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**PECULIARITIES OF A SPECIAL-PURPOSE PROGRAM OF FORMING A SYSTEM
OF EFFICIENT SOCIO-ECONOMIC DEVELOPMENT OF THE RUSSIAN FEDERATION
ON THE REGIONAL LEVEL**

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Abstract

In the article the problems on providing a special-purpose program for the growth of socio-economic parameters of dynamically sustainable systems of the socio-economic level in the economic entities of the Russian Federation have been analyzed. The research has been based on the Pareto rule. Twenty percent of the most characteristic regions in terms of the trend have been distinguished from the entire information monolith for the subsequent analysis. Similarly, approximately one fifth of the main legislative acts recently adopted in this area, both at the federal and local levels, have been singled out. In general, this allows creating a fairly labile and realistic picture of the current matter of fact and identifying the main reasons that lie in the shortcomings of the adopted documents and restrain the development of territories. In order to fix weaknesses, the researchers have offered specific measures on improving the special-purpose program through adaptation mechanisms among the available reserves.

Key Words

Special-purpose program provision – Federal center – Region – Economic growth

Para Citar este Artículo:

Kruglov, Vladimir Nikolayevich; Gerasikova, Elena Nikolayevna; Lesina, Tatiana Viktorovna; Shaurina, Olga Sergeevna; Maslennikova, Natalia Vladimirovna y Aygumov, Timur Gadzhievich. Peculiarities of a special-purpose program of forming a system of efficient socio-economic development of the Russian Federation on the regional level. Revista Inclusiones Vol: 7 num Especial (2020): 159-180.

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Introduction

Economically strong regions have always been and are a fundamental component of the sustainable socio-economic development at the federal level¹. That is why their current and potential development vectors are necessarily reflected in the planned and forecast values of the national economy dynamics, as a whole. The special-purpose program provision becomes the self-sufficient and necessary instrument that allows establishing substantiated regulatory relations among all structures of the power vertical.

In this process, it is difficult to overestimate the role and importance of the federal center. Indeed, in terms of the systematic development of regions, it acts as the moderator that allows recreating and seeing the picture “as a whole”, making corrective amendments and aiming at the final result. However, this does not at all mean the possibility of a lack of local initiative, counter proposals, and consensus on the disputed issues on the part of the Federation subjects.

A development strategy is a quite complex, multidisciplinary, and multifactorial concept. It has deep and well-substantiated epistemological roots. Indeed, any region or territory of the Russian Federation has gone through a rather long period of formation, a series of ups and downs in its socio-economic development. Each of them has formed sustainable economic trends over this time, taking into account the specifics of the territories under development, their natural wealth, climate, and much more. In order to sufficiently assess the relevance and importance of the special-purpose program provision for the development of areas, it is necessary to mention enormous differences in the potential of the financial and economic development of each area.

Some subjects of the business activity have hydrocarbon reserves that allow obtaining high margins after their production and sale. Others as efficiently replenish regional budgets at the expense of some other minerals, for example, gold or diamonds. However, far from all of them are as rich, unfortunately. This state of matters has always caused the division of economic entities of the Federation into “donors” and “recipients”. While the financial flows of the donors went to the structures of the federal center for the further redistribution, the recipients simply could not exist without financial tranches of state support. This, undoubtedly, had impact on the level and quality of the population’s life in each of the regions. Numerous programs for “equalizing” the level of income between the donors and recipients were quite inefficient for a long time and rather inconsiderably solved the issues raised.

The situation has changed dramatically after, firstly, innovative, and then digital economy started the empirical activity of the socio-economic development of the regions.

