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Andrzej Potoczek

Kolegium Jagiellońskie – Toruńska Szkoła Wyższa

Security Issues in the Integrated Management Perspective

Key words: management, security, integration, public policy, territory

Abstract

Security is a system of interrelated elements that interact with each other and must be effectively managed. At the same time, security is one of the key areas of administrative activity. Nowadays, an integrated approach to the development process in the context of shaping local security policy becomes extremely important. Integrated management is based on a territorial-functional approach and exposes mutually balanced links between the economic, social and environmental systems of which security is a common element.

Introduction

Nowadays, the need to integrate development policy around public goals in the socio-economic and spatial dimensions as well as to ensure security is becoming extremely important. Therefore, it seems reasonable to systematically strengthen coordination in the public policy management process, as well as to integrate the development programming system more closely at all levels of management.

In this context, attention should be paid to the interests of the entity responsible for building the security system, the environment and the opportunities, challenges, risks and threats to the implementation of interests in achieving security goals, as well as the social conditions in which the idea of security is implemented. Such an approach will serve to increase the effectiveness of public intervention and optimally use the wide range of development mechanisms and instruments available. At the same time, opportunities are created to create

territorially sustainable development, which means the development of the territorial system by strengthening endogenous potentials and development factors as well as eliminating barriers and including the area in development processes.

From the point of view of practice, it becomes extremely important to refer to territorial cohesion, which should be perceived as a state of development of the territory being sought, in which the processes of exchange and flows in the economic and social sphere run smoothly, guaranteeing rational shaping of space to ensure the best development territory. Achieving territorial cohesion means ensuring an improvement in the standard of living of the inhabitants by guaranteeing mechanisms through which development based on endogenous potential and the activity of public authorities will be possible.

In the process of implementing integrated development policy, the areas of activity related to the coordination of public policy at various levels of development

management, improvement of multi-level management in order to improve the efficiency of meeting the needs of individual areas, as well as the development of civil society will be extremely important. Therefore, it becomes necessary to deepen knowledge and accumulate experience in this field, which will support the complementarity of the management process and prevent social and spatial conflicts, affecting the level of broadly understood security.

Security in the development management system

In the field of managing the development of a territorial unit, public administration undertakes multidirectional activities covering various areas of activity, where one of the key issues today is the issue of broadly understood security, which enables the functioning and development of other spheres of public life. From this point of view, security is a system of related elements that interact and must be managed effectively. At the same time, security management can be seen as a prevention of danger¹.

From the point of view of security issues, management in a local government unit is associated with spatial development, which means that conditions and instruments of spatial planning are taken into account in shaping the development directions of a territorial unit. It is also important to provide prospective and ongoing resources that allow you to effectively and economically implement the intentions arising from the need to create and consolidate a security system consistent with the development strategy. The rational division of powers and responsibilities in making decisions regarding development issues is also very important. In this context, it is about the transparency of the division of competences between individual entities, the distribution of powers to decide and establishing procedures for eliminating the overlap of tasks and competences.

In the process of managing a territorial unit, the effectiveness of internal communication plays an important role, which is why within the management area covering security, social communication and participation, cooperation with non-governmental organizations or supporting social initiatives, which is an important

element of the functioning of the security system in the territorial system, become important. The process of making managerial decisions and the implementation of coherent actions aimed at ensuring management efficiency and the rational necessary use of resources in quantitative and qualitative terms, in accordance with the mission and development goal taking into account the requirements and standards of broadly understood security are also of great importance. Development management is also the management of public services and their continuous improvement, which is done by increasing their availability and improving quality. The area of public services covers a wide range of activities of public authorities and takes various organizational forms. This also includes actions taken, among others, in the category of social, social, ecological or collective security.

Meeting the community's collective security needs requires responding to related needs and expectations. As a result, a system of civil protection is created at the local level, which aims to meet one of the basic social needs, which is the need for security. Cooperation of public administration in the field of security covers such areas as improvement and implementation of cooperation rules and procedures, implementation of projects aimed at maintaining and increasing possessed potentials, mutual support manifested in the implementation of tasks for the benefit of cooperating entities as well as exchange of information².

One of the important areas in the process of managing security in the territorial system is crisis management, which is the activity of public authorities at all levels of state organization, involving specialized organizations, inspections, guards and society. In this context, attention should be paid to new threats related to the organization and functioning of public space, which violate security on many levels of social life. Hence, as they grow, a greater determination is observed in the search for security, which is not only the primary value, but also the goal of every community. At the same time, the feelings and assessments that are created by social life entities in certain states of emergency have a large impact on the actions taken by relevant public authorities in shaping local security.

¹ T. Hanausek, *Zarządzanie bezpieczeństwem – nowa dziedzina nauki*, [in:] *Bezpieczeństwo a ochrona majątku*, Zeszyt Naukowy European Association for Security, 200, No 4.

² B. Wiśniewski, *Podstawowe problemy współpracy administracji publicznej*, [in:] *Współpraca służb porządku publicznego z administracją rządową i samorządową*, red. A. Osierda, B. Wiśniewski, Wyższa Szkoła Administracji w Bielsku-Białej, Bielsko-Biała 2008.

