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REGIONAL DEVELOPMENT AND SPATIAL PLANNING

A SITUATIONAL APPROACH TO STRATEGIC MANAGEMENT AND MONITORING OF REGIONAL AND URBAN DEVELOPMENT

A. Savchenko[*]

Through a situational approach to strategic management of regional and urban development it is possible to identify the interaction between the managerial process and mechanism; bring together the spatial and activity-related concepts of territorial development; and explain the phenomenon in question from both general and specific perspectives. Territorial development is becoming the principal object of strategic management of a region or city, its key tool being the utilization of its own good practices. The main objective of territorial development is increasing the capacity for constructive interaction between all its "actors and factors". In this situation, the monitoring territorial development is seen as an integral part of management. It ensures the inventory, observation, and comparison of various trends determining the situation, as well as the results of actions aimed at its targeted alteration. Monitoring helps not only to promptly identify threats, but also to detect the opportunities for developing the situation in the desired directions within the "natural" trends of its dynamics.

The situational approach to the monitoring of regional and urban development presented in the article was implemented in the development of the Strategy for the Socioeconomic Development of the City of Moscow until 2015 (as commissioned by the Department of Economic Policy and Development of the Government of Moscow) by an international team headed by the experts of the Russian Presidential Academy of National Economy and Public Administration and the Higher School of Economics.

Key words: region, city, territorial development, strategy, monitoring, objective tree, life cycle

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Modern — sustainable and selective — regional and urban development is connected with a change in the views on development as an increase in certain objects and activities on a certain territory and the aspiration towards results required by a certain circle of potential customers, which is perceived as a value in itself. The problem is that power, institutional, property, professional, group, intellectual, and other *aspect* limitations significantly inhibit the development of a shared by all stakeholders (*creators* and *consumers*) ***comprehensive picture*** of the territorial development situation, which the system of management should be based upon. It is manifested, in particular, in the complications in organising a constructive dialogue between the authorities and business, in the prevalence of "infill" and traditionalistic planning solutions, conflicting priorities and methods of implementing projects launched by different agencies and economic entities.

A comprehensive and universally accepted picture will require interpreting regional and urban development for the purposes of management and monitoring as a unity of processes and mechanisms, whose trends reflect the actual balance of interactions of all existing ***forces, resources, and conditions — actors and factors*** — on their territory. The inventory, recording, and regulation of such interactions aimed at the consolidation and mutual reinforcement of these homogenous phenomena affecting the territorial development situation are a necessary condition for constructing a high-quality system of managing the development of a territorial unit: a region, a constituent entity of the federation, a city, certain functional types of territories, etc. The situational approach to managing and monitoring regional and urban development amalgamates both meanings of the word "situation" — the common one interpreting it as an aggregate of circumstances and the one used in topography interpreting it as an aggregate of topographic features marked by special symbols on a map or plan.

The ***territorial development situation*** is a complex of interacting multidirectional deliberate actions of its participants — regional or city authorities, interested federal agencies, major interest groups in local business circles, external investors, creditors, suppliers, different social movements and groups — resulting in single events or results, which, however, will produce different consequences for different participants of the situation. One can understand or describe the situation only through the interplay of its constituent actions — the internal, specific content of the situation cannot be detected in each action, it is contained in all of them at the same time: situations have functional, spatial, and temporal integrity. The object of interaction between the participants of territorial development situation is the territory's resources. The elementary units of a situation are ***events*** as manifestations of the participants' interaction. The situational approach helps bring together the activity-focused and spatial understanding of regional and urban development and provide its description from the perspective of general patterns, as well as its specific geographical description.

The territorial development situation as a homogenous polystructure, which comprises components belonging to social systems and territorial management field, ruled by different groups of laws, and manifested in special processes, is connected into an (actually or potentially) integrated system by its life cycle uniting multidirectional processes taking place at different rates.

Situations have a certain ***life cycle***, which includes the phases of launch, unfolding, climax, denouement, and conclusion. The dynamics of a life cycle is described by a function relating event intensity to time (fig. 1). In case of territorial development, the unfolding of a life cycle's chain of events can be presented as a structural scheme — a ***situagramme***, which reflects the distribution of these events and their connection in the framework of life cycle phases (fig. 2).

