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José María Pino Suárez 400-2 esq a Lerdo de Tejada, Toluca, Estado de México. 7223898475

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TÍTULO: Sobre la necesidad de la consolidación jurídica de la coordinación del desarrollo socioeconómico y espacial de los territorios de los municipios de la Federación de Rusia.

AUTORES:

1. Ph.D. Oleg Kozhevnikov.
2. Ph.D. Ivan Antipin.
3. Ph.D. Anna Gubareva.
4. Ph.D. Kseniya Kovalenko.

RESUMEN: El artículo plantea la cuestión de la necesidad de tener en cuenta la regulación legal de los factores espaciales en la formación de los documentos de planificación estratégica e indica las características del desarrollo de una estrategia de desarrollo especial, reflejándose la interrelación de la planificación estratégica y territorial. El artículo también analiza estrategias para el desarrollo socioeconómico de los municipios más grandes de los Urales en términos de disponibilidad y elaboración de cuestiones de desarrollo especial. Se formuló una propuesta sobre la necesidad de desarrollar y aprobar el marco regulatorio para el desarrollo espacial estratégico con la consolidación de enfoques metodológicos unificados para la formación de estrategias de desarrollo socioeconómico, incluidas las cuestiones de desarrollo espacial.

PALABRAS CLAVES: actos municipales, gobiernos locales, planificación territorial, estrategia de desarrollo social y económico, estrategia de desarrollo espacial.

TITLE: On the need for legal consolidation of the coordination of socio-economic and spatial development of the territories of municipalities in the Russian Federation.

AUTHORS:

1. Ph.D. Oleg Kozhevnikov.
2. Ph.D. Ivan Antipin.
3. Ph.D. Anna Gubareva.
4. Ph.D. Kseniya Kovalenko.

ABSTRACT: The article raises the question of the need to take into account the legal regulation of spatial factors in the formation of strategic planning documents. The features of the development of a spatial development strategy are indicated. The interrelation of strategic and territorial planning is reflected. The article is also devoted to the analysis of strategies for socio-economic development of the largest municipalities of the Urals in terms of the availability and elaboration of spatial development issues in them. A proposal was formulated on the need to develop and approve the regulatory framework for strategic spatial development with the consolidation of unified methodological approaches to the formation (development and updating) of socio-economic development strategies, including spatial development issues.

KEY WORDS: municipal acts, local governments, strategic planning, social and economic development strategy, spatial development strategy.

INTRODUCTION.

To date, the issue of the territorial foundations of certain types of municipalities has not been fully stabilized in Russian legislation. Evidence of this is the adoption of Federal Law dated 01.05.2019 No. 87-FL “On Amendments to the Federal Law“ On General Principles of Organizing Local Self-

Government in the Russian Federation ”, according to which a new type of municipality appears in the Russian legal space - the municipal district and the order of forming the boundaries of the territories of urban districts is significantly changing.

In the modern period, the space of Russian municipalities, especially cities, is characterized by an imbalance between the increasing demands of residents and business entities for the quality of the urban environment, on the one hand, and the possibilities of satisfying them, on the other. In this regard, the uneven distribution of material objects, the spatial differentiation of certain parts of the territory of municipalities as places of life, problems in the operation of engineering and communal infrastructure, congestion in the road network, the social sphere (providing housing, social facilities, etc.) are increasing.

Within the framework of the powers established by the legislation of the Russian Federation on the implementation by local authorities of local issues, one of the strategic priorities should be the harmonization of the spatial development of the territory of the municipality, the balanced and proportional growth of the economy and the development of the social sphere of the municipalities, the phased reduction of differences between them on the most important indicators of economic activity and living standards. To solve this problem, it is necessary to develop new mechanisms for managing the spatial development of municipalities (Emami et al., 2019; Zakharov et al., 2019; Kovalenko, 2019) as well as consolidate them at the legal level, which, in our opinion, will allow us to effectively solve the problems of developing the territory while increasing its investment attractiveness.

DEVELOPMENT.

Methodology.

The methodological basis of the research consists of general scientific, private scientific and special methods of cognition.

The analysis method was used in the interpretation of regulatory legal acts, the study of special legal literature and the study of materials of judicial practice.

The theoretical and practical significance of the study lies in focusing on the need for normative legal regulation, unification and increasing the effectiveness of strategic planning processes in the Russian Federation. This article may be of scientific and practical interest for students of higher educational institutions, graduate students, scientists, researchers involved in the formation of strategies for socio-economic development of territories of various hierarchical levels, state and municipal employees, as well as other interested parties.

Discussion and results.

For the progressive development of the regional and municipal economies, the development of the issue of managing the spatial development of the territory is relevant (Kravchuk, 2012; Kovalenko et al., 2019) "Spatial development" - a term that was established in Western scientific literature in the early 70's. of the last century, the key meaning of which is to designate a set of organized actions to manage the elements and relationships of territories, a system of actions and policies aimed at optimizing the ongoing spatial changes (Glazychev, 2004).