The effectiveness of actions in this area is associated with taking into account the transformations regarding the everyday life of the individual, which often leads in a negative way to a sense of danger and insecurity. This implies that local authorities undertake a wide range of activities in relation to the theory and practice of the local security system. It is an important and complex element conditioning the effectiveness and efficiency of the safety management process. Shaping security is largely the task of an action strategy in this field, which is the theory and practice of managing security issues in a given area, with particular emphasis on the process of setting security goals and how to achieve them.

In this context, attention should be paid to the interests of the entity responsible for building the security system, the environment and the opportunities, challenges, risks and threats to the implementation of interests in achieving security goals, as well as the social conditions in which the idea of security is implemented. Attention should also be paid to possible or existing conflicts of a political, social or economic nature, as well as the resources necessary to implement the adopted concepts and tasks in the field of security³.

In the field of safety management, it is extremely important to identify development challenges and act to improve the security system, which requires effectiveness and consistent coordination. The key to success will be to understand the environment and its needs, set goals properly and optimally use strategic programming mechanisms to increase management effectiveness and efficiency. In the area of management and strategic programming, it is necessary to conduct an informed policy on the development of the security system and to focus projects on ordering and systematizing the actions taken, as well as to disseminate the idea of strategic thinking in the field of security. This will allow strengthening the security system in the territorial system and will improve the efficiency of entities performing tasks for security.

Security in the integrated management concept

At present, the need to integrate development policy around public goals in the socio-economic and spatial dimensions as well as to ensure security is becoming

extremely important. Therefore, it seems reasonable to systematically strengthen coordination in the public policy management process, as well as to integrate the development programming system more closely at all levels of management. This leads to sustainable development, taking into account territorial diversity, and at the same time ensuring the entire community a high quality of life.

The effectiveness of actions in this area is conditioned by the adjustment of the method and scope of actions undertaken to the specificity of individual areas. In this context, it is worth paying attention to the special role of local government structures undertaking development projects for the systematic improvement of the quality of public services, which also includes ensuring broadly understood security. This requires defining and adapting the public policy framework targeted at individual areas, which will allow effective implementation of planned projects.

It should also be noted that the expected directions of changes in EU regional policy after 2020 and changing development challenges require a more accurate adjustment of the scope of public policy intervention to the development potentials and challenges of various types of areas, as well as the improvement and improvement of the effectiveness of mechanisms and instruments used in this policy. Therefore, territorially integrated development consists in recognizing the diversity and territorial specificity, including all areas in development processes and properly identifying their resources in order to adapt policy interventions to the needs of individual territories and to overcome structural obstacles standing in their development.

Territorial policy orientation, actions to stimulate internal development potentials, adaptation of interventions to the local situation translates into increased effectiveness of development policy, thus leading to sustainable socio-economic growth, as well as to socially sustainable development, which is characterized by a sense of security⁴. The implementation of territorially oriented policy in a decentralized management system requires a large scope of cooperation and integration of the planning process and implementation of adopted assumptions. It is also necessary to strengthen the system of co-management of development processes so as to include other development actors in the programming and implementation processes.

³ S. Koziej, *Bezpieczeństwo: istota, podstawowe kategorie i historyczna ewolucja*, Polityczno-strategiczne aspekty bezpieczeństwa II-2011/18

⁴ See *Strategia na rzecz Odpowiedzialnego Rozwoju*, Warszawa 2017.

Therefore, a comprehensive approach to responding to the needs defined in territorial systems becomes justified, and development policy should be implemented in an integrated manner to a greater extent than hitherto, combining various types of projects tailored to the specificity of a given area. It is important here to agree on objectives and integrated action plans between all major stakeholders of development policy and to include them in the implementation and assessment of their effectiveness, which will allow for a sense of shared responsibility for the development of a given territory and will contribute to increasing the efficiency of spending public funds. Development policy will therefore strive to ensure a more balanced system of impact on the territorial system through integrated interventions using local resources and potentials, as well as by providing adequate resources to initiate sustainable growth in areas with less favorable socio-economic conditions. The challenge here is the optimal use of one's own development potential to increase the competitiveness of the local and regional economy while ensuring conditions for sustainable, balanced and safe development.

Development policy must therefore strengthen those development factors that determine competitiveness, as well as take additional activating measures in areas with weaker development prospects and threatened by conflicts or crisis situations. This will enable taking active and effective actions as well as building an advantage and improving management efficiency based on the implementation of new solutions in the development management process, taking into account security as one of the areas of activity in this area. The opportunities and opportunities associated with this will depend on both adaptability and the determination of public authority, the possibility of partner cooperation and a culture that promotes social values and practices that promote development. This will require active public policy, mainly at local and regional level, as well as unleashing socio-economic potential and organizational capacity.

One of the conditions for achieving development goals is to restore and consolidate integrated order, taking into account social, economic, environmental, cultural, compositional and aesthetic needs, and security. An ordered and integrated public space facilitates the functioning of the territorial system by creating conditions for the smooth conduct of development processes and, as a result, to improve the quality of life. Therefore, integrated development management requires the determination of public authority as well as partner

involvement on the part of participants, civil society and greater openness of public institutions to ideas and solutions related to social needs and expectations. This is due to the assumption that development is a phenomenon that includes social values, behavioral norms, practices and specific experiences, which determines readiness to take risks as well as creative and innovative activities. This affects the ability to cooperate and create development capital, of which an important element is a sense of security. Thus, social values give sense to activities in the territorial system, become a space for an innovative approach to development, which allows sought new forms of participation and activity as well as shaping values important for forming a safe and ensuring a high level of quality of life for the local environment.

