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INTEGRATED PROGRAMMING IN NATIONAL DEVELOPMENT*

I. INTRODUCTION

Actions undertaken to foster development, and social-economic and territorial cohesion are crucial if the strategic objectives of state policy are to be accomplished.¹ The manner in which they are organized, both in terms of the subjects involved (entities responsible for accomplishing development priorities) and their operation (applicable procedures) is decisive for the efficiency and effectiveness of public administration structures in the domain of development.

One of the conspicuous issues here is the shortage of suitable systemic solutions which may serve undertakings oriented towards national development, ensuring that they are efficient and effective at the same time. In order to address the problem (lack of efficiency and effectiveness of action), it has been assumed in this study that an integrated, national programming mechanism should be created to benefit public policies. The mechanism would encompass horizontal programming (for example, financial planning, spatial planning),² as well as selected sectoral policies (for example, energy policy, health policy).³ The current situation in Poland is that those interlinked policies are indeed intended to accomplish concurrent development goals, but they are implemented on the basis of separate, often inconsistent and uncoordinated systems of programming and planning. Hence the need to integrate the actions of public administration bodies which have been designated to carry out such policies.

Combining actions into larger complexes meets the current demand for complementariness and cohesion of state action, as elementary components of an integrated approach to development. The concept derives from the premises underlying EU cohesion policy reform and the efforts to improve the spatial scope of development-oriented action in the Member States.⁴ In consequence, it has been put forward that action – including strategic programming

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¹ Finta (2019), Suwaj, Szczepanowski (2009); Szreniawski (2000).

² Kyriacou, Muinelo-Gallo, Roca-Sagalés (2015).

³ Lins Aracaty E Silva, Fróes Da Costa (2018).

⁴ Koch (2016).

systems at EU, national and regional levels, with territorial circumstances taken into account – should be better coordinated; at the same time, that more thorough integration of EU is absolutely essential.⁵

Implemented at the national level, the integrated approach to development is expected to enhance the management of public policies through increased coordination of public actions and their complementariness. These actions should first and foremost comprise the joint formulation and dovetailing of development priorities and methods to achieve the latter, so as to preclude conflict and overlapping of objectives. This is particularly justified when various policies affect the development of the same territory. For this reason, the characteristics of the integrated method include the territorial bias of sectoral policies and the functional approach to development. Here, one emphasizes the need to increase linkage between actions taken as part of diverse departmental policies and particular territory; also, it is necessary to demarcate the areas of intervention (relating to development-oriented action) based on the functional criterion.⁶

The integrated approach to development is an element of a broader shift in how the administration of public affairs,⁷ including development (at the EU and MS level alike) is envisioned, involving attempts to employ market mechanisms in order to boost the effectiveness, efficiency and quality of public administration – New Public Management.⁸ Intensified cooperation between nationwide structures – and with the regional as well as local economic and non-governmental milieus – at an international level is a fundamental argument for the adherents of departure from previous methods of management in favour of transitioning towards the ever more strongly advocated concept of multilevel governance.⁹ The concept presupposes the sharing of power between various tiers of administration, as well as the public, private and civic sectors. Here, particular importance is attached to extensive participation of multiple levels of public authority, which operate together with social and economic partners to accomplish public tasks.¹⁰ The participatory model of governance has a robust normative foundation, being predicated on the core principles which inform the functioning of the European Union: the principles of subsidiarity and proportionality, expressed in Article 5 of the Treaty on European Union.

The principle of partnership also plays a paramount role in the configuration of public administration structures, in particular those which are entrusted with tasks that require cooperation. The principle means that close collaboration is to be practiced between public institutions, economic and social partners, and entities which represent civil society at national, regional

⁵ Jeżewski (2002); Grosse (2008).

⁶ Kokocińska (2018).

⁷ Kiczka (2015).

⁸ Gow Dufour (2000); Hausner (2008); Lipowicz (2008).

⁹ Hofmann Türk (2009).

