

TERRITORIAL STRATEGIC PLANNING OF SOCIAL AND ECONOMIC DEVELOPMENT OF RUSSIA (by the example of development of the North Regions)

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Key words: strategy; strategic planning; strategic management; the regional policy; the concept; the scheme of spatial development; macroregion; areas of the North; the interdepartmental commission; strategic documents.

The scheme of the territorial strategic planning is presented at federal level, strategic documents of regional developing of Russia are focused on, the practice of standard-organizational aspect of the strategic planning of development of the areas of the North is researched.

The important component of a social and economic developing strategy of the state on the long-term outlook is the territorial strategic planning of social and economic development of the country as an essential requirement of an increase of effectiveness of the state regional policy in Russia (see figure). The main purpose

opportunities for all the citizens regardless of their domicile.

In modern conditions the territorial strategic planning takes on a new level of its development. The question arises about interrelation and coordination of federal, regional, inter-regional and interbranch priorities of developing which



Figure. The Scheme territorial strategy at federal level

of the territorial developing strategy during the whole period of its realization consists in strengthening of an economic integrity of the state by maintenance and strengthening of its regional economic potentials as the basis of the maintenance of the state social guarantees to the population on the territory of the country. A strategy should be guided by use of advantages of regional variety and inter-regional integration, by harmony of interests of regional societies, by realization of a principle of equal

allows to build up a mechanism of an effective utilisation of available resources of all the regions of Russia.

The active role in determining of the mechanism of interaction of the federal centre and regional enforcement authorities on the further long-range developing is played by the Government of the Russian Federation and its divisions.

On June, 30th, 2005 at the session of the Government of the Russian Federation the

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Concept of Strategy of social and economic development of regions of the Russian Federation has been approved. The basic principles of regional policy of management of social and economic developing put in the Concept should become a basis of a new alternative approach for state policy of developing of regions of the country.¹

On change to the politics of leveling of social and economic developing of the regions, dominating in previous years, the principle of the polarised developing of the territory of the country arrives, it assumes special focusing of financial, administrative and managerial, human and other resources in “basic regions” (“poles”, growth “locomotives”), and also the subsequent distribution of innovative activity to other regions.²

According to the document the aim of regional development policy of the Russian Federation is to assist to social and economic developing of regions, subjects of the Russian Federation and municipal unions with the objects of:

- ◆ increase of welfare and quality of life of the population on the territory of Russia;
- ◆ maintenance of steady rates of qualitative economic growth;
- ◆ strengthening of competitive positions of Russia and its regions in the world.

An essential part of the realization of Strategy of social and economic developing of regions of the Russian Federation is the development of the General scheme of spatial developing of the Russian Federation, which primary goal is to prove for functional zoning of the territory of the Russian Federation, including:

- ◆ to designate types of territories and regions for the purpose of forming of the differentiated economic, social and regional policy concerning them;
- ◆ to describe the functional device and to give a prognosis of social and economic developing of the basic geostrategic regions of the country;
- ◆ to generate the basic directions of developing of the system of setting in the Russian Federation;
- ◆ to designate directions of migratory streams and create conditions for development of mechanisms of management of migratory streams;

- ◆ to perform territorial synchronisation of the basic infrastructural strategies (transport, power).

For the strategy of territorial development is used the division of the country into macroregions. The given approach has well proved itself by the development of the concept project of the long-term social and economic developing of the Russian Federation which is conducted by all national departments according to the commission of the President of the Russian Federation.³

One of the components of the project of the document is the section devoted to the state regional policy where long-term territorial developing of the country is presented in the context of its macroregions. There are designated the advantages and long-range directions of developing of following economic regions: Central, Central Black Earth, Northwest, Northern, Southern, Volga region, Ural, Western-Siberian, East-Siberian, Far East. At the Ministry of regional developing of the Russian Federation with a view of specification of regulations of the given section has been organized the working group on completion of the concept project of the long-term social and economic developing of the Russian Federation.

Despite the fact that the concept project differs from the previous documents devoted to the problems of regional developing, clearness of the purposes, determining of principles, the primary goals of developing of the territories in long-term prospect and directions of their realisation, systematizing of material statement, the section “Regional developing” is necessary to add with the formulation of such concepts, as “macroregion”, economic region with instructions of their basic differences from the term “federal district”. The justification of the list of offered economic regions in the concept is necessary.

The Strategy of the territorial developing of Russia should be synthesis of strategies of developing of its macroregions which, in turn, should be connected with strategic documents of developing of subjects of the Russian Federation and the major cities, i.e. macroregional strategy performs as the joint between strategy of the national economy and regional strategy.⁴

More concrete directions of the strategy of the territorial developing of the country are

connected with the decision of the large regional problems, having essential value for the whole state, one of them, which is huge on scales, is the problem of developing of areas of the North.

About 70 % of the territory of Russia is the North and the territories equal to it. Northern territories play a key role in the national economy, in safety and geopolitical interests of Russia. Here is located over 60 % of the reconnoitered stocks of hydrocarbons and a mineral-source of raw materials, more than 50 % of reproduced resources - woods, fishes, furs, hydroresources. About 7,5 % of the population of the country lives in the north, there is manufactured over 20 % of a total domestic product. The north lets out an industrial output per capita twice more than on the average on the country.