¹ A. N. Mayorova; S. V. Panasenko; A. F. Nikishin; G. G. Ivanov y E. A. Mayorova, “Analyzing regional differences in the condition and development of trade in Russia”, *Entrepreneurship and Sustainability Issues* 6 Vol: 2 (2018): 927-938; M. G. Nikitina; V. V. Pobirchenko; E. A. Shutaieva y A. I. Karlova, “The investment component in a nation’s economic security: the case of the Russian Federation”, *Entrepreneurship and Sustainability Issues* 6 Vol: 2 (2018): 958-967; Z. Zeibote; T. Volkova y K. Todorov, “The impact of globalization on regional development and competitiveness: cases of selected regions”, *Insights into Regional Development* Vol: 1 num 1 (2019): 33-47 y T. V. Pogodina; V. G. Aleksakhina; V. A. Burenin; T. N. Polianova y L. A. Yunusov, “Towards the innovation-focused industry development in a climate of digitalization: the case of Russia”, *Entrepreneurship and Sustainability Issues* 6 Vol: 4 (2019): 1897-1906.

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Over the recent twenty – twenty-five years, the entire world economy has had to completely restructure its structural relationships in order to maintain a competitive advantage. Cost savings have ceased to be the main system-forming factor. The production with the highest share of added value started to be provided, first of all, by such areas of management as goodwill and franchising. In accordance with this, the price structure of the hundred most efficiently capital-forming firms in the world has also changed diametrically. While previously, fixed capital accounted for 60 to 70 % of the total capital structure of these organizations, and the intellectual capital – for only 30 to 40 %, today it is the role of intellectual components that determines the success of both a corporation and its corporate product. In this sense, Russia as the country integrated into the global economy cannot be an exception.

Based on this foundation, special-purpose program provision for the socio-economic development of Russian regions has acquired completely new features and values. Now innovations, including those in public management, allow locally forming an efficient action paradigm, when previously unprofitable regions get a real chance to become one of not only self-sustaining, but also highly profitable business units of the general system.

All this was manifested in result-oriented budgets, in creating a favorable investment climate, and in government support for the most promising areas on creating high-tech products locally. However, despite many certain and often scattered scientific and statistical materials, the economic and social efficiency of decrees, orders, and other regulatory documents that structure specific activities performed locally has been assessed. What is their efficiency? Do they always correctly set development vectors for individual regions? What impact does their implementation have on the welfare of the local population? Are there any contradictions in viewing the same problem between federal and regional authorities? This research material aims at answering, at least partially, these and many other questions related to the above problem.

Task Setting

Various aspects of the main methodological contradiction of the whole world science as a constant imbalance between the goal and the available resources were taken as the research problem. During the study, a number of issues related to the optimal use of the existing assets under the most efficient investments were solved. At the same time, the regulatory legislative base is considered as an external contour of the impact on the socio-economic processes taking place in the system. The adaptation mechanism of laws adopted at the federal level is studied in relation to the diverse factor environment of the diversity of Russian regions. Vector directions of the progressive development of the current instruments in the future are predicted.

Methods

The article is scientifically based on the dialectical method, the works of the classics of the economic theory, famous academic economists, and legislative acts.

In the material a set of methods of the economic research united by a systematic approach to this problem study is used. In this conglomerate it is possible to distinguish the method including economic groups, graphical techniques, correlation analysis, design

and construction, including the use of sliding time series and standards. Besides, the extrapolation, the methods of limit analysis, development of design solutions taking into account the principles of optimality and the impact of the main factors on the development of economic processes can be fully referred to this. The abstract-logical, economic-mathematical, statistical (groupings, average values, index), and calculation and constructive methods are fully used.

Results

In any concept of the socio-economic development of Russian regions, the final, resulting indicator, or rather its achievement and even the hypothetical attainability (when the indicatively set target of the planned result happens to be overcome within the clearly specified terms) are the most important aspect. In one of the strategic fundamental documents that is currently in force – in many respects the conceptual “Strategy for the Socio-Economic Development of the Regions of the Russian Federation”, it was planned to fully implement all available federal and departmental target programs for the regional development at the final stage in 2011 – 2020, which would ultimately contribute to the spatial development of each constituent entity of the Russian Federation.