¹⁰ Kokocińska (2015).

and local levels. Its significance is especially highlighted in those domains which contribute to increased economic, social and territorial cohesion in the expanded European Union.

The Member States, being obligated to follow through with the EU undertakings aimed at national development and cohesion in the social, economic and spatial spheres, must simultaneously ensure an adequate system for carrying out tasks at particular territorial levels.¹¹ The system has to be compliant with the institutional, legal and financial framework in a given member state, though it should be built in accordance with the provisions of EU secondary legislation and the elementary EU standard in respective fields. The standard ensures effective implementation of the EU policy, which is further supported by the principles of multilevel governance and the integrated approach to development. Member States should develop appropriate structures and such formulas for pursuing their tasks which ensure a partnership-based approach – a mainstay of multilevel governance. As emphasized in EU soft law documents, the need to enhance the efficacy of EU and national actions in the area of cohesion and development policy is reflected in the EU culture of multi-tiered governance, which is strongly endorsed within the Union (chiefly by the Committee of the Regions).

In Poland, the implementation of the concept of multilevel governance in the integrated approach to development, which entails the partnership of the involved entities, relies on clearly specified legal underpinning. The latter is provided by the constitutional principles on which the state's territorial system is founded, including the principle of subsidiarity and the principle of decentralization of public authority, as well as by the Act of 6 December 2006 on the Principles of Development Policy. The principle of decentralization has a major role to play in shaping relationships between public authority bodies. It determines the organization of the executive, which proves so crucial for integrated action. These are constitutional principles – the decentralization principle in particular – which give rise to the obligation to establish particular arrangements of tasks and competences, to implement institutional-organizational solutions based on the grassroots development of structures, whilst relying on top-down delegation of public tasks to the lower tiers of their execution.

II. IMPLEMENTING DEVELOPMENT POLICY AS A TASK OF THE STATE

In view of the above, the analysis and the research problem itself derive from the statutory regulations governing development policy, introduced into Polish normative order by the aforesaid Act of 6 December 2006. The law addresses the task incumbent on the state with respect to development

¹¹ Rodríguez-Pose, Tselios (2019).

policy, in particular where it bears fundamentally on other areas of the public authorities' activity: domains linked to development of the country and cohesion in each of the statutorily specified dimensions – meaning objective ones (relating to particular fields or industries), as well as spatial (territorial) ones. Pursuing a development policy encompasses public tasks that are carried out on a nationwide, regional, and local scale. The executive branch is thus obligated to strive for permanent and sustainable development of the country, work towards social-economic, regional and spatial cohesion, increase the competitive potential of the economy and create new jobs on a national, regional, or local scale (Article 2 of the Act on the Principles of Development Policy). This very comprehensive public objective, as well as the range of entities tasked with it, results in a complex arrangement of multi-tiered relationships, arising in various spheres of collaboration between the bodies to which the obligation to implement development policy applies. In Poland, this means the Council of Ministers and the territorial self-government. In consequence, undertaking action in this respect necessitates cooperation spanning all levels of the executive.

Due to the joint scope of action, cooperation must proceed under a particular mode, which the law defines as a 'complex of reciprocally connected actions'.¹² The adopted normative framework within which development policy is pursued, that is, presuming a complex of connected actions, derives from the systemic nature of public tasks and the breadth of the public goal which needs to be achieved on a national, regional, and local scale. Regarding practical implementation, this requires the entire public administration to be treated as an integrated, functional whole.¹³

Therefore it needs to be assumed that the manner in which development policy is to be pursued as a normatively separate and specifically defined activity of the state, may constitute an organizational 'model' for structures and actions in other areas of the state's development-oriented commitment.¹⁴ For this reason, it is legitimate to consider the act on the principles of development policy as the fundamental normative regulation which enables systematic structuring of actions that are carried out as part of other related policies, including planning.

III. STRATEGIC PROGRAMMING FOR DEVELOPMENT POLICY

A particular role should be attributed to development policy programming: drafting and passing policy instruments (development strategies and programmes), thanks to which the actions of public administration are systematized.¹⁵ The obligation to ensure strategic programming has been imposed

¹² Kokocińska (2014).

