

Monitoring in the control system of the territories

Monitoreo en el sistema de control de los territorios

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ABSTRACT:

Consideration of the territory as object of management assumes, first of all, finding of the key indicators and parameters reflecting the reached level of development of the territory, and identification of the most effective instruments of management for giving to these parameters of positive dynamics, secondly. Her consideration as subject to realization of economic and public interests is cornerstone of allocation of key parameters of development of the territory. These interests are embodied in strategic objectives of territorial development. The point of view according to which as the prime target of territorial development it is necessary to consider growth of welfare of the population is proved in article. For achievement of this purpose the system of territorial department has to provide constant tracking, control and the analysis of the parameters reflecting welfare of the population. The system of statistical data existing in regions doesn't allow to solve this problem owing to low efficiency, insufficient completeness, and sometimes and objectivity. Therefore as the administrative tool allowing carrying out such functions today often consider monitoring. In the real research monitoring is considered as an information and analytical subsystem of system of territorial department. Consideration of monitoring of territorial development from system positions allows installing the following his interconnected components: subject, object and subject of monitoring and also key indicators and parameters of

RESUMEN:

La consideración del territorio como objeto de gestión presupone, en primer lugar, el hallazgo de indicadores y parámetros clave que reflejen el nivel alcanzado de desarrollo del territorio, y la identificación de los instrumentos de gestión más efectivos para dar estos parámetros de dinámica positiva, en segundo lugar. Su consideración como sujeto a la realización de los intereses económicos y públicos es la piedra angular de la asignación de los parámetros clave del desarrollo del territorio. Estos intereses están incorporados en los objetivos estratégicos del desarrollo territorial. El punto de vista según el cual, como el objetivo principal del desarrollo territorial, es necesario considerar el crecimiento del bienestar de la población se demuestra en el artículo. Para el logro de este objetivo, el sistema del departamento territorial debe proporcionar el seguimiento constante, el control y el análisis de los parámetros que reflejan el bienestar de la población. El sistema de datos estadísticos existente en las regiones no permite resolver este problema debido a la baja eficiencia, la integridad insuficiente y, a veces, la objetividad. Por lo tanto, como la herramienta administrativa que permite llevar a cabo tales funciones en la actualidad, a menudo se considera el monitoreo. En la investigación real, el seguimiento se considera como un subsistema de información y análisis del sistema del departamento territorial. La consideración del monitoreo del desarrollo territorial desde posiciones del sistema permite instalar sus siguientes

monitoring. Consideration of monitoring of territorial development from positions of process approach allows allocating a number of his interconnected stages: stages of initiation, planning, the organization of monitoring, creation of constantly replenished database and adoption of administrative decisions on the basis of the analysis of the arriving information. As an example of effective use of monitoring of welfare of the population the Belgorod region which is a part of central Federal District of the Russian Federation is considered.

Keywords: territory, territorial department, monitoring, development of the territory, welfare of the population.

componentes interconectados: sujeto, objeto y sujeto de monitoreo y también indicadores clave y parámetros de monitoreo. La consideración del monitoreo del desarrollo territorial desde posiciones en el enfoque del proceso permite asignar varias de sus etapas interconectadas: etapas de iniciación, planificación, organización del monitoreo, creación de una base de datos constantemente reabastecida y adopción de decisiones administrativas sobre la base del análisis de la llegada información. Como ejemplo del uso efectivo del control del bienestar de la población, se considera la región de Belgorod, que es parte del Distrito Federal central de la Federación de Rusia.

Palabras clave: territorio, departamento territorial, monitoreo, desarrollo del territorio, bienestar de la población.

1. Introduction

The territory is an object of management concerning which many instruments of management which are traditionally used in management of people and the organizations are ineffective or, at least, difficult realized. Certainly, it is connected with features and specifics of the territory considered as object of administrative influence.

