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STRATEGIC PLANNING OF SOCIO-ECONOMIC DEVELOPMENT OF A LARGE CITY

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The subject. The article shows the approaches to the process of creating and realizing strategies of socio-economic development of the largest cities in the Russian Federation. The strategies of socio-economic development of the largest cities have been fundamental in the formation of such city agglomerations as “Big Volgograd” (Volgograd), “Big Rostov” (Rostov), Zhigulevskaya agglomeration (Samara), Nizhegorodskaya agglomeration (Nizhny Novgorod), Chelyabinsk city agglomeration (Chelyabinsk) and these strategies contain the main ways of development which go far beyond the competence of local importance.

The purpose. The article addresses the problems that arise in the process of creating strategies of socio-economic development of the largest cities including the extent of power between public authorities of different levels.

The methodology. The systematic approach, methods of formal and comparative analysis of law as well as synthesis are used in the article.

Results. Before the adoption of Federal Law “On the Strategic Planning in the Russian Federation” (further down the article 172-FZ) strategic planning was unsystematic and there were no unitary law-based approaches towards the drafting process of strategic planning documents. After the adoption of 172-FZ the situation has not dramatically changed.

The analysis of strategic planning in the largest cities shows the lack of unitary approaches towards the drafting process of strategic planning documents, the definitions of mission and strategic goals of development, the assessment of largest cities importance in the context of over-regional, regional and internal city area development. Also, the peculiarities of territorial planning and budgetary process in municipal establishments are not taken into consideration.

Conclusions. The author concludes that with the adoption of 172-FZ the process of strategic planning in its general form has come to order. Nevertheless, these measures are not enough. The analysis of the strategies of socio-economic development of the largest cities in the Russian Federation reveals a necessity of detailed study and law regulation of such components of strategic planning at the level of municipal establishment as: the object of municipal planning, strategic planning realization at the level of municipal establishments that are not city area or municipal districts, a list of obligatory documents for strategy realization (for instance, a plan of strategy realization), the interrelation between state authority and local self-governance concerning the extent of power in this sphere.

Key words: strategic planning, strategies of socio-economic development of the largest cities, separation of powers, municipal authority, municipal establishment

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1. Introduction

The Federal Law "On the strategic planning in the Russian Federation" (hereinafter – the 172-FZ) was adopted in 2014 in order to create an integral state strategic planning system.

Prior to the adoption of this law strategic planning had been carried out without any system, there were no unified organizational and legal approaches to the process of developing strategic planning documents or to the definition of the mission and strategic development goals. The adoption of 172-FZ has not improved the situation significantly. Issues of strategic planning are relevant for scholars in the field of law, management and economics [1, 2, 3, 4,5,6, 7,8, 9, 10, 11]. At the present stage of development of the strategic planning system in Russia there are serious problems of definition of the powers of different levels of public authorities while creating strategies of socio-economic development of urban districts.

Major cities, for instance, "Big Volgograd" (Volgograd), "Big Rostov" (Rostov-on-Don), Zhigulyovskaya agglomeration (Samara), Chelyabinsk urban agglomeration (Cheliabinsk) play a special role in the context of spatial development of the Russian economy. The need for a qualitative review of the provisions of the 131-FZ on issues of establishment of a legal regime of inter-municipal cooperation is obvious.

It should be noted that the integration of the largest city as a separate element of the strategic planning system at the country level in general and at the level of the subjects of the federation goes in parallel with the process of integration of urban districts into hierarchy of state power [12, p.61-64; 3, p.119-128; 9, p. 71-75]. It is necessary to find out the real balance of powers of public authorities and the local self government in the formulation and implementation of development strategies to improve the efficiency of legal regulation of this process.

2. The history of the development of strategic planning in municipalities

The modern history of strategic planning in Russia begins in 1995, when the Federal Law dated 20.07.1995 №115-FZ "On state forecasting and on programs of socio-economic development in the Russian Federation" and the Federal Law of 28.08.1995 №154-FZ "On general principles of organization of local self-government in the Russian Federation" have been adopted.

The "pioneer" was the federal city of St. Petersburg which developed its strategic plan in 1997 on the basis of "Leontiev Center" which attracted specialists in various areas of the leading academic institutions, industrial enterprises, city administration, deputies of the Legislative Assembly, media representatives etc.

According to the legislation local self-government have been attributed with the following authorities:

- adoption of plans and programs for the development of the municipality, approval of their reports;
- formation of long-term target programs according to the forecast of socio-economic development of the area defined by the basis of this forecast priorities.

The next stage was the adoption of the Budget Code of the Russian Federation in 1998, which determines two types of documents: the project of socio-economic development of the municipality and developed for a period of not less than three years and municipal programs.

