

TOWN-LIKE SETTLEMENTS IN REFORMATION SYSTEM OF LOCAL ADMINISTRATIVE BASES

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This article concerns the theoretical aspects of town-like settlements formation and their place in administrative and territory management in Russia. It considers the problems of their existence at the current development stage and the factors assisting to the change of their dynamic. The author's opinion is that town-like settlements are overcoming the existing problems.

Theoretical questions of formation of city type settlements, their place in the administrative-territorial device of Russia and problems of settlements, existing at the present stage, and also the factors accompanying change of their dynamics are considered.

In the Russian Federation territorial reform of local government was carried out since 2003. City and rural settlements in the territory of subjects of Russia were formed. Borders, and the developed administrative and economic communications which influence a population standard of living, thus changed.

City Type Settlements (CTS) in Russia are an intermediate link between a city and a countryside. They together with areas and cities carry out function of the basic and bearing skeleton of each region and country periphery. This local settlement unit has appeared during carrying out of the reform of administrative-territorial division 1923 – 1929. The purpose was the official allocation of a special class of semicity settlements, different both from cities, and from rural settlements. In their structure the working and resort settlements which inhabitants began to be distinguished as a part of urban population were allocated¹.

According to the Decree of Presidium of the Supreme body of RSFSR accepted in 1957 "About an order of determination of settlements have been carried to a category of cities, working and resort settlements" to a category of working settlements at large factories, mines, power stations, railway stations, at building of the big hydraulic engineering constructions and other economically important objects where was not less than 3 thousand people, at presence as a part of the population not less than 85 % of workers, employees and members of their families. Settlements concerned category CTS with the population not less than 2 thousand peo-

ple are resort settlements. The given version of city settlements is fixed now by the Town-planning code of the Russian Federation. Till 1982 according to earlier operating legislation city settlements cities admitted only; settlements (working, resort and country) were considered as a special category of settlements. Since August, 1982, working, resort and housing estates have been considered to be a version of city settlements. As those they are provided in the current legislation of the majority of subjects of the Russian Federation².

The criteria of determination of settlement to be city or rural settlements at federal level are not defined now and regulated by the legislation of subjects of the Russian Federation. Two basic signs are used as a criteria: population and prevailing sphere of employment. The minimum numerical threshold of the population necessary for a recognition of settlement CTS, in various subjects of the Russian Federation, fluctuates from 3 thousand to 5 thousand people. In some regions it is fixed in "the soft" form allowing, under the certain circumstances, smaller level of density of population of territory. So, the law of the Saratov region from April, 3rd, 2000 № 21 "About the administrative-territorial device" establishes that settlements in which territory the industrial enterprises, railway junctions and other, important social and economic objects with a population not less than 3 thousand the people prevail can be carried to category CTS. But at the same time reference to the given kind of city settlements and settlements with a population less than 3 thousand people if there is "a prospect of the further economic and social development and population growth" (part 3, item 11; part 1, item 2). Additional signs of city settlement, in particular, the degree of an accomplishment of territory (presence of the developed social, municipal infrastructures etc.), presence in territory of sepa-

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rate kinds of objects industrial or other - scientific, educational, cultural-historical - values are fixed in certain cases. For example, according to item 5 item 3 part 1 law of the Samara region from December, 9th, 2005 № 213 "About settlements" in category CTS include "the settlement having an engineering and social infrastructure, with prevalence in it of houses of many-storeyed building, a population not less than five thousand mainly occupied with not agricultural kinds of economic activities", and according to item 11 item 4 part 3 laws of Republic Mordovia "About an order of the decision of questions of the administrative-territorial device" from December, 8th, 2003 № 73 can be carried to this category "settlements with a population not less than 3 thousand persons in territory which are located higher educational institutions and research establishments" ³.

Thus, the completed in Soviet period quantitative and functional-industrial approaches to allocation CTS have not lost the practical value and in the conditions of market economy, though they require some updating.

During the social and economic crisis of 1990th, aggravated with market transformations, there emerged a sharp question on the further destiny CTS. Because of the specific features they have been deprived maneuvering in market conditions what cities with their multifunctionality and more flexible economy possess ⁴.

For January, 1st, 2007 in Privolzhsky federal district (PFD) is 288 CTS. The majority of CTS PFD (161 unit, 55.9 %) has been formed in 1950 - 1989. They appeared in natural resources development areas, as a part of city agglomerations, and also from the expanded and transformed villages - districts. As a rule, it is small CTS on all territory of district. 64 settlements (22%) have appeared in 1926 - 1940 near industrial buildings of the first five-year periods. At this time the developed policy of industrialisation of the country was accompanied by dynamical growth of city settlements. 42 CTS (14.5%) have appeared in 1941 - 1949, that is connected with evacuation of the industrial enterprises and the population in east areas of the country. By 1990 the number of CTS PFD has reached the maximum size - 455 units (20.6%) then the tendency to their reduction was outlined in separate subjects PFD. For 1990 - 2000 only 16 CTS were formed (5.5%), and since 2001 till today 5 CTS that makes 1.7%⁵.