As one of effective tools or even an independent subsystem of territorial department many researchers consider monitoring. This concept gains the increasing popularity, at the same time; there are a number of fundamental issues which solution is necessary for accurate definition of the place and a role of monitoring in the system of territorial department. It is necessary to carry to number of such questions, first of all: definition of key characteristics of the territory considered as object of management and monitoring; allocation of the main components of monitoring and their functional potential; establishment of the main stages of process of monitoring of development of the territory and the factors determining their contents.

The attempt of the solution of the matters made by authors aims at systematization and specification of the approaches to use of monitoring existing in the theory and realized in practice in the system of territorial department.

2. Methods

The general scientific principles of comparative, process and system approaches to consideration of monitoring in the system of territorial department have formed a methodological basis of a research. Realization of comparative approach has been reached by identification of the general and specific experience of realization of territorial department in certain territorial subjects of the Russian federation. Application of process approach in the real research is connected with monitoring consideration as process and justification of the sequence and content of the administrative actions connected with implementation of monitoring of development of the territory. When carrying out a research we made an assumption that any administrative problem, is, first of all, absence or insufficient level of systemacity, and the main way of her decision consists in his increase. Realization of system approach in a dissertation research has been reached by monitoring consideration as the difficult, dynamic system which is an information and analytical subsystem of territorial department.

Methodological tools of a research are based on dialectic methods of knowledge: the analysis and synthesis, deduction and induction, abstraction and a specification providing the objective nature of studying of the considered problem.

The provisions of the theory of territorial department, concepts of monitoring of territorial development stated in works of domestic and foreign researchers of problems of territorial department have formed theoretical base of a research.

As information basis of a research data of Federal State statistics Service of the Russian

3. Results and discussion

Concept of the territory is the difficult theoretical construct acquiring a set of various aspects depending on the used point of view. So, for example, from the point of view of geography the territory is considered as some limited place in space which is characterized by certain climate, natural resources, and landscapes, etc.

In administrative science there was no unambiguous approach to determination of essence and the maintenance of a concept of the territory. Paying attention to this circumstance, S.V. Lobova notes that it "can't but lead to distortions of the truth in interpretation of some circumstances connected with management of territorial educations" (Lobova 2011).

In recent years the special popularity in the solution of questions of management of territories is gained by marketing tools. Founders of the concept of marketing of the territory (places – in English – language lexion) give extensive interpretation of this concept: "The place – the country, geopolitical space; state area; culturally, historically or ethically the localized location; the city and settlements surrounding it; the market determined by various signs; the industrial bases and clusters created with their participation; social human relations" (Kotler, Hamlin, Rein and Haider 2002). This treatment, despite the extensiveness, doesn't allow to establish specifics of the territory by consideration her as object of management.

According to us, from positions of management the territory should be considered, first of all, as subject to realization of economic and public interests. From the point of view of economic interests the territory represents the place of income generation from implementation of economic and other activity. In this sense it is possible to speak about income of the corresponding territorial budget, business activity revenues, income from investment of the capital into development of the territory in this aspect the key value is gained by her such characteristics as resource and production capacity of the territory, its investment attractiveness, and possibilities of employment, etc.

From the point of view of public interests the territory represents the place of manifestation of various forms of social activity as actually the population living in the territory and the people visiting get with various purposes. In this sense the key parameters characterizing the territory are the level of social security, a possibility of realization of the civil right, a condition of ecology, tourist appeal, cultural and historical heritage of the territory, etc.