The following step in this direction was the adoption of the Federal law "On General Principles of Local Self-Government in the Russian Federation" in 2003.

The next stage was the Presidential Decree of 12.05.2009 № 536 «On Fundamentals of Strategic planning in the Russian Federation" which introduced the concept of strategic planning and identified its periodization: long-term perspective - 10-20 years, medium-term - 5-10 years, and short-term - 3-5 years. However, the Decree did not apply to the local level.

The next stage was the Federal Law of 28.06.2014 №172-FZ "On strategic planning in the Russian Federation" which firstly legally defined that strategic planning in Russia can be carried out at the level of municipalities.

The final stage was the adoption of the Federal Law № 136-FZ "On Amendments to Article 263 of the Federal Law "On General Principles of Organization of Legislative and Executive Bodies of Subjects of the Russian Federation" and the Federal Law "On General Principles of Organization of Local Self-government in the Russian Federation" in 2014. This law gave the subjects of the Russian Federation the right to redistributed the authority of local government in their favor, including strategic planning.

According to the provisions of the 172-FZ most largest cities have strategies of social and economic development.

3. Attitudes towards Strategy to the creation of social and economic development in the largest cities of the Russian Federation.

In accordance with paragraph 3 of Part 6 of Article 11 of the Federal Law N 172-FZ municipal normative legal acts establishing the sequence and the order of development and maintenance of strategic planning documents of the municipality are adopted.

Analysis of planned forecast work in the largest cities showed that, as a legal basis for drawing up medium-term plans and programs, practically all of them use only decisions and methodological recommendations of the executive authorities of the subjects of the Russian Federation, which are often based not on the scientific, but on the subjective understanding of the theory and practice of territorial planning and management.

172-FZ identified participants of strategic planning at the municipal level as local governments and municipal organizations in cases provided by municipal regulations.

Article 2 of the 131-FZ grants representative bodies of the municipality the right to form local self-government bodies and grant them their own powers to resolve issues of local importance. Accordingly, it is possible to grant a collegial body with representation of all interested parties formed for strategic planning coordination purposes the status of a local government body. Thus, the Coordinating Council on Strategic Development was created in Yekaterinburg within the framework of the implementation of these provisions of the 131-FZ.

A number of the largest cities are at the stage of developing a strategy, and this process is not always successful.

So, experts of the Institute of Development of the City were involved development of Strategy of socio-economic development of Nizhny Novgorod. The document that defines the development of the city up to 2030, should have included 5 sections. On December 31, 2012, the administration of Nizhny Novgorod presented only the first two stages of development, the administration received the remaining three sections of the document only in 2013. However, the term of the contract the Institute of Development of the City had expired, and the city administration refused to cooperate.

In July 2015 the Strategy development started in Krasnoyarsk on initiative of the Krasnoyarsk Krai government.

The definition of the duration of the socio-economic strategy in municipalities is focused on a long-term perspective. According to the norms of clause 20 of Article 3 172-FZ the long term is the period following the current year about a duration of more than six years. In practice, the long-term perspective in the development strategies of the largest cities is determined by the period of 10-20 years. The strategies adopted before the introduction of 172-FZ this period range from 10 to 18 years: Yekaterinburg, Voronezh - 10 years, Chelyabinsk - 11 years, Samara - 12 years, Rostov-on-Don -13 years, Volgograd - 18 years. After 2014, the situation has not changed significantly, the timing of the implementation of the socio-economic development strategy remains variable: Kazan - 14 years, Nizhny Novgorod - 5 years; Omsk-11 years, Perm - 16 years.

This practice is not connected with the practice of territorial planning and the budgetary process.

The role and place of the territorial planning documents are defined by the Civil Code of the Russian Federation, in accordance with which: "territorial planning is aimed at determining in territorial planning documents designation of territories based on a combination of social, economic,

environmental and other factors in order to ensure sustainable development of the territories, development of engineering, transport and Social infrastructure, ensuring the consideration of the interests of citizens and their associations, the Russian Federation, the subjects of the Russian Federation, municipalities" (Part 1 Art. 9 of the Civil Code of the Russian Federation). Today, in accordance with the Civil Code of the Russian Federation territorial planning documents must be spatial mapping strategies: "preparation of territorial planning documents on the basis of strategies (programs) the development of certain economic sectors, priority national projects, international programs, socio-economic development programs of the Russian Federation".

Particular attention should be paid to the fact that territorial planning is carried out within the boundaries of municipal formations established by the laws of the subjects of the Russian Federation. At present, most municipalities have their own boundaries of administrative-territorial entities which larger than the boundaries of a settlement. Thus, the area of the municipal formation "city district of Nizhny Novgorod" includes 14 towns, which is much higher than the territory of the city. The same situation takes place in Perm, Samara and Krasnoyarsk.