In the area of the resulting effect, it was provided for the creation of the whole group of peculiar “locomotive regions” with the dynamics of the economic development at the level of the best world standards. The arguments for its phased implementation with the possibility to adjust each of them were given as the viability and efficiency of the strategy. It stipulated that financial resources would be provided from the federal budget, regional budgets, municipal budgets, as well as extrabudgetary sources. The planned amount of the indicator of financial resources to support regions was supposed to reach about RUB 1 trillion by 2020². Along with the increase in the volume of financial support of the federal center for the development of the regions, it was planned to improve the efficiency of spending financial resources. Ultimately, this reduced the number of the crisis regions in the country. Another system document is Decree of the President of the Russian Federation V.V. Putin that was ratified on May 7, 2018 “On the National Goals and Strategic Objectives of the Development of the Russian Federation for the Period Until 2024”. It set specific objectives for the socio-economic growth in various fields at the regional level. However, the human factor was defined as the most important of them. For example, the possibility of the steady increase in the country’s population due to natural rather than migration processes was provided, and the forecast life cycle values of an average Russian were assumed to be around 80 years by 2030³. The forecast indicators for a number of socio-economic positions were clearly identified: for example, a double decrease in the poverty level, solving housing problems for five million families annually, the top priority development of innovative enterprises with their specific share in the total volume of up to 50 %, and motivation for the development of small business and reaching the final figure of 25 million people employed in SMEs (small and medium-sized enterprises)⁴.

² Administratsiya Prezidenta Rossiyskoy Federatsii. Available at: <http://kremlin.ru/>

³ Apparat Pravitelstva Rossiyskoy Federatsii. Available at: <http://government.ru>

⁴ Yedinyy portal dlya razmeshcheniya informatsii o razrabotke federalnymi organami ispolnitelnoy vlasti proektov normativnyh pravovyh aktov i rezultatov ih obshchestvennogo obsuzhdeniya. Available at: <http://regulation.gov.ru/>

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Sectoral planning and strategic development are especially important in those areas of activity that, having their own specific characteristics, are responsible for the national security. The national security of the food plan requires program documents at the federal center level. Thus, on May 31, 2019, Resolution No. 696 approved the state program “Integrated Development of Rural Areas”. This resolution was developed by the Ministry of Agriculture of the Russian Federation, as the execution of the order of the President of Russia following the results of his working trip to the Stavropol Territory on October 9, 2018 (No. Pr-2014 dated October 31, 2018, Subparagraph “a”, Paragraph 1)⁵.

The volume of financial support provided by the state for the five-year period since 2020 should reach RUB 2.3 trillion. At the same time, the federal budget compensates for slightly less than half of the estimated amount. The rest of funding is at the discretion of the regions: from the budget and extrabudgetary (attracted) sources. The financial sources are not detailed, which in the future may cause a structural failure of the forward movement due to underfunding.

Along with this, it is necessary to note that this state program is well structured

A separate structuring part in the document provides information on the possibility of the advanced development of top priority territories. Above all, these include the subjects of the Far Eastern and North Caucasian Federal Districts, the Republic of Crimea, Sevastopol, Kaliningrad Region, and the Arctic zone of Russia. The measures taken aim at preserving and increasing the rural population in the country, and creating the high-quality local infrastructure.

Among the documents of this level, it is necessary to note a number of documents regulating the activity of system-forming areas of the national economy at the federal level. For example, this is a strategy for the development of mechanical engineering for the food and processing industry until 2030 (Order No. 1931-r dated August 30, 2019). The implementation of this document is already efficiently contributing to the launch of new production facilities, the creation of additional jobs, as well as the technological independence of the food industry from imported engineering products and the growth of export supplies of Russian machines. However, what does alert is the lack of a comprehensive study and the relationship between the processing industry and suppliers from the agricultural sector: such strategies should not be created in isolation from each other.

The action plan of the Government of the Russian Federation on accelerating the growth rate of investment in fixed assets and increasing their share in gross domestic product up to 25 % was adopted in July 2018. In February 2019, it was detailed and, finally, supplemented with the industry component, which became the fifth section of the long-term development program⁶.

