

## THE ANALYSIS OF THE LEGISLATION ABOUT REGULATION OF REGIONAL STRATEGIC PLANNING

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**Key words:** the legislation, statutory acts, the regional policy, strategy, the program, the concept, strategic planning, strategic management, documents of comprehensive planning, the Interdepartmental commission.

A quantitative analysis of the normative acts of the subjects of Russian federation is executed in the sphere of strategic planning. The conclusion of the necessity of the legislation perfection on the basis of unity, complex forecast and strategic documents is explained. The operation of the Ministry of regional development is examined in the part of formation procedure of the complex planning of regional development documents.

In the terms of decentralization of economy and government, delegation of federal powers to the regional level the responsibility of the regional government for making management decisions is increasing. Regional management is represented as a bearer of the country's interests. The operative connections of the government with the main part - companies - has in fact moved to the regional level along with the government responsibility for product, energy, social and other government support of the companies and citizens, with the creation of new conditions of economic life<sup>1</sup>.

The necessity of the constructive regional policy execution becomes more and more significant. The main part if it is the defining of the main priorities of the region development for the economic growth and citizens wealth increase. The lack of socially approved government strategy of the region development decreases the management quality and inflicts damage to the internal and external image of the region and its administration.

The practice of regional strategic planning in our country in the market conditions began to form in the middle of 1990s, when many

regions started to develop a variety of planning documents. The special structure organizations were created in each of the subject of Russian Federation in the terms of executive authority, which were in charge of development and execution of strategic documents.

The activity of the executive and legislative authority of the subjects of Russian Federation has increased nowadays. The result of the executed quantitative analysis of normative acts placed in the law searching system Consultant Plus is the proof of it<sup>2</sup> (table 1). In the internet version "regional legislature" the normative acts of the 79 subjects of Russian Federation are represented, that's why the analysis is executed without examination of the regions of Moscow and its district, St. Petersburg and its region.

There is a growth tendency of all normative acts of strategic character in all selected key words and expressions. In 2000 there were 3932 normative acts and 2007 more than 15881 (more than 4 times increase). Along with that the essential part of the quantitative expressions are the acts with the word "program" (an average of 94% for the examined period), which proves the importance for regional authorities of use

Table 1

The quantity of normative acts by the key words and expressions in Consultant Plus system

Key word (expression)	2000	2004	2007
Strategy	26	41	108
Concept	231	288	325
Strategic plan	12	19	23
Scheme of territorial planning	2	3	74
Main development directions	67	84	100
Program	3594	6739	15251
Total	3932	7174	15881

\* Egorov Kiryll Yurievich, Samara State Economic University post-graduate student.

of the program-aim method of planning as a mechanism of government economic regulation.

The common increase tendency also covers the quantitative characteristic of normative acts, selected by the key word "strategy". These normative acts are certainly interested because they directly represent regional strategic planning in long-term perspective. Regional strategies should be examined as the most important part of regional representative and execution authorities operations aimed for realization the centralized management origin, providing balance of branches and regional interests in region problems solving. The prior place among these questions is occupied by the problem of citizens' quality of life-level increase.

Along with the development of the strategic directions an active development of schemes of territorial planning is executed. These documents became a certain part of regional management system along with introducing the new City-construction codex of Russia. Since January 1, 2010 you cannot receive basic agreement documents for projection and construction without the documents of territorial planning. Usually the scheme of territorial planning of the RF subject consists of maps (schemes) of the planned development and placement of specially protected nature territories of regional importance, placement of objects of capital construction of regional importance - energy systems, transport, connections, etc<sup>3</sup>.

Along with the quantitative analysis of the normative acts in the sphere of regional strategic planning in all mentioned key words, the special normative acts were taken into consideration because of the difficulty of the selection. These are the acts, which:

- ◆ are aimed for changes making and addition to other normative acts;
- ◆ do not consist of strategic documents, but are necessary from the organizational point of view for strategic planning process execution (like the executive authorities enactment about the group, development and realization committees creation, about the scientific conferences and forums creation);
- ◆ are taken into consideration as double-timed because they consist of such key words as "concept", "strategy", "program";
- ◆ are created not only by the government managing organizations but also by municipal authorities.

Although there are certain imperfections of the analysis, the described tendencies can be used for regional legislature in the sphere of strategic planning characteristic from the quantitative aspect.

The process of strategic planning at the regional level is executed by government authorities according to their accumulated experience and practical developments. Besides, the quality of the strategic planning documents doesn't depend on the fact that the subject of the Federation is the region-donor or not, but only on their interest, the ability of strategic thinking.

As any other process the process of strategic planning has some certain imperfections. One of the reasons of this is a not well developed methodological normative-legislative basis on strategic planning as at the federal level, as well at the regional. At present time, the aims and the meaning of the system of government forecasts and programs of social-economy development of Russia are regulated by the Federal law "about government forecasts and programs of social-economic development of Russian Federation" of June 20, 1995, № 115. The mentioned law created a law basis for the development and realization of the strategy of economic and social development of the country based on the system of long-term, middle- and short-term perspectives, annual financial balances and lists of federal programs<sup>4</sup>. The law gives the following definition of concept: "The concept of social-economic development of Russia is a system of expressions of strategic aims and priorities of social-economic policy of the state, main directions and ways of achieving the mentioned goals".

This definition reminds us of the strategy definition. That's why some existing concepts of social economic development of the regions have some elements of strategic planning. It's explained by the fact that there term "strategy" wasn't widely spread by the period of this law acceptance.