The result should be sustainable, dynamic and even development, with constant involvement of all socio-economic entities. This should also be related to the formation of civil society involved in the implementation of public policies of an innovative nature and shaped by well-functioning public authorities at the local and regional level. There should also be conditions for the optimal use of development conditions and factors, and the changes taking place should be directed at cultural transformations, increase of openness and security of the territorial system and development of new forms of cooperation, which may become one of the sources of success.

Thus, in the understanding of planning and management processes in the public sector, an integrated approach becomes necessary. In practice, however, the theory and practice of thinking and integrated action in relation to development management encounters numerous barriers⁵. However, regional policy, oriented at stimulating development in territorial systems, is increasingly promoting the need for an integrated approach in both the policy of stimulating development and the methods of its planning. Therefore, the essence of integrated development management lies in the integrated planning and decision-making process, which should lead to a high degree of integration of social, economic and spatial subsystems, and thus to the achievement of objectives consistent with the concept of sustainable development.

Therefore, specialized public planning should be methodologically integrated planning. The process of an integrative approach to development planning is expressed in integration understood as the coordination of the strategy creation process taking into account

a broad aspect of spatial, social, cultural and security-related conditions in order to avoid conflicting policies and achieve results in the form of an integrated development process. This means the need to broaden the analysis of the planning process and pay attention to eliminating contradictions between the directions and actions taken in the socio-economic and spatial sphere⁶.

Therefore, it becomes necessary to implement a development management system understood as a set of actions aimed at the effective use of human and material resources, undertaken in a coordinated manner by public administration units at various levels, in cooperation with representatives of socio-economic partners, in order to achieve previously set goals. It should be a coherent and comprehensive model corresponding to the existing conditions resulting from the current level of development and the specificity of identified threats. At the same time, the experience of Poland's participation in the European Union shows that the functioning of a coherent management system in the public sector is an important factor determining the development of the territorial system. The manner and quality of this system in its entirety and at individual levels of the local government system largely determines the efficiency and effectiveness of achieving socio-economic goals.

Therefore, the effective and rational use of funds allocated to development is largely dependent on the ability to manage effectively, ranging from the ability to formulate a vision, the ability of the decision-making level to the actual coordination of the activities of entities involved in the development process at local and regional level. It seems that the effective functioning of a development management system depends on determining its shape and internal structure as well as the role it should play in conducting development policy. It is necessary here to clearly emphasize socio-economic, regional and spatial cohesion, as well as to focus on increasing the competitiveness of the economy on a national, regional and local scale.

Development policy should therefore cover nodal thematic areas, while focusing on issues of real importance for a given territory. It is also necessary to include in the way of thinking about this policy and in the area of its implementation problems related to security in the long term. At the same time, for the effective implementation of development policy, it is necessary to de-

fine clear strategic goals in the social, economic, spatial, cultural, territorial and security dimensions. Therefore, the most important issues for conducting development policy are: ensuring the integration of the socio-economic, territorial and spatial dimension, and ensuring the coherence of public policy, which also includes security policy.

When pointing to the integration of various dimensions of development policy, it is necessary to take into account the specificity of a given territory. At the same time, conducting development policy requires building a uniform implementation system, including monitoring and evaluation, as well as introducing uniform standards for strategic development management. This will improve the efficiency and effectiveness of public interventions, making management more effective and the effects of this process socially acceptable.

This involves the need to develop common definitions of concepts relevant to the implementation of strategic development goals in the strategic, spatial and security dimension. This will enable effective actions in the area of shaping territorial cohesion and the concretization of the most important policies and tasks of regional and local self-governments in adapting to the nature, social and economic specificity, historical conditions as well as the specificity of threats and potential conflicts in relation to a given area. This will allow achieving territorial cohesion perceived as ensuring a harmonious, balanced and secure development perceived as a set of actions aimed at the effective use of resources held, undertaken in a coordinated manner by public administration units of different levels, in cooperation with representatives of socio-economic partners, based on the principle partnerships to achieve previously set goals⁷.

Hence, it becomes important to systematically shape the system of integrated management of development processes at all levels of local government, as well as to improve the efficiency of activities in the entire public sphere by formulating a vision and the ability to effectively coordinate activities and work out goals based on the analysis of conditions and development scenarios. There is a need to control, and above all, make decisions in a diverse network of connections and interactions, which is the development policy, requiring the adoption of a new, flexible management model that

⁶ T. Markowski, M. Turała, *Planowanie jako instrument zintegrowanego zarządzania w jednostkach samorządu terytorialnego*, Łódź, 2015, p. 4–6.

⁷ S. Pangsy-Kania, *System zarządzania rozwojem w Polsce i rola w nim dokumentów strategicznych*, Studia z Polityki Publicznej, No 3 (7) 2015, p. 123.

takes into account security issues. This generates the need for an integrated approach in the socio-economic, spatial and security dimension, which assumes the multidimensionality of development processes and takes into account their social, economic and environmental conditions along with the formation of the local and regional security system. This is the basis for improving the quality of life of the local government community, which is nowadays an important element of the development process.

