

INTER-MUNICIPAL COLLABORATION AS A FACTOR OF STRATEGIC DEVELOPMENT OF TERRITORIES

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The article gives grounds to the understanding of inter-municipal collaboration as a factor of strategic development of municipal establishments. The importance of determining strategic aims and accepting strategic and program documents by municipal government is revealed. The list of strategic and program documents of municipal establishments of Pokhvistnevo sub region of Samara region is submitted. Their compliance to the strategy of social and economic development of Samara region until the year 2020 is analyzed. The author reveals that municipal government underestimates such strategic priority of "spatial development" and the function of local self-government as inter-municipal collaboration. The types of municipal relations are shown as well as their interrelation.

At the present time the majority of scientists and experts consider inter-municipal collaboration as the interrelation of municipal establishments represented by their representatives or management bodies targeted at a more efficient performance their rights and interests, finding solutions for municipal problems.

Having chosen the necessary form of inter-municipal interaction and adjusted the interests of collaborating municipal establishments and following the main principals of inter-municipal collaboration, municipal government tries to improve social and economic development of "its own" territory and increase the quality of life of "its own" population.

As inter-municipal collaboration is accomplished in the interests of social and economic development of each interacting municipal establishment it can be considered as a factor of strategic development of the region. It is evident that the aims of developing inter-municipal interaction should be connected with the chosen strategic goals of the development of each municipal government. All this gives grounds to inter-municipal interaction: the connection of the aims of considered collaboration with the aims of the concept of strategic development of municipal establishments and the account of the influence of external factors on the collaborating municipal establishments. The notion of strategic feasibility of municipal interaction can be treated as the dialectic integration of the necessity and possibility of the collaboration of municipal establishments, considered as the element of the mechanism of implementing the aims of their strategic complex of social and economic development.

According to development strategy the evaluation of internal interests and demands is accomplished; external subjects (potential for collaboration) are defined, their demands and interests are revealed. As a result the possible directions of inter-municipal collaboration are defined.

Thus the definition of strategic aims, problems and development directions is very important both for each municipal establishment and for organizing inter-municipal collaboration. However not every municipal establishment has got strategic documents. Federal law from 06.10.2003 № 131-ФЗ "About general principals of organizing local self-government in Russian Federation" treats complex decision making and the programs of social and economic development of municipal establishment as the work of the representative body of local self-government.

The study of strategic and program documents operating on the territory of municipal establishments of Pokhvestnevskiy sub-region of Samara region (including Pokhvestnevo town, municipal districts: Pokhvistnevskiy, Kamyshlinskiy, Klyavlinskiy) has shown that separate municipal governments pay different attention to the problems of making a strategy of own social and economic development.

Long-term strategies of social and economic development are worked out only in Pokhvistnevo town and Pokhvistnevo municipal region. At the same time Pokhvistnevskiy municipal region is the only municipal establishment in Pokhvistnevskiy sub-region where complex program of social and economic development of territory is active. The program of social and economic development of the region is accepted in Kamyshlinskiy region for the years 2008-2012. The

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complex program document determining the development of Klyavlinitskiy municipal region is the program of developing agricultural production of Klyavlinitskiy region for the years 2008-2012.

The system of strategic vectors of Samara region development is established according to the strategy of social and economic development of Samara region until the year 2020 and consists of the following aim blocks: human potential development, provision of economic growth, spatial development. Strategic priority "Spatial development" is the least developed program though it is of great importance.

Spatial development can act as the effective solution for the key problems of territory development. Among them are: the formation of regional politics in its territorial aspect, the problem of amalgamating internal regional territories; revealing the growing points, the problem of choice of the places of managerial centres; coordinating the interests and demands in social sphere, establishing labour market and in the sphere of internal and external migration. It is impossible to stimulate and implement such strategic priority as special development without close inter-municipal interaction.

Only in two municipal establishments (Pokhvistnevo town and

Kamyshlinskiy municipal region) the bodies of local self-government offer to develop mutually beneficial directions of collaboration with neighbor municipal establishments.

Inter-municipal collaboration is a rather important function of local self-government targeted at achieving the aims of social and economic development of municipal establishments by integration and cooperation. The last have secondary subordinate character in relation to the first ones that correspond to the accepted treatment of inter-municipal interaction as a factor of strategic development of every municipal government.

It is necessary to mention that inter-municipal collaboration has both strategic and non-strategic characteristics. If we are talking about finding the solution of strategic problems, we have the example of strategic interaction. If inter-municipal collaboration contributes to finding solutions to functional problems connected with accomplishing the functions, these interrelations of strategic character do not have strategic character, they can be called "subject-functional".

This type of relation ("subject-functional") is widespread in the territory of Pokhvistnevo subregion and is represented by delivering the

part of responsibilities on solving the problems of local importance from one municipal government to the other and is legally proved by the corresponding agreements.

Pokhvistnevo town and Pokhvistnevskiy region closely collaborate in the sphere of education, healthcare and other socially oriented directions being the co-founders of local establishments. There are also interrelations in other spheres, such as trade and communication but they do not have official registration.

None of collaboration ways is mentioned in strategic and program documents of municipal governments. The fact of inter-municipal interrelation is not accepted.

The relations between municipal regions of subregions are less developed and do not have legal basis, though there is a demand for them and it is represented by a resource deficit for their own development as well as by the aspiration to strengthen and enlarge the existing competitive advantages but not in one single municipal government but in a sub-region in general. Municipal establishments of such level should not compete between themselves, but cooperate and integrate for achieving a higher level of social and economic development.

Therefore, the research has shown that for the time being the direction "inter-municipal collaboration" is not mentioned in most of strategic and program documents of municipal governments and, consequently, the existing municipal relations cannot be treated as strategic. Nevertheless, inter-municipal integration appears and exists only in order to follow the interests of municipal establishments participating in collaboration by this contributing to their social and economic development. That is why it is possible to admit that in modern conditions inter-municipal collaboration is an important factor of strategic development of every municipal government and integrated territory in general.

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