¹³ Kokocińska (2014).

¹⁴ Kokocińska (2018).

¹⁵ Chandler (1962); Glueck (1980).

on bodies within the executive branch: the Council of Ministers, territorial self-government units and their administration.

The national system of strategic programming in the conduct of development policy consists of development policies implemented through respective programmes. Development strategies, being manifestations of the policies of the entities which pursue it, are characterized by having an indicative nature, in that they contain information on trends, challenges, concepts and scenarios of social-economic development seen from a particular perspective, thus indicating objectives, directions and priorities of development. They reflect the dimensions (national, territorial, or domain-specific) of the state of public affairs in a given sphere. Consequently, it may be determined which directions of development policy (and state intervention) are the most likely to accomplish strategic goals. Pursuant to Article 9 of the Act on the Principles of Development Policy, development strategies include long-term national development strategies, mid-term national development strategies, as well as other development strategies, which represent documents defining the basic conditions, goals and directions of development applicable to sectors, domains, regions or spatial development, including metropolitan and functional areas. The mid-term strategy of national development ranks the highest in the hierarchy of the aforesaid strategies, as it sets out the conditions, objectives and directions of national development in the social, economic, regional, and spatial dimensions, whilst taking into account the EU cohesion policy. First and foremost, the mid-term strategy determines the strategic tasks of the state and lays down the principles according to which they are introduced into programmes. The rules of multiannual financing of development policy in the course of its implementation are regulated under the Act of 27 August 2009 on Public Finance.¹⁶

As documents which represent the operational facet of strategies, programmes provide data on the state of affairs from an issue-oriented, domain-specific or territorial standpoint (diagnoses and estimations), as well as convey detailed objectives drawing on the assertions made in the strategy. They contain strictly defined priorities and directions of intervention, outline the monitoring measures and evaluation benchmarks for the principal objectives and detailed objectives, as well as provide the financing schedule. The scope of the content of programmes, which focus on specific objectives and actions undertaken to accomplish those (simultaneously specifying applicable sources of funds) permits them to be classified as programming documents of the influencing type. It is with development strategies and programmes in particular that one couples legal acts containing measures which encourage specific categories of entities (both public and private as far as development is concerned) to achieve the objectives set out in those documents. Thus, they function as incentives to make particular states of affairs a reality.¹⁷

¹⁶ Journal of Laws of the Republic of Poland 2019, items: 869, 1622, 1649, 2020.

¹⁷ Szydło (2006).

It needs to be noted that both development strategies and programmes are intended chiefly for public administration bodies. They designate the goals and direction of actions which possess strategic significance from the standpoint of development policy.¹⁸ For this reason, they are binding on the state's administrative apparatus, setting forth the mode in which the latter should proceed, and determining goals that need to be accomplished, though they do not institute any coercive measures to enforce pertinent action. This is the distinctive trait of development programming acts (planning norms); the norms formulate a programme of actions and stipulate the means to carry them out to provide an incentive, but they do not constitute the source of competences,¹⁹ merely indicating how these should be employed.²⁰

The programming mechanism in development policy follows a sequence of consecutive stages that facilitate the accomplishment of the adopted objectives, whilst remaining in line with overall state policies (sequence of organized action).²¹ Planning the activities of public administration is a process spanning numerous actions, which can nevertheless be grouped into smaller sets. Among these, one discerns actions which initiate the preparation of development strategies and programmes: diagnosing social, economic, regional and spatial circumstances in the country, supplemented with environmental data and forecasts. In conjunction, they provide a basis for the determination of goals and directions of action that need to be taken by entities involved in development policy, as well as indicate measures that should be adopted. In the subsequent stage, the implementation framework has to be established, comprising rules and procedures which the institutions carrying out development strategies and programmes have to comply with in the fields of management, monitoring, evaluation, supervision, reporting and coordination. In the course of these stages, one also determines the scope of financial outlay by means of financial planning. These sets of actions are covered in terms of substance and structure by respective development policy instruments. (Chapter 2 of the Act on the Principles of Development Policy.)