Thus, development policy, focusing on an integrated territorial approach, gives an opportunity to integrate and coordinate development activities over a long period of time, using endogenous resources of a given territory, which allows for lasting development effects. This approach draws attention to the need to conduct activities with great flexibility in relation to a given area. It also involves challenges for developers, and adopting this approach requires policy makers to use program strategies that respond to the real needs of the community. An integrated approach is also a kind of political strategy whose goal is to support development through activities tailored to the given context. The integration of various sectoral activities is a component of territorial policy-making, including various contacts, multi-level management systems and partner relations.

Integration, therefore, requires a territorial approach, and a policy of a territorial nature is associated with a changed understanding of what local development is, understood as a purposeful, complex process that covers a whole range of conditions and areas of activity, among which should be mentioned broadly understood security. This creates the basis for an integrated context of modern public management, where the need to integrate interventions through the creation of agreed regulations and control systems, as well as joint management and partnership of a pro-development, coordination, strategic nature, taking into account the requirements of contemporary security is a significant challenge⁸.

An integrated approach to the development process in the context of shaping local security policy

The concept of regional policy understood as public policy focused on supporting the development of structurally weaker areas or experiencing difficulties with adaptation to new economic conditions is systematically transforming. This generates the need for changes in the formulation of objectives and in the way of implementing publicly-oriented public policy at both the Community and national level.

Selective public intervention should be directed at projects that strengthen endogenous development potential, and thus increase the expected capabilities of individual receiving territories. In this context, an integrated approach, taking into account territorial diversity, and at the same time denoting the concentration of various actions taken around the strategic goals becomes important. Interventions within individual areas should interact with each other, which means coordination at the programming stage, followed by the implementation of actions, so as to obtain the synergy effect necessary to achieve the objectives. It is important here to precisely define the division of tasks between all entities responsible for development.

The territorially diversified approach aims to use specific territorial potentials and eliminate barriers to the development of individual territories. This means supporting development through integrated packages of measures, integrating bundles of sectoral interventions financed from public and private sources, suitably tailored to the needs and potentials of individual territories being the addressees of regional policy. Such an approach will serve to increase the effectiveness of public intervention and optimally use the wide range of development mechanisms and instruments available.

An essential element of the territorial approach is cooperation, dialogue and partnership with local authorities, economic and social actors and citizens. It gives the chance to create territorially sustainable development, which means the development of all territories by strengthening their endogenous potentials and development factors as well as removing barriers and including them in development processes. This means, among others conducting effective regional policy tailored to the specificity of a given territory and covering activities aimed at economic activation, development of local labor markets and professional mobilization of residents or improvement of access to public services

using the potential of local and subregional economies, as well as own resources⁹.

In the institutional dimension, it will be important to further strengthen the ability to plan and conduct development activities, especially at the local level. It is also important to take many actions aimed at unlocking regional potential, which can bring socio-economic benefits available to all citizens, regardless of where they live. The need to implement development measures in a socially and territorially balanced manner results from new socio-economic conditions. Therefore, based on the identified unique resources of a given territory and its location advantages, regional policy can take the appropriate shape, and its added value is the possibility of using the advantages of a territorial approach to those development issues and public policy that have a significant territorial impact. Thanks to the tools and instruments offered, it is possible to solve development problems more effectively and to increase the effectiveness and efficiency of achieving the goals set in the framework of development policy¹⁰.

This direction of regional policy changes the current approach related to the use of equalization instruments focused primarily on income redistribution and bridging differences in the pace of development between individual regions. It seems that previous activities related to regulating developmental disparities have not been sufficiently effective in ensuring the implementation of the assumed objectives of regional policy. Therefore, the new regional policy model should be based on the assumption that development opportunities lie in all types of regions where development determinants are located in different territorial systems. Thus, the goal of regional intervention should be to maximize growth at the national level by supporting and encouraging each region to extract, strengthen and exploit endogenous growth potential using internal or external resources.

The territorially diversified approach aims to use specific territorial potentials and eliminate barriers to the development of individual areas. This means supporting development through integrated packages of measures, integrating bundles of sectoral interventions financed from public and private sources, suitably tailored to the needs and potentials of individual territo-

ries being the addressees of regional policy. A necessary element of the territorial approach is cooperation, dialogue and partnership with local authorities, economic and social entities as well as citizens in the process of implementing public policy. Hence the need to implement development activities in a socially and territorially balanced way, sensitive to territorial diversity and its advantages, while ensuring that the entire society has a high quality of life.

The effectiveness of such development activities is conditioned by the adequate adjustment of their scope and implementation mechanism to the specificities of individual areas and their interdependencies. This will enable effective implementation of development projects and systematic improvement of access to high-quality public services. Achieving the assumed goals in the area of territorially sustainable development, which are territorial cohesion, strengthening regional competitive advantages and improving the quality of management of territorially oriented policies, requires defining the scope of regional policy intervention and applying much more effective development support mechanisms than hitherto.