Order No. 2914-r dated December 22, 2018 approved the “Strategy for the Development of the Mineral Resource Base of Russia until 2035”. It determines the priorities, as well as the goals and objectives of the geological activity aimed at sustainable resource provision of the Russian economy with mineral resources. Within the activity, it

⁵ Otkrytoe pravitelstvo. Available at: <http://open.gov.ru/>

⁶ Portal gosprogramm. Available at: <https://programs.gov.ru/Portal/>

was planned to raise the mineral and raw materials industry based on the dramatic improvement of the investment climate and, as a result, the inflow of financial resources. At the same time, it was provided for the improvement of the quality of forecasting and search for new deposits, as well as the efficiency of developing the known, including undeveloped, deposits by introducing modern processing technologies, enriching, and comprehensive extraction of natural resources. The strategy also has its drawbacks: it almost does not touch on the possibilities of such efficient development instrument as concession agreements when searching and extracting resources from the bowels of Russia.

Order No. 1989-r dated September 20, 2018 approved such document as “Strategies for the Development of the Forest Complex until 2030”. It is based on the measures to improve the competitiveness of the industry both domestically and globally. It was planned to improve the contribution of the forest complex to the socio-economic development of the country, the efficient use, conservation, protection, and reproduction of forests by introducing modern management methods. The authors think that the document is to be considerably reviewed, taking into account the realities of today. Indeed, at present, on the world market Russia acts as an exporter of unprocessed raw materials: oil, gas and, in particular, wood. In case of the creation of deep processing of resources, the country can get a tenfold economic effect as compared to the current state of matters. The creation of the base for the deep processing of raw materials should become a detailed and elaborated basis of the document⁷.

Order No. 831-r dated April 28, 2018 approved the “Strategy for the Development of the Automotive Industry until 2025”. It was based on the forecasts aimed at satisfying 90 % of the domestic demand by Russian manufacturers. It was provided for the sharp increase in the export of automotive equipment and components, building up technological competencies of national manufacturers of automotive equipment and components. This document seemed not to have the fundamental economic basis. Today in Russia more than three quarters of the manufactured cars are “foreign cars” assembled at domestic enterprises together with foreigners. The term for the conceptual implementation of the new model in Russia is about seven to eight years. Sometimes this term is higher, while in Japan it is about four months. The question is the following: whom are we deceiving by adopting the development strategies that are stillborn when adopted?

Order No. 532-r dated March 29, 2018 approved the Road Map for the development of the production of mineral fertilizers for the period until 2025. The stimulating moments of the industry were worked out well in it, and the interests of all its components were taken into account. As a result of the measures taken, it is planned to obtain the terms for improving the volume of production of mineral fertilizers by 2025 – by 7.3 million tons more as compared to 2016, as well as to increase the share of exports in the structure of the mineral fertilizers production by 4 % and improve the consumption of mineral fertilizers by agricultural producers. One of the main disadvantages in the roadmap is the lack of structural relation between the increased production and specific domestic consumers. Any production should have an ultimate goal and its own technological chain that is not confined to a particular industry.

⁷ Ukaz Prezidenta RF ot 14 noyabrya 2017 g. No. 548 “Ob otsenke effektivnosti deyatelnosti organov ispolnitelnoy vlasti subyektov.

