

Strategic Management of Sustainable Development of Siauliai City and District

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Abstract

The paper presents an assessment of sustainable co-development of Siauliai city and district municipalities based on research literature, document, statistical data and expert attitudes analysis. Four key sustainable development focal points for 2007–2012 were singled out, corresponding to the social, economic, environmental and institutional sustainable development domains. It is argued that sustainable co-development of the mentioned municipalities could be developed in the four main strategic directions, corresponding to the four sustainable development domains.

Keywords: strategic management, sustainable development, municipality, good governance.

Introduction

Importance of the research

The processes of social development and progress in the 21st century are characterized by a tendency for rapid change and innovative dynamism. Constant changes in the profile of the population of the European Union and Lithuania (decreasing birth rate, increasing life expectancy and migration), increasing consumption of goods and services and intensifying depletion of resources are directly connected with consumption, air, water and environmental pollution, climate change, other global problems that are key challenges for the future of welfare states. These challenges directly affect economic, social and environmental policy of every country. The key requirement for stable development of these policies is sustainable development of the state and its separate territorial units. The importance of solving these urgent problems, that have direct impact on sustainable development, has raised a lot of discussions among researchers, politicians and the general public. The topic of sustainable development is of equal importance at the level of international organisations, state governance and administration because it is a long-term process which can be implemented only by properly combining it with strategic management.

The research problem and the level of its exploration. At the national level, sustainable

development has been investigated by Ciegis, Zeleniute (2008), Ciegis, Ramanauskiene (2011), Grizans, Vanags (2010), Melnikas (2009), Parris, Kates (2003), Razauskas (2009) et al. The relationships between sustainable development, knowledge management and knowledge economics have been examined by Atkociuniene (2008), Dementjeva (2011) and other Lithuanian and foreign researchers. Sustainable development of cities and districts has been analysed by Tamosiunas (2009), Bivainis, Tamosiunas (2008), Navickas, Tamosiunas (2008), Burinskiene (2003), Soltesz (2010), Simanskiene, Ciegis, Ramanauskiene (2011), Vileikiene (2008), Zagorskas (2007) et al. However, the mentioned studies have analysed sustainable development of a particular institution – the state, the region or the municipality. Analysis of several institutions, more specifically analysis of sustainable co-development of the metropolis and the periphery, is desirable. With the processes of urban development in Lithuania, economic and social differences between a few cities and many peripheral regions of the country have become more pronounced. However, the so-called annular settlements, districts around the big cities, experience a more rapid urbanisation in comparison with other territories that are further away from such centres; they have increasingly more economic and social links with cities. That is why it makes sense to analyse sustainable co-development of the city and the annular district.

Siauliai district is annular, with Siauliai city in its centre. That is why in comparison with other districts of Siauliai region, it is of a particular importance for Siauliai city. Links of this district with Siauliai are extensive and important for the inhabitants of the both, city and district, municipalities. That is also why it is important to analyse development of the city and the district together, to examine sustainability of this development and to substantiate the key strategic development directions for the future development of Siauliai city and its district.

The following questions set the basis for the research problem:

1. What would be the common key points of sustainability for the both municipalities?
2. What could be major strategic directions for the development of sustainable co-development of Siauliai city and district municipalities?

The aim of the research is to substantiate strategic directions for sustainable co-development of Siauliai city and district municipalities.

The research subject is sustainable co-development of Siauliai city and district for 2007–2012 and its strategic directions for 2014–2020.

Research methods. Content analysis of Lithuanian and foreign research literature, legal documents, strategic plans, reports and other documents was carried out. For analysis of empirical data results, qualitative and quantitative methods were combined: a) content analysis of the documents in order to examine sustainability of co-development of Siauliai city and district municipalities; b) statistical data analysis for calculation and assessment of the Integrated Sustainable Development Index of Siauliai city and district vs. Lithuanian municipalities' average for 2007–2011. The index consists of the economic and social development and environmental indices and indicators; c) a qualitative survey of 4 experts responsible for different aspects of strategic management in Siauliai city and district municipalities.

Theoretical discourse on strategic management of sustainable development of municipalities

1. Systemic analysis of sustainable development concepts. The development of cities

and districts involves not only social, economic and ecological areas. Political, economic, social and technological progress as well as state development processes depend very much on a variety of factors related to the global or regional situation, and, next to the mentioned spheres, it encompasses legal, political and other areas. According to Tamošiūnas (2009, p. 7), *sustainable is such development, which offers an opportunity to achieve wellbeing for the present and future generations by combining environmental, economic and social aims of society by staying within the allowed limits of the environmental impact.*

The English term 'sustainable development' is translated into other languages by various other terms, such as 'harmonious development', 'sparing development', 'stable development', 'balanced development', 'continuous development', etc. Such collocations are often understood in a different way. The concept of sustainable development is a complex one, consisting of a number of different interconnected and interrelated elements. However, the majority of authors agree that sustainable development is such development that meets the needs of the present and future generations in an optimal way and encompasses three domains: environmental, economic and social.

According to Burinskiene (2003, p. 7), the definition of sustainable development was first formulated in 1987 in the report of the UN Environmental and Development Committee entitled "Our Common Future". Sragauskas (2005, p. 10) points out that the number of domains in the definition of sustainable development has increased as follows (see Table 1):

Table 1

Change of the domains in the concept of sustainable development

Domains	Substantiation of the change of domains
Economic Environmental	Economies and environment, instead of limiting each other, should help in finding extra opportunities. A lot of attention is paid to economic efficiency, which is understood as production and delivery of goods and services that improve the quality of life and environment as well as wellbeing, without limiting the opportunities of meeting the needs of future generations by decreasing the use of resources up to the renewable limits.
Economic Environmental Social	The second stage of the formulation of the concept of sustainable development focused on the welfare economies; it called for an appropriate ideological background for the development and efficient means of management. A sudden qualitative leap in the sphere of information technologies, developing legal, managerial and technical environmental means, globalisation of business and political structures as well as integration of social institutes and markets opened the door for broad social development.
Economic Environmental Social Political-organisational	The third stage of the development of the concept identified the changes that took place, formulated tasks, coordinated the methods of their implementation and controlled their efficiency. A strong enough political democratic system became the background for the rational development of socio-economic systems without damaging natural environment and slowing down welfare development rates.
Economic Environmental Social Political-organisational Ethical	Recently, more and more attention has been paid to the ethical aspect of development, which understands development as a normative ethical principle, speaking not so much about the things as they are but about what they should be and foreseeing constant revision of the algorithms of human activities and relationships with nature. Sustainable development more and more often is treated as an ethical ideal.