Consultation procedures are a vital element of development programming, as they take place both when challenges and needs that have to be addressed are analysed, and when the goals and priorities that lead to their resolution are being chosen. The entities which partake in the consultation process include, in the main, decentralized structures of public administration (at government and self-government levels), as well as social and economic partners. The applicable instruments of cooperation, such as consultations and gathering opinions on development policy acts, negotiations concerning the conditions of their implementation (for example, in the territorial agreement procedure) or guaranteed participation in review-advisory bodies are only auxiliary and supplementary in their nature. However, their significance lies in the fact

¹⁸ Kokocińska (2016).

¹⁹ Ochendowski (2009).

²⁰ Strzyczkowski (1985).

²¹ Górski, Kierzkowska (2012).

that they provide measures which give effect to the principles of partnership and multilevel governance, without which development policy cannot be pursued effectively.

Even though programming has been instituted by pertinent legislation as a method to be employed by public administration in their efforts for development, these future-oriented activities which consist in designating the goals and tools to achieve them is in fact practiced in many domains, such as spatial or financial planning.²² However, what sets programming of development policies apart is the distinct manner in which it is organized. In this case, current circumstances and policies are combined with making predictions as to the future, which is then coupled with actions aimed at implementing the development policy (that is, actual implementation of development strategies and programmes). Thus, the actions of all the entities involved in the pursuit of development policy constitute a cohesive entirety.²³

As it follows from the above, the model of programming adopted for the implementation of development policy is legally systematized. The model presupposes considerable independence of programming entities at each level on which development policy is pursued (national, regional, local). The system of development strategies and programmes relies on coherent programming documents, while the interlinks between specific programming acts (namely, the development strategies determining overall goals and directions of action as well as programmes which represent executive instruments) are lucidly and precisely formulated. The internal structure of each type of programming act is also orderly aligned with pertinent statutes. Importantly enough, the system encompasses strategically important documents for development-related undertakings (nationwide, regional and local) and at the same time regulates the manner in which public administration bodies practice planning in other fields of their activity.

IV. THE COORDINATION OF ACTIONS IN NATIONAL DEVELOPMENT PROGRAMMING

Next to programming, coordination represents a legal institution which proves crucial in the integrated approach to implementing public policies. At the same time, it offers a means to harmonize and integrate the actions of public administration as part of the emphasized, systemic approach.

Coordination is one of the forms of cooperation and constitutes a feature of both the administration and management of public affairs. Its application is determined by the organizational structure of public administration and the tasks to which it has been appointed, since coordination serves to solve issues or reach goals which are common to those public administration bodies whose

²² Ipsen (1966); Egerer (1971); Schmidt-Assmann (2001).

²³ Kokocińska (2014).

scopes of competences ‘intersect’. After all, cooperation encompasses not only the internal sphere of state administration; it is also practiced between the administration and the non-public entities which carry out public tasks, and in the external sphere, where public administration collaborates in a shared domain with private entities.²⁴

As a type of cooperation, coordination is intended to harmonize and integrate actions of particular structures within the framework by bringing their interest into concordance. This conformation seeks to enable the accomplishment of specific public goals by the entities pursuing a policy in a given area, at the same time serving a superior public interest. It is therefore greatly important that normative regulations provide for coordination as well, so that actions are undertaken in a concerted and coherent manner. In any of the areas where public authority structures with their social and economic partners partake in the decision-making process with respect to a shared concern, it is necessary to introduce institutions thanks to which the actions of these entities are ‘put in order’. Coordination is the very instrument designed to make them arrive at shared positions and uniform policy in the area of joint interest. The need for concordance and cohesion in discharging a common public duty (that is, common in terms of its systemic nature) and carrying out tasks that due to their range and scope have been assigned to various public entities in the systemic framework, justifies the exercise of coordinating competence. The important thing is the outcome of coordination – its intended objective – to prevent the actions of policy-doers from overlapping, duplicating or competing. It also permits their positions to be confronted and appraised while respecting their legal status.