According to the researchers, “most subjects of the Russian Federation have retained the problems of spatial imbalances in the territories. The accumulated nature of the problems related to the social area and environmental conditions, the state of the social, engineering and general economic infrastructures of the municipalities caused the depopulation of territories, a considerable decrease in their investment, business, and tourist attractiveness. Currently, serious efforts will be required from the regional authorities to reduce the problem of spatial differentiation and equalize the socio-economic development within the regions⁸. In order to smooth out the regional imbalances in the socio-economic development, leveling the quality of the population’s life, it is necessary, first of all, to have a spatial development strategy. The plan for such strategic spatial development until 2025 was approved by Order of the Government of the Russian Federation No. 1166-r dated June 5, 2017. Its strength seems to be the detailed development of scenario options for the anticipated future and highlighting of the optimized trend scenario. This made it possible to identify possible promising centers of economic growth and their (including new, untested) specialization. The role and importance of this integrated approach to the spatial development strategy in this document were highly appreciated by the Prime Minister of the RF Government D.A. Medvedev at the plenary meeting of the Sochi-2019 Investment Forum in February 2019. Another strength of this development strategy is that this document is based on the whole layer of various legislative acts it naturally followed. The basic foundation of the strategy for the spatial development of the socio-economic system of the Russian Federation until 2025 can include, first of all, Federal Law No. 172-FZ dated June 28, 2014 “On Strategic Planning in the Russian Federation”, Decrees of the President of Russia No. 13 dated January 16, 2017 “On Approval of the Fundamentals of the State Policy of Regional Development of the Russian Federation for the Period until 2025” and No. 204 dated May 7, 2018 “On National Goals and Strategic Objectives for the Development of the Russian Federation for the Period until 2024”⁹. The advanced development paradigm was based on the possibility of creating innovative structures locally. In turn, this necessitates the creation of the favorable investment climate for the inflow of financial resources and the creation of investment sites with a special regime that contribute to doing business. At the same time, both the parameters of the Comprehensive Plan for the Modernization and Expansion of the Main Infrastructure until 2024 (Government Order No. 2101-r dated September 30, 2018) and the parameters of national projects were taken into account. It is also provided for the stimulation of both internal and external migration for the settlement of territories with high economic potential, but low population density. The concept of promising centers of economic development is introduced in various areas: from mineral complexes to agro-industrial complexes. Rather cautious and therefore real growth parameters are given with quantitative indicators of the centers being created. The epicenters of such advanced growth include twelve macroregional structures: Central, Central Black Earth, Northwest, Northern, Southern, North Caucasus, Volga-Kama, Volga-Ural, Ural-Siberian, South Siberian, Angara-Yenisei, and Far East.

Taking into account rather limited possibilities of the article, it seems interesting to consider the special-purpose program provision of this process at the regional level in several areas of the Central Federal District (CFD) that have positive economic dynamics.

⁸ D. V. Tyutin; A. V. Gorbatov; A. O. Gomaleev; N. V. Maslennikova y L. K. Ulibina, “Directions of State Regional Policy of Spatial Development”, International Journal of Engineering and Advanced Technology (IJEAT) Vol: 8 num 5 (2019): 2064–2074.

⁹ Apparat Pravitelstva Rossiyskoy Federatsii. Available at: <http://government.ru>

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The regulatory framework of business entities in the Russian Federation is quite extensive and diverse. Therefore, it is offered to take long-term development strategies for each region as the quintessence of the special-purpose program provision for their socio-economic activities. This seems to be justified, firstly, by the system-forming importance of this area and, secondly, by the fact that the local legislative system always relies on federal decisions in decision-making. In its initial provisions the “Strategy for the Socio-Economic Development of the Smolensk Region until 2030”¹⁰ is based on Federal Law No. 172-FZ dated June 28, 2014 “On Strategic Planning in the Russian Federation”, the Budget Code of the Russian Federation, as well as local legal documents. It is provided to uphold competitive positions in relation to the Bryansk, Tver and Kaluga Regions as an internal circuit of development. It is offered to expand the relations with the markets of Belarus, Lithuania, and Latvia as an external contour of the integration interaction. In the forecast model of the economic system of the Smolensk Region, the functional blocks of the production of income, consumption and prices, as well as the coordinating block are identified. The administrative and territorial structure of the Smolensk Region is shown in Figure 1.