Town-planning activity is carried out by means of seven constituent elements: territorial planning; town planning zoning; planning of territories; architectural and construction design; construction of capital construction projects; capital repair of capital construction projects; reconstruction of capital construction projects.

The first three activities relate to the sphere of "working with the territory", and the four following are aimed at ensuring the creation or change of the "final product" of urban development - the object of capital construction. The development of territories in any case begins with territorial planning, and ends depending on the planned goal.

Federal Law No. 485-FZ of December 29, 2014 "On Amendments to Certain Legislative Acts of the Russian Federation on the Issues of Redistribution of Powers between Local Governments and State Authorities of a Subject of the Russian Federation" (hereinafter - Federal Law No. 485-FZ) states that the mechanism of redistribution of powers stipulated in Part 1.2 of Art. 17 of the Federal Law N 131-FZ extends to the Urban Development Code of the Russian Federation. This practice is contrary to the constitutional nature of the local government which implies an independent decision of the population of local issues [13].

4. The problems of determining the powers of various municipalities and the correlation of powers of state authorities and local self-government.

According to paragraph 2. Art. 39 of 172-FZ only municipal districts and urban districts can have a strategy of socio-economic development.

For example, the Chelyabinsk city district with intra-urban division is not empowered to develop and implement strategy of socio-economic development, which does not mean absence of a real possibility to have one (and this is reflected in the Strategy of development of the city of Chelyabinsk to 2020), but such a document has no official status and is not included in the state register of strategic planning documents. Chelyabinsk is out of context of the spatial development of the Russian economy.

The legislator is attempting to expand the circle of municipalities authorized to participate in the strategic planning.

For example, Article 3 of the draft Federal Law № 47303-7 provides an amendment to Part 2 of Article 39 of the Federal Law N 172-FZ to disseminate the rights of adoption and implementation of socio-economic development strategies, not only for city and municipal districts, but also in urban settlements.

The effect of paragraph 2 of Article 39 of the Federal Law N 172-FZ does not cover the level of rural settlements in the bill amended, due to the need to avoid the excessive amount of at the municipal level strategic planning documents.

It appears that this provision is redundant, since the urban settlements in most cases do not have an industrial, economic and scientific potential, which is necessary for a full and comprehensive development of the state as a whole.

Another problematic issue is the ratio of powers of public authorities and local governments in the implementation of municipal development strategy.

On the one hand, the 172-FZ establishes the exclusive right of municipalities to define long-term goals and objectives of the municipal administration and socio-economic development of municipalities. On the other hand, on the basis of the Federal Law dated 27.05.2014 № 136-FZ the subjects of the Russian Federation are endowed with the right to redistribute in their favor the authority of local governments on a wide range of issues. Obviously, we are talking about narrowing of the list of matters within the competence of municipalities.

The public authorities of subjects of the Russian Federation in the sphere of strategic planning include:

- establishment of requirements to the content of strategic planning documents developed in the Russian Federation, the order of their development, review and approval (approval) (Part 2 of Article 5);

- establishment of procedures of strategic planning in the Russian Federation (Art. 6, Art. 5).

Thus, the RF subjects are endowed with regulatory functions in relation to strategic planning at the local level and theoretically could extend the range of requirements for the content and the procedure for the development and realization of municipal documents in excess of the 172-FZ.

Increasing the scale of objects of municipal management leads to narrowing of the scope of local government objectives. In other words, municipal management includes numerous subjects. Strategy of socio-economic development of the municipality cannot be only a reflection of local issues.

Development strategies should be really effective documents which are interlinked with the budget process.

It is necessary to establish mechanisms of interaction of bodies of state power of RF subjects and local authorities in the development and decision-making related to the development of territories, addressing several other issues [13, 16] .

Among these issues are such problems as:

- 1) absence of standards assigning to the local government authority for the development of strategic planning documents in the Federal Law of October 6, 2003 № 131-FZ "On general principles of local self-government in the Russian Federation";

- 2) lack of funds to implement the authority to develop strategic planning documents, due to the low level of financial security of local budgets.

5. Conclusions.

In accordance with the Federal Law № 172-FZ participants of strategic planning at the municipal level are the local authorities and municipal organizations in cases provided by municipal regulations.

The work on the creation of socio-economic development in the largest cities of Russia is carried out randomly, in the absence of uniform principles of creation and financing. The role of individual municipalities (urban district with intra-urban division, inner city areas) and emerging urban centers in the system of strategic planning at the level of the federation, the federation subjects and at the municipal level is not taken into account.

With the adoption of 172-FZ process of strategic planning had been generally regulated. However, these measures are not sufficient. Analysis of Strategy of Social and Economic development of Russia's largest cities shows necessity of detailed study and legislative regulation of the strategic planning process at the municipal level.

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