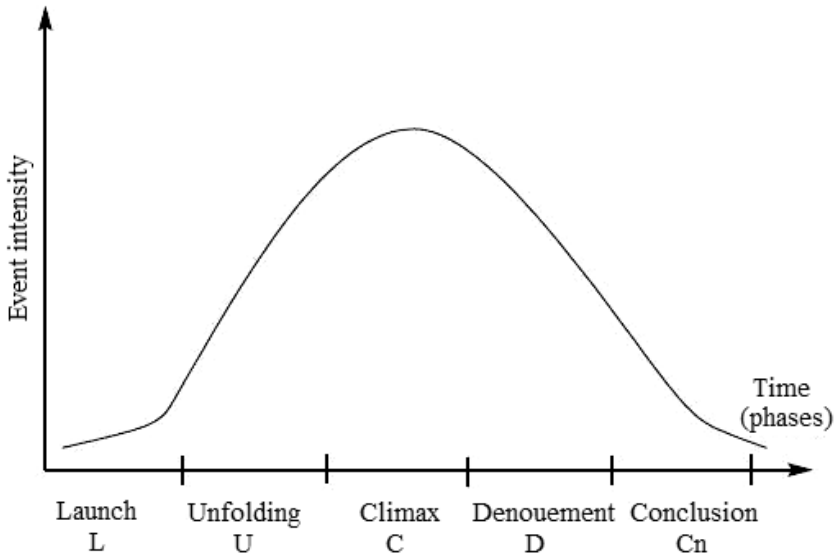


Fig. 1. The life cycle of a territorial development situation

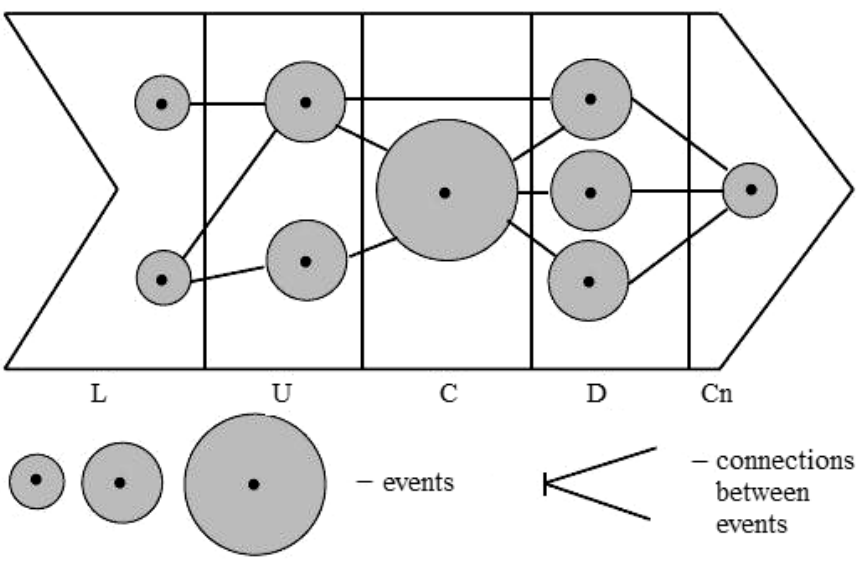


Fig. 2. A situagramme — a structural image of a life cycle
of territorial development situation

The research perspective of situational analysis (***"what is going on"***), when a search for and an analysis of possibilities takes place, suggests that a situagramme is interpreted as a ***map-plan — a version or scenario*** — of the current events and is used to describe, explain, and forecast transactions and meetings that comprise the situation life cycle. In case of the transformational perspective (***"what to do"***), when decisions are made and implemented on the basis of identified possibilities, it is interpreted as a to-be-executed ***road map — a network diagram or an action plan —*** which is used for planning and taking actions in a certain situation for organising interaction with other carriers of intentional behaviour affecting the situation.

The notion of situation is functional rather than attributive; it is not a set of features and properties relating to a situation and serving as its necessary and sufficient attributes, however it is not absolute, given a priori once and for all. On the contrary, each time, this set is determined by the perspectives, objectives, and the methodological framework of the "observer". Their attitudes and abilities will determine the bases and criteria for relating certain objects, including events, to a situation, the principles and operations of their individualisation and differentiation (i. e. the consideration of their differences and similarities and the identification of groups conducted on this basis), the spatial, temporal, and functional boundaries (i. e. the dissemination, duration, impact, changes, and consequences), and the internal temporal scale (i. e. the rate, pace, and rhythm). Thus, under the same circumstances, different "observers" may see different situations.

The chain of events shaping a territorial development situation becomes a result of interaction between external and internal driving forces of its dynamics, which can be presented in a generalised form as a unity of its historical background, action context, structure, content, meaning, and effect and are also a part of the situation as a unity of its course and driving forces, process and mechanism (fig. 3).

The set of situation analysis components presented in figure 3 ensures the ***logical exhaustiveness of its description as a system object***, since it makes it possible to consider external connections and relations ("input" and "output") in their integrity, as well as the internal situation structure, representing them as external and internal driving forces of its life cycle's dynamics.