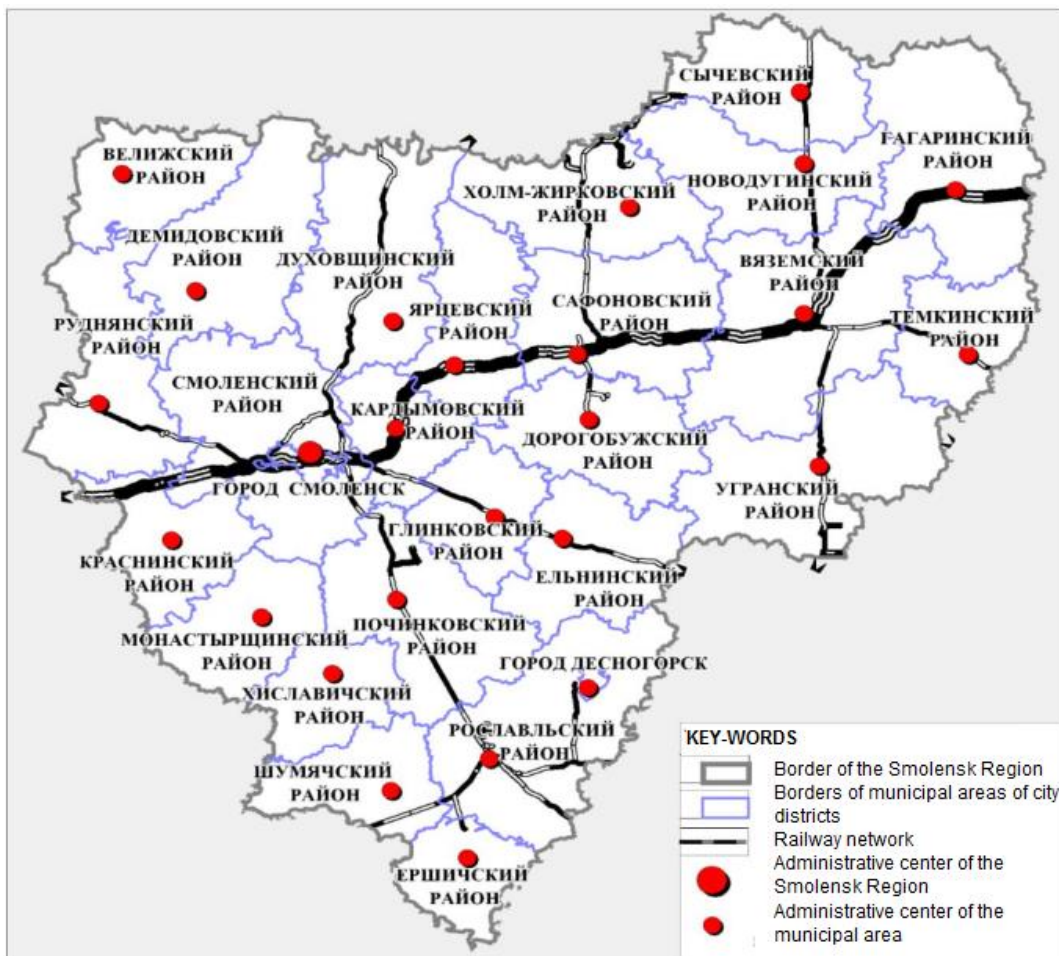


Figure 1
Administrative and Territorial Structure of the Smolensk Region¹¹

¹⁰ Sayt gubernatora Smolenskoj oblasti. Available at: <https://www.admin-smolensk.ru>

¹¹ Sayt gubernatora Smolenskoj oblasti. Available at: <https://www.admin-smolensk.ru>

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 A strong energy complex whose capabilities will continue to be grown is positioned as the most powerful points of the development. Figure 2 shows this.