Source: compiled by authors on the basis of materials presented by Sragauskas (2005, p. 10-11).

Generalisation of the change of the domains of the concepts of sustainable development shown in the table above allows stating that the number of domains is likely to increase in the future and additional elements are going to be involved in the concept.

The scientific theories of sustainable development are based on three key development principles: stability, balance and social orientation (Лексин, Швецов, 2000): *the principle of stability* means time long enough for reproduction of the development potential. However, development is not a linear process; declines and rises are possible as well as periods of accumulation and use of the accumulated development resources; *the principle of balance* means an optimal proportion among the constituent parts of development; the most important and up until recently the least appreciated development principle is *social orientation*, which means that evaluation of situations has to be first of all carried out depending

on their impact on the standards and the quality of life of the population.

Article 1 of the General Provisions of the National Sustainable Development Strategy, adopted in 2003 and revised in 2011, states that the main provisions of sustainable development were formulated at the summit meeting in Rio de Janeiro in 1992 (Decree of the LG No.379, 2011). Sustainable development has been legitimised as the main long-term development ideology of society. The basis of the concept of sustainable development consists of three equal components: social, economic development and environmental protection. However, research literature more and more often emphasises the fourth constituent – the institutional domain of sustainable development because properly functioning institutions is the basis of sustainable development (Ciegis et al, 2010, p. 52-53).

Grizans and Vanags (2010, p. 1100) offer the following diagram of the interaction processes of sustainable urban development (see Fig. 1):

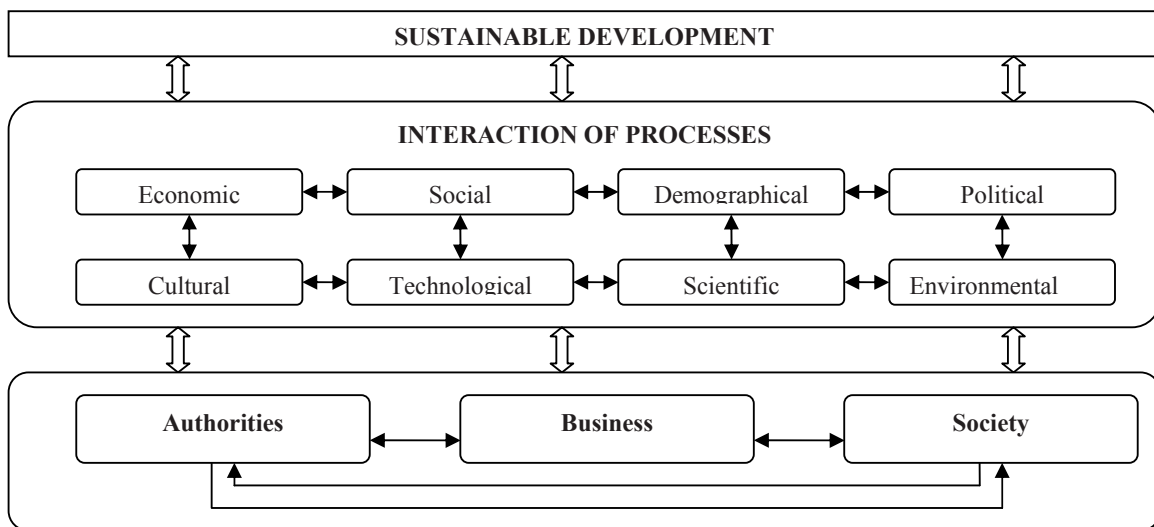


Fig. 1. The diagram of the interaction processes of sustainable urban development
 Source: compiled by authors on the basis of the diagram proposed by Grizans, Vanags (2010, p. 1100).

The diagram shows that sustainable urban development encompasses not only economic, social and ecological aspects. Authorities, business and society have an impact on the demographical, political, cultural, technological and scientific processes.

2. Sustainable development governance.

The environment, necessary for sustainable development, has recently been termed ‘good governance environment’. *Good governance*, which has increasingly become a popular research topic, is undoubtedly characterised by a critical dynamic attitude towards state governance and administration. Modern society, meeting with various challenges of globalisation, economic competitiveness, social and political unrest, technological changes, climate warming, depletion of natural resources, etc., pays

more and more attention to the implementation of the state policy by public administration. In many developed countries, good governance has become an engine for the development of public administration, enabling it to achieve a better level of public service provision and respective satisfaction of the citizens with the activities of the system of governance. With the increase of economic problems, with the activities of associations of various social groups, with the increased requirements for environmental protection, the appearance of world-wide institutional networks, increasing tensions among various interest groups, it has become possible to manage economic, social and environmental processes well and to coordinate their aims in accordance with a respective sustainable development concept. Such good governance

has become an inseparable attribute of a modern democratic society and the subject of particular importance for scientific research.

Although the principles of sustainable development were already defined in 1992 at the UN Rio de Janeiro summit, it was “Rio+20” conference in June 2012 that focused on green economies and institutional structure. It has been recognised that coordination of economic, social and environmental aims is possible only through the institutional environment because “democracy, good governance and the rule of law at the national and international levels as well as an empowering environment are the basis for sustainable development, including economic growth, social development, environmental protection and elimination of poverty and famine” (Juknevičienė, Kareivaite, 2012).

Good governance is understood as a purposeful and indispensable condition for the implementation of sustainable development. The conference “Good Local and Regional Governance – A European Challenge”, which took place in 2007 in Valencia and assembled European ministers responsible for the local and regional governance, has established twelve good governance principles on the level of local governance (Valencia Declaration, 2007). The implementation of good governance is based on the institutions that apply the right public administration principles in their activities and develop access to

public goods and state resources based on equal rights. By navigating among various social groups and their interests, these institutions help to achieve sustainable development aims, and make it possible to achieve harmony between the needs and demands of society in respect of the future generations. Every dimension of sustainable development has to be based on the implementation of the principles of good governance by linking all this with the functions of various institutions and their implementation tactics because it is on the basis of the right institutional activities that the achievements of the state are evaluated in the sphere of sustainable development by identifying institutional indicators and the causes of their changes.