Thus, the territory as object of management represents difficult social and economic system, a basis of activity and which development harmonization of economic and social interests of various subjects is: bodies of territorial department, the representatives of business, the population and public organizations acting as his representatives, investors, tourists, etc. The territory has all signs of system among which are the most important:

1. the integrity provided with existence of administrative borders and uniform social and economic policy;
2. existence of the various interconnected elements which can be in less detail united in three main subsystems: production of the material and spiritual benefits, population as producer and consumer of these benefits, environment as resource base of production and necessary condition of activity of the population (Bugaev 2008);
3. the emergency of – emergence in system at association of the parts making her in whole essentially new qualities which aren't available for separate parts;
4. existence of system of higher order which element is the territory (the region for municipal unit, the country for the region, etc.);
5. existence of the various relations between the territory and the external environment finding expression in production cooperation, trade, cultural exchanges, etc

Consideration of the territory as systems assumes use of system approach to implementation of territorial department. It is known that the main backbone sign of management is existence of the uniform purpose explaining sense of existence of the

operating system. This purpose is enshrined in the development strategies approved by bodies of territorial department and forms the basis realized in the territory of social and economic policy.

The carried-out analysis of strategies of development of territorial formations of the Russian Federation has allowed revealing two main approaches to goal-setting implementation. The first approach assumes allocation of a complex of the strategic objectives providing realization of the stated mission. It is possible to give the strategic objectives of social and economic development of the Omsk region including as an example of such approach (Strategy of development of Omsk region till 2025, n. d.):

- growth of competitiveness of economy of the Omsk region;
- improvement of quality of life of the population;
- increase in system effectiveness of public administration of the Omsk region.

The second approach to implementation of territorial goal-setting is based on designation of the prime, general target and allocation of the private purposes or tasks providing her achievement. We will note that such approach is represented to us methodologically more reasonable. Various variations of realization of this approach are defined by assessment of priority of economic or social interests of the territory.

Definition of domination of economic interests usually relies on use of the following formulations of the prime target of territorial development: "increase in competitiveness of economy", "ensuring modernization of economy", "innovative development of economy", etc. It is possible to give a formulation of a strategic objective of the Astrakhan region as an example of such approach: "Increase in competitiveness in scales of the country and Caspian region for achievement of stability of economy, fixing of the scenario of technological and corporate modernization, creating favorable conditions for life and work of people" (Development strategy of Astrakhan oblast until 2020, n. d.).

The priority of social interests of society in the prime targets of territorial development finds expression in such formulations as "growth of welfare of the population", "improvement of quality of life of the population", etc. So, for example, the prime target stated in the strategy of development for Chelyabinsk region is formulated as "growth of welfare and quality of life of the population due to dynamic development and increase in competitiveness of economy" (The development strategy of the Chelyabinsk region up to 2020, n. d.).

The question of a ratio of economic and social interests isn't simple. It would seem, during an era of recognition of the person the main value, the matter unambiguously has to be resolved in favor of recognition of a priority of social interests over economic. Nevertheless, the opposite point of view finds many adherents, as among domestic and foreign scientists. So, for example, O.M. Roy notes: "The purpose of strategic Territorial Department is concluded in creation of conditions of development of a production and social base of the territory providing her long-term competitive advantages" (Roy 2007). As it is represented, obtaining long-term competitive advantages isn't end in itself, and acts as a condition of growth of welfare of the population of the territory more likely.

The president Fonda of economic education of the USA (Foundation for Economic Education) of R. Ebeling, considering this problem, believes that the aspiration to "the state of general welfare" is the main obstacle in a way of creation of the free market and causes significant damage to political, economic and cultural life of society (Ebeling 2007). Recognizing need of creation of the free market, we will note that the last has no independent value, and serves only as the instrument of providing worthy human life, satisfaction of his material and spiritual needs. Therefore it is represented to us that as the prime target of territorial development it is necessary to consider growth of welfare of the population. Respectively, the system of Territorial Department has to provide constant tracking, control and the analysis of the parameters reflecting welfare of the population. Monitoring acts as the tool allowing carrying out such functions.

