

INTEGRATION AND SPATIAL DEVELOPMENT

Abstract: The complexity and content of spatial systems of different rankings more and more implies the need to apply adequate, modern approaches to their identification and research. Active processes of global, regional and local integration are based on the implementation of an integrated approach to the analysis and evaluation of territorial resources, the definition of problems and the formulation of the main policies in spatial development.

The study examines the evolution of some scientific ideas related to integration, integrated approach and integrated policy, as well as public practice in this direction. Discussion plan is shared by individual researchers and institutions who comment on different aspects of the implementation of the integrated approach in regional and local spatial development policy.

An attempt has been made to formulate a definition of the concept of an integrated approach. It demonstrates the necessity and usefulness of its implementation in regional geographic research and in formulating the priorities in the policy for sustainable and complex development of space.

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Introduction.

The activation of debates on the future of European politics raises a number of issues related to the possibilities of providing the right conditions for integrated solutions tailored to people's preferences and peculiarities of the territories in which they live while avoiding the "approach" and the implementation of ready-made models and schemes in areas with different geographic environments.

Material and methods.

Various scientific publications - multiple analytical materials, normative, strategic and planning documents - are described in our and other literature. They analyze the opinions of a significant number of authors and institutions on basic concepts and terms, as well as their interpretations in a number of documents related to the strategic planning of spatial organization and development. On the basis of a comparative analysis of conceptual-terminological problems, our opinion is sought and presented on a number of the surveyed questions in the study.

Results and discussion.

In recent years, the debate on European regional policy, and in particular cohesion policy, has focused on the realization of some of its advantages, such as the implementation of an "integrated approach" for regional and local development of informal regions with various problems (industrial depression, etc.), not just an urban development, where it is already working very well.

What does that mean?

The concept of "approach" is defined as "a set of ways and means of approaching a particular problem". Synonymous forms are offered "way, method, treatment, tactics, practice, way". Under the approach of H. Zenis (1980)[1] understands the "philosophy, methodological position of a researcher, his strategy". By distinguishing between the concepts "approach" and "method", the author characterizes

the latter as "the tool for solving the main tasks of science - revealing the objective laws of reality". Thus, the "approach" in science corresponds to the term "strategy" in the military, and the method of "tactics" with which to implement it (Stoyanov, 2009)[2].

The CEMAT terminology glossary defines an *integrated approach* as an approach that addresses all the factors in condition to influence the spatial development of a particular territory ".

According to Dimov (2007)[3], the synergy (integrated) approach unites various processes and phenomena and "remote" segments of human activity from nature. In regional development, its manifestation and use is related to the achievement and realization of additional results from the economic, social and environmental development of the territorial units. In another study, Dimov (2006)[4] presents the essence of the approach by the equation " $2 + 2 = 5$ ".

According to Andonova (2011)[5], the goals of any development policy are justice and efficiency. The main contradiction that policy needs to address (at the expense of limited regional resources) is to strike a balance in development goals or to distinguish between growth-enhancing actions and those aimed at reducing inequalities. " Development includes all areas, so integrated policy should cover all possibilities. The integrated approach in this case provides for the necessary resource and political coordination for realizing impacts in the defined priority areas of development.

Globally, the integrated approach is applied at all spatial levels and at all stages of the development and implementation of policies, plans and programs. According to J. Friedman, who studies spatial development policy across continents, this approach is at the heart of the restored UK regional development policy at the end of the 20th century, the integrated monitoring system for Switzerland's spatial development plans, integrated development in South Africa in the early 21st century, integrated cross-sectoral planning, important a place in the UN Development Program and many other examples from the world practice.

In the EU, the integrated approach dates back to the time of the emergence of European cohesion policy. In 1957, when the six founding countries signed the Treaty of Rome, their aim was "to strengthen the unity of their economies and ensure their harmonious development by reducing the disparities between the various regions and the backwardness of less favored regions." This goal is inspired by the concern that some less developed regions will not be able to benefit from further integration into the common market (PANORAMA-inforegio, 2010)[6].