3. Strategic management of sustainable development. Sustainable development is inseparable from strategic management that allows analysing and evaluating processes systematically in order for the whole structure to achieve the set aims in a coordinated way (Tamosiunas, 2009, p. 10). Tamosiunas (2009) substantiated the importance of balance between the competition and cooperation principles for strategic management of sustainable development. His research made it possible to design a conceptual model of strategic management of sustainable development – 2C (see Fig. 2), which is dominated by two principles of strategic management of sustainable development: *competition* and *cooperation*:

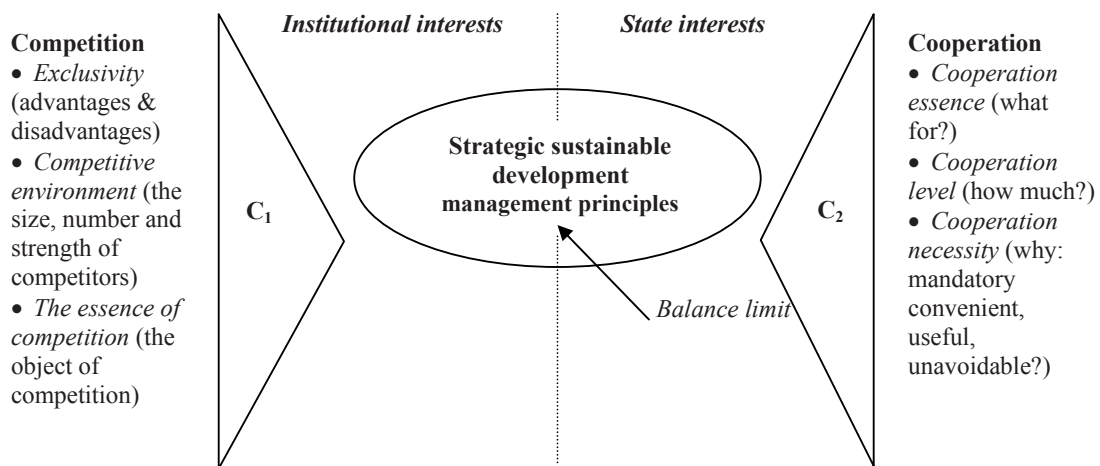


Fig. 2. Model of strategic sustainable development 2C
Source: (Tamosiunas, 2009, p. 9).

Tamosiunas (2009, p. 10) presented the following explanation of the sustainable development strategic management model 2C: the essence of this model is a match between the two components (C): C1 is an institutional competitiveness component, including exclusiveness, competitive environment and the essence of competition. Component C2 encompasses cooperation of institutional activities,

meaning the essence of cooperation, its level and necessity. In this model, the components have to be matched, i.e. the balance limit can be flexible; however, neither component should dominate. Successful adjustment of the both principles should be reflected in strategic management of processes, especially in terms of identifying priorities, strategic aims and objectives.

The principles of cooperation and competition have to help public sector institutions to keep balance between their own and state interests, to regard the situation in terms of when and with whom to cooperate and when and with whom to compete. This model also integrates other essential advantages (e.g., depending on cooperation/competition components it is possible to set the direction for activities and their comprehensive development, to validate the links between the aims, their implementation strategies and activity processes) (ibid.).

In order for the 2C model to function properly, human resources are of paramount importance, just as in other spheres. It is these resources that contribute most to the implementation of the aims. Quite a few scientists have investigated human resources management. Strategic management of these resources is also important. Strategic management of human resources can be defined as joining up human resources, strategic aims and objectives into one whole in order to improve the efficiency of activities and to create organisational culture stimulating innovation, flexibility and competitive advantage (Salaman, Storey, Billsberry, 2006). Strategic human resources management, according to Millmore (2007), is based on harmony between the strategic aims of the organisation and the aims of people working for that organisation. An ability to adjust human resources to the organisational strategy and the use of these resources to achieve a more efficient implementation of the organisational aims is the basic axis of strategic human resources management.

While implementing strategic management in institutions, it is necessary to consider seven values of an organisation: its culture, policy, learning, generation of ideas, orientation of activities, architecture and changes (Bilton, 2010). Such environment determines motivation for sustainable development in institutions.

Research into strategic management of sustainable development of Siauliai city and district municipalities

1. Calculation of the Integrated Sustainable Development Index (ISDI). The ISDI includes three

aspects of sustainable development: economic, social and ecological: $I_{SDI} = a_1 I_{ED} + a_2 I_{SD} + a_3 I_{SE}$, where: I_{ED} , I_{SD} and I_{SE} are economic development, social development and state of environment indices; a_1 , a_2 and a_3 are the weight of these indices (on condition that $a_1 + a_2 + a_3 = 1$), I_{SDI} is an integrated sustainable development index.

Each of the three indices (I_{ED} , I_{SD} and I_{SE}) in its turn consists of a number of indicators. It can be expressed as follows: $I_m = \sum_i a_i R_i$, where: R_i is index making indicator; a_i is the weight of this indicator (on condition that $\sum_i a_i = 1$), I_m is a respective index.

If, while forming an integrated indicator, the growth of the value of certain constituent indicators is assessed as a positive and desirable process, change of the index of such indicator from 0 to any greater figure should signify a favourable process, while indices of the indicators, decrease of which is a desirable process, are recalculated according to the formula $I_m = 1 / I_m$. This way the points of the indicators acquire a content (together with weights) suitable for comparison; this allows analysing growth of an integrated index as a desirable process.

Research literature and policy emphasise sustainable development of countries by ascribing equal value to its three main domains: the economy of the country, social environment and the ecological quality of its environment. All the three spheres are of equal importance and none of them should be given any priority in terms of development. An optimal variant would be achieved if all three of them developed at the same speed and level and the growth of any of them was not achieved at the expense of the other. That is why the method of equal basic indices was chosen for the present research, which means that the basic index for 2007 was divided in equal parts for each of the three spheres.