The historical background and action context of a situation are the external driving forces of its development serving as the generators and carriers of the framework limitations and enclosing tends, whose interaction shapes the general "boundary" characteristics of the situation under consideration (the resource, content, functional, attitudinal, spatial, and temporal ones). They also determine the general vector of situation development, the corridor of possible trajectories of its life cycle, and the space of possible outcomes — the results and their consequences. These driving forces are diverse and multifarious, the effect of each cannot be reduced to that of others, nor can it be isolated from them. The key *questions* of the historical background and action context analysis are those of the disposition, correlation, and character of interaction and the direction of changes

in external driving forces of situation development, as well as that of their influence on the life cycle of a situation mediated by the impact of its driving forces. Both logically and empirically, the first question is that relating to the organisation of power and its sources, since it is the organisation of power that organises all the following.

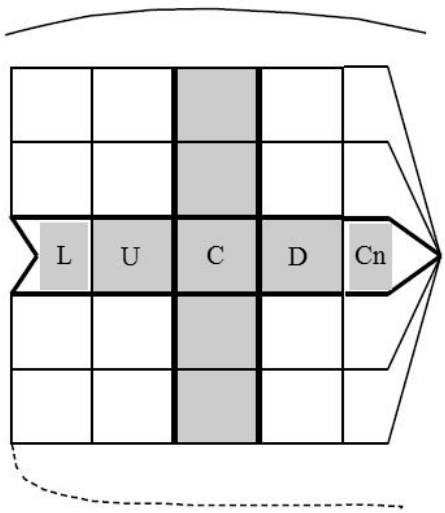


Fig. 3. The driving forces of territorial development situation dynamics

The ***structure*** is the relations and connections between the immediate participants of the situation in the course of their interaction, as well as the channels of interaction between external and internal driving forces of situation development — it is its participants in the framework of their connections and relations. The situation structure determines the organisational forms and resource base for the internal driving forces of its development. The main *questions* of situation structure analysis relate to the features of its internal structure and the configuration of its immediate participants.

The ***content*** is the key contradiction, whose solution is the focus of interaction between the participants of the situation, who, thus, serve as the driving forces of its development. The content of a situation is comprised by such contradictions, whose solution results in irreversible, targeted, and logical changes, i. e. development. The situation development mechanism is underlain by the collision and struggle of different, often opposite, trends of

solving the basic situation-forming contradictions and the situation forces and participants behind them. The key *question* of situation content analysis is: What are the contradictions that initiated its launch and actualisation, the contradictions, whose resolution is the focus of interactions between the situation participants; the contradictions, which — through transforming into individual problems of all situation participants — serve for each of them as an incentive to interaction? Finally, it is a question as to how (through a compromise or conflict) these contradictions are resolved in the course of situation development.

The ***meaning*** is the way the situation is perceived by its immediate participants and the forces behind them; the current structure and state of consciousness of the situation participants, the ways they formulate the *questions* "what is going on?" and "what to do?", as well as the ways they answer these questions. The situation meaning analysis resolves into the identification of what influence the multifarious "human factor", i.e. the intellectual, motivational, will-related, mental, moral and ethical, and other "ideal" characteristics of situation participants, has on its dynamics. The basic *question* is: How, why, and what situation model does each situation participant build for themselves? An answer to this question requires, first of all, an analysis of their worldview, which is shaped by the fundamental premises and reasons behind judgments and actions, including the methods of situation model building. The connection between the ideal and the real within a situation is of interactive nature: a certain understanding of the situation meaning takes on an ontological character and becomes an integral part of the situation that directs its development. The understanding of the situation meaning is not mechanical "reading"; it is always a creative act, a product of individual consciousness.

The ***effect*** is the consequences of situation actualisation both for its immediate participants and the interacting systems of activities, which shaped the situation and served as the driving forces of its development. At the same time, the situation outcome will be the same for all, but the consequences, impact, and results, i.e. the effect will be different. The interpretation of situation effect is always based on partially incomplete, unreliable, and insufficient knowledge, i.e. in the conditions of uncertainty, which is deteriorated by the instability of situation and the increasing rate and scale of changes in the enclosing systems of activity. However, the need to make decisions and act "here and now" makes the situation participants behave so as if they had the necessary and sufficient information about the situation outcome. The first — object and aspect focused — groups of *questions* relate to the political, economic, financial, and other consequences of the outcome of situation or its individual events; the second — agent-focused — group specifies the consequences of a certain outcome for each participant and the forces behind them.