Therefore, in the new regional policy paradigm, a lot of attention should be devoted to such a concept of the territory, which focuses on various types of development-stimulating activities, in particular focused on stimulating relations between entities and institutions operating in the regions and creating network connections based on the specificity of the community and the institutional environment. The new paradigm emphasizes the importance of territorial orientation and embedding of regional policy, which optimally corresponds to local conditions and uses the local potential of knowledge, skills, specialization and connections between individual entities. In this context, it becomes important to build territorial cohesion and counteract marginalization processes in problem areas and to create conditions for effective, efficient and partner implementation of territorially oriented development activities¹¹.

The integrated approach is therefore based on a multi-level management system, using the cooperation of partners, their networking, in which the coordination of entities at various territorial levels plays a very important role. Such an approach assumes orientation of public policy on the territorial dimension of develop-

⁹ J. Zaucha, T. Brodzicki, D. Ciolek, T. Komornicki, Z. Mogiła, J. Szlachta, J. Zaleski, *Terytorialny wymiar wzrostu i rozwoju*, Difin, Warszawa 2015.

¹⁰ See: T.G. Grosse, *Innowacyjna gospodarka na peryferiach?*, Instytut Spraw Publicznych, Warszawa 2010, p. 46–55.

¹¹ *Krajowa strategia rozwoju regionalnego 2010–2020: Regiony, miasta, obszary wiejskie*, Ministerstwo Rozwoju Regionalnego, Warszawa 2010.

ment processes, which implies the need to unify the objectives and a greater linkage of various aspects of policy in order to comprehensively solve development problems. At the same time, regional policy as well as development policy implemented in the area of regions and activities addressed to specific areas should be properly spatially integrated.

In this context, it becomes important to support the development of rural areas in a horizontal system, in the field of entrepreneurship using local resources and increasing the number of jobs outside agriculture, raising the occupational qualifications of residents and improving the quality of public institutions, as well as promoting sustainable spatial order. Actions are also needed to strengthen the functional links between rural areas and cities, as well as to strengthen small towns and municipal centers as local growth centers. Action should also be taken to support and create conditions for better use of endogenous potential of rural areas.

Contemporary development problems can be effectively solved by taking actions that are leading and direct development in various areas of socio-economic life, so as to properly use development potentials and identify existing barriers and propose appropriate solutions. It is also important to increase the responsibility of local government bodies for shaping socio-economic and territorial processes. Therefore, there are premises for responsible development in which current needs can be met without reducing the chances of future generations. It is also important to shape the relationship between competitiveness, care for the environment and quality of life. The goal of such development is to guarantee the possibility of satisfying the basic needs of individual communities or individual citizens.

Responsibility in the context of development processes consists in creating conditions that will allow the use of the identified potential and the implementation of the policy of building and mobilizing social capital. Thanks to this, it is possible to strengthen the attractiveness of a territorial unit as well as to plan and implement development activities to improve the quality of life. It also creates an opportunity to support the development of rural areas and cities that are less resistant to crisis phenomena, insufficiently benefit from the positive effects of development processes and cannot fully realize their development potential. In this case, it is necessary to pay attention to the method of managing development processes and to effectively respond to emerging challenges in accordance with the principles of responsible development, in which needs can be met

without reducing future development opportunities. It is important to shape the relationship between the competitiveness of the territorial unit, care for the environment and quality of life perceived in close connection with the sense of security.

Development based on responsibility means strengthening the socio-economic foundations and continuing the transformation of public space in the direction of increasing the role of security in the process of public management. Stable foundations of modern, competitive and sustainable economy based on innovation are capital to be used in a regional system. Responsibility means more complete use of territorial potentials for creating growth and supporting the development of individual areas. The type of interventions undertaken here directly depends on the needs and territorial potentials, and the use of regional specializations, as well as the development and mobilization of existing resources are key factors for strengthening the development processes of individual territories¹².

In this context, an integrated, territorially diversified approach, meaning concentration of various actions taken around the strategic goals becomes important. Interventions within individual areas should interact with each other, which means coordination at the programming stage, followed by the implementation of actions, so as to obtain the synergy effect necessary to achieve the objectives. The territorially diversified approach is aimed at using the territorial potentials and conditions influencing the development directions through integrated action packages and intervention bundles suitably adapted to the needs and possibilities of the areas being the addressees of development policy, taking into account the aspects of broadly understood security.

Such an approach will serve to increase the effectiveness of public intervention and optimally use the wide range of development mechanisms and instruments available. Hence, public policy based on the principle of an integrated territorial approach aimed at solving the main development problems in the context of the specificity of local or supra-local conditions is becoming important. Accordingly, one should strive for effective and effective coordination of public policies that have a territorial impact, while systematically assessing its impact on the areas in which it is implemented. Therefore, an area of shared responsibility of public authorities for

¹² See *Strategia Odpowiedzialnego Rozwoju* – projekt MR, Warszawa 2016.

the efficiency and effectiveness of support enabling the implementation of the development vision and translating it into specific and measurable goals appears.

Currently, the need to integrate development policy around public goals in the socio-economic and spatial dimension is becoming extremely important. Therefore, it seems justified to systematically strengthen coordination in the process of public policy management, as well as it is necessary to integrate the system of situation analysis and planning projects at all levels of management. This leads to sustainable development, taking into account territorial diversity, and at the same time ensuring the whole community a sense of security inscribed in the area of high quality of life. In this context, it is worth paying attention to the special role of local government structures undertaking development projects to systematically improve the quality of public services. This requires defining and adapting the public policy framework targeted at individual areas, which will allow effective implementation of development projects.

