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РЕСТРУКТУРИЗАЦИЯ ПРИНЦИПОВ ДОЛГОСРОЧНОГО РЕГИОНАЛЬНОГО ПЛАНИРОВАНИЯ: АДАПТАЦИЯ ИЛИ СТРАТЕГИЧЕСКИЙ ВЫБОР

Показаны принципиальные направления совершенствования методологии долгосрочного регионального планирования, обеспечивающие взаимосвязь императивов устойчивого и инновационного развития экономики. Выявлена сущность модернизаций в системе планирования и ее перспективы, требующие интеграции социально-экономической и территориально-пространственной его подсистем в отличие от традиционного разделения и обособления этих сфер регионального управления.

Ключевые слова: императивы, регион, устойчивое инновационное развитие, региональное планирование, пространственный аспект.

1. Introduction

State regional policy in the Russian Federation is designed to provide a high level of well-being and constant improvement of the quality of life of the population. Achieving these horizons must be corresponded with the highest goals of the development of public relations, formalized in the innovation imperative. Despite the clarity of the imperative directives, regional planning does not acquire the proper innovation focus, and long-term plans of socioeconomic and spatial development largely do not fully take them into account, spreading these contradictions on the activities of authorized bodies of public administration. To overcome such contradictions in the development of regional systems, a theoretical justification of objectively existing opportunities for long-term planning is necessary.

One of the most pressing problems for the Russian regions, in both theoretical and practical terms, is the effects of the transition to an innovative socially-oriented type of economic development, establishing the parameters of the spatial synchronized development of the Russian economy and territories. In this regard, the fundamental question on comparability of innovation and sustainable development of the regional economy is inevitable. In the concept papers, developed at the government level, these imperatives coexist without contradiction. However, at the regional level of public authority, there are significant discrepancies in their translation, which cannot but cause concern: the lack of unity of regional development principles, potentially, can lead to a reduction of regional management system. Long-term planning was singled out as one of possible and promising directions for resolving these contradictions.

2. Analysis of literature and problem statement

Certain aspects of this problem are investigated by Russian scientists and experts in the field of the regional economy. Many works indicate the need for improving planning methodology, caused by the action of modern development imperatives, single out mandatory succes-

sion of regional development planning decisions, aimed at achieving innovative forms of development that do not contradict their stability (S. Artobolevsky, G. Hochberg, B. Kuzyk, V. Kushlin, R. Shniper, Yu. Yakovets). However, for today single methodological decisions on reforming long-term planning, especially its regional level, are not elaborated. In solving this problem, despite the variety of options, marking of socioeconomic planning and «suppression» of territorial planning by it, which is given a subordinate role, predominate.

Herewith, the logic of the progressive movement towards the formation of innovative socially-oriented economy dictates the inevitability of adaptation of the regional planning system to these new objectives.

Basic methodological developments of various organizations of the European Union, principally designed for countries with transition economies, disclose the key provisions of long-term regional development planning. The European Charter for Regional and Spatial Planning (Torremolinos Charter, 1983) [1] indicates the importance of taking into account institutional factors in determining the principles of improving the spatial organization of regional systems. In their development, in the Guiding Principles for Sustainable Spatial Development CEMAT, adopted by the Council of Europe in 2002 [2], interactions between the process of territorial-spatial planning (TSP) and the policy of sustainable spatial development are established. TSP is understood as a scientific discipline, as a method of administration and policy, developed in the framework of an interdisciplinary and multilateral approach, aimed at achieving a balance within regional systems between the physical organization of space and the overall strategy for socioeconomic development. Study of the features of regional economies' perception of the political challenges of development, formed at the government level allows their reflection in planning through the creation of a balanced territorial-spatial structure [3]. When developing the regional planning methodology, it is proposed to focus on the implementation stage of planning decisions [4].