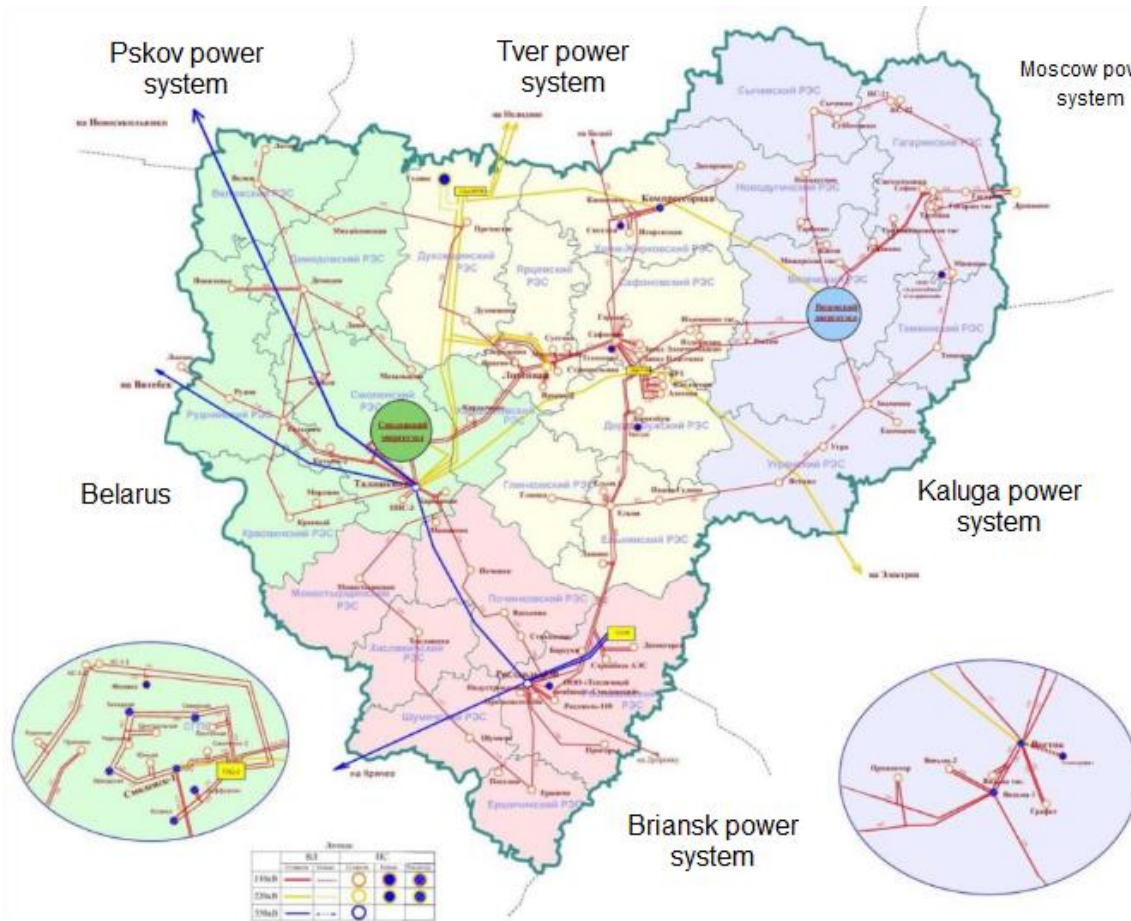


Figure 2
 Scheme of Electricity Development in the Smolensk Region¹²

The strategic goals, objectives, areas, and target indicators of the socio-economic development of the Smolensk Region are consistent with the development priorities of the Russian Federation. At the same time, such documents as Decree of the President of the Russian Federation No. 204 dated May 2018 “On National Goals and the Strategic Objective of the Development of the Russian Federation for the Period until 2024”, and the main areas of the activities of the Government of the Russian Federation for the period until 2024 (the document approved by the Government of the Russian Federation on September 29, 2018) became basic.

The analysis of the socio-economic development of the Smolensk Region in the territorial context is largely repeated in almost all other subjects of the Federation. This similarity is based on the deep differentiation of municipalities in terms of labor, financial, and infrastructural potential. The centers of the regions are more promising and self-sufficient than the “suburbs” of the periphery. This has impact on the originality of the cluster development, which is shown in Figure 3.