During the practice application and use of the law some certain imperfections were revealed and it appeared that some moments were not exactly explained in the law:

- ◆ the forecast of social-economic long-term development is limited by the period of 10 years. For long-term government policy execution there should be a forecast for 15-20 years;
- ◆ the middle-term social-economic program elements are not fully represented;

- ◆ there are no acts regulating the long-term program of social-economic development;
- ◆ the question of social-economic development strategy is not defined;
- ◆ it's necessary to review the normative acts according to the changes done to the budget codex of Russia. (a 3-year period budget).

The certain defect of the law is the lack of territorial aspect of strategic planning. This law gives only a common understanding of the forecast system, concepts and programs, but doesn't give normative acts for regional strategic planning execution.

One of the federal laws, regulating the use in practice of regional management of strategic planning documents is the federal law "about the common principals of the government legislative and executive authorities organization" of October 6. 1999, №184, according to which the executive and legislative branch has the rights to develop and approve the programs of territorial development.

One of the document, by which we can judge the today's juridical understanding of the category "program" is the federal law "about the products supply and federal government demands". The introduced by this law term "federal target program" is represented though the main principals of such programs operation and realization. This term is explained in another document, named as "the order of development an realization of federal target programs and interstate target programs, in which Russia takes part".

Today's practice of regional strategic management demands perfection of the federal and region-

al legislature with the principal of unity and complex of forecast to become strongly important.

It's necessary to develop and accept the project of federal law of the strategic documents, which would regulate not only the processes of forecasting, conception, programming, but also the process of strategy creation and indicative planning. The social - economic strategy meaning should be defined, the order of its development. The new category - national projects in the directions of social-economic development, being realized since 2006, should also be defined in a law.

For a successful execution of the regional strategic planning process in the subjects of RF the new system of normative acts should be created, which would regulate the use of certain methods and government instruments. This system should consist of the following parts:

- ◆ the development and realization of the social-economic development strategies;
- ◆ the development and realization of the social-economic development concepts;
- ◆ the development and realization of the middle- and long-term programs of social-economic development;
- ◆ the development and realization of regional target programs;
- ◆ the development and realization of the concepts, strategies and programs of municipal authorities;
- ◆ the realization of the space development planning;
- ◆ the perfection of the indicative planning.

The analysis of the regional normative acts placed in the law search system Consultant Plus

*Table 2*

**Законы субъектов Российской Федерации,  
регулирующие систему планово-прогнозных документов**

<b>Subject of RF</b>	<b>The normative document</b>
Adygeya Republic	About government forecast and social-economic development of Adygeya of 08.07.1997. № 45
Kalmykiya Republic	About social-economic development forecast in Kalmykiya of 22.02.2007. № 334-III-3
Republic of Karachaevo-Cherkessia	About forecast, strategic and program planning of social-economic Development of Karachevo - Cherkessia of 21.06.2004. № 12-P3
Altay Region	About government forecast, indicative planning and social-economic development Altay Region of 07.11.2006 № 117-3С
Kamchatka region	About concepts, forecasts and government programs of social-economic development of Kamchatka of 02.06.2003 № 94
Moscow Region	About concepts, forecasts and government programs of social-economic development of Moscow Region 05.04.1996 № 11/96-О3
Novosibirsk region	About forecasts, programs and plans of social-economic development in Novosibirsk of 16.07.2005 № 310-О3

shows that almost in every subject there is an order of development and realization of the regional target programs approved by the executive authorities. In more than 35 subjects of Russia there are laws aimed for regions development planning. The examples of legislative acts of the subjects are presented in table 2. Although the laws are named differently they all have similar principal and orders of development of concepts, forecasts and social-economic development programs.

So far the regional laws are based on the federal law "about the government forecast and social-economic programs of RF" they also have defects and have to be reviewed according to the modern practice of strategic planning.

In this case a large theoretical and practical experience has been accumulated. The USA can be the example of this, where all organizational and methodological aspects of strategic planning are tightened by the laws of the states. All structure organization of the US administration deal with methodological and technical questions of the strategic planning. The specialist of the planning sector and invited experts work on this problem. This helps not only to increase the accumulated effect or realization of the strategic plans, but also to emphasize the responsibility of the planning sector.

Nowadays the regional strategic planning in Russia is entering a new stage in its development. The question of connection of federal, regional and inter-branch development priorities is becoming more and more important.

In 2005 a Special commission of strategy of regional social economic development was created at the Ministry of regional development to provide control and analysis of strategic planning.

The operation of the commission helped to create a methodological basis for the social-economic development strategy formation. By the order of the Ministry of regional development of February 27, 2007 314 the main demands to the strategy of social-economic development were approved. The terms and definitions were also represented. The structure of the strategy was methodologically proved and developed in details.

According to the president's task the Ministry of regional development also defined the borders of the long-term planning and social-economic development system. The system consists of the following components:

- ◆ the strategy of social-economic development of the subject (for 20-25 years);
- ◆ the scheme of territorial planning of the subject (according to the strategy for 20-25 years);
- ◆ the report of the subject of Russian Federation on the results and main directions.

This procedure of development and realization of the documents of complex planning will be the defining factor of the regional strategic planning perfection.

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<sup>1</sup> Bobrova V.V. Territorial aspect of the government regulation of the economy // Samara State Economic University newsbook, 2005. № 1(16). p. 52.

<sup>2</sup> Consultant Plus System <http://www.consultant.ru>.

<sup>3</sup> Kuzyk B.N., Kushlin V.I., Yakovets Y. V. Forecasting, strategic planning and national programming: textbook. 2 edition, M., 2008. P. 378.

<sup>4</sup> Smirnova O.O., Bazlutskaya L.V. Questions of plennig legislative support and social-economic development of subjects of RF // Industrial Policy in RF 2007. № 9 (<http://published-m.narod.ru>).

<sup>5</sup> Leksin V., Shevtsov A. Regional Russian policy: concepts, problems, solvings // Russian economic journal. 1996. № 2. P. 63.