Possibilities of a multilevel approach and interdisciplinary synthesis in regional planning are disclosed in a number of works of modern Ukrainian researchers. M. Fas-

chevsky and B. Haminets [5, 6] determine the need to change the concept of «region» in terms of sustainable development, which affects the spatial organization of the economy, fixed in the regional plans. When thinking about the prospects for long-term regional planning, tasks to develop non-contradictory spatial solutions in cooperation of the federal and regional management levels (O. Zielinska [7]), with a priority of the strategic planning tasks over tactical are set (O. Lubchenko [8]). Development planning is understood as a systematic activity, coordinating and synchronizing the efforts of various agencies and departments, authorized in these issues [9], and providing a solution to current problems, associated with the limited development resources (L. Khomych [10]). The provisions of the considered papers give reasons to associate the prospects for regional planning with the interaction of socioeconomic and territorial-spatial subsystems of regional planning.

Despite some new vectors of scientific developments, it would be premature to speak about existing methodological provisions of regional planning in conditions of the transformation of their development objectives. This situation requires further investigation of this problem for the progressive development to be provided with the fundamental scientific bases.

The purpose of the study. Based on the analysis of the content of regional policy directions, defined by the development imperatives, to reveal the evolutionary formation patterns of modern planning principles of regional development processes, to show that the rising and integrated nature of development of Russian regions is possible through the relationship of socioeconomic and territorial-spatial factors, modifying the regional planning model. As a consequence, streamlining of the structure and contents of various existing plans of socioeconomic and territorial development and processes in the Russian regions, adapting them to the regional factors of innovation development is expected.

3. Results of the study of the regional planning principles

3.1. The relationship of socioeconomic and spatial aspects of regional development. The first attempts to consider regional development processes in this aspect refer to the beginning of the 1990s, one of the most critical for Russia periods of reforming socioeconomic relations. They were caused by an increase in the relevance of sustainable development problems, drawing the attention of the entire world community to them because of their global nature. This was facilitated by the results of the activities of the United Nations Organization on Environment and Development (Rio de Janeiro, 1992). The conference of 1992 developed provisions, indicated earlier in the UN Declaration (Stockholm, 1972), paying attention to the sustainability of the regional development processes as a natural response to the growing complexity of their functioning in the socioeconomic aspect. The main action plan of the UN Commission was focused on performing tasks that require ensuring stability of the territories as a geopolitical, social, economic and ecological systems from states and governments, so as to guarantee them the maximum preservation of stability in exerting any means of outside influence. To refer to these states, the

International Commission used the term «sustainable development», presented in Russian as «устойчивое развитие», and exactly in this form it was used. UN Conference recommended different countries initial provisions, so that based on them to develop and adopt own national sustainable development strategy.

This idea also stimulated, along with the emergence of government documents, numerous pioneering conceptual developments in different countries of the world. Many studies, conducted in this direction have acquired the status of scientific fields, which have shown the need for a systems approach to the problem of sustainable development, including the aspect of integration of scientific spheres. Integration capabilities, disclosed in the concept of sustainable development, have allowed to develop a counter nature of the influence of socioeconomic and territorial factors in the formation process of the material-spatial human environment. Actually, thus, through the characteristics of the sustainable states of objects and systems that implement the priority of national policy, the possibility of establishing a phenomenological connection between the above-mentioned factors, which up to this time were not even considered in this way, has appeared.

The process of spreading the ideas of sustainable development of the territories in our country was active but passed with some features. Russia, along with other world powers, has adopted the provisions of the international concept of sustainable development as reference, but having qualitatively reinterpreted them, has received its national standard, having defined the methods and techniques of studying this multifaceted phenomenon. By the time of their development, the meaning and content of the concept of «sustainable development» have not been clearly defined.

Accordingly, both the theory and practice of regional economy used traditional, existing in this field techniques of research and description of changes in the state of regional systems, such as mapping the distribution of productive forces, programs of scientific and technical progress, forecasts of socioeconomic development of the country. Their consistent nature in relation to the conceptual provisions of the sustainable development contributed to their consolidation in the system of regional administration as basic.