Thus, territorially sustainable development consists in recognizing the diversity and territorial specificity, including all areas in development processes and properly identifying their resources in order to match policy interventions with the needs of individual areas and to overcome structural obstacles to their development. Territorial policy orientation, actions to stimulate internal development potentials, adaptation of interventions to the local situation translates into increased effectiveness of development policy, thus leading to sustainable economic growth as well as to socially sustainable development¹³.

It is also necessary to strengthen the system of co-management of development processes in order to join the comprehensive approach to responding to the needs defined in territorial systems. It is important here to agree on objectives and integrated action plans between all major stakeholders of development policy and to include them in the implementation and assessment of their effectiveness, which will allow shaping a sense of shared responsibility for the development of a given territory and contribute to increasing the effectiveness of the instruments used. Development policy will therefore strive to ensure a more balanced system of impact on the territorial system through integrated interventions, as well as by providing adequate resources to

initiate sustainable growth in areas with less favorable socio-economic conditions and potential threats and conflicts. This should lead to significant changes in the socio-economic structure, increase in activity, improvement of the quality of life of residents, as well as improvement of the territorial-oriented policy management system.

Therefore, development policy must, on the one hand, strengthen those development factors that determine competitiveness, as well as take measures to create conditions for stable and conflict-free development. This approach requires activity in the field of supporting development in the territorial dimension, in order to increase the efficiency of using the available development instruments. The use of territorial development instruments should primarily serve to strengthen the integrated territorial approach, better tailor interventions to the needs and potentials of specific types of areas, and support local development. Thanks to this, we achieve a defined territorial cohesion understood as the target state of territory development, in which exchange and flow processes are carried out efficiently, guaranteeing the socially and economically effective and fully safe functioning of a given community.

Thus, territorial cohesion becomes the universal and overarching goal of development policy, and the territorial approach to development processes is seen as a new paradigm of development policy. This will enable undertaking actions in the field of broadly understood modernization through effective operation in a safe environment as well as building an advantage and improving management efficiency. Therefore, it is necessary to develop new forms and methods of operation, and to make an effort to modernize and base activity on comprehensive innovation, consisting in seeking and implementing new solutions in the development management process. The opportunities and opportunities for this modernization will depend on both adaptability and the determination of public authority, opportunities for partnership, and a culture that promotes social values and practices that promote development. Meeting the growing requirements of a modernizing society becomes a challenge and a development stimulus for local government units. This will require active public policy, mainly at local level, as well as unleashing socio-economic potential and organizational capacity. One of the conditions for achieving development goals is to ensure security and consolidate spatial order, taking into account social, economic, environmental, cultural, as well as composition and aesthetic needs.

¹³ See *Strategia na rzecz Odpowiedzialnego Rozwoju*, Warszawa 2017.

An ordered, integrated and safe space facilitates the functioning of society and the economy by creating conditions for the smooth conduct of development processes and, as a result, improving the quality of life. It seems that in order to strengthen the development potential, actions will be necessary to improve the institutional and organizational sphere, development of forms of social participation, and above all a decisive transition from the administration model to managing the development of the territorial system. This requires the formation and functioning of a professional management system in the public sector, which will create the conditions for an appropriate response to existing conditions and strategic challenges¹⁴.

This is connected with the modernization process, which is to be the main area of activities for the development of a territorial unit, where the concept of modernization should be understood here as reconstruction and substantial acceleration, which may be associated with a change in the socio-economic profile of the territorial system, extraction of assets that have been weakly exposed or relatively may involve the creation of completely new values and the image of a given area. It is important here to refer to the forecasts for the development of the socio-economic situation of the country and Europe and to the conditions arising from the development plans of other territorial systems, so as to prepare space for upcoming changes in advance and, on the other, recognize development niches not noticed in the development policy of other areas.

The determinant of the actions taken is therefore to identify the issues that will be the basis for modernization, give them priority as specific development factors, encapsulate them with findings for other key development issues, and focus promotional activities on them. It seems that it will be necessary to concentrate and select more intervention than before, especially in the areas of development specialization, building innovative potential and public management, which will require stronger visibility in the system of adopted objectives. The result should be sustainable, dynamic, even and safe development with constant involvement of all socio-economic entities. This should also be related to the formation of civil society involved in the implementation of public policies of an innovative nature and shaped by well-functioning public authorities at the local and regional level. There should also be circumstances for the optimal use of development conditions

and factors, and the changes taking place should be directed at cultural transformations, increase of openness and security of the territorial system and development of new forms of cooperation, which may become one of the sources of success. Thus, in the understanding of planning and management processes in the public sector, an integrated approach becomes necessary.

In reality, however, the theory and practice of thinking and integrated action in relation to development management faces numerous barriers¹⁵. Contemporary regional policy, oriented on stimulating development in territorial systems, is increasingly promoting the need for an integrated approach in both the policy of stimulating development and the methods of its planning. The functioning system of planning socio-economic development causes that there is a natural contradiction between it and the sphere of spatial planning strongly associated with the public interest. At the same time, changes in the productive activity of people and social needs occur faster than changes in the development of space¹⁶.