The last decade's experience of formulating and implementing numerous territorial development strategies in Russia and its comparison with the EU practices [1—4] emphasise the significant potential of the impact of targeted socioeconomic policy pursued by regional and city authorities on the results

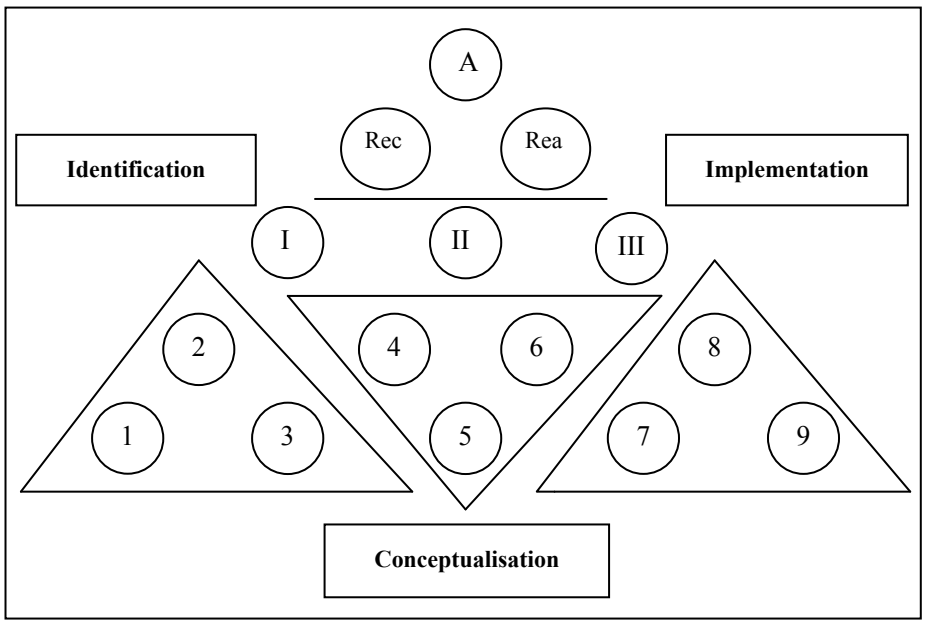
of development of corresponding territorial units. At the same time, this experience shows clearly that, acting alone, these institutions have neither sufficient resources nor tools necessary for solving strategic tasks at the level of modern requirements. Real success can be achieved only through the interaction and consolidation of efforts of many stakeholders, including federal and international ones, aimed at accomplishing clearly formulated and easily measured objectives.

The achievement of these objectives should ensure a new, higher level of regional or city competitiveness in terms of living standards and human capital quality, the quality of goods and services, the environment, including the business one, and the quality of economic growth. All of it, in its turn, requires new quality of management — the development of tools and competences for managing the territorial development situation as a whole rather than its individual (administered by specially assigned agencies) fragments. The ***territorial development situation*** becomes the ***principal object of strategic management*** of a region or city, the exploitation of the positive aspects of its dynamics — ***its key instrument***, whereas the formation and development of potential for constructive interaction between multifarious territorial development actors and factors capable of changing the situation according to the target set becomes its ***major objective.***

Regional and urban development, especially when it comes to changing the territorial structure of regions and cities, is of rather inert nature. The established specialisation, spatial structure, density of population, and degree of development have shaped over decades and, sometimes, centuries; they are often a result of interaction between many actors, not only within the given territory, but also beyond it. Thus, successful regional and urban development can be based only on the realistic assessment and exploitation of the state of affairs and the major trends of its alteration — the objective of development consists, in effect, in finding the most efficient way of "enclosing" the actions that are feasible both today and over the implementation period — which are sometimes rather limited in scope — and in the identification of "naturally" existing trends for achieving the maximum desired effect. A particular case is also the problem of exploiting the trends identified for ensuring changes to the desired effect.

Thus, the monitoring of territorial development situation becomes an integral part of managing it — it ensures the inventory, observation, and comparison of heterogeneous trends forming the territorial development situation, as well as the results of action aimed at changing the situation to the desired effect and its consequences. Moreover, one must emphasise that the *management* of territorial development situation (if one takes into account the ratio between resources exploited within the development object to the corresponding means) takes on a single-target character, whereas its monitoring should be comprehensive, since it is it that can not only identify threats in time, but also — which is more important — detect the necessary possibilities of situation development to the desired effect that are contained in the "natural" trends of its dynamics.

In view of such correlation between management and monitoring within regional and urban development, it is sensible to formulate a question about the control over territorial development situation as their combination. *Situation control* includes its *monitoring* and *analysis* consisting of the phase of ***identifying*** the situation and its problems, which is meant to answer the question "what is going on", that of ***conceptualising*** the desired trajectories of situation development and necessary actions, which is meant to answer the question "what to do", and that of *situation management* — the phase of ***implementing*** the action designed in the course of earlier phases (fig. 4).