At the state level, this was expressed in the adoption of the first such document as a Concept of transition of Russia to sustainable development (1996), considering sustainability from the standpoint of Russia's involvement in the global economic system. They stressed the need for the government to take into account sustainability problems in developing forecasts and programs of socioeconomic development of the Federation subjects and the country as a whole, preparing regulations, making economic and other decisions. During this period, the realization that the processes of spatial development of the socioeconomic system in a separate country can and should be interpreted taking into account general patterns of globalization comes. As a consequence, the guidelines of cooperation between state and private sectors in their focus on achieving sustainable development are laid down. They are based on both commensurability of private and public interests, and increasing the attractiveness of measures on spatial development of the territory in order to attract private investment. A strategic choice between possible management models of socioeconomic systems,

differing in state long-term planning methods and their development regulation becomes the dominant focus of government agencies in the changed circumstances [11].

This provision is fundamental. Existing ideological confrontation between planning and management sets the direction of public administration principles, and thus the emergence of numerous studies in the economic sphere is predetermined. According to the results of investigating these issues in the works of Russian researchers, revealing the features of involvement of these functions in the regional management process allows to conclude that based on the management function (mostly public), management of regional development in the post-reform period was carried out. Domestic regionalism is also characteristic by the fact that the management, gaining priority in the system of public administration, is understood as the most essential component of a modern model of sustainable development of the territory and driving mechanism.

3.2. Priorities of regional management. Giving regulation the status of a dominant management function was natural for the transition phase of the national economy to the implementation of sustainable development principles: radical changes in the social structure were expected from its incorporation. This transition in our country had distinctive features: it was associated not only with the recognition of the sustainability principles, but also coincided with the logically ending development stage of the society, which meant a change of socioeconomic formations, to a technological breakthrough. In this contextual reading, the principles of sustainable development have acquired pronounced social and public basis, the subsequent formation of which was impossible without regulation.

In practice, this has resulted in large-scale events, initiated by All-Russian Conference on «Sustainable Urban Development of Russia» in 2002. It considered the totalitarianism of consumer principles in the processes of social development, leading to tangible manifestations of regression in the socioeconomic system of the region, understood as the growing problem of stereotyping consumer relations, in the solution of which regulation tools and instruments played a leading role [11].

When justifying the regulatory tools, recognition of its state status was not enough. Full development required establishing its relationship with the sustainability principles of regional systems so as to predict the inviolability of the common economic space of regional systems. During these years, for the first time in our country, as a result of numerous scientific discussions, the latter has become to be understood as a «contact zone», ensuring the interaction of the socioeconomic and spatial processes, allowing to provide future generations with guarantees of a fair meeting of the needs, thereby expressing the ideology of promising directions of development of human civilization.

Thus, as a result of adaptation of international principles of sustainable development concept to the specifics of Russia, they have become an integral part of the modern state policy of development of its socioeconomic space, involving the spatial arrangement of the regional level. Thus, interdependence of processes was justified: on the one hand, the definition of the general concept of sustainable development of the country as a whole, as a socioeconomic space of the national level and, on the other hand, the consistency of concepts of constituting space components – regional economic systems (RES),

formed based on stable relations between them. Such an understanding of tasks of regional development based on sustainability principles meant the need to overcome the contradictions in the system of state and regional administration, caused by a mismatch of its functions, as well as delay of the transformation territorial-spatial processes in relation to the socioeconomic changes in society.

Adoption of paradigm of sustainable socioeconomic development in Russia was accompanied in the beginning of the XXI century by the active manifestation of features of formation of the information society as a consequence of globalization of informatization processes. It encourages to intensify the use of information management systems and technologies, providing the system of regional management with the best perception of the information society impulses as regulation means.

At the initial stage of implementing the concept of sustainable development in Russia, the benefits of regulation as a function of regional management are singled out, at the present stage of recognition of the imperatives of innovation development of the national economy, a systems approach is needed. In the context of this study, this means the equivalence of the functions of planning, organization, regulation, monitoring in the system of regional management and recognition of well-defined operations for each of them, expressed in exerting personalized impacts on the regional economic system. Thus, the meaning of systems approach to the management of regional development lies not in the abstract, not in the situational involvement of management functions, but in integrated comparative analysis of the target situation in relation to the existing situation, which reduces the need for a regional system in its resource provision and saves «energy potential» of the management system in general.