The concept of monitoring is widely used in modern scientific lexicon, though has no standard formulation. Hellawell, Brown, answering the question "What Is Monitoring?", define this concept as follows: "Monitoring – faltering (regular or irregular) series of

observations which are carried out to reveal degree of compliance to the formulated standard or deviation degree from the expected norm" (Hellawell 1991). In the real research we will operate with the following definition of monitoring: "Monitoring is a process the systematically of the actions aiming at maintenance of functioning of an object of monitoring in the set mode or its development in the set trajectory by identification of both negative, and positive deviations of parameters of monitoring from preset values" (Slinkov 2016). Specification of ideas of monitoring from positions of this definition assumes use of system and process approaches to his consideration (Maslennikova and Slinkova 2014).

Use of system approach to consideration of essence of monitoring allows defining his place in the system of Territorial Department, to establish structure and interrelation of basic elements of monitoring. Consideration of the place of monitoring in the system of Territorial Department is connected with determination of its functionality. As it is represented, the main objective of monitoring in the system of Territorial Department consists in expeditious obtaining information on the positive and negative tendencies developing in the social and economic sphere of the territory for adoption of reasonable administrative decisions and formation of the database for development of programs and the strategy of territorial development. In this sense monitoring should be considered as an information and analytical subsystem of system of Territorial Department. In turn, monitoring includes two interconnected subsystems: object and subject of monitoring. In the context of the problem considered by us the territory acts as object of monitoring. The following component of system of monitoring – a subject of monitoring as which usually understand the most significant aspects of the considered object. From positions of the prime target of development of the territory declared us as a subject of monitoring it is necessary to consider welfare of the population.

The concept of welfare is very many-sided, as well as approaches to his assessment. In scientific literature and in real practical life the most various techniques of assessment of welfare of the population are used. The greatest popularity was gained today by method of calculation of the index of human development (HumanDevelopmentIndex), indicator of original progress (Genuine Progress Indicator), index of steady welfare (Index of Sustainable Economic Welfare), etc. The specified techniques, undoubtedly, have the considerable value as numerous problems are solved with their use:

- implementation of the generalizing assessment of welfare of a certain territory;
- carrying out comparative assessment of welfare of various territories;
- ranging of territories on welfare by drawing up various ratings, etc.

Certain difficulties with use of these techniques are connected with lack of the authentic database on some of the parameters which are a part of the integrated estimates in concrete territories. In addition, at all importance of understanding of what place is taken by the concrete territory in this or that rating, from the point of view of management of territorial development the much bigger value has clarification of so-called bottlenecks, i.e. those aspects of welfare of the population which demand adoption of administrative decisions and implementation of the serious correcting measures in the system of Territorial Department. The subject of monitoring defines the maintenance of indicators of monitoring – the key indicators and parameters reflecting a state and development of the territory.

As it is represented, key indicators of welfare of the population are the level and quality of life of the population (Slinkova 2012). At the same time it should be noted that despite obvious proximity of these indicators, they have the different nature. So, for example, at rather high standard of living South Korea according to World Health Organization has one of the highest rates of suicides per capita that, obviously, confirms some problems in respect of ensuring quality of life of the population. The discrepancy of the aspects of life connected with welfare and quality of life has been revealed in the 60th years of the last century, in particular, during the researches headed by R. Bauer (1969).

The standard of living acts as the quantitative characteristic of a way of life of the population which is giving in to accurate accounting on the basis of statistical and other objective data. As parameters of the standard of living of the population usually use the following

indicators:

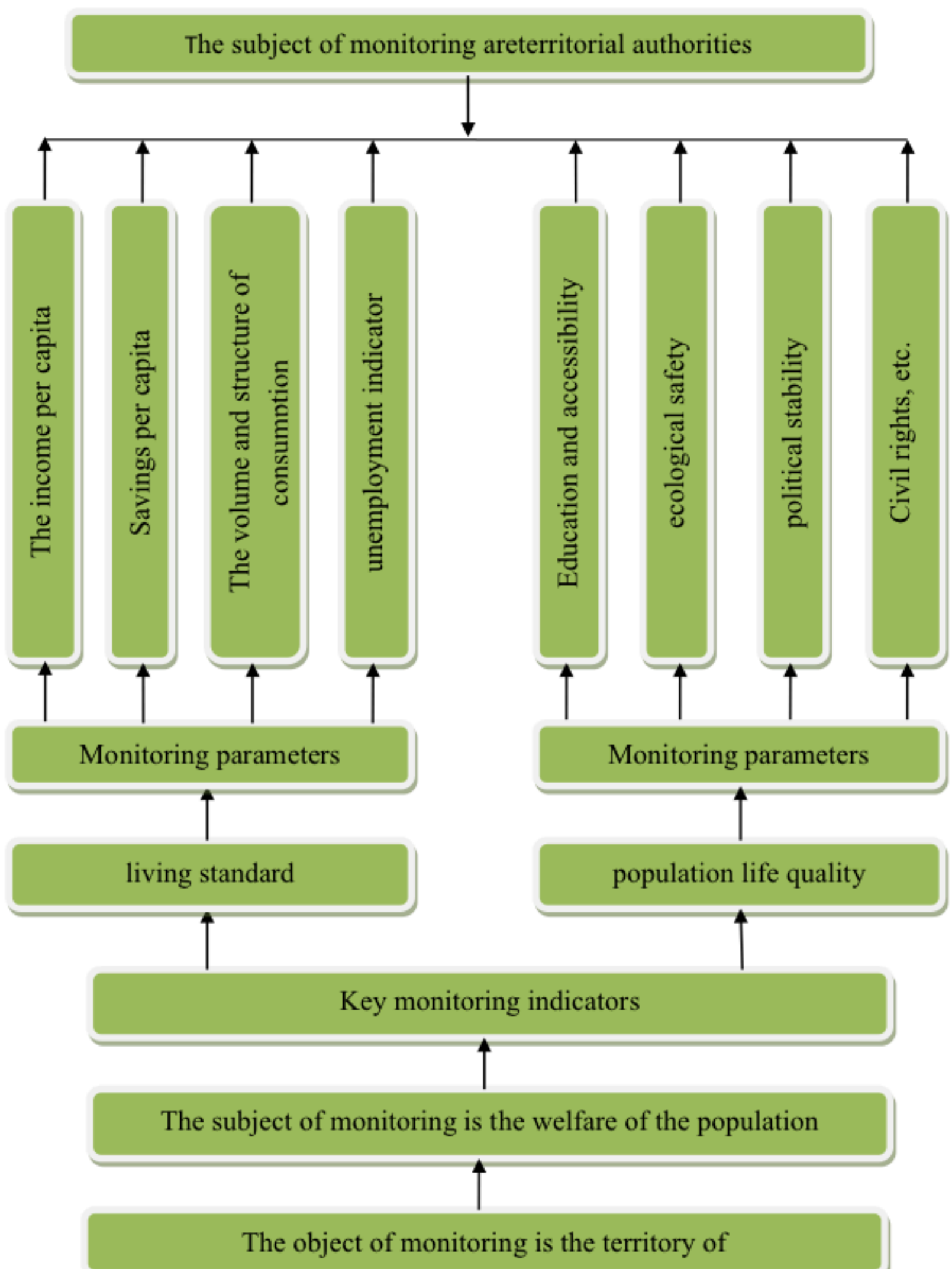
- average monetary per capita income and savings;
- indicators of differentiation of the population on income;
- a ratio of the average per capita income with the size of a living wage;
- unemployment rate;
- volume and structure of consumption of concrete material benefits per capita, etc.

The quality of life is the qualitative characteristic of a way of life of the population reflecting his such aspects as education, medicine and their availability, a state and tendencies of demography, ecological safety, political and social stability, satisfaction with life and its various aspects, universal freedoms and the civil rights, etc. Some of these parameters have objective character and concrete measuring instruments, for example, indicators of demography are measured through assessment of average life expectancy of the population, infantile and maternal mortality, etc. Other parameters have exclusively subjective basis, and their characteristic can be carried out on the basis of polls of the population, expert estimates and other special sociological researches.