The order of procedure types in the chart:
A (assessment)
Rec (recognition) — Rea (reaction)
I (problems) — *II (**targets**)* — III (actions/tools)
2 (diagnosis) — *4 (forecast)* — *6 (area of choices)* — 8 (choice)
1 (background/context) — 3 (content) — *5 (meaning)* — 7 (structure) — 9 (effect)

Fig. 4. Control over territorial development situation

The combination of the basic 15 (types of) situation control procedures can be presented as a matrix of bilateral relations ensuring an analysis of the balance of key ***driving forces*** of the territorial development situation dynamics. The horizontal line in the chart (fig. 4) separating the *recognition, assessment, and reaction* procedures from the other procedures shows that they relate to the everyday control over situation, when recurring situations take place, whose solution requires only a choice of one of limited number of action variants and the established guidelines with minimum of analytical work. This mode does not make it possible to adapt efficiently to strategically significant changes, it is not sufficient for successful performance in territorial development situations.

Territorial development situations require a problem level of control over them, which is connected with a large scope of analytical work relating to the formulation, structuring, and the search for the ways to solve the strategic problems of regional and urban development. The required interconnected procedures are placed in figure 4 below the horizontal line; there are 12 procedures of the type, they form three clusters indicated by Roman numerals: I (1, 2, 3), II (3, 4, 5), and III (5, 6, 7). The central cluster — II — is target setting, which — in terms of content — brings together the phases of identification, conceptualisation, and implementation of control over a territorial development situation. The proposed system of targets must include the key provisions of territorial development strategy. The setting of strategic targets in the framework of strategic planning of territorial development inevitably affects the major groups of interests and involves the key types of the region's (city's) resources.

The targets of territorial development strategy must be systematically organised, i. e., as a whole, it should not only answer the motivational questions "why", but also the substantial ones "what", "where", "when", and, finally, the implementation-related ones, namely, "who", "how", and "by what means". Such system of targets will necessarily be hierarchical (three-, four-level ones) and is determined by the "tree of objectives" of the territorial development strategy" (fig. 5). Each level of the strategy's "tree of objectives" fulfils its own — but connected with the other levels — ***functions*** in the process of strategic planning and management.

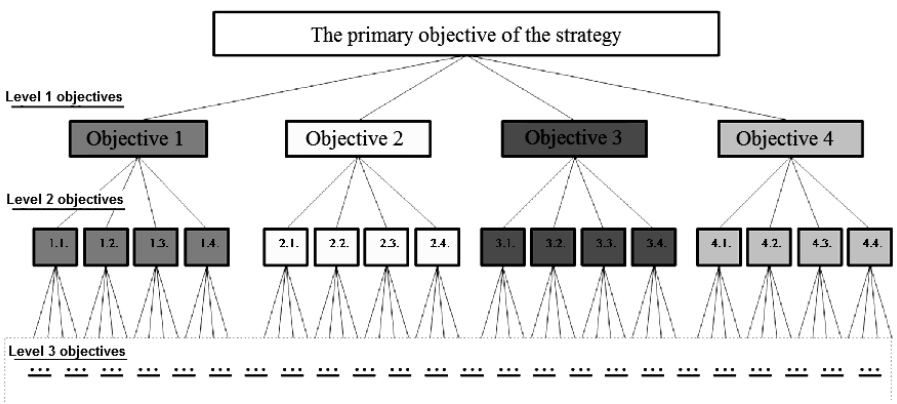


Fig. 5. The "tree of objectives" for territorial development strategy

The ***primary objective*** manifests the general priority of the strategy, the general vision of the region's (city's) future as a result if its implementation. ***Level 1 objectives*** describe the main areas of activity and the major motivational incentives of a strategy, the answers to the question "why". ***Level 2 objectives*** formulate the priorities of socioeconomic development within the major areas and answer the principal substantial questions — "what", "when", and "where"; this level connects the strategy with the master plan. ***Level 3 objectives*** offer the mechanism of achieving the objectives of a

higher level, they answer the implementation-related question — "who", "by what means", and "how"; this level connects the strategy to mid-term programmes of regional and urban socioeconomic development.

It is reasonable to juxtapose level 1 objectives with the main types of regional/urban development strategic resources:

— a territory equipped, organised, and exploited in a certain way;

— human capital, population with a certain gender and age structure demonstrating a set of skills, competences, and traditions;

— the accumulated and current economic and sociocultural potential;

— management, including the established system of institutions, the applied procedures of administering, budgeting, and regulation.