The implementation of systems approach to regional management is inherent in the priorities of the state: it entails recognition of the special place and role of the bodies of public and municipal administration at all levels of management decision-making, and management bodies in this sense are the main system units in this process, carrying out the progressive interaction of the subjects of the regional economy. Strengthening the role of state influence factor leads to an even greater integration of socioeconomic and spatial development processes, implying the unification of environmental, technological, economic, political and legal, social and cultural and territorial aspects into a single socio-natural system. From the standpoint of systems approach, production or consumption parameters of the development of regional systems are not considered in isolation from the socioeconomic and territorial points of view, but only through their interaction.

3.3. Formation of regional planning models. Formulation of the problems of innovative development of the Russian economy is impossible without indicating the formation of a national innovation system and regional innovation systems (RIS) as its elements, formed by a set of inter-related management, scientific-educational, entrepreneurial organizations (structures) that produce goods and services of a new type, based on knowledge and technologies in all sectors of the economy and public life. RIS allows to reduce the scale of regional disparities through the implementation of infrastructure projects. The theme of projects, such as, for example, the creation of an extensive transportation network, includes a full range of system

events, providing a high level of inter-regional integration and territorial mobility of the population, but is not limited to this. In the modern sense, RIS is seen as complex structural system, based on innovative infrastructure, built on a hierarchical subordination of its constituent elements. In the practice of regional administration it means, in particular, the formation of territorial growth centers in new areas of development of innovative capacity, in addition to the traditional areas of concentration of resources.

The implementation of these tasks requires the predominant use of measures of public administration of the federal level. Increasing the guarantees of their attainability needs not the fragmentary involvement of management functions, but the systematic and purposeful approach to spatial-economic development strategy of regional systems [12]. The principle of control actions on the regional system is thus concentrated within the planning function, and their subsequent formalization and distribution, in full accordance with the specifics of existing problems and potential, is disclosed within other management functions. If we evaluate the regional management functions according to their priority role in the overall system, today regional planning comes to the fore. It is able to carry out a consistent coexistence of *the imperatives of innovation and sustainable development of the economy, in both the socioeconomic and spatial aspects*. Such a qualitative breakthrough Russian government bases on emphasized importance of long-term planning of the federal and regional levels. The degree of regional planning's susceptibility of innovative imperatives, translated into modern legislative initiatives of the government is equally important.

Innovative development imperative of our economy is more fully disclosed in the Concept of long-term socioeconomic development of the Russian Federation for the period up to the year 2020 (The concept «2020») [13]. It has combined the strategic and tactical innovations, and incorporated the most valuable achievements of preceding conceptual documents. Provisions of the concept can be considered as the fundamentals of innovative principles and, at the same time, as a logical development of the sustainable development principles with emphasized importance of spatial factors. The concept proposes a new interpretation of the state regional policy, having presented it from two perspectives: as providing a balanced socioeconomic development of regions through the reduction of regional disparities, including quality of life, as extending the possibilities of each region separately from a comprehensive development, based on the general principles of rational use of resource potential. The implementation of the principles of spatial stability of regions is seen in this harmonized combination of «state» and «market» basis of the functioning of the subjects of the Russian Federation.

In the last decades, studying the potential of long-term planning and its prospects is one of the most pressing issues of modern theory and practice of public administration. Possibilities of planning as a strategic management function were first identified in federal law in 1995, having laid its legal bases and established a connection of management decisions of federal and regional levels. Over time, with the depreciation of these provisions, a number of new legislative documents, disclosing the content of the strategic planning in different ways have appeared. System relations of federal and regional levels of planning, having been expressed in their respective groups of

documents: predictive, conceptual, policy, planning and administrative, regulatory legal acts, as well as supporting (analytical, information, reference) and other materials have gained development in them. At the same time, «implementation» of territorial planning in the strategic planning system, which required the development of new types of documents, as well as changes in the content of existing documents was proposed. The notion that territorial plans of the Russian Federation and its subjects are the spatial projections of strategies of socioeconomic development of regions and individual territories has appeared. From this point, correspondence of decisions and documents of planning, in their level differentiation (the Russian Federation and its subjects), and in the component forms (strategic and territorial) is actively developing. Due to this, the system of public administration receives a new evolutionary vector in a given territorial affiliation of regional development processes, which allows purposefully and objectively solve the problems of increasing the quality of life of the population with achieving the planned performance of the regional economy.