The indicators presented in Table 2 were used for calculating indices I_{ED} , I_{SD} and I_{SE} and were selected on the basis of analysis of research literature and expert advice:

Table 2

Indicators of economic and social development and the state of environment indices

Index	Indicators
Economic development	– Direct foreign investment per inhabitant, in Lt; – Municipality budget expenses for economies, in K Lt.; – Average monthly salary in the municipality before tax, in Lt.
Social development	– Municipality budget expenses for health protection, in K Lt; – Municipality budget expenses for education, in K Lt; – Municipality budget expenses for social security, in K Lt;
Environment	– Municipality budget expenses for environmental protection, in K Lt; – Wastewater purified to the norm per municipality, %; – Atmosphere pollution per municipality per person, in kg.

Source: compiled by authors

Sustainable development is important in the long run, that is why it is inseparable from strategic management and is analysed in the present research from a retrospective point-of-view (in the period between 2007 and 2011) so that essential changes during 5 years could be visible. The calculated

economic and social development and environmental indices are integrated into the integrated sustainable development index. The indices for Siauliai city and district municipalities and Lithuanian municipality averages as well as their dynamics for the period between 2007 and 2011 are presented in Table 3:

Table 3

Dynamics of the Sustainable Development Index for Lithuanian municipalities, Siauliai city and district municipalities in 2007-2011

Mean indices for Lithuanian municipalities	2007	2008	2009	2010	2011
Economic development index	33.333	37.561	33.462	33.045	37.412
Social development index	33.333	37.918	37.665	43.366	50.954
Environmental index	33.333	34.378	34.885	41.009	46.159
Sustainable development index	100	109.857	106.012	117.420	134.525
Indices for Siauliai city municipality	2007	2008	2009	2010	2011
Economic development index	33.333	33.192	26.163	35.492	30.674
Social development index	33.333	31.810	31.300	44.102	60.850
Environmental index	33.333	33.138	35.643	34.049	37.214
Sustainable development index	100	98.140	93.106	113.643	128.738
Indices for Siauliai district municipality	2007	2008	2009	2010	2011
Economic development index	33.333	34.568	31.987	33.014	53.601
Social development index	33.333	35.198	45.101	45.486	52.800
Environmental index	33.333	48.485	55.707	54.626	88.710
Sustainable development index	100	118.251	132.795	133.126	195.111

Source: calculated and compiled by authors on the basis of data from Statistics Lithuania and reference: (Ciegis et al, 2010)

The sustainable development index for the mean of Lithuanian municipalities increased during the analysed period with the exception of 2009, when a sharp decrease of the economic development index was recorded due to the global economic crisis. Although the economic development index also slightly decreased in 2010 due to the increase in other indices the overall mean of sustainable development index for Lithuanian municipalities continued to grow rapidly. During the whole analysed period it grew up by about 34.5%.

The economic development index for Siauliai city was very unstable: a sharp fall was followed by an equally sharp rise and vice versa. The social stability index, having decreased in 2008 and 2009, later sharply increased. The environmental index changed only slightly but also was not stable. During the whole analysed period, the sustainable development index for Siauliai municipality grew up only by 29%, which is much lower than the growth of the Lithuanian average.

Siauliai district municipality has demonstrated consistent sustainable development, all its indices having grown gradually. In 2009, the economic development index fell but this can be explained by the global economic crisis. During the analysed period, the sustainable development index grew up by 95%, which is almost three times more than

Lithuanian average. The environmental index grew up almost three times, and was twice as big as Lithuanian average. 2001 saw particular growth of all the indices, with the sustainable development index increase almost 62%. More than half of the increase was determined by a rapid growth of the environmental index.

2. Correspondence of the strategic plans of Siauliai city and district municipalities to the sustainable development priorities. First strategic plans of Siauliai city and district municipalities were prepared in 2002. Since 2004, all Lithuanian municipalities have been preparing 3-year strategic *activity* plans with an annual review. The plans are approved by the Ministry of Finance of Lithuania. The plans focus on a detailed distribution of municipality budgets according to the aims, objectives and means of strategic plans for the period of 3 years. Most Lithuanian municipalities have had longer-term strategic *development* plans, approved by municipality councils; these plans have a detailed analysis of the situation, while such strategic elements of municipalities as the vision, the development priorities and the strategic aims are formulated for a long-term period.

In 2006, Siauliai City Council approved *Siauliai City Strategic Development Plan for 2007–2016*, the demand for the funds and the descriptor of

the implementation supervision. The plan contains three priorities, corresponding to those of sustainable development:

- *An open, creative and responsible community* corresponds to the social priority of sustainable development. In order to implement this priority, six aims have been singled out: 1. To improve the quality of educational services and increase their number in order to meet the needs of the community. 2. To strengthen the cultural and artistic potential of the city, corresponding to the demands of Siauliai as a cultural centre of the region of Northern Lithuania; to improve conditions for cultural activities of the community of the city, to expand the range of cultural services. 3. To improve conditions for the increase and realisation of the potential of professional sports activities; to expand sports activities for all. 4. To provide favourable conditions for better health care for the community. 5. To create a social security system to decrease social exclusion and ensure social integration of vulnerable social groups. 6. To increase the efficiency of public administration.
- *Economic competitiveness of the city* corresponds to the economic priority of sustainable development. In order to implement this priority, the authors of the development plan singled out 5 aims: 1. To stimulate the development of industries and businesses creating high surplus value. 2. To create a favourable environment for innovation development and its application in business. 3. To educate the labour force, to increase its competence and skills with regard to the changes in the labour market. 4. To develop the logistic system and to expand transit services. 5. To strengthen the tourist sector of Siauliai city.
- *The quality of the living environment* corresponds to the ecological priority of sustainable development. To implement this priority, the following four aims have been set out: 1. To modernise residential quarters of the city, to improve the quality of the living environment and to stimulate the development of new buildings. 2. To ensure a well-balanced development of the city transport system. 3. To develop the engineering infrastructure system. 4. To care for and preserve the natural environment of the city, to adapt it to the touristic and public needs (Siauliu miesto 2007–2016 metu..., 2006).