In domestic literature, the spatial development of a municipality is understood as a general approach to development management based on the idea of the integrity of the territory as an economic, social, environmental, cultural space (Kravchuk, 2012). This approach reflects all the socio-economic, political processes taking place on the territory of the municipality, taking into account the spatial factor.

Understanding the space of the municipality as a territory within which the municipal community, together with local authorities, are independently and under their own responsibility authorized to resolve issues of local importance, as well as how a multi-level system with territorial development centers has generated many legal and managerial issues, both theoretical and applied character.

Traditionally, in the scientific literature, management methods are understood as means, methods of analysis and assessment of managerial situations, the use of legal, organizational and other forms of influence on the consciousness and behavior of people in social processes, relationships and relationships to achieve set goals and solve specific problems of the territory (Animitsa, 2008). Proceeding from this, in the most general sense, the management of the spatial development of a municipality is a targeted impact of local authorities, within the competence and authority established by the legislation of the Russian Federation, including a combination of optimally selected methods, tools, mechanisms and relations that affect the functioning of the municipal (settlement, district, city) space. As noted, Zamyatin D.N. managing the spatial development of the largest city - organizing the actions of local authorities to form such relations between objects ensure the strengthening of the competitive advantages of business entities and increase the comfort of living of the population based on a balanced combination of economic, social and environmental potential throughout the city (Zamyatin, 2008).

The category of “spatial development” is firmly tied to the content of “strategic planning” through the concept of “spatial planning”, which in the practice of municipal management of Western countries means a technology for successfully choosing a development strategy for the urban community that has a territorial binding. In a narrower sense, spatial planning can be considered as one of the stages of strategic planning of the territory associated with the placement of socio-economic phenomena in the spatial environment.

Federal Law of June 28, 2014 No. 172-FL “On Strategic Planning in the Russian Federation” provides for the preparation of a new type of document that includes approaches to strategic and territorial planning - Spatial Development Strategies. According to this law, the spatial development strategy of the Russian Federation refers to a strategic planning document that defines the priorities, goals and objectives of the regional development of the Russian Federation and is aimed at maintaining the

stability of the resettlement system in the territory of the Russian Federation. The main objective of state policy, solved through the Spatial Development Strategy, is the planning of a promising spatial organization of the territory of Russia.

By order of the Government of the Russian Federation dated February 13, 2019 No. 207-r, the Strategy for Spatial Development of the Russian Federation for the period until 2025 was approved. The specified legal act was adopted taking into account the provisions of the Federal Law of June 28, 2014 No. 172-FL “On strategic planning in the Russian Federation”, the Fundamentals of the state policy of regional development of the Russian Federation for the period until 2025, approved by the Decree of the President of the Russian Federation of January 16, 2017 No. 13 “On approval of the Fundamentals of the state policy of regional development of the Russian Federation for the period up to 2025”, Decree of the President of the Russian Federation of May 7, 2018 No. 204 “On national goals and strategic objectives once of the Russian Federation for the period until 2024 ”and other normative legal acts of a higher level of legal force.

Unfortunately, this document is mainly devoted to spatial development throughout the Russian Federation and constituent entities of the Russian Federation, in terms of the spatial development of the territories of municipalities, the mentioned legal act of the Government of the Russian Federation only contains separate references, with the terminology used in the text of the Strategy for spatial development of the Russian Federation for the period Until 2025, it does not fully correlate with the terms and concepts enshrined in Article 2 of the Federal Law of 06.10.2003 No. 131-FL “On General Principles of Local Organization of self-government in the Russian Federation”. In addition, clause 4 of Order of the Government of the Russian Federation dated February 13, 2019 No. 207-r only recommends that local authorities be guided by the provisions of the Strategy when developing and implementing strategies for the socio-economic development of municipalities and territorial planning documents provided for by the Town Planning Code of the Russian Federation. In this

regard, it becomes relevant to consider approaches to spatial planning of the territories of municipalities, to discuss the target settings of such documents at all levels of planning, and especially at the municipal level.

It should be noted that according to Article 11 of the Federal Law of June 28, 2014 No. 172-FL “On Strategic Planning in the Russian Federation”, the development of a spatial development strategy for the regional and municipal levels is not provided. In addition, unlike the federal and regional levels, the list of strategic planning documents at the municipal level does not include territorial planning documents, the development of which is regulated by the Town Planning Code of the Russian Federation. In other words, at the municipal level, the system of strategic planning documents is limited to the framework of socio-economic planning for the development of territories without taking into account their spatial zoning and territorial features of the placement of various facilities and business entities.