Despite the evident progress in the issues of improving long-term planning, management of regional development processes has not yet formed a systematic practice, not become the technology of strategic management and has fragmented regulatory and methodological basis. Most regions have not yet decided on the objectives and content of the forecasting system, socioeconomic development programs. As a consequence, requirements to the list, structure and content of the documents, according to which the regulation of relations between the subjects of the regional economy is performed, have not been formulated.

The results of the author's research suggest [14] that the current regional planning model is actively evolving, experiencing the change of characteristic stages, thus corresponding to influences of innovative economic development vector (Fig. 1).

At the beginning of the socioeconomic reforms in our country, regional development was based on the concept of «leveling» development of the regions that determined the content of planning with the corresponding documentary representation (Fig. 1, a). At this time, the theoretical model of regional planning, which uses the principle of embedding the decision of the regional level in the structure of strategic planning of the federal level is formed. The gradual shift to the balance of centralization and decentralization trends in the system of public administration meant the formation of state regional policy based on the concept of «polarized» development of the regions, leading to an increase in the efficiency of their functioning and interaction, appearance of unique goods and services, moving of production to a new level of organization and creation of new competitive advantages. In this concept, the main elements are «growth points («drivers»)» of the regional economy, differing in structure and intensity of innovation processes, the concentration of innovation potential in which causes perspective formation of new elements that can, potentially, be used as «developers» (development sources) for the neighboring regions, so the configuration of economic space in the region is becoming more dynamic and flexible.

Further, with the increasing importance of spatial aspects of long-term planning, they are detailed in the format of promising developments of *the territorial structure of the*

innovation system, based on not only the regions with the official status of the subjects of the Federation, but also regional structures of all hierarchical levels, involved in system of active socioeconomic relations of the country. In this new concept of regional development, due to the intensification of innovation, primarily, knowledge-intensive sectors of the economy, objective prerequisites for the formation of new territorial growth centers, differing in the formation specificity and being able to greatly intensify the development of other territories appear. In this orientation, the leading role is played by the infrastructure organization of regional systems, as opposed to the dominant of structural organization, which causes subordination of spatial formations of regions – «growth drivers» to it. Infrastructure priorities of the development of regional systems, in total, lay the foundation of a new theoretical model of socioeconomic space of the region, the construction and functioning of which directly depend on the territorial-spatial factors, not only being equalized in the possibilities with economic, geo-economic factors and national security factors, but also becoming determinative. In the development of this logic, formation of zones of advanced economic growth in terms of federal districts is proposed, the forecasts of development of economic specializations, promising for each subject of

the Russian Federation as the most effective managerial decision for identifying innovative principles of the regional economy are represented [15]. These changes are reflected in the content of the regional planning model, with the identification of socioeconomic and spatial components of long-term planning (Fig. 1, b).

The immediate prospects for regional planning are related primarily to the definition of functional-spatial «nodes» (elements) of the innovation infrastructure of NIS and RIS – regional modules [16]. They are designed to accumulate resources in order to integrate them into single, geographically fixed, «growth points», focusing centers of innovation development and circulation, flow management centers of goods, finance, information, communications centers, able to become the innovation source for other regions through replacing individual manufacturing operations with multi-purpose innovative processes. As the most affordable ways to achieve similar prospects, activation of some of the key parts of the infrastructure, having «system-forming» value for it – innovative universities, fundamentally differing in patterns of spatial localization and organization is proposed. The adoption of such a conceptual approach to the design of the NIS and RIS through the creation of regional modules allows to determine their specific parameters that dictate, in turn, forms of federal support to the regions.