Siauliai city municipality activities plans for years 2011-2013 and 2012-2014 pay a lot of attention to the spheres of knowledge and innovation, sustainable economic development, high employment and social inclusion; however, more attention could

be paid to the ecology of environment of the city. The plans contain references to the increase of energy safety, creation of a modern, well-balanced, safe and environmentally-friendly infrastructure; however, in the both, analysis of the situation and the strategic part of the plan, the ecological aspect is not stated. These activity plans are mostly geared towards economic and social processes. It can be said that ecological elements are also missing in the Siauliai Municipality Mission: *The municipality is working in order to provide quality life and working conditions for Siauliai city community, to win its trust and to stimulate pride in their city.*

Siauliai district municipality at the moment follows the provisions of *Siauliai District Municipality Strategic Development Plan for 2011–2011*. It contains the vision for the district for 2017: *Siauliai district is community-based, competitive, open for investment, offering new business opportunities; it is a progressive agricultural region, characterised by a favourable environment for life and leisure.* Such a vision of the district is sustainable enough. Priorities also reflect the key sustainability aspects: economic development, the social responsibility principle, creation of a healthy and safe environment coordinated with the development of a well-balanced infrastructure.

To implement the 1st priority *creation of a public-spirited, educated, creative community leading a healthy and safe life* four aims are set: 1. To develop an efficiently functioning modern system of education accessible to all. 2. To increase the public and cultural potential of the inhabitants of Siauliai district. 3. To ensure social integration and security in the district. 4. To improve the health of the community and to promote the development of physical education and sports. The first priority corresponds to the social priority of sustainable development.

The 2nd priority is directly connected with the economic priority of sustainable development because it foresees the development of *business environment and the development of entrepreneurship*. Three aims are set out for the development of this priority: 1. To improve conditions for economic activities in the district. 2. To provide favourable conditions for the development of agriculture in the district. 3. To increase the touristic potential of the district.

Two aims are foreseen to achieve *sustainable development of the infrastructure of the district*, corresponding to the 3rd priority: 1. Improvement of the living and recreational environment. 2. Improvement and development of public infrastructure. This includes maintenance of recreational territories, development of the system of waste treatment, decreasing of environmental pollution, modernisation

of the energy provision system, accessibility of the water supply system. All this corresponds to the important ecological aspect of the third sustainable development priority.

In summary it can be stated that the Strategic Development Plan of Siauliai District Municipality corresponds more to the requirements of sustainable development because it analyses all three sustainable development domains included in the SWAT, vision and priorities. It is recommended to include analysis of the state of ecology, with the inclusion of its most important aspects into SWAT analysis, into Siauliai city municipality Activity Plan for 2014-2016, while the mission of this municipality should contain a necessity to create ecological environment.

3. Focal points and strategic directions for the sustainable co-development of Siauliai city and district municipalities. Having analysed the dynamics of the Integrated Sustainable Development

Index for Siauliai city, district and Lithuanian municipalities in general for the period 2007–2011, correspondence of the actual strategic plans of the both municipalities to the sustainable development priorities and the attitudes of the four strategic management experts from the both municipalities, the focal points and strategic directions for sustainable co-development of the both municipalities were highlighted by singling out their social, economic, environmental and institutional domains (see Table 4). The focal points of sustainable co-development for 2007–2012 were substantiated by the sustainable development indexes for Siauliai city and district and by statistical data of the both municipalities. The strategic directions for sustainable co-development for 2014–2020 were substantiated by the focal points and directions for sustainable co-development of the both municipalities for 2007–2012 and by the attitudes of four experts.

Table 4

Focal points and strategic directions for sustainable co-development of Siauliai City and District Municipalities

Domain	Focal points of sustainable co-development in 2007–2012	Strategic directions for sustainable co-development in 2014–2020
Social	In both municipalities, budget expenses for social security saw a substantial increase; the number of inhabitants and work places decreased; the average age of the population increased; the number of social support recipients, social risk families and people on social support grew.	Strategically it is important to foresee the preparation and implementation of a joint long-term labour market policy for both municipalities, to increase community involvement in the processes of self-government and to improve the process of it being informed; in both municipalities it is necessary to address the issues of the optimisation of the network of schools and make unpopular but necessary decisions.
Economic	In both municipalities, the number of business entities was decreasing, both municipalities were increasingly lacking in funds for the implementation of their strategic aims, financial liabilities of the municipalities grew; the infrastructure of the city and the district as well as the material bases of the municipalities deteriorated and no funds were foreseen for their renewal.	For both municipalities it is important to find a compromise regarding the creation of new jobs, the development of industries in the city and farming and recreation in the district; to attract investment by initiating joint projects regarding the development of the both city and the district.
Environmental	Expenses for environmental protection in the district grew twice, while in the city the increase was insubstantial. Air pollution in the city remained the same, while in the district it increased slightly. The purification of the wastewater up to the norm grew in both municipalities.	The city should pay much more attention to ecology. It is necessary to support the use of renewable resources, to expand the ecological transport pool of public transport, to foresee regeneration of the polluted territories, to purify the surface water getting into rivers and lakes, to stimulate processing and composting of the waste, and to improve heating efficiency of the buildings.
Institutional	Strategic documents of the district municipality have more correspondences with the sustainable development priorities.	Both municipalities should exhibit closer collaboration in the preparation of strategic plans, in the analysis of the environmental data, in education, transport and employment of their population.

Source: compiled by authors

The social domain of sustainable development.

The population of Siauliai city in the decade between 2003 and 2013 decreased by 17%. At the beginning of 2013, the population of Siauliai constituted only 106,400 people. If the present rates of decrease remain the same, this fourth largest town in Lithuania is going to lose its metropolitan status in the nearest future.