Subsequent enlargements significantly increase EU disparities. In 1986, with the accession of Greece, Spain and Portugal to the Union, the share of the population living in regions with a GDP per capita below 30% of the EU average increased from 12.5% to 20%. The last two enlargements dramatically increased regional disparities in terms of development levels and further reinforced the need for a policy that encourages development in all regions (Fifth Report ..., 2010)[7].

The results and weaknesses of the cohesion policy pursued draw attention to the fact that, while complemented by territorialism, the policy has not fully achieved its objectives. This policy could not be fully implemented as there is no policy of synthesis and coordination that provides guidance on the implementation at regional and local level of "macro" pan-European sectoral policies on the one hand and cooperation on an individual and self-regulatory nature between regions and municipalities on the other (Communication of ..., 2014)[8].

In the so-called "Barca Report - Cohesion Policy Reform Program" (2009), the author, Fabrizio Barca (Director-General of the Italian Ministry of Economics and Finance), emphasizes that cohesion policy must be based on a " specific place "by integrating different sectoral impact activities. According to him, only the project level takes into account the specificity of a given location (potentials, problems, opportunities) and it is clear that the task can only be realized through the integration of the different factors, sectors and policies which are territorially separate ("PANORAMA- inforegio ", 2010).

The Lisbon Treaty clearly takes territorial cohesion as a key objective of the Union, in addition to economic and social cohesion. This means that territorial and Community policies, including those set out in the Europe 2020 Strategy, should pay more attention to their territorial impact.

In practice, the implementation of the EU approach began in the early 1980s through the so-called Integrated Development Operations. Then, more extensive experimental projects focusing on the advantages of an integrated approach to regional planning through the Integrated Mediterranean Programs for Greece, Italy and France in 1986 (Policy of ..., 2008)[9] were undertaken in some parts of the Community.

The essence of the integrated approach underlines that promoting development requires closer coordination of public policies. For example, both infrastructure investments and investment in education and innovation can contribute to the development of one territory. However, such coordination is only possible at the regional level, as the growth factors differ considerably between regions. As a result, convergence relies heavily on integrated regional development strategies.

In recent years, European cohesion policy has adopted a new model in regional economic development. It evolved from a policy aimed at compensating the regions for their shortcomings in a policy designed to improve regional growth and competitiveness. In this regard, an integrated approach can be extremely valuable. Choosing a policy area, such as transport, is inadequate if the environmental, social and other economic policy areas are not taken into account. Studies show that economic growth depends not only on the availability of resources but also on the efficient management of interrelated growth factors. The 2009 OECD report, for example, indicates that infrastructure improvements do not in themselves automatically lead to higher growth. But in combination with improvements in education and innovation, the impact of infrastructure investment on growth has become significant.

Similarly, if research and development focuses on a particular area or region, it does not necessarily mean that the benefits will only be felt within that region. The achievements of a region in a particular sector may often be closely related to those of another region. In this regard, regional and local development strategies should not be developed in isolation.

The overarching objective of European cohesion policy has always been to promote the harmonious development of the EU and its regions. In this connection, it makes an important contribution to the three strategic objectives of the Europe 2020 strategy:

- smart growth by increasing competitiveness, especially in less developed regions;
- inclusive growth by promoting employment and improving people's well-being;
- Green growth through preservation and improvement of the quality of the environment.

How does the integrated approach correspond to a territorial-based policy such as, for example, the development policy of industrially depressed regions?

The implementation of European policies and the implementation of European programs highlights the need for interaction with the different levels of governance. Through close cooperation at European, national, regional and local levels, European cohesion policy can increase coordination and synergies between different policies. This can contribute to the dissemination of good practices.

In the process of developing strategic documents, their *vertical and horizontal integration* plays an important role in spatial development. By applying a unified approach to the different territorial hierarchical levels, coherence is achieved ensuring their vertical integration. According to Markov (2012) [10], vertical integration, especially with regard to foreign direct investment, is important for the emergence of the institutions that mediate change. Vertical integration, in its various forms, improves access to capital, raw materials and technology. The role of horizontal integration is connected with the possibility of realizing a broader geographical interpretation in coping with spatial problems. The necessity of this is related to the opportunities for cooperation of the region - a specific object of research and planning with the neighboring spatial formations, which will help to pool their efforts for realization of projects of common interest and more efficient use of the territorial resources.