There is no doubt, that the spatial planning of the territories of municipalities is no less essential for the development of a municipal formation and allows you to fully take into account the possibility of realizing local issues in the corresponding territory, taking into account historical and other local traditions as provided The Constitution of the Russian Federation and the provisions of Art. 1 of the Federal Law of 06.10.2003 No. 131-FL “On General Principles of the Organization of Local Self-Government in the Russian Federation”.

Regardless of the inclusion or non-inclusion of spatial planning documents in the system of municipal strategic planning, the need to build relationships between all its elements in practice is obvious, and this primarily concerns the issue of developing a mechanism for the interaction of documents of the strategy of socio-economic development of the municipality and documents of territorial planning of municipalities.

According to Article 9, Clause 5 of the Town Planning Code of the Russian Federation, the development of territorial planning documents should be based on the strategy of socio-economic development of the territory. It follows from this norm that territorial planning should be preceded by strategic planning of the socio-economic development of the territory.

The goals set during strategic planning should be projected onto a specific territory having an established land use structure, engineering and social infrastructure and other individual characteristics. By virtue of this, it seems that the spatial development strategy, which will represent a peculiar territorial projection of the socio-economic development strategy of the territory, should act as a connecting link in this process.

If the documents of socio-economic development determine quantitative indicators, then the spatial development strategy to a greater extent operates with the qualitative characteristics of the territory of the municipality and objects, the development of which is provided for in socio-economic planning. It is this approach, in our opinion, that will allow achieving sustainable socio-economic growth and increasing the level and quality of life of the population through the development of a spatial development strategy that:

- ✚ Defines the goals and objectives of urban planning policy in conjunction with the socio-economic policy of the city.
- ✚ Is a prognostic, design and management document that defines the main directions of development of the municipality as a whole;
- ✚ Is developed in parallel with the strategy of socio-economic development of the territory or integrated with it into a single document;
- ✚ Gives a general vision of the directions of transformation of the city in the long term and contains target settings for transformations, as well as methods for achieving them;

- ✚ Does not replace other documents of strategic and territorial planning, which are, in essence, an instrument for implementing a spatial development strategy.

Representatives of the Ural Scientific School of Regional Economics I. Antipin and Kazakova N.V. adhere to the point of view that at the level of municipalities it is necessary to develop a single comprehensive document that integrates the strategy of spatial development in the strategy of socio-economic development of the territory. In favor of this circumstance, they give the following arguments (Antipin et al., 2016):

- ✚ The complexity of the document allows you to link together both spatial and socio-economic aspects, contributes to a more rigorous linking of planned projects with an assessment of funding opportunities.
- ✚ The relationship of socio-economic and spatial aspects of the development of the territory allows for an integrated information base.
- ✚ Transparency of the strategy, combined with the visibility of various visualizations of the future city, increase its effectiveness as a tool for involving the population, the public, business in the processes of developing the main directions of development.
- ✚ A comprehensive strategy is able to give an exhaustive idea to an external audience, including investors, about what goals, objectives, development priorities of the municipality set by local governments in the long term.
- ✚ Being a holistic document with a clear and comprehensive argumentation, as well as a monitoring system that includes a wide range of indicators related to different aspects of the city's life, the strategy becomes a tool to strengthen the authority of the authorities (Muratov et al., 2019).

In the absence of legislative consolidation of the responsibility for the development and adoption by municipalities of a spatial development strategy, as well as the lack of unified methodological approaches to its formation in different constituent entities of the Russian Federation and municipalities located in their territories, the strategies for spatial development do differently.

The first in strategic planning in the Russian Federation are traditionally considered municipalities - million-plus cities. Given the level of development of the regulatory framework, as well as the applied methodological approaches to spatial development issues in the current versions of the strategies for socio-economic development of cities with a population of over 1 million Urals, these types of municipalities can be divided into several groups: The first group of municipalities (cities), in the strategies of socio-economic development of which spatial development is worked out and presented in the form of separate well-thought-out strategic directions, guidelines, etc. with the presentation of performance indicators, mechanisms for their implementation (Yekaterinburg, Ufa).

The Strategic Plan for the Development of Yekaterinburg (approved by the Decision of the Yekaterinburg City Council dated May 25, 2018 No. 12/81) presents a full-fledged section "Strategy for spatial development". The spatial development strategy of Yekaterinburg has been worked out in sufficient detail, contains conceptual principles, principles of spatial development, spatial development scenarios, and three strategic priorities ("Development of the urban transport network", "Development of urban areas", "Development of the urban environment"), in each of which defined performance indicators and their current and forecast values. "The strategy is aimed at forming a vector of the spatial development of the city, as well as principles for determining the spatial parameters of the urban planning structure, territorial zones within the city, which should guide all subjects of urban planning. In the process of its creation, the previously formulated tasks, activities, and target guidelines for the projects of the Strategic Development Plan of Yekaterinburg were taken into account." The Strategy for Spatial Development of Yekaterinburg provides for the

implementation of 4 strategic projects - "Urban Land", "Yekaterinburg Agglomeration", "Development of Built-Up Territories", "System of Recreational and Public Spaces".