Socio-economic planning treats spatial issues as a margin, and spatial factors are treated as variables that complicate models for forecasting development processes. Therefore, the essence of integrated development management lies in the integrated planning and decision-making process, which should lead to a high degree of integration of social, economic and spatial subsystems, and thus to the achievement of objectives consistent with the concept of sustainable development. Therefore, specialized public planning should be methodologically integrated planning. The process of integrative approach to development planning is expressed in integration understood as the coordination of the strategy creation process, taking into account a broad aspect of spatial conditions, in order to avoid conflicting policies and achieve results in the form of an integrated development process. This means the need to broaden the analysis of the planning process and to pay attention to eliminating contradictions between the directions and actions taken in the socio-economic and spatial sphere¹⁷.

¹⁵ T. Markowski, *Zintegrowane planowanie rozwoju – dynamika i wyzwania*, Studia KPZK, Polska Akademia Nauk, No 161/2015.

¹⁶ T. Markowski, *Flexible and integrative planning in functional urban areas – towards a new approach to spatial planning*, [in:] W.M. Gaczek (ed.), *Dynamika, cele i polityka zintegrowanego rozwoju regionów – aspekty teoretyczne i zarządzanie w przestrzeni*, Bogucki Wydawnictwo Naukowe, Poznań 2013.

¹⁷ T. Markowski, M. Turała, *Planowanie jako instrument*

¹⁴ *Strategia Rozwoju Kraju 2020*, MRR, Warszawa 2011.

In the practice of development activities, the integrated approach overlaps with territorial policies due to the need for cooperation between management levels. By conducting close cooperation at national, regional and local level, public policy can significantly increase coherence and synergy between different development areas. The territorial approach also draws attention to the need to carry out activities with greater flexibility in relation to the size and specificity of the geographical area. Responsibility and the main role in this respect belongs to public authorities, which are the center of decisions, performing specific regulatory and coordination functions. They also make an effort to search for and choose the right, effective methods of performing public tasks, as well as develop skills to concentrate resources and methods of action to improve the quality of life¹⁸. At the same time, it is necessary to emphasize that local and regional development is a complex and multi-faceted process taking place in the sphere of¹⁹:

- economic – through the quantitative, qualitative and structural development of economic entities, which should be equated with increasing the size of employment, introducing new products and services and improving existing ones, expanding markets, introducing new technologies, and investing;
- social – by improving the conditions and scope of the provision of services in the field of education, healthcare and social care, housing, public safety and order, sport and recreation, and culture and art;
- spatial – by rational distribution of population and types of activities in space, and rational use and development of space;
- ecological – by protecting valuable resources and ecological values as well as counteracting environmental pollution;
- cultural – by caring for the preservation of material culture monuments, historical traditions, nurturing, shaping and developing local and regional identity, and revitalization of degraded historical material substance;

- security – by assessing and analyzing the situation and taking actions to eliminate potential threats, as well as building mutual relations.

This requires undertaking a series of actions to integrate these areas and coordinate the process of broadly understood development. It also requires integrated planning for the development of a local government unit as a holistic approach to analyzing and shaping development processes, which is also holistic planning, combining various dimensions and contexts, and taking into account strong and complex interdependencies, connections as well as resources that can be used in development processes.

Integrated management is based on a territorial and functional approach and exposes the mutual balanced links between the economic, social and environment systems, in which security is a common element. It is also a process based on the participation of all organizations and entities involved in development policy. The implementation of integrated projects is used here, characterized by the consolidation of various dimensions of development, the participation of several entities in their implementation, obtaining synergistic effects and long-term usability. This type of planning is becoming an important element of efficient and effective management of the development of a territorial unit in the socio-economic and spatial dimension²⁰.

Integrated management indicates the need to take into account the relationships between various entities and exposes the need for cooperation and building partnerships, which can take the form of multi-level, multi-entity and cross-sectoral cooperation. Practical exemplification of this kind of projects are integrated projects as comprehensive and internally complex projects, in which the integration and coordination of activities takes place. Achieving effects in this area is associated with social communication understood as maintaining a continuous relationship with society with the intention of shaping an efficient public affairs management system, in accordance with the concept of joint governance²¹.

As regards the territorial dimension of support, the focus should be on activities supported by avail-

zintegrowanego zarządzania w jednostkach samorządu terytorialnego, Łódź, 2015, p. 4–6.

¹⁸ D. Fleszer, *Z problematyki zarządzania jednostką samorządu terytorialnego*, ZS WSH Zarządzanie 2014 (1), p. 308.

¹⁹ M. Ziółkowski, *Zarządzanie strategiczne w polskim samorządzie terytorialnym*, [in:] A. Zalewski (ed.), *Nowe zarządzanie publiczne w polskim samorządzie terytorialnym*, Szkoła Główna Handlowa w Warszawie, Warszawa 2007, p. 91.

²⁰ A. Nowakowska, M. Sokołowicz, *Drzewo celów i macierz korelacji*, [in:] *Planowanie jako instrument zintegrowanego zarządzania w jednostkach samorządu terytorialnego*, red. T. Markowski, M. Turała, Łódź 2015, p. 91–92.