The system of level 1 objectives determines the areas of activity aimed at narrowing the main strategic gaps in the field of organisation and exploitation of the territory, human capital, reproduction of the economic potential, and production of goods and services, expansion of opportunities for regional and urban administration. The system of level 1 objectives is meant to outline the basic ways of the development of drivers of regional/urban competitive advantages and, at the same time, to increase the efficiency and quality of exploitation and reproduction of their strategic resources.

The system of level 2 objectives outlines the priorities of socioeconomic development within the major areas of activity, the strategic sequence of steps towards achieving level 1 objectives. This sequence can be based on different grounds, including the acuteness of problems identified or the possibility of so called *quick wins*. The integrity of level 2 objectives ensures the balance of interaction between the main strategic resources of regional/urban territorial development, which can be presented as a matrix demonstrating the existing areas of interaction:

The interconnection between the strategic resources of territorial development

	Potential	Territory	Popualtion
Potential	Competitiveness	Activity density, object integrity	Availability of goods and services
Territory	Special functional zones	Planning pattern	Urban environment
Population	Skills and competences	Population density	Social harmony

Such matrix presents a region or city as a management object. The main tools of managing this object — which are at the same time the strategic resources of a region or city — are as follows:

— administration, including programme and project management;

— budgeting, including the calculation of non-budgetary sources;

— rule-making activity of the legislative assembly and public agencies.

The aggregate of interconnections between the main strategic resources of a region or city, which have to be analysed for identifying strategic gaps in the course of formulating level 2 objectives, can be represented schematically as a cube with a side of 3; thus the number of to-be-analysed relations will be 27.

The system of level 3 objectives offers the mechanisms of achieving objectives of a higher level. At this level of the "tree of objectives" of territorial development, strategic objectives intersect to a great degree with the indices of regional and urban state programmes thus ensuring direct interaction between the strategic and mid-term management levels. However, in order to be included into the system of level 3 objectives, traditional regional and urban state programmes and their objectives should assume a non-agency and supra-disciplinary character.

A promising way of developing a set of obligatory positions of territorial unit evaluation and ensuing enhancement of state programmes is the use of the practice — which gained popularity at the turn of the 20th century — world city rankings (world cities are 60—80 cities that concentrate global information, financial, migration, and goods flows, as well as most of the world's wealth).

The number of such regularly updated rankings complied for comparing both business prospects and standards of living is constantly increasing. At the moment, one can mention two English and two American rankings as the most influential ones. They are compiled, respectively, by the Globalisation and World Cities research network headed by Peter Taylor, the Economist Intelligence Unit, the Global Cities Index of the Chicago Council on Global Affairs in collaboration with the consulting firm A. T. Kearney, and the partnership of the city of New York and the firm *Pricewaterhouse Coopers*. There is a certain international tradition of selecting the features of world cities essential for their international comparison, i. e. their features acknowledged by all world stakeholders. Despite the differences in the number of cities compared (from 11 to 80), the purposes of comparison (business conditions and prospects or standards of living), and the number of variables considered, all these rankings take into account certain features acknowledged as decisive when characterising world cities [5—9].

Such features can and must be used not only within research activities, but also when identifying the priorities, selecting the areas of activity and mechanisms for the strategically planned territorial development of not only world cities, only two of which — Moscow and, with a number of reservations, Saint Petersburg — are situated in our country. With minimum modifications, the established set of city features can be considered as a list of the basic lines of activity for the administrations of territorial units of the level of a constituent entity and its largest cities. In this case, the priority of features, their "sequence", can be changed depending on the situation in a region or city, but the set of features as basic lines of development will be rather stable and can be as follows:

— An increase in the level of business activity (the growth in gross region product per capita, first of all, through growth in the production of goods and services, innovative activity, support for export, and the development of financial and goods markets).

— The development of human capital (a better high level education system oriented towards the actual needs of national economy, the expansion of employment opportunities, especially for highly qualified professionals).

— The improvement of environmental condition (the development of a modern local traffic and utilities system, raising ecological standards, a better connection between the environment protection initiatives with the fields of economy and entertainment).

— Better availability of goods and services (an increase in the average and minimum salaries, pensions, and benefits; the development of a civilised consumer market, local healthcare and social welfare systems).

— An increase in the level of cultural life (its diversity, innovation component, a closer connection to current social problems, as well as tourism development).

— An increase in social stability (the development of different forms of social dialogue and interest representation; the development of municipalities).

— Better security (civil accord, the development of emergency services and better performance of law enforcement agencies).