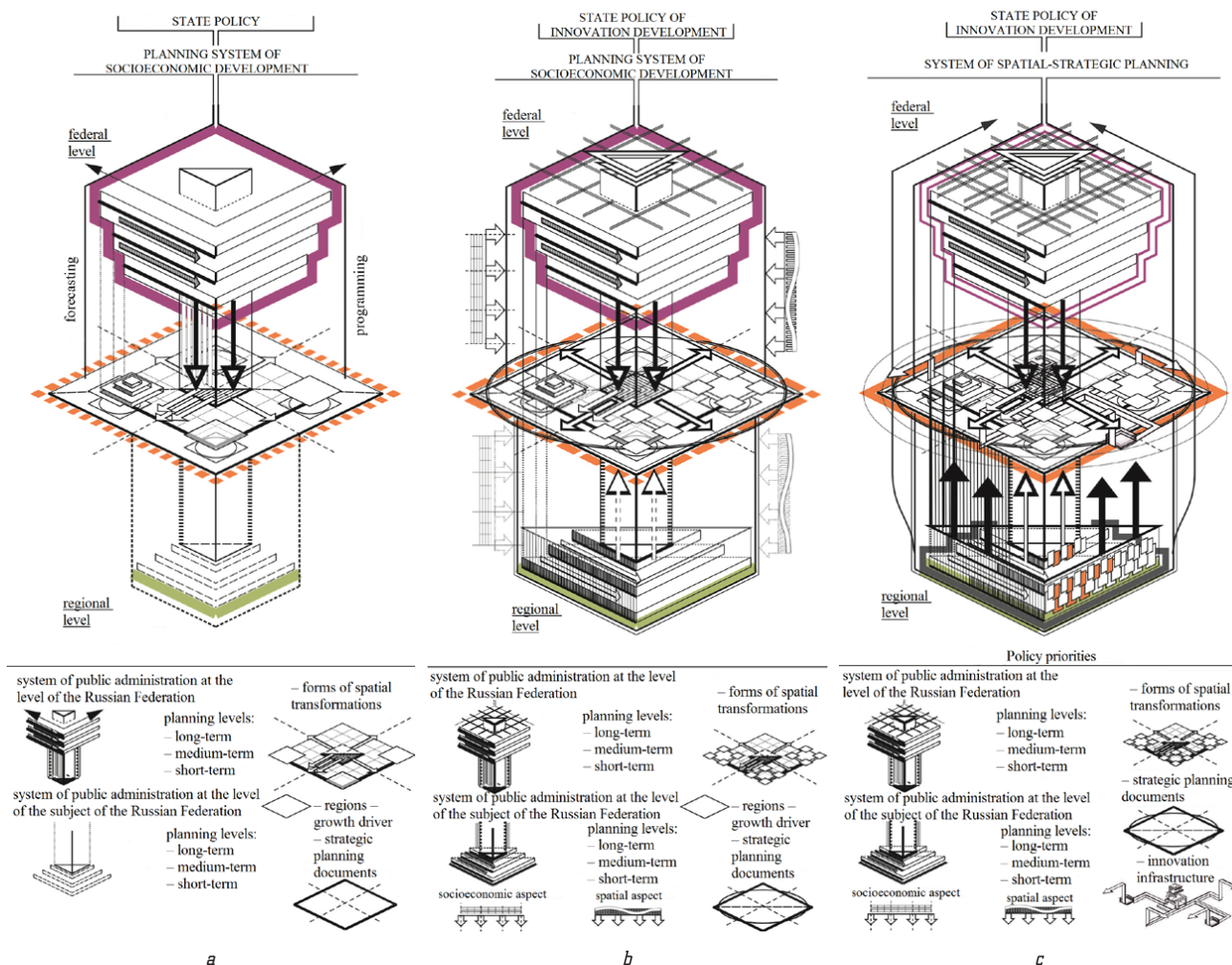


Fig. 1. Stages of evolution of adaptive-spatial model of long-term planning, based on the identification of the principles of the interaction of socioeconomic and territorial planning subtypes: a — integration principle of territorial in socioeconomic; b — subordination principle with emphasis on the regional level; c — integration principle