The bodies of Territorial Department working in close as interaction with the population of the territory and public organizations representing his interests act as the subject of system of monitoring of territorial development. Taking into account the made observations the system of monitoring of territorial development has the appearance presented in the figure 1.

Figure 1

The monitoring system for territorial development

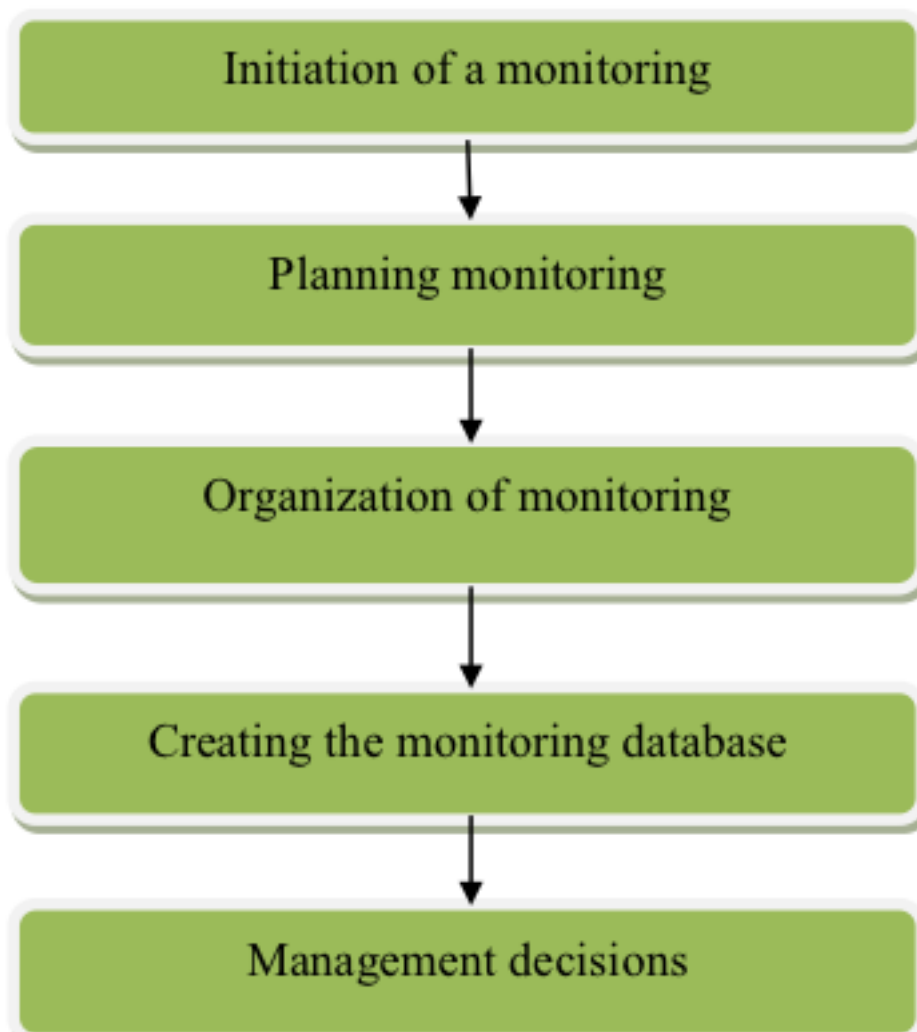


Process approach considers monitoring as a process and it highlights the main stages of this process. The analysis proposed in the literature and used in practice approaches to the organization of the monitoring process allowed us to establish a set of interrelated stages of the process (Figure 2).