One of the priority areas of the Strategy for the socio-economic development of the urban district of the city of Ufa of the Republic of Bashkortostan until 2030 (approved by the Decision of the Council of the urban district of the city of Ufa of the Republic of Bashkortostan of December 19, 2018 No. 35/2) is "Harmonious Living Space" (section 3.3 of the strategy), the goal which "ensure balanced spatial development." The priority direction "Harmonious Living Space" involves the implementation of actions on 7 main tasks:

1. Balanced functional-spatial zoning and use of the city.
2. The development of housing.
3. Ensuring connectivity of urban areas.
4. The formation of comfortable public and recreational spaces, including embankments, the development of pedestrian communications.
5. Improving the use of land and property complex of the urban district.
6. Formation of a system of city-planning decisions in Ufa and municipalities as part of the Ufa metropolitan area.
7. Development of intracity areas.

In each of the areas, specific projects are identified that are necessary for implementation. In addition, an analysis of the existing spatial development (section 1.2.3 of the strategy) was carried out.

The second group of municipalities (cities), in the strategies of socio-economic development of which spatial development is worked out and presented quite clearly, but not fully (for example, there are no indicators of the effectiveness of achieving spatial development guidelines, implementation mechanisms, etc.) - Perm.

One of the 6 functional and targeted areas of the Strategy for the socio-economic development of the municipal formation of the city of Perm until 2030 (approved by the Decision of the Perm City Duma of April 22, 2014 No. 85) is “Spatial development”, which lists its key tasks, as well as competitive advantages (opportunities) and the main threats (weaknesses). However, what is the main goal of spatial development of Perm, how to achieve it, etc. - there are no answers to these questions in the document.

The third group of municipal formations (cities), in the strategies of socio-economic development of which spatial development is underdeveloped, fragmented, or practically absent (Chelyabinsk).

The text of the Development Strategy of the city of Chelyabinsk until 2020 (approved by the Decision of the Chelyabinsk City Duma of November 26, 2009 No. 8/1) only uses the terms of spatial development: "educational space", "social space", "cultural space", "work space", "airspace", etc.

CONCLUSIONS.

Currently, in the Russian Federation, the spatial factor is not sufficiently taken into account in municipal management, which is primarily manifested in the absence of a system of interconnection of documents of socio-economic and territorial planning both at the level of regulatory legal regulation and at the level of unity of methodological approaches. On the one hand, the documents of socio-economic development developed in municipalities do not have a strict reference to the spatial characteristics of the processes planned on the territory of municipalities, on the other hand, territorial planning documents do not always contain elements of strategic planning: it is difficult to determine specific goals, objectives and main directions of development of the municipality, especially in the order of priority of their achievement. In addition, at present, in the practice of municipal law-making and management there is no single approach to the issue of the formation and implementation of spatial development strategies, despite isolated attempts to develop an appropriate document. In most cases, all strategies for socio-economic development of municipalities of Russia,

approved by representative bodies of local self-government, as before, contain only a formal mention of the need to take into account spatial factors.

Thus, at present, there is a need for scientific and legislative substantiation of the development and implementation at the municipal level of a spatial development strategy, which includes:

- ✚ The formation of the essence of the strategic approach to managing the spatial development of the city.
- ✚ Determination of the features of the development of a spatial development strategy at the municipal level.
- ✚ The formation of the basic principles for the development of a spatial development strategy and its inclusion in municipal management.

We believe that the normative consolidation of scientific and methodological approaches to consolidate the issues of their spatial development in strategies of socio-economic development of municipalities will allow us to come to uniformity in strategic spatial planning not only at the level of municipalities, but also coordinate these strategies with documents of strategic spatial development territories of the Subjects of the Russian Federation and the Russian Federation as a whole.

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DATA OF THE AUTHORS.

1. Oleg Kozhevnikov. Doctor of Law, Professor of the Department of Constitutional Law, Ural State Law University, Ekaterinburg, Russian Federation. E-mail: jktu1976@yandex.ru

2. Ivan Antipin. PhD, Associate Professor of the Department of Regional and Municipal Economics and Management, Ural State University of Economics, Ekaterinburg, Russian Federation. E-mail: aia87@mail.ru

3. Anna Gubareva. PhD, Associate Professor of the Department of Business Law, Ural State Law University, Ekaterinburg, Russian Federation. E-mail: ashipova@mail.ru

4. Kseniya Kovalenko. PhD, Associate Professor of the Department of Labor, Environmental Rights and Civil Procedure, Altai State University, Barnaul, Russian Federation. Email: kovalenko1288@mail.ru

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