V. CONCLUSIONS

At present, programming (with respect to development policy) and planning (in other areas where the state is involved) are some of the primary tools employed by the state to pursue their social and economic agenda, considering the scope and the forms established by systemic solutions (also in the context of Polish membership in the European Union).

Given the findings of preliminary research, it should be presumed that programming is vital for development policy, and provides the necessary foundation for the actions of the executive branch in the domain of public planning. The systemic nature of development programming, which makes it superior to other areas of planning activity, results from the fact that it is statutorily defined as strategic, both in view of the programming entities, the goal of programming, and its sweeping scope. This is aptly reflected in the extent of territorial impact (nationwide, regional, and local), as well as in the subject matter that the programming may target (there being no

²⁴ Stahl (2013).

limitations to potential content). Moreover, the interlinking of development programming documents that are adopted at different levels of territorial division and pertain to various spheres of social-economic life or temporal horizons, serves to harmonize the actions undertaken by public authorities and their administration to further development and cohesion. Therefore, the programming mechanism applied in the case of development policy may provide a point of reference for other areas of public planning in terms of their normative regulation.

The analysis of programming in the pursuit of development policy – where it is construed as a model framework – should first of all take into consideration the EU policy for growth (including its cohesion policy). Nation-level actions undertaken with development, social-economic and territorial cohesion in mind are inseparably aligned with EU law and policies, in particular with the Union's cohesion policy. Above all, any undertaking of the kind must correspond with the fundamental solutions which establish the scaffolding of a cohesive system of action, including actions of national public authority bodies tasked with the implementation of EU priorities for smart, sustainable and inclusive growth. The law of the European Union institutes specific mechanisms of cooperation with the aim of ensuring the effectiveness, fairness, and sustainable impact of EU intervention; the mechanisms in question are thus to be appropriately adapted and applied by the Member States. The model of integrated approach to development should also make allowances for the systemic structure of relationships between public entities. These relationships are determined under the principle of the uniform state, in conjunction with the adopted territorial configuration and decentralized organizational format of the executive. These elements, constituting the essence of the system of the Republic of Poland, determine the structure of power in the state, whereby the uniform executive power is exercised by the central and self-government entities. It needs to be emphasized that these bodies of authority are not constructed on the basis of opposition and competition, but collaborate to pursue the state's coherent development policy. The above circumstances should be reflected in the integrated model for development programming.

The studies conducted to date confirm that the normative solutions with respect to development policy programming (and its implementation) may offer a point of departure for further research into interdependencies and correlations between the latter and planning in other domains of state activity. The normatively determined legal framework for programming in the conduct of development policy may provide a blueprint on the basis of which a model of integrated programming can be constructed, lending order to the planning-related activities of the state.

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INTEGRATED PROGRAMMING IN NATIONAL DEVELOPMENT

Summary

This paper focuses on the premises underlying the legal concept of the integrated development planning model. The author draws attention to external exigencies (resulting from EU policies and the provisions of EU legislation), as well as internal (national) circumstances which need to be taken into account when devising an integrated model for planning. It is underscored that an integrated approach means concentrating action geared towards the accomplishment of strategic development goals that constitute major objectives both for all entities of public authority in the country, that is, governmental and self-governmental tiers, as well as for social and economic partners. Also, the author highlights that an appropriately constructed mechanism of the integrated approach in national development programming should rely on integrating state efforts in the domain of strategic programming for development policy with horizontal and sectoral planning. The paper thus outlines the components of the legal mechanism of development-related programming that are intended to serve the formulation of the integrated approach as model solutions. The suggestions and conclusions advanced in the paper may contribute to an integrated paradigm of development programming that, when implemented, will make it possible to enhance the efficiency and effectiveness of the actions undertaken by public administration.

Keywords: public policy development; socio-economic cohesion; integrated approach; planning; programming; coordination; public law