The stage of initiation of monitoring is preparatory and involves, firstly, the substantiation of the necessity and feasibility of monitoring. The fact is that "embedding" in the existing system of territorial administration, a new additional subsystem is connected with necessity of attraction of additional resources (financial, human, technical) that assumes the existence

of these resources or search for sources to attract them. Secondly, at this stage is the establishment of physical and legal entities, whose cooperation is necessary for successful implementation of the objectives of the monitoring.

Figure 2
The monitoring process of territorial development



At the planning stage of monitoring is carried out complex of measures, associated with the development of instrumentation monitoring the composition of the specific activities and the responsible persons, the establishment of schedules and milestones of the implementation of measures, etc. This stage concludes with the development and approval of the document formally enshrines all the above points. As such a document may be a plan, programmer or project monitoring.

Stage monitoring includes activities aimed at creating conditions for the collection, processing and systemizing the necessary information about the object of monitoring. A direct result of the implementation of this phase is the development of the monitoring database. The database is constantly expanding array of data reflecting the status and trends of monitoring parameters. The use of these data in order to improve the management of the territory is the content of the last stage of monitoring. At this stage, the analysis of the prevailing and forecast future trends in the parameters of the welfare of the population, management decisions aimed at overcoming the negative and strengthening of positive trends.

One example of effective use of monitoring of welfare of the population in the system of territorial administration is the Belgorod oblast. Belgorod oblast is part of the Central Federal district of the Russian Federation, occupying an area of 27.1 km². Here in 2003, was approved the program of improvement of quality of life of the population of the Belgorod region, involving the interaction of authorities, other subjects of social control and citizens in the task of providing a decent living. The result Belgorod oblast became one of the first subjects of the Russian Federation, which created the legal basis for the implementation of strategies to improve the welfare of the population (The law of Belgorod region from 02 April 2003 No. 74).

Approved by the Government of the Belgorod region Strategy for socio-economic development for the period until 2025, formulated the strategic goal of region development,

which involves “reaching for the population of the Belgorod region decent quality of life and its continuous improvement based on innovation-oriented economic and social policies, development of science-intensive and competitive industries taking into account geostrategic priorities in the South-West of the Russian Federation” (Resolution of the government of Belgorod region from January 25, 2010).

Conceptually, the strategy involves a maximum orientation of territorial administration in man and relies on a number of important ideas (Resolution of the government of Belgorod region from January 25, 2010):

- quality of life is the main landmark of the development of society, a kind of compass of any transformation carried out in the field;
- improving the quality of life is considered as a long-term perspective, not limited to a time frame;
- the government must have a clear understanding of people's needs, not to interfere with those who are able to solve their problems, and to help those who cannot do so due to objective circumstances;
- improving the quality of life is ensuring the human right to life and protection; creation of favorable conditions for work, life and spiritual development; with the presence of people hope for a better future, and with the moral health of society.

The practical implementation of these ideas and constant monitoring of parameters that reflect the well-being of the region's population, are yielding results: in recent years, Belgorod oblast consistently ranks in the top six in the rating of Russian regions on quality of life (Federal state statistics service, n. d.). The table 1 shows dynamics of some parameters of welfare of population of the Belgorod region for 2012-2016.

The demographic situation in the Russian Federation is one of the most acute problems. Belgorod oblast is one of the few Russian regions with a positive demographic trend. The population of the Belgorod region has been steadily increasing. This trend is being provided due to the growth of birth rate and positive migration flows. It should be noted that the tendency of some reduction of migration growth in 2015, caused by events in Ukraine, which directly borders the Belgorod region, in 2016, has been overcome.

Incomes are an important indicator, providing the financial basis of the welfare of the population. Over the period of time the average per capita income of the population increased by 38.6% and amounted to 30024 rubles a month. The value of the subsistence minimum for the period increased by 59.1%. The ratio of the rate of growth of these indicators shows a decline in the real solvency of the population, which undoubtedly should be seen as a negative trend resulting from the economic crisis.

Table 1
Dynamics of indicators of well-being of the population
Belgorod region (Federal state statistics service, n. d.)