In days of reforms there were inconsistent phenomena in the field of formation of quantitative size CTS that is connected with administrative-territorial transformations and variety of the social and economic reasons. Following the table, during 1989-2007 their total number was reduced to 181 unit though return process is observed also: during the same period 30 CTS in various subjects PDF have been formed.

Reduction of quantity CTS is connected with their mass transfer in a rank of settlements, reference of insignificant number to a category of cities, and also with their inclusion in city line and abolition that is visible from the table. The general quantity transformed CTS has made 211 units the most part from which has been transformed to rural settlements - 154 settlements. The greatest transformations have concerned settlements of Republic Bashkortostan, the Perm area, the Kirov, Samara, Orenburg areas. At the same time no changes to settlements have occurred in the Penza region. In Mary El republics, Chuvashiya, Mordovia only part of CTS have been transformed only to villages⁶.

Consecutive realisation of positions of the Federal law №131-F3 from October, 6th, 2003 "About the general principles of the organisation of local government in the Russian Federation" assumed fastening of the developed two-level territorial organisation of local government. According to the given law and the amendments accepted by the Federal law №186-F3 from December, 3rd, 2004 "About modification of the Federal law "About the general principles of the organisation of local government in the Russian Federation", CTS became city settlements (i.e. municipal unions), some were a part of the municipal area, some have kept status of CTS, having entered into administrative borders of city districts, or have turned to its microdistrict (without being municipal union). Thus the population of settlement has lost a constitutional law on local government though many CTS have necessary features for local government realisation in the status of city settlements. Thus, status of CTS and a place of this category of settlements in territorial bases of local government are still uncertain⁷.

It was administrative-territorial transformations that have caused the main part of decrease in a share of urban population both in the Russian Federation, and in PDF in 1990th. It has appeared that in the conditions of a sharp economic crisis to be a countryman, with other things being equal, more

**DynamicsofnumberofsettlementsofcitytypeCTSfor1989-2007
(forJanuary,1st),aunit**

Indicators	Years					
	1989-1994	1995-1999	2000-2004	2005-2006	2007	1989 - 2007
Settlements of city type, total	440	444	393	321	288	
Reduction of number CTS including:						
their transfer in rural settlements	12	44	69	29	0	154
inclusions in city line	3	4	5	3	0	15
transformations into small cities	4	3	2	0	0	9
abolition	0	3	0	0	0	3
New CTS are formed	20	2	8	0	0	30
Have been transformed, total	39	56	84	32	0	211

favourable, than a city one: he is available more possibilities of reception of the part of the ground for part-time farm conducting, payment for the electric power and utilities is less, there are extra charges to wages etc. So, in CTS the payment for the electric power is raised under the city tariff, the prices for payment of habitation and housing-and-municipal services can be on occasion lowered or, on the contrary, are overestimated concerning the city tariff (the Federal law from May, 6th, 2003 μ 52-FZ, item 15.). The privileges established by the legislation on payment of habitation and utilities to separate categories of citizens, working and living in a countryside, and to pedagogical workers of educational institutions in a countryside, and also in city type settlements (item 8 of the Law of RSFSR from December, 21st, 1990 μ 438-I, the Federal law from January, 13th, 1996 μ 12-FZ, paragraph 3, item 5, item 55) are kept. According to item 394 of the Tax Code of the Russian Federation (further - TC of the Russian Federation), rates of the ground tax are established by bodies of municipal unions and cannot exceed the certain values fixed in TC of the Russian Federation. For categories of the earths of an agricultural purpose, a personal part-time farm, gardening, truck farming or animal industries the rate makes 0.3% from cadastral cost of a site (are listed in pre-items 1 items 1 of item 394 TC of the Russian Federation). The rate of 1.5% from cadastral cost of a site is used for the other ground areas (pre-items 2 of item 1 of item 394 TC of the Russian Federation). Article 387 TC of the Russian Federation fixes the right to representative bodies of municipal unions to establish tax privileges, the bases and an order of their work⁸.

For today local government reform is in a finishing stage, the quantity of administrative-territorial transformations decreases, therefore there will

be a relative stabilisation of all network of city settlements Russian Federations⁹.

Today CTS are characterised by the raised natural decrease (because of population ageing), the raised migratory outflow of inhabitants because of the connection with manufacture curling at the industrial enterprises, a lack of workplaces, low cultural appeal of this category of settlements, absence of possibilities of self working and free habitation (as in rural settlements). Many inhabitants go for work in big cities.