The Social Development Index shows that in Siauliai district municipality it was gradually increasing, while in Siauliai city municipality the increase was not gradual. The increase of the municipality budget expenditure for social security was particularly sharp: in the social development index, the relative weight of social security expenditure in Siauliai district increased from 11,111 in 2007 up to 33,916 in 2011, while in Siauliai city it went up to 26,452. Increased allocations for education, health care and social security in 2007 – 2012 increased sustainable development; however, there is quite a lot of irrational use of the funds in these spheres. The city opened an independent life facility and a day clinic for people with mental illnesses, while a nursing home for the elderly and children's home were refurbished. The district, thanks to the development of the infrastructure of non-stationary social services, established a mixed social services centre, a day social care centre, independent living facilities, and a crisis centre. With the decrease in the student population, expenses for education were not decreasing respectively because of the growth in expenses for heating, electricity and minimal wages. The closure of schools is being avoided because political opponents, teachers and students' parents are opposing any reorganisation of educational institutions.

According to the experts, expenses for social security, education and health care are likely to further increase in comparison with other expenses in the municipality budget before the economy starts growing. That is why the creation of new jobs has to be included in the strategic management of sustainable development: it is only with the growth of economies that expenses for education, social security and health care relatively have been decreasing, while extra funds received by the municipality due to the economic growth can be spent on the improvement of the infrastructure and sustainable co-development of both municipalities.

The economic domain of sustainable development. During the economic recession, both municipalities suffered some losses, however, in the district municipality the Economic Development Index almost reached the level of 2007 already in 2010, while in 2011 it improved the index for the whole country because it grew up to 53.6 (the national average was 37.4). At the same time, in the city

municipality the same index did not reach the level of 2007 even in 2011. In the district municipality, the growth was mostly determined by the largest positive effect of direct foreign investment per inhabitant (relative weight grew from 11,111 to 21,798), while in the city municipality the greatest negative effect was the decrease of funds for economy from the city budget (relative weight decreased from 11,111 to 4,921) and financial instability of the economy.

According to the experts, in order to ensure the improvement of the economic domain in the city, it is important for the both city and district municipalities to create new jobs, to develop industry in the city, to implement important industrial projects (such as Industrial Park, Logistics Centre, etc.), while the district should develop agricultural activities, especially specific ones adjusted to the needs of the city, recreation and oriented towards the urban population. Attracting investment to the city and district development sites is of paramount importance for the both municipalities. Increase in the number of jobs and general economic growth would increase the amount of taxes paid to the municipality budgets. Having collected more taxes, the municipalities could promote ecology, cleanliness, decrease pollution, promote responsible, sparing use of environmental resources. Then a danger of the city municipality for losing its status of a major city (when the number of inhabitants drops below 100,000) would decrease because the number of inhabitants would increase due to the strengthening economy and improving social security. The city and the district would look more attractive due to the renewed infrastructure and suitable investment conditions.

The environmental domain of sustainable development. The experts have pointed out that the focal points of sustainable co-development of the city and district municipalities in the environmental sphere manifest themselves in cooperation with the activities of the companies UAB "Siauliu vandenys", UAB "Siauliu energija", VSI "Siauliu regiono atlieku tvarkymo centras". Old cars dominate in the city, private houses are mostly heated by solid fuel, all this causing a lot of pollution. The heating infrastructure in the city is outdated, old buildings are not renovated, that is why expenses for heating are huge, heating is inefficient and pollutes the environment. The purification of the surface wastewater remains an urgent problem; the level of pollution of most wells used by people exceeds safety levels in terms of nitrates and other toxic materials. The inhabitants do little recycling. These and similar problems in the city increase a gap between the state of the environment in the city and in the district.

It is natural that in the city with a lot of traffic, noise and pollution ecological indicators cannot be equal with those in the district. However, the city

has to pay more attention to this sphere in order to reach sustainability with the district. It is necessary to review the city policy of strategic management in the environmental domain, as safe environment, sticking to the set norms, and promotion of renewal are especially important for sustainable development, which aims at ensuring good living conditions for the present and future generations. Another important task for the city is renovation of buildings and increasing the efficiency of heating. It is necessary to foresee programmes that would support use of renewable energy resources, would expand the ecological public transport pool, would regenerate polluted territories, purify the surface wastewater going into rivers and lakes, would promote recycling and composting and would decrease the quantities of biodegradable waste. The both municipalities should invest more in a more efficient functioning of mechanic and biological purification equipment. Calculation of the environmental index has shown that municipality budget expenses for environmental protection in Siauliai district municipality drew from the relative weight of 11,111 in 2007 to 21,664 in 2011, while in the city they increased only to 12,253. The relative weight of purified wastewater in Siauliai district grew from 11,111 in 2007 up to even 58,436 in 2011.

The institutional domain of sustainable development. The Strategic Development Plan of Siauliai District for 2011–2017 corresponds more to the sustainable development priorities because it analyses all the three domains of sustainable development and includes them into SWAT, vision and priorities. The priorities of Siauliai City Strategic Development Plan for 2007–2016 correspond to the sustainable development priorities, however, in the three-year strategic action plans the ecological situation in the city was neither analysed in detail nor included in the mission. A closer collaboration between the municipalities and other institutions is lacking in the sphere of strategic planning, in publicising planned or carried out activities, in motivating inhabitants to be more active citizens, in motivating entrepreneurs to become the propagators of responsible business. The both municipalities should ensure a closer, more purposeful, stable, and consistent implementation of the National Sustainable Development Strategy on their territories.

It has been emphasised by the experts that in order to achieve sustainable co-development the both municipalities should initiate closer collaboration in preparing strategic development and activity plans, in analysing environmental indicators and their inclusion in the plans, in the sphere of education, public transport and employment. It is necessary to look for new sources of financing, to organize meetings with investors, municipalities and representatives of

the labour market. Municipality experts in strategic planning and implementation monitoring, before including every aim and objective in strategic plans, should ask a question whether this corresponds to the priorities of the National Sustainable Development Strategy, whether this is going to help the city or the district to develop in a more sustainable way. Political instability in the municipalities often makes amendments in strategic decisions, that is why the aims, objectives and means of the strategic plans are often ignored. Changes in the strategic attitudes and changes of the ruling majority in the municipalities should be coordinated with the stability of strategic management of sustainable development, oriented towards rational and good governance, harmony of the development of the city and the district.