With a view of the maintenance of realization of a state policy of social and economic developing of the northern territories of the Russian Federation, strengthening of state regulations and interbranch coordination in this area, creation of necessary conditions for increasing of efficiency of the usage of natural resources, improvement of living conditions of the population, an all-around development of the economy and culture of the small people of the North in the middle of the nineties the State committee of the Russian Federation concerning North developing has been formed in the system of federal enforcement authorities. Goskomsevera of Russia performed development and realisation of the basic directions of the regional social and economic policy in North and Arctic, prepared forecasts, concepts and programmes of social and economic developing of northern territories, spent work on increase of efficiency of the Arctic transport system, including on maintenance of steady and safe functioning of Northern sea road, participated together with interested federal bodies of the executive and representative power in the various activities directed on developing of the North.

In connection with abolition of Goskomsevera of Russia in May, 2000 northern questions have been transferred to the Ministry of economic development and trade of the Russian Federation and the Ministry of affairs of Federation, the national and migratory policy of the Russian Federation which later has also been abolished. In 2005 these functions have

been transferred to the Ministry of regional developing of the Russian Federation.

The basic strategic document on the realisation of a state policy of developing of the the North Regions is the Concept of the state support of the economic and social developing of areas of the North, in the context of which the decision of commitments concerning northern territories in three stages is provided. The first stage (2000-2003) - stabilisation of the social and economic development. The second stage (2004-2010) - steady growth of economy. And the third stage (2011-2015) - the balanced social and economic development. Making up of domestic factors of the economic developing of the North Regions having the necessary resource potential, and active encouragement of searching of new possibilities of the economic developing of grant subjects of the Russian Federation should become the purposes of such support.⁵

The considered Concept creates frame conditions for the state policy realisation, determining only long-range directions of the state support of the northern territories of the country, but does not name the concrete actions directed on the decision of regional problems.

One of effective tools of the state support of developing of the North areas is federal target programme. At present the state support of the North is performed within such federal target programs as "Economic and social developing of the Far East and Transbaikalia for the period till 2013", "Social and economic developing of Kuriles (Sakhalin region) for 2007-2015", "Economic and social developing of the radical small people of the North till 2008", and also Concepts of the federal target programme "Economic and social developing of the radical small people of the North, Siberia and the Far East till 2015".

Also northern objects are included into such federal target programmes, as "Modernization of transport system of Russia (2002-2010)", "the World ocean", "Social developing of village till 2010".

With a view of realisation of the Concept of the state support of the economic and social developing of North Regions in 2005 The ministry of regional developing of the Russian Federation has been prepared the plan of measures of the social and economic developing

of the North and claimed by the order of the Government of the Russian Federation.⁶ Important problems for the North are reflected in the plan the: development of the mechanism of the coordination and decision-making concerning mutual relations of the radical small people of the North with managing subjects; expansion of integration of production manufactured in areas of the North, to the national market. Many questions are connected with timely delivery of fuel to the North.

Besides realisation of programme actions, organizational actions are also performed, congresses of the radical small people of the North, Siberia and the Far East of the Russian Federation are spent, on which the complex of the accumulated problems is considered, the current legislation is analyzed.

With a view of realisation of the Federal law of the Russian Federation "About the general principles of organisation of communities of the radical small people of the North, Siberia and the Far East of the Russian Federation" from July, 20th, 2000 μ 104-FZ and the Federal law of the Russian Federation "About territories of traditional wildlife management of the radical small people of the North, Siberia and the Far East of the Russian Federation" from May, 7th, 2001 μ 49, the Government of the Russian Federation claims the list of the radical small people living on the territories of the North, Siberia and the Far East, consisting of 40 names⁷. There is also a list of areas of residing of the radical small people of the North.

Conducting the state regional policy in the North demands exact coordination of actions of all sub arctic subjects of the Russian Federation.

With a view of coordination of the process of regional strategic planning and strategic management, realisation of principle of systematizing, used in the strategic planning, the Interdepartmental commission on development of the strategy of social and economic developing of regions of the Russian Federation (IDC) as one of organizational and financial mechanisms of the social and economic developing of regions of the country operates at the Ministry of regional developing of the Russian Federation. The commission includes almost all representatives of ministries and

departments. Since July, 2005 the consideration of documents of the strategic planning of the subjects of the Russian Federation within IDC has begun, it is a necessary control-correcting development and accepting stage of the strategy of the social and economic development at regional level.

All the questions on creation of strategic documents of developing of the subjects of the Russian Federation, concerning northern territories, should be co-ordinated in the uniform state system. Thus it is necessary to co-ordinate the strategy of developing of the subject not only with the strategy of developing of the regions, i.e. interterritorial developing, but also with the strategy of developing of the branch ministries of separate directions and as a whole with the basic directions of work which are provided by the Government of the Russian Federation.

It will be possible to realize the tasks under the regional problems decision of the northern areas only under condition of participation of all the subjects of the Russian Federation interested in it, and also of the economic subjects, institutes of a civil society and legislators.

¹ Chernadtseva I.V. Problems of projecting of regional development at the modern stage// Bulletin of Samar. St.univ.of econ., Samara, 2007, μ 11 (37), P.157-161.

² The Concept of Strategy of social and economic developing of regions of the Russian Federation / Mines-y of region. developing of the Russian Federation [Electronic resource]. An access mode: <http://www.minregion.ru>.

³ The project of the concept of long-term social and economic developing of the Russian Federation / Mines-y of econ. development of the Russian Federation [Electronic resource]. An access mode: <http://www.economy.gov.ru>.

⁴ Granberg A. Strategy of the territorial social and economic developing of Russia: from ideas to realization//Vopr. Economy. 2001. μ 9. P. 25.

⁵ The governmental order of the Russian Federation "About the Concept of the state support of the economic and social developing of areas of the North" from March, 7th, 2000 μ 198.

⁶ The order of the Government of the Russian Federation from February, 21st, 2005 μ 185-river.

⁷ The order of the Government of the Russian Federation from April, 17th, 2006 μ the 536-river.