Indicators	2012	2013	2014	2015	2016
The resident population in an average year, people	1538529	1542546	1546022	1549037	1551501
The total fertility rate (number of children born per woman throughout the period (15-49 years) .	1,52	1,53	1,54	1,56	1,55
Migration, people	8591	6566	7591	5918	7067
The average income per month, rubles	21659,5	23734,7	25372,0	28327,1	30024,0

The subsistence minimum in the General population, in an average year	5125	6078	6695	8134	8153
The share of population with money incomes below subsistence minimum, % of total population	6,5	7,4	7,5	8,6	8,0
The ratio of average accrued pensions with the subsistence minimum of a pensioner, %	206,9	188,8	181,9	175,8	251,8
Assets ratio (the ratio of income of 10% most and 10% least well-off population), times	15,4	14,7	14,2	13,3	14,1
The unemployment rate in an average year, %	3,7	4,0	4,0	4,1	4,0
Life expectancy at birth, years	72,0	72, 2	72,3	72,6	72,9
The infant mortality rate, the number of dead children under one year of age, per 1,000 live births	7,1	6,5	5,8	6,2	6,0
The annual volume of commissioning of housing, mln m2.	1,2	1,3	1,5	1,6	1,4
The number of registered crimes per 100,000 thousand people of the population	968	968	925	1019	884
The number of suicides in the calculation of per 100,000 population per year, people	17,3	17, 0	15,9	18,2	15,9

As a result of the economic crisis in the country should be considered and the emerging trend of the rising share of population of the Belgorod region with incomes below the subsistence level, which was overcome only in 2016. A similar situation can be seen in respect of income of this category of the population as pensioners. The ratio of average accrued pensions with the subsistence minimum of a pensioner from 2012 to 2015 has steadily declined, but in 2016 the growth of this indicator compared to the previous year amounted to 43.2 per cent. These trends allow us to make optimistic forecasts on overcoming the consequences of the economic crisis.

Another very acute problem of contemporary Russian reality there is a large differentiation of the population by income level. According to the data presented in the table draws attention to the fact that during the economic crisis, the level of differentiation of population of the Belgorod region by income has steadily declined, and in more prosperous 2016 increased slightly. This trend is consistent with the General economic situation in Russia as a whole and indicates the return to pre-crisis model of economic growth. It should be noted that the level of the coefficient of funds (deciles ratio) in the Belgorod region is significantly lower than the corresponding figure for the Russian Federation as a whole (the 14.1 and 15.7, respectively, in 2016).

Belgorod oblast is among the leaders in life expectancy at birth. During the period under review, this indicator increased steadily and amounted to 72.9 years in 2016. The infant mortality rate in the Belgorod region is also below average for the Russian Federation as a whole (6,0 and 7,1, respectively, in 2016).

Good position and a generally positive trend are the following components of quality of life in Belgorod region, as the living conditions of the population, safety of residence, etc. According to a poll of 40.8% of the respondents of the region's population is satisfied with the rendered medical aid (for Russia as a whole, the figure is 35.4%), 67.6% of the quality of General education (in Russia, at 63.5%), 60.2 per cent of – the activities of bodies of Executive power (in Russia – by 37.1%) (A rating of the quality of life in the regions of the Russian Federation, n. d.). The latter figure shows that the efforts of regional authorities aimed at improving the welfare of people find a positive response from the inhabitants of the Belgorod region.

4. Findings

The conducted research allowed to justify the use of monitoring as an effective instrument of territorial management that provides a qualitatively new analytical basis for making operational and strategic decisions aimed at improving the welfare of the population. Despite the significant impact of the General economic situation in the country, each territory has unique opportunities to improve various aspects of life of the population, shaping the quality of life. The use of monitoring allows to timely detect negative and positive trends and to make informed management decisions aimed at elimination of negative trends and (or) the compilation and use of best practices for sustainable socio-economic development of the territory.

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