²¹ D. Stawasz, M. Wiśniewska, *Wykorzystanie koncepcji Living Lab w zarządzaniu jednostkami samorządu terytorialnego*, Łódź 2015, p. 205

able financial or organizational instruments. It is also necessary to take into account the features of the area in terms of conditions, opportunities, resources, potentials and geographical location. Thanks to this, we will obtain a specific picture of the socio-economic and functional and spatial specificity of a given area, as well as the corresponding objectives, tasks and implementation measures in relation to intervention areas, among which safety issues occupy an important place, which is also a component integrating these areas. In this way, the basis will be created to enable integrated actions to solve socio-economic problems of cooperating cities and municipalities.

At the same time, the model of integrated development policy should be a platform for coordinating set goals and activities undertaken in individual fields, and development policy based on the principle of an integrated approach should support the process of strengthening the coherence of development goals and activities visible primarily at the local level. Thus, modern local government at the local and regional level pursues a development policy understood as a set of interrelated activities undertaken and implemented to ensure sustainable and balanced development, socio-economic and spatial cohesion as well as conflict prevention and elimination of threats on a regional or local scale.

Therefore, there must be networks of coordination of collective actions in which the participating entities jointly define the objectives to be implemented. It is important here to have the ability to create knowledge and a broad, prospective view of the territory, which means that there is a process of co-management in which, apart from public authorities, a wide range of socio-economic partners participate. Therefore, it becomes important to create development networks that can be horizontal, which means that the territory becomes an area of integrated development, where the process of building mutual relations, meeting needs, and valorizing and multiplying own resources plays an important role²².

It is necessary to pay attention to the territorial dimension of development policy, which should be based on the principle of an integrated territorial approach, which means the necessity to include in the programming and implementation of development activities a territorial dimension in order to maintain the coherence of goals and undertaken undertakings important for social groups and communities. Creating and main-

taining an effective coordination system that strengthens the complementarity of the management process and prevents social and spatial conflicts becomes extremely important here. An integrated approach may also bring savings in resources, and the integration of spatial and socio-economic elements gives greater flexibility in the face of changes, which in the long term ensures greater stability and security of the development of the territorial system.

From the practical perspective it seems crucial to refer to territorial coherence, which ought to be perceived as the state of territorial development that is aimed at. Additionally, it is the state in which the processes of exchange and transfer in economic and social spheres are effective and guaranteeing the rational shaping of space in order to provide the most efficient development of a given area. Achieving territorial coherence means granting better level of life for inhabitants by providing mechanisms which will enable the development basing on endogenic potential as well as the activity of state authorities.

In the process of implementing the integrated development policy, the areas of activity related to the coordination of public policy at various levels of development management, improvement of multi-level management to increase the efficiency of meeting the needs of individual areas, as well as the development of civil society will be extremely important. Another issue is the promotion of a functional approach due to the fact that development problems and challenges cross administrative boundaries, which generates the need for greater flexibility. Finally, there is a need to improve knowledge of individual territories in order to better understand developmental disparities and identify trends and territorial conditions.

In the light of the issues presented, it seems extremely justified to enable the integration of the socio-economic, territorial and spatial dimension to ensure the coherence of all aspects of public policy. The spatial dimension of development policy can be a plane for coordinating the setting of goals and activities undertaken on a partial basis in individual sectors and fields, and may promote better use of the specific potential of individual areas. Speaking about the integration of development policy dimensions, it is important to ensure that broadly understood public policy is coherent and that its development directions take into account territorial aspects.

In addition, an integral approach to socio-economic and spatial development should take into account the

²² *Raport o stanie samorządności terytorialnej w Polsce*, Kraków 2013.

specificities of cities, while caring for supporting rural development and diffusion of development processes into rural areas. Development policy should be understood as an element creating the development of individual areas and their competitiveness as well as combining and coordinating a number of actions at the regional and local level. As part of the strategic development management system, therefore, it is necessary to build, among others, an effective model of links between local policies, including between security policy and various public policy areas. Shaping an efficient development management model requires determining the mutual relations of the entities participating in it in terms of consistency of activities and achieving the results of development policy, including in relation to security policy.

Summary

Contemporary regional policy, oriented at stimulating development in territorial systems, is increasingly promoting the need to introduce an integrated approach, both in the policy of stimulating development and its planning methods. A functioning social and economic development planning system requires elimination of contradictions between it and the sphere of spatial planning strongly associated with the public interest. Development policy should strive to ensure a more balanced system of impact on the territorial system through integrated interventions, as well as by providing adequate resources to initiate sustainable growth in areas with less favorable socio-economic conditions and potential threats and conflicts.

In this way, the basis will be created to enable integrated actions to solve socio-economic problems of co-operating cities and municipalities. At the same time, the model of integrated development policy should be a platform for coordinating set goals and activities undertaken in individual fields, and development policy based on the principle of an integrated approach should support the process of strengthening the coherence of development goals and activities visible primarily at the local level. In the light of the presented issues, it seems extremely justified to enable the integration of the socio-economic, territorial and spatial dimension to ensure the coherence of public policy, which in consequence will be important for the broadly understood security of the territorial system.

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