Strategic management of sustainable development of Siauliai city and district is necessary not only because it is mandatory to implement the National Sustainable Development Strategy, but most importantly because this is the only way to ensure a responsible attitude of the authorities, employees and inhabitants towards joint development of the city and the district, stable economic and social development, safe and ecological environment and sufficient natural resources for the present and future generations.

Conclusions

Differences between the strategic sustainable development management principles – *competition and cooperation* – in Siauliai city and district are most expressed in the following spheres: 1) *competition* – in internal migration of the population looking for more favourable working and living conditions; in the sphere of education, health care, recreation, culture and other services by consumers choosing higher quality services; in attracting the EU and national funds for the implementation of projects; in attracting investment to municipality projects; 2) *cooperation* – in preparing and implementing joint environmental, transport infrastructure, cultural and other projects, in making important joint strategic solutions, in solving problems important for the whole Siauliai region, neighbouring municipalities and the development of the whole country. However, these two principles do not function efficiently enough in terms of / co-development of the both municipalities; their positive impact on sustainable co-development of the municipalities should and could be stronger in the nearest future. Well-balanced cooperation and competition of the two municipalities enables them to find compromises and to solve problems arising for the both municipalities in an optimal way as well as to deal with new challenges.

Strategic management of sustainable co-development of the municipalities should be based

on the majority of 12 good governance principles. Four of them are of particular importance for this management: sustainable development and long-term orientation, efficiency and effectiveness, innovation and openness to change, competence and skills. The actual high quality detailed implementation of the four principles makes the basis for strategic planning and management of sustainable co-development of the both municipalities.

The administrative staff of Siauliai city and district municipalities, on the basis of national law and long-term national strategic priorities, aims and objectives, can efficiently implement the development of strategic management of sustainable development by using know-how of foreign countries, by constantly improving their qualifications, by developing strategic management skills, by improving a collaboration culture between the two municipalities, by implementing integrated systems of activities of the both municipalities, by applying the principle of well-balanced cooperation and competition, by close collaboration with the representatives of public and private sector institutions, with research institutions, with the general public, by coordinating strategic plans and activity projects. Involvement of the leaders of the both municipalities and national leaders, promotion of collaboration with other municipalities, especially those in Siauliai region, must become an important factor in this development.

Strategic management of sustainable co-development of the both municipalities should include the following: implementation of general environmental requirements; stable and purposeful development of economic and social policy; flexibility to changes in the environment; timely renewal of organisations and adjustment to change; constant improvement of not only quantitative but also qualitative indicators; ensuring resources for implementation of plans; an interaction among economic, social, demographic, political, cultural, technological, scientific, environmental, legal and other processes; ensuring implementation of the development principles – stability, balance and social orientation.

The paper, on the basis of research and evaluation, has singled out four key focal points for sustainable co-development of Siauliai city and district municipalities for 2007–2012, corresponding to the social, economic, environmental and institutional domains of sustainable development. It argues that sustainable co-development of Siauliai city and district municipalities could be developed in the four main strategic directions, corresponding to the four sustainable development domains. It is recommended that Siauliai city and district municipality administration staff while preparing strategic plans and making strategic decisions concerning the both

municipalities consider the outcomes of this research. Particular attention should be paid to creation of jobs as this is the weakest link in the activities of the both municipalities. It is necessary to take radical action which would help not only to attract the EU and national funds but also private investors. A necessity to develop an administrative culture and implement the concept of good governance in the both municipalities is obvious. Actual activities of the city and its district demonstrate that the both, the city and the district, representing the metropolis and the periphery, have a lot of points of contact. That means that the administrations of the both municipalities have to immediately activate strategic management of sustainable co-development of the municipalities.

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Strateginis Šiaulių miesto ir rajono darnaus vystymosi valdymas

Santrauka

Šiaulių rajonas yra „žiedinis“, nes jo centre yra didmiestis Šiauliai. Palyginti su kitais apskrities rajonais, Šiaulių rajonas turi ypatingą reikšmę Šiaulių miestui. Šio rajono ryšiai su miestu yra labai įvairūs ir aktualūs tiek miesto, tiek rajono gyventojams. Todėl svarbu išanalizuoti bendrą

miesto ir rajono vystymąsi, apibūdinti proceso darną. Būtinai pagrįsti tolimesnes bendro Šiaulių miesto ir rajono vystymosi darnai svarbias strategines plėtros kryptis.

Apibendrintai mokslinę tyrimo problemą atskleidžia du klausimai. Kokie yra esminiai bendros abiejų

savivaldybių darnos akcentai? Kokiomis pagrindinėmis strateginėmis kryptimis galėtų būti plėtojamas bendras darnus Šiaulių miesto ir rajono vystymasis?

Tyrimo tikslas – pagrįsti bendro darnaus Šiaulių miesto ir rajono savivaldybių vystymosi strategines kryptis.

Tyrimo metodika. Atlikta Lietuvos ir užsienio autorių mokslinės literatūros, teisės aktų, strategijų, ataskaitų ir kitų dokumentų turinio analizė. Empirinių rezultatų analizei taikyti kiekybiniai ir kokybiniai metodai: a) dokumentų turinio analizė pasitelkta siekiant iširti Šiaulių miesto ir rajono bendro vystymosi darną; b) statistinių duomenų analizė – skaičiuojant ir vertinant 2007–2011 m. Šiaulių miesto ir rajono bei Lietuvos savivaldybių vidurkio integruotą darnaus vystymosi indeksą, susidedantį iš ekonominio ir socialinio vystymosi, aplinkos būklės indeksų ir jų rodiklių; c) pasinaudota 4 ekspertų, Šiaulių miesto ir rajono savivaldybėse atsakingų už strateginį valdymą, kokybine apklausa.

Darnaus vystymosi samprata įvairialypė, nes ją sudaro daug skirtingų, tarpusavyje susijusių ir vienas kitam turinčių įtakos elementų. Tačiau daugelis mokslininkų sutaria, kad darnus vystymasis yra plėtra, optimaliai įgyvendinanti dabarties ir ateities kartų poreikius, apimanti tris dimensijas: aplinkos apsaugos, ekonominę ir socialinę. Mokslinėje literatūroje vis dažniau akcentuojama ir ketvirtoji – *institucinė* – darnaus vystymosi dimensija, nes tinkamai funkcionuojančios institucijos yra darnaus vystymosi pagrindas.