With the help of these major generalised results of regional or urban development, one can identify the level of development of ***consolidated, interdisciplinary, and interagency integrated programmes*** oriented towards achieving the selected feasible international standards. Usually, this level of mid-term territorial development planning is represented in an outline by a set of regional (urban) programmes drawn up by certain agencies. The development of a package of six-seven ***integral programmes*** covering all basic problems of territorial development and including one or two (not more) additional programmes taking into account the local situation (the unique "accent" of the region or city) seems to be the next step of mid-term planning of territorial development as a mechanism of implementing the system of first and second level strategic objectives.

Adequately formulated ***territorial development strategies*** capable of changing its situation through achieving the hierarchically organised objectives are distinguished by a number of features. A correct identification of the basic factors and trends of the dynamics of regional or urban development situation gives grounds to include the following elements:

— ***corridor of*** development ***opportunities***: a set of constant conditions and limitations, within which any of those development trajectories will be operating striving to achieve maximum feasible results;

— ***both positive and negative priorities*** of territorial development, i. e. not only what and in what order it strives to achieve but also — necessarily! — what has to be rejected;

— strict ***connection between the formulated strategic objectives and the mechanisms of their achievement*** accompanied by the identification and presentation of such mechanisms, i. e. with an emphasis on the process of strategy implementation;

— the "natural" trends of situation development, which can serves as the ***drivers*** of achieving the target characteristics of the strategy.

The ***situational monitoring of territorial development*** is a tool for managing the strategic development of a region or city, a means to strengthen the strategic feedback in managing the territorial development. Such monitoring gives information and analytical grounds for developing all necessary documents (strategies, master plan, a package of projects and programmes aimed at their implementation), a comprehensive control over its implementation and opportune adjustment on the basis of results obtained for changing external conditions, the perception of strategic initiatives by the population, business community, city and federal authorities, and the expert community.

Pursuant to the established practices, situational monitoring is often used intuitively or sporadically. The point is that there is a need to build the foundations for its technology and thus significantly increase its efficiency and availability.

The ***major purpose*** of a territorial development situation monitoring centre (SMC) is to support strategic and important operational decisions through the visualisation and comprehensive analytical processing of large bodies of diverse and heterogeneous information giving an integral picture of the territorial development situation. To this effect, the SCM:

1) submits materials on the current conditions and trends of situation dynamics;

2) provides up-to-date information on the accuracy and opportuneness of achieving the target values of the acting territorial development documents;

3) forecasts the possible consequences of test decisions;

4) provides materials on the tools, resources, trends, and conditions of changing the situation to the desired effect contributing to the formulation and justification of new decision variants.

The ***primary task*** of monitoring is to provide the state authorities and municipalities with opportune and reliable information adequately reflecting the most significant parameters of the socioeconomic situation in a region or city. Such information will serve as the basis for making decisions ensuring the fulfilment of the whole complex of administrative functions (forecasting, planning, organisation, control). To this effect, the SMC combines work in ***different modes*** — those of analysis, communication, coordination, and control.

The ***object*** of monitoring is an aggregate of processes and results of regional socioeconomic development of a region or city and their correspondence to the principal territorial development documents (strategies, master plan, mid-term programmes, etc.), as well as the dynamics of individual industries, municipalities, and — if a need arises — the leading enterprises. The ***objects of special attention*** are the road map of strategy implementation (the ensuring of an unbroken sequence of its main initiatives); a schedule for implementing key projects of the master plan, especially those aimed at infrastructure development; external conditions of strategy implementation; the perception of the course and consequences of the selected regional or urban development trajectory by the population, business community, federal authorities, and the expert community.

The ***subject*** of monitoring is the key events of strategy and master plan implementation, the degree of correspondence between target and actual values of the "tree of opportunities" set on the strategy and supporting programmes and projects. The set of monitoring events, criteria, and indices is compiled in accordance with not only its target values, but alto the available resources — human, equipment, financial, and organisational ones.

The monitoring ***organisation*** includes the legal documentation determining the group of organisations and persons participating in it (their functions, hierarchy, responsibilities, rights, and liability), as well as the regulations and algorithms of the order and form of selecting, processing,

transferring, and submitting information to certain user groups. An important ***form of*** SMC ***results submission*** is the visualised scenarios of the dynamics of territorial development situation and its selected aspects.

The indication mechanism suggested by the report forms of monitoring system informs the user about the trends of the course of events and index alterations characterising the territorial development situation. At the same time, the system compares the achieved index dynamics and the dynamics necessary for achieving the target values of the strategy, master plans, regional or urban socioeconomic development programmes in the framework of different scenarios, as well as assesses their correspondence to the macroeconomic trends and precedents. In case of a negative dynamics of indices under consideration, it is necessary to make managerial decisions in order to change the situation in the given field to the desired effect. If a change to the trend is not possible or if the external conditions of regional socioeconomic situation are changing (for instance during another stage of the global economic crisis), there arises a need for adjusting and updating the strategic targets and priorities.