As a general idea of regional development, strengthening the economic significance of the new regional planning objects is expected, leading to a redistribution of economic functions and relations, to the formation of regional clusters, restructuring (or improving) of territorial infrastructure. Growth points, viewed not in isolation, but systematically, thus become not only the economic but also the spatial category. Formation of the regional planning model, based on the principles of mutual integration of strategic and spatial planning is laid in the foundation of combined hypothetical assumptions (Fig. 1, c).

As a general result of the work, obtained in the course of the author's study, pattern of transition to a *new schematic diagram (algorithm) of managerial decision-making on regional planning*, the logic of which determines the content of activities on planning regional development processes, and powers of public authorities, is substantiated. In this logic, as a natural consequence of the changes, caused by government infrastructure priorities of regional policy, objectives and content of regional planning, the basis of conceptual forming of which is «adaptation» to the constantly renewing development objectives of regional systems change radically. Following these tasks induces to determine in planning documents the zones and points of economic advanced development, which are elements of the innovation infrastructure of the region, on the one hand, and the corresponding planning tools, on the other hand. As a response to this, there is a reorientation of the management functions of state and municipal authorities, authorities, which are responsible for regional development to the specifics of justification of adequate to re-orientation of regional policy instruments for its implementation, in their interaction, by combining socio-economic and territorial-spatial prototypes. Taking into account these processes, recorded in planning documents with their subsequent implementation is one of the key issues of the regional economy at the present stage.

4. Conclusions

In accordance with the policy of innovative development of the economy, it is necessary to update and adjust the objectives of sustainable development, reflecting the ideology of the «Guiding Principles for Sustainable Spatial Development of the European continent». In the new conditions, model of *regional planning* is transformed: renunciation of pre-existing planning schemes, designed for regional systems with characteristic extensive increments occurs. In them, the result of «spatial stability» is expressed, in particular, in measures of spatial development, including control over urban «sprawl» (overcoming the suburbanization trends): development of more compact urbanization forms, using space-saving methods of placing economic facilities, eliminating spatial discontinuities.

Regional planning principles, caused by the need to adapt them to the imperatives of modern public administration significantly evolve. As the most urgent and imminent problem of regional development, in these terms, there is the need to form adaptive mechanisms for its implementation, including special tools. They justify the territorial localization of economic processes at all hierarchical levels of their functioning, thus providing their more targeted nature.

In this predetermination, requirements to a single system of development and implementation of planning documents, as well as to their content are formed, which determines specific actions of the relevant authorities in this field. In the development of these provisions on the obligatoriness of a single logic of building regional planning system, in which strategic planning and territorial planning become equal, the feasibility of implementing the socioeconomic activities in the predicted state, described by them was proved.

Specified perspectives can be achieved only through making integrated conceptual decisions that take advantage of the spatial approach to the development of RES and its subsequent improvement. In this understanding, they can lead to not only transformational changes in the RES at all hierarchical levels of their organization, but also in the activities of the authorities, understanding the regional development as the integration process, with involving legal, financial, administrative, scientific and coordination structures.

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РЕСТРУКТУРИЗАЦИЯ ПРИНЦИПОВ ДОВГОСТРОКОВОГО РЕГИОНАЛЬНОГО ПЛАНУВАННЯ: АДАПТАЦІЯ ЧИ СТРАТЕГІЧНИЙ ВИБІР

Показані принципиові напрями вдосконалення методології довгострокового регіонального планування, що забезпечують взаємозв'язок імперативів сталого та інноваційного розвитку економіки. Виявлено сутність модернізацій в системі планування та її перспективи, що вимагають інтеграції соціально-економічної і територіально-просторової його підсистем на відміну від традиційного поділу та відокремлення цих сфер регіонального управління.

Ключові слова: імперативи, регіон, сталий інноваційний розвиток, регіональне планування, просторовий аспект.

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