Darniam vystymuisi būtina tinkama aplinka, dažniausiai vadinama gero valdymo aplinka. Tai yra vis labiau populiarėjanti mokslinių tyrimų tema. Geras valdymas pasižymi kritiniu dinamiu požiūriu į valstybės valdymą ir administravimą. Toks valdymas suvokiamas kaip tikslinga ir būtina darnaus vystymosi įgyvendinimo sąlyga. Gero valdymo realizavimas remiasi institucijomis, kurios savo veikloje taiko tinkamus viešojo valdymo principus, formuoja lygiomis teisėmis pagrįstą prieigą prie viešųjų gėrybių ir valstybės išteklių. Laviruodamos tarp įvairių socialinių grupių ir jų interesų, šios institucijos padeda siekti darnaus vystymosi tikslų, sudaro prielaidas perspektyviai visuomenės siekių ir poreikių darnai ateities kartų atžvilgiu. Kiekviena iš darnaus vystymosi dimensijų turi būti grindžiama gero valdymo principų įgyvendinimu. Visa tai reikia sieti su įvairių institucijų funkcijomis ir jų realizavimo taktikomis, identifikuoti institucinius rodiklius ir jų kaitos priežastis.

Darnus vystymasis neatsiejamas nuo strateginio valdymo, kuriam ypatingai svarbi konkurencijos ir kooperacijos principų realizavimo pusiausvyra. Konkurencija apima institucijos išskirtinumą ir jos konkurencinę aplinką, o institucijų veiklos kooperacija išreiškia kooperacijos lygį ir kooperacijos būtinumą. Pusiausvyros riba gali būti paslanki, tačiau nė vienas iš komponentų negali dominuoti. Sėkmingas abiejų principų suderinimas turėtų atsispindėti strateginiame procesų valdyme. Tai svarbiausia identifikuojant prioritetus, strateginius tikslus, uždavinius. Kooperacijos ir konkurencijos principai turi padėti viešojo sektoriaus institucijoms išlaikyti darną tarp savo ir valstybės interesų, atsižvelgti į situaciją, kada ir su kuo reikia kooperotis, o kada – konkuruoti.

Išanalizavus Šiaulių miesto ir rajono savivaldybių ir bendro Lietuvos savivaldybių vidurkio integruoto darnaus vystymosi indekso dinamiką 2007–2011 m., abiejų savivaldybių strateginių planų santykį su darnaus vystymosi prioritetais ir keturių ekspertų strateginio valdymo nuostatas, išryškinti esminiai bendro darnaus vystymosi akcentai ir strateginės kryptys, išskirtos jų socialinė, ekonominė, aplinkos ir institucinė dimensijos.

2007–2012 m. bendro darnaus vystymosi akcentai. Abiejose savivaldybėse itin išaugo savivaldybės biudžeto išlaidos socialinei apsaugai. Gyventojų skaičius ir darbo vietų skaičius mažėja, didėja gyventojų amžiaus vidurkis, socialinės paramos gavėjų, socialinės rizikos šeimų, remtinių asmenų daugėja. Savivaldybėse mažėja verslo subjektų skaičius, miesto ir rajono savivaldybės vis labiau stokoja lėšų strateginiams tikslams įgyvendinti, išaugo savivaldybių finansiniai įsipareigojimai, nusidėvėjo miesto ir rajono infrastruktūra, savivaldybės įstaigų materialinė bazė, jų atnaujinimui lėšų nenumatoma. Išlaidos aplinkosaugai rajone išaugo dvigubai, o mieste – nežymiai; oro tarša mieste nekito, o rajone nežymiai augo; nuotekų išvalymas iki normų mieste ir rajone išaugo. Darnaus vystymosi prioritetus labiau atitinka rajono savivaldybės strateginiai dokumentai.

2014–2020 m. bendro darnaus vystymosi strateginės kryptys. Strategiškai svarbu numatyti ilgalaikės bendros abiejų savivaldybių darbo rinkos politikos rengimą ir įgyvendinimą, labiau įtraukti visuomenę į savivaldos procesus ir geriau ją informuoti. Šiaulių miesto ir rajono savivaldybėse reikia priimti nepopuliarius, tačiau būtinus mokyklų tinklo optimizavimo sprendimus. Abiejose savivaldybėms svarbu rasti kompromisą dėl darbo vietų kūrimo, pramonės plėtros mieste, ūkininkavimo ir rekreacijos plėtros rajone, bendrais projektais inicijuoti investicijų pritraukimą į miesto ir rajono plėtros objektus. Miestas ekologijai turi skirti gerokai daugiau dėmesio. Būtina remti atsinaujinančių energijos šaltinių naudojimą, plėsti ekologiško viešojo transporto parką, numatyti užterštų teritorijų sutvarkymą, išvalyti paviršinių vandenų nutekėjimą į ežerus ir upes, skatinti atliekų rūšiavimą ir kompostavimą, gerinti pastatų šildymo efektyvumą. Abi savivaldybės turėtų glaudžiau bendradarbiauti rengdamos strateginius planus, analizuodamos aplinkos būklės rodiklius, švietimo srityje, gyventojų susisiekimo ir įdarbinimo srityse.

Ypatingas dėmesys Šiaulių mieste ir rajone turėtų būti skiriamas darbo vietų kūrimui, nes tai yra silpniausia abiejų savivaldybių veiklos grandis. Būtina imtis radikalių priemonių, kurios padėtų pritraukti ne tik ES paramos ir valstybines lėšas, bet ir privačias investicijas. Žinoma, reikia tobulinti administravimo kultūrą, gero valdymo koncepcijos įgyvendinimą abiejose savivaldybėse. Reali miesto ir jį supančio žiedinio rajono veikla rodo, kad miestas ir rajonas, atstovaudami metropolijai ir jos periferijai, turi labai daug veiklos sąlyčio taškų. Vadinasi, Šiaulių miesto ir rajono savivaldybių administracijoms reikia suaktyvinti strateginį bendrą darnaus abiejų savivaldybių vystymosi valdymą.

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