them in time, and also to provide their mutual assistance.

Based on the fact that there are usually several alternative variants to achieve defined objectives, the strategic line of the subject's behavior should include a number of criteria that significantly affect the selection of possible alternative decisions for particular actions necessary to implement targeted goal. The criteria for decision making are the standards under which we plan to evaluate alternative variants of choices [7, p. 204] or rules with which the alternative variants of solutions can be correlated [Ibid, p. 686]. Because of that partly they are already taken into account when subject of policy is developing the system of goals and objectives, and partly they are included in the principles' composition on which the policy is based on. For example, providing unitarity of Ukraine can be considered as one of the objectives of state regional policy and also as a principle that is the criterion to choose the ways of realization of other purposes of this policy.

Given that the essence of the policy is a strategic course of the subject's behavior, exactly principles should complement the system of goals, which is its basis because the concept of «principle» is interpreted as a fundamental principle, notion, leading idea; the main rule of behavior and activities [3, p. 520]. So the content of any subject's policy is a system of strategically oriented objectives which is combined with a system of rules for their implementation

After clarification of the term «politics» («policy») it makes sense to turn to the disclosure of the contents of regional policy and, above all, to

the approach of M. I. Dolishniy, who in the basis of this definition laid out the phrase «system of goals and actions» [10, p. 14]. There is no doubt that one of the components of regional policy is a corresponding system of objectives relating to the development of the state in the spatial (regional) aspect. But the question arises whether specific actions for implementation of the stated goals are included in the composition of the regional policy. The study presented above gives rise to a negative answer to this question because actions are already not the politics itself but its implementation, realization, which makes it logical to attribute it to the sphere of management, in this particular case - to the sphere of regional management.

Therefore, such approach to understanding the policy's essence that is demonstrated by L. A. Pal can be considered as quite acceptable. It defines public policy as «a direction of action, or refrain from it, chosen by public authorities for solution of a particular problem or a set of mutually related problems» [9, p. 22]. So under the policy he understands not the actions themselves, but their direction, which is likely to be indirect, however, necessarily consistent with the main purpose and the system of principles. In developing appropriate measures to implement specific policies and during their implementation these principles will allow or will not allow foreseeing and taking certain actions. It is necessary also to draw attention to the following: one has to refrain not from those actions that are not suitable for promotion to those specified in politics objectives, but from those, perhaps, that would have been the most effective ones, but which do not meet the selected principles.

At the same time, the vast majority of experts who explore and develop the theoretical framework of regional policy, unfortunately, believe that the essence of this term first and foremost is constituted by precisely «the activity». Part of regional policy is really part of regulation (part, because policy is also included in all other management functions), but particularly because it includes the goals and principles of development (in the case when it comes to regulation of this particular process), which are defined during policy formation.

Insertion of action in politics can be explained by its identification with the implementation of policy, which involves taking concrete actions to promote the objectives chosen by the subject of a particular policy of determining compliance with the fundamental principles.

Researching directly the policy of regional development V. I. Pavlov concludes that «it is a *system of goals* for regional development *and measures* undertaken by state and local authorities with the goal to ensure capable management of political, economic and social development» [8, p. 13]. Here we have to note that in case of inclusion of the measures' system to policy that should be done only in the future, they may be seen as a task that refines the objectives of this policy. And when it comes to measures currently undertaken, it's nothing but specific management actions in the process of policy implementation even if they are related to the creation of certain conditions to achieve the strategic goal set by the subject of policy.

Attention is drawn to disclosure of the contents of regional policy according to the approach proposed by P. T. Bubenko. He believes that «the content and results of special activities, called the policy» is «the common organization of the objectives of the control system and of the system controlled» [4, p. 85]. Based on this one can come to the following conclusions. Policy is needed for balancing the goals of the control system and of the system controlled, and after achievement of this goal is no longer needed. Policy is directed only to the internal environment of the management system. Both statements are very contradictory, because, firstly, we can not agree with the fact that «the common organization of goals» is the «result» of policy. Secondly, it must be recognized that there are a few specific policies that come out of the purposes of system's goals that manages in complex systems; system, which is being managed; and also management system as an integrated entity that interacts with the environment. However, a set of goals and principles that is the essence of each policy is really conducive to the achievement of the balanced interests of all independent systems and their subsystems.

It is impossible not to draw attention to the fact that E. B. Alayev, known specialist in regional studies, under the state regional policy understands «the scope of management activities in economic, social and political development of countries in the spatial, regional context, that is associated with the relationships between the state and the

regions, and regions with each other» [1, p. 189]. Thus, the scholar equates the concept of «regional policy» and «regional management».

By the way, crucial is that to the main functional forms of regional policy Z. S. Varnaliy attributes «1) forecasting; 2) programming and 3) planning» [5, p. 12]. They are absolutely unnecessary under the presence of pre-designed program. However, when we analyze these functional forms, it turns out that regional policy is not managing the development of the country, as is seen from described above definition. Regional policy is only part of it (because mentioned management functions do not cover the whole process of management). Moreover, it is also not an activity, since it is only achieved during forecasting, planning and programming, with this being their result. The study of the term «policy» presented above proved that it means a set of objectives and a number of criteria (requirements) that determine the selection of acceptable alternatives for the subject of this policy in the process of taking decisions on its implementation.

### Conclusions

Management process includes setting goals, forming a system of criteria for decisions made, and also examination of internal and external environment of the organization, creation and improvement of the particular institutional structures, organization and regulation of activities in order to achieve goals, motivation of productive and efficient work, the development and implementation of the previous, current and final control systems, ensuring necessary changes on the subject and object of management. Because of that regional policy should be seen as decisive, but not the biggest in terms of amount of work component of the regional management.

Generalizing conducted detailed analysis and comparison of approaches to determining the content of the concept of «policy» we can make the following conclusion. Content of regional policy is a set of strategically oriented objectives and principles that define ways of implementation the goals in the process of socio-economic development of territorial complexes on different levels and forms of organization in spatial and regional context.

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