The ***structure*** of the situation monitoring system is determined by ***two large circuits*** of data circulation — the ***information*** (ensuring their collection and accumulation) and ***operation*** (ensuring their processing and visualisation) ones (fig. 6).

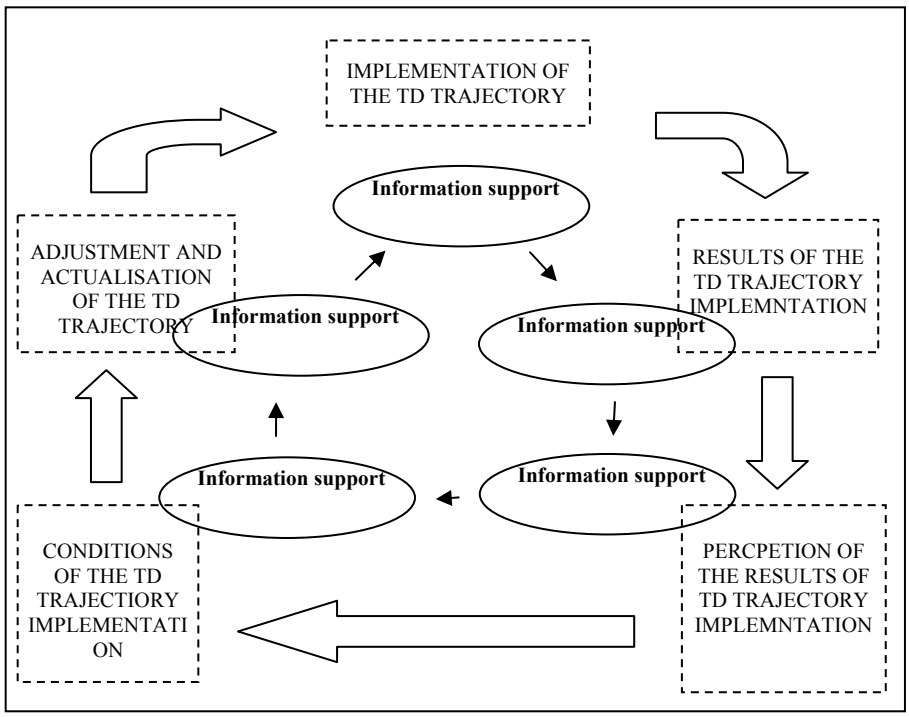


Fig. 6.The structure of situation monitoring system

Five smaller circuits of data circulation ensure their functional interaction.

The ***internal circuit*** is the course of implementing the territorial development trajectory:

— the key criteria and indices of strategy and master plan implementation;

— the target criteria and indices of regional or urban programmes, including an automated system of programme efficiency;

— criteria and indices of driver projects of the strategy and master plan;

— key events of the strategy and master plan implementation;

— the monitoring of attracting non-budgetary funds for territorial development projects;

The ***input circuit*** is the results of territorial development trajectory implementation:

— an assessment of the level and opportuneness of achieving the values set by the "tree of objectives" of the strategy and priority programme targets, as well as the implementation of priority master plan projects;

— an assessment of the degree, to which the resource limitation have been loosened, as well as that of the increase in regional/urban competitive advantages.

The ***public circuit*** is the perception of the course and results of territorial development trajectory:

— monitoring of citizens' appeals to the authorities;

— monitoring of public opinion;

— monitoring of mass media;

— monitoring of global and national rankings of regions and cities;

— monitoring of appeals and assessments of the business community;

— conclusions and recommendation of the expert community;

— assessments and guidelines of the federal authorities.

The ***external circuit*** is the conditions of implementing the territorial development trajectory:

— monitoring of global and regional trends;

— strategic lines of development of the Russian Federation, federal districts, federal ministries and corporations;

— strategic targets of regional/urban development.

The ***adjustment*** circuit is the adjustment and update of the territorial development trajectory:

— an assessment of the efficiency of key initiatives, the adequacy and reliability of the criteria and target values of the strategy, programmes, master plan, and projects;

— the update and adjustment of initiatives, the criteria and target values of the strategy, programmes, master plan, and projects.

In conclusion, one can say that the situational approach ensures a methodological integrity of strategic management and monitoring of regional and urban development, the identification of strategic objectives and mechanisms

to achieve them. The construction of a system of strategic management and monitoring of territorial development on the basis of situational approach helps solve the key problem of the efficiency of territorial development strategic planning — prevent possible discontinuity and inconsistency of the strategy development and implementation processes.

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