The territorial approach emphasizes the need to work with a greater flexibility sense of geography which may be small scale when it comes to islands or urban neighborhoods, or large scale, as is the case with central and peripheral, or industrial-depressive regions and others. For example, some programs

integrated cohesion policy may be aimed at improving broadband in problematic regions or parts thereof, where the return on investment required is not large enough to motivate companies to go it alone.

The implementation of programs with a multi-regional dimension allows the creation of a shared strategy for functioning in several geographically diverse informal territorial communities in which the integrated use of their resources is of mutual interest. Geography continues to be relevant, especially in areas where the environment or particular economic situation is severely limiting their development.

Integration imposes its own challenges posed by its dualistic nature. An integrated approach is also a challenge for those who work locally. Adopting an integrated approach to regional economic development requires policy makers to use programs and strategies that address real needs without succumbing to the temptation of relatively easy spending of resources on individual sectors in local farms (as is the case with a number of industrial- depressive regions). This requires the definition of goals and objectives based on an analysis of the challenges faced by the region itself, its population and the economy, both today and after the depletion of the main economic resources.

Local development strategies should not be formulated in isolation, but should focus on priorities and measures that are applicable in more thematic areas but also expanding their spatial scope in neighboring regions.

The integration of different sectoral activities for local impact is an essential component of the development of policy in a complex with a variety of management and partnership practices.

At national level, for example, the role of infrastructure systems (transport, telecommunication and energy networks, etc.) should be put in place, facilitating broader economic, social and environmental goals, both by business investors and public authorities.

Integration requires an approach that reflects the conditions of the particular place, as only the effective integration of different sectoral impact activities is the most adequate policy at the local level. There may, of course, be sectoral cooperation of the capital of a state, federation or region, but any such integration has an indirect influence on local communities. The specificity of a particular territory (including those in industrial depression) is mainly taken into account at the project level, since it becomes clear that the realization of the local strategy is possible only through the simultaneous combination of several (two, three or more) different factors.

In this respect, European Cohesion Policy has experience in supporting the development of transregional coordination schemes, which are a necessary aid to EU regions in terms of mutual influence and the use of their synergies. In other words, an integrated approach that coordinates policy and governance actions in several areas can achieve much better results than individual local initiatives.

In the end, *an integrated approach is: a location-based approach that represents a policy strategy aimed at to promote outdoor (local) development, through local action-oriented activities and using efficient and sustainable local resources.*

Today, EU cohesion policy is seriously threatened by a huge set of natural (and in particular environmental) economic and social challenges. In this regard, an integrated approach can be useful for three main reasons:

- First of all, each of these groups of challenges has its specific local manifestation with certain features reflected in its varying degrees of strength. Despite the fact that climate change and migration, for example, are global problems, their manifestation at the local level is of varying strength and impact. The need for innovation is also universal, but in some regions (eg industrially depressed) it is rather vital as the only way to offset the constraints imposed by the declining local resources of the geographic environment.

- the second, stems from the fact that, in order to cope with the current challenges, it is necessary to combine routine and universal knowledge, which is not based on a specific territorial context, with the knowledge possessed by certain representatives of the local community. This need for local expertise is very important, and there is a need for a special (endogenous) approach to use them.

- the third relates to the application. Approved European and overseeing practices have taught us that in order to be effective in politics, you should never be misled by thinking that you have found a permanent solution to a problem, regardless of the specific situation. It is clear that permanent solutions do not exist and therefore no matter what it is ineffective when people find a way to circumvent it. Thus, experimentation is recognized as the main way to develop, implement, and control development policies. Experimentation is defined as a policy that allows people in local communities to apply a variety of alternative solutions and to monitor, criticize and express consent or disagreement with implemented local policies. This is the case once again that the location-based approach is established as the only right political space for experimentation in the interest of the local community.

The objectives of each regional and local development policy are justice and efficiency, which means both active social inclusion that addresses the multi-layered aspects of human well-being and the full use of community and territory capacities. The question often arises: "Is it true that the real causes of the inability to ensure social integration of local communities also explain the impossibility of a full use of territorial capacity?" Of course, in a place where we have weak institutions and insufficient capacity, the possibilities for innovative approaches are limited, and conservative policies and their authors "concretise" their positions, which inevitably leads to institutional stagnation.