The next years demographic potential CTS will be reduced, most likely. First of all, it will concern the smallest settlements - with a population to 5 thousand people larger CTS, which besides occupy favourable economic-socially-geographical position, will be rather stable¹⁰.

So, for January, 1st, 2007 in PDF 288 CTS ПГТ were available, and they are now in administrative submission of various kinds of municipal unions: 31 are subordinated to cities; 254 - to municipal areas; 3 - concern certain category; 123 are actually districts of municipal areas; 165 CTS are not districts.

Today in the Russian Federation is 1348 CTS (with number of resident population - 8 ml. 213 thousand people), more of their quantity is concentrated in Central FD (322, 2 million 082 thousand people), PDF occupies the 2nd place by quantity CTS (288) and number of resident population (1 million 751 thousand people).

In structure of CTS PDF five basic categories of the number of population are accurately visible (taking into account the average number of population 6128 thousand people): small (to 1 - 2.9 thousand people), averages (3 - 4.9 thousand people), big (5 - 6.9 thousand people), large (7 - 8.9 thousand people), the largest (9 - 11.9 thousand people). In 1989 prevailed CTS with number of inhabit-

ants 3 - 4.9 thousand people (23.6% from total number of settlements), in 2002 settlements with number of inhabitants 1 - 2.9 thousand people (22.2%), in 2007 - CTS with number of inhabitants 5 - 6.9 thousand people (22.5%).

In 1989, 2002 the greatest on a population were CTS with number of inhabitants of 12 and more thousand people (22.5 and 24.5% from the general number of population) which, proceeding the number of inhabitants, could concern a category of cities. In 2007 more of the quantity of inhabitants lived in settlements with number of inhabitants from 5 - 6.9 thousand people (22.3%). So, 203 CTS had a population from 3 to 11.9 thousand people that corresponds to definition of the given category. In 2007 large on the population were CTS of the Nizhniy Novgorod, Saratov, Kirov areas, Republic Tatarstan and the Ulyanovsk region¹¹.

Development prospects in city type settlement of different branches of an economy, growth of its multifunctionality and the sizes depend mainly from transport- and a market-geographical position (placing concerning the major transport highways, transport knots, areas of sale of production and services). So, in CTS the most part of settlements is removed from the regional centres (which regional cities, administrative centres of subjects of the Russian Federation are), from higher administrative centres (which cities of regional submission are, large villages - districts) and the nearest railway station more than on 50 km that interferes with economic activities development. Railway stations are 105 CTS¹².

City type settlements are a special category of settlements in Russia in which objective difficulties of realisation of principles of complex development and all-round improvement, economic activation and welfare transformations are inherent. The decision of problems of the given settlements is connected with the necessity of their inventory for the purpose of revealing safe, concerning safe and unsuccessful in the social and economic, demographic and transport-geographical relation. Ways of the decision of problems can be the following: strengthening of economic

base, overcoming of monofunctional structure of an economy, creation of specialised and new branches; development of a complex economy; transition to release rural settlements the enterprises of competitive kinds of production having steady solvent demand and necessary for regional and municipal needs; development of small and average business; along with the industry agricultural production development; an all-around development of an infrastructure, welfare potential; improvement of cultural and community service, increase of level of a housing-and-municipal accomplishment and a population life; transformation of settlements into the local centers of service which could draw rural settlements.

Financial and organizational support is necessary for the successful decision of the questions of social and economic development from outside the states, regional authorities. Private investments are necessary for the expansion of old and creations of new manufactures. For capital inflow it is possible to establish the preferential taxation and crediting, and also to create various investment and insurance funds¹³.

¹ *Obedkov A.* Poselki of city type in system of city moving of the Russian Federation//Federalism. 2006. № 1. P. 159-180.

² *Simagin U.A.* Territorial organisation of the population / V.G.Glushkovej. M, 2004. P. 114-142.

³ *Rossiskaya Gazeta.* 2003. № 86. P.15-20.

⁴ *Obedkov A.* The works.

⁵ See: <http://www.gks.ru>.

⁶ In the same place.

⁷ *Tikhomirov M. S.* The comment to FL from 06.10.2003 № 131-FZ "About the general principles of the organisation of local government of the Russian Federation"//Ross. Gazeta Federal release № 3832. 2005. P. 12-15.

⁸ See: <http://www.gks.ru>.

⁹ *Tikhomirov M. S.* The works

¹⁰ *Obedkov A.* The works

¹¹ See: <http://www.gks.ru>.

¹² *Simagin U.A.* The works

¹³ *Komarova M. A.* Strategy of management by regional social and economic system//Vestnik Samaras State University, Samara, 2007. №12 (38), P. 52-60.