Applying a proper policy, in line with local conditions, will change the institutions and at the same time will have a sustainable impact on innovation in approaches and their application most in the long run. An integrated approach to local policies requires that we stop hiding behind the parade of efficiency, ignoring the social agenda, claiming that we can not realize both priorities at the same time.

It is important to know that interventions in local policies that are applied to solve a problem are very often good decisions for another. For example, the implementation of an education policy in a given region may be faced with the following dilemma: to develop mass public education with the main goal of social integration of the widest range of local community members or to support a limited range of people with academic development opportunities foster innovation in the region and its economic growth on the basis of economic diversification. Integrated development should include both opportunities for impact, with clearly defined activities guaranteeing the realization of one or the other priority and achieving clear results and concrete opportunities for assessing social and economic effects for the community. This is necessary to maximize the involvement of local public administrations with the overall process of developing, implementing, monitoring, checking, evaluating and updating activities.

The often integrated development of a variety of sectoral policies makes it difficult to control and objectively evaluate the results. The multi-component nature of individual sectoral impact activities also requires a precise balancing of the individual priorities and realism of the expected results, such as the complex development of the region.

Two aspects of integration can contribute to successful economic and spatial development in the context of industrial depression or agricultural decline .

The first is the integration of different "spheres" of socio-economic life. Housing, transport, employment, environmental quality and many social elements interact to influence integrated economic development. However, for administrative reasons, the management order is invariably divided into separate spheres. Developing common priorities for these areas is not easy as each has its own goals, priorities and budgets. Nonetheless, regional and local integrated economic development should determine how these institutionally separated elements interact with each other. The major links between labor markets and housing markets provide a fundamental architecture for the economy. This reinforces the need to incorporate transport policies - something that not all countries and their regions are good at.

The second advantage is that space is at the center of development programs. Integrated economic development forces all of us, as active participants in the local community, to become geographers and to distinguish the peculiarities of the place. Within a number of territories, regional or local development agencies often face the task of integrating previously developed separate economic

strategies. Their poor spatial involvement, or even the lack of such, gives rather the sectoral and, in many cases, sectoral nature of these documents, which involve different aspects of specific productions and activities. This causes local politicians to determine the most appropriate configuration and to be non-selective regarding their investment priorities in managing the respective territorial community.

S. Jacquier (2008)[11] is one of the first to draw attention to the role of the crisis in local institutions and their inability to regulate interactions between place (environment), people (social sphere) and institutions (economic and political).

By integrating the economic and social strategy, deviations from priorities are severely limited. It also highlights the importance of the spatial configuration "city-region village "or economic" agriculture-industry-service "instead of geographical roots, based formal (administrative) regions. Target regions are more relevant to implementing the integrated approach as they are functionally defined, distinguishing between the fingerprints of specific geographic identities. Based on their natural centers (the main cities), which are the engines of modern post-industrial economies, they realize their overall spatial potential.

Conclusion and Conclusions

Current and future European regional policy should not only concentrate on reducing inequalities and should be much more open to the growth and competitiveness of spatial entities.

Reducing inequalities is one of the right steps, but a policy of spatial development is the linking of various underdeveloped regions - post-industrial, rustic, mountainous or border with more prosperous and competitive centers and areas. This may be a matter of simple physical access by improving transport links to employment regions, or it may be a question of adapting skills to the needs of local employers but may also involve attracting wealthier households into more prosperous locations .

One of the policy challenges is to link poor and / or lagging regions with areas characterized by growth through a range of spatial scales - local, subregional, regional. Too many cities and regions view themselves as being islands - which may be understandable for the individual or politician who has a "plot" on their territory that protects it, not as part of a wider functional area. In this case, the expansion of this well-established urban-regional perspective again helps development.

In a regional and local context, the most acceptable strategy for some impoverished depressed regions with former centers of industrial and agrarian specialization lies not so much in attempts to re-establish industrial and agricultural production facilities as in the creation of a housing stock and housing environment to attract households traveling daily to work in nearby large cities, industrial areas or farms. This is also a natural way to attract influx of potential revenue from local taxes and clientele for local goods and services.

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