¹² Sayt gubernatora Smolenskoj oblasti. Available at: <https://www.admin-smolensk.ru>
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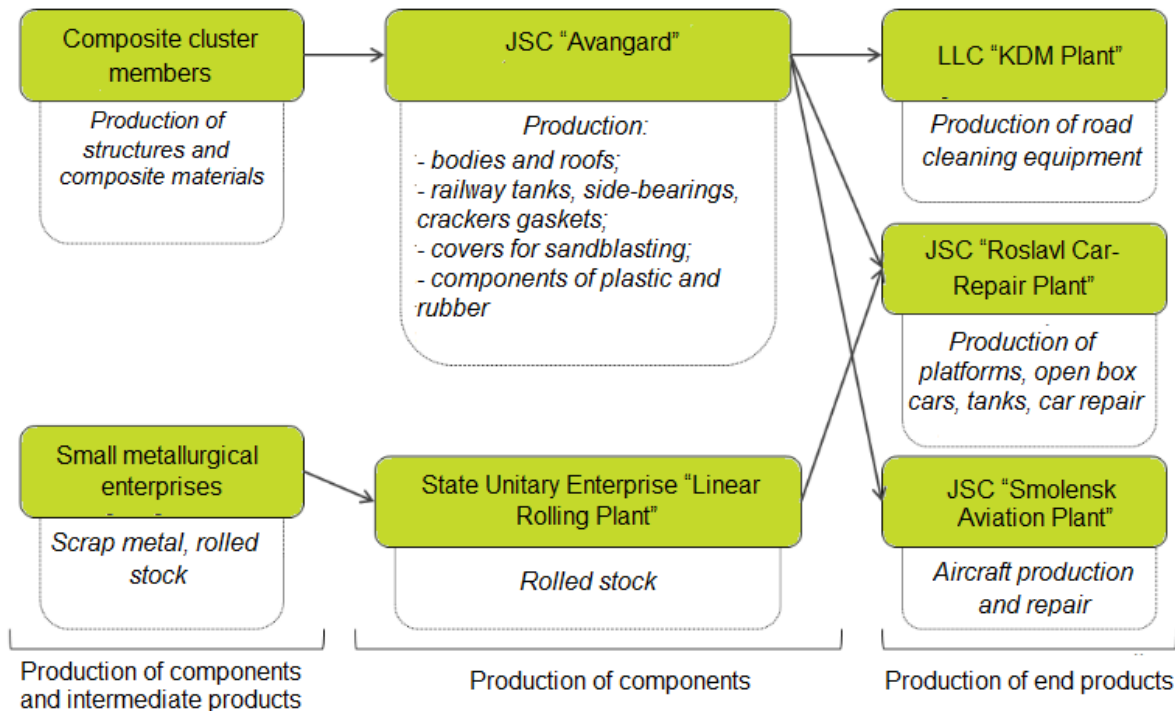


Figure 3
Technological Relations of Enterprises of the Transport Engineering Cluster¹³

All the measures indicated in the strategy aim, first of all, at the optimization and efficiency of budget expenditures.

The "Strategy of Socio-Economic Development of the Ryazan Region until 2030"¹⁴ interconnects and reflects such documents of the federal level as the "Strategy for the Development of Small and Medium Enterprises in the Russian Federation for the Period until 2030" approved by Order of the Government of the Russian Federation No. 1083-p dated June 2, 2016, the "Strategy for the Development of the Information Society in the Russian Federation for 2017 – 2030" (approved by Decree of the President of the Russian Federation No. 203 dated May 09, 2017), the "Strategy for Sustainable Development of Rural Territories of the Russian Federation for the Period Until 2030" (approved by Order of the Government of the Russian Federation No. 151-r dated February 02, 2015), and a number of regulatory legal acts.

The use of the database of municipalities of the statistics committee as the most objective and reliable source is especially valuable within this programming.

It is supposed to implement the Strategy in three stages: 2019 – 2021, 2022 – 2025, and 2026 – 2030. As a result of strategic development, it is planned to achieve a fundamentally new quality of growth, based on the new technological structure. The sustainable development model will be ultimately formed.

¹³ Sayt gubernatora Smolenskoy oblasti. Available at: <https://www.admin-smolensk.ru>

¹⁴ Sayt gubernatora Ryazanskoy oblasti. Available at: <https://www.ryazangov.ru/>

The goal-setting and regulatory framework of the “Strategy for the Socio-Economic Development of the Yaroslavl Region until 2030”¹⁵ is also based on the fundamental documents of the federal level, which include orders of the President and the Government of the Russian Federation, Messages of the President, and other legislative acts.

Moreover, the development strategy develops its own (and quite interesting) trend. From its perspective the region is positioned as a strategic outcome of the “Great Silk Road”, which is shown in Figure 4.

Even the competition with Moscow for the priority of the transport hub is provided for.



Figure 4
The Yaroslavl Region as Part of the Great Silk Road¹⁶

It is interesting how the Yaroslavl Region positions itself in the overall structure of the Russian regions. Figure 5 shows it.

¹⁵ Sayt gubernatora Yaroslavskoy oblasti. Available at: <http://dmironov.ru>

¹⁶ Sayt gubernatora Yaroslavskoy oblasti. Available at: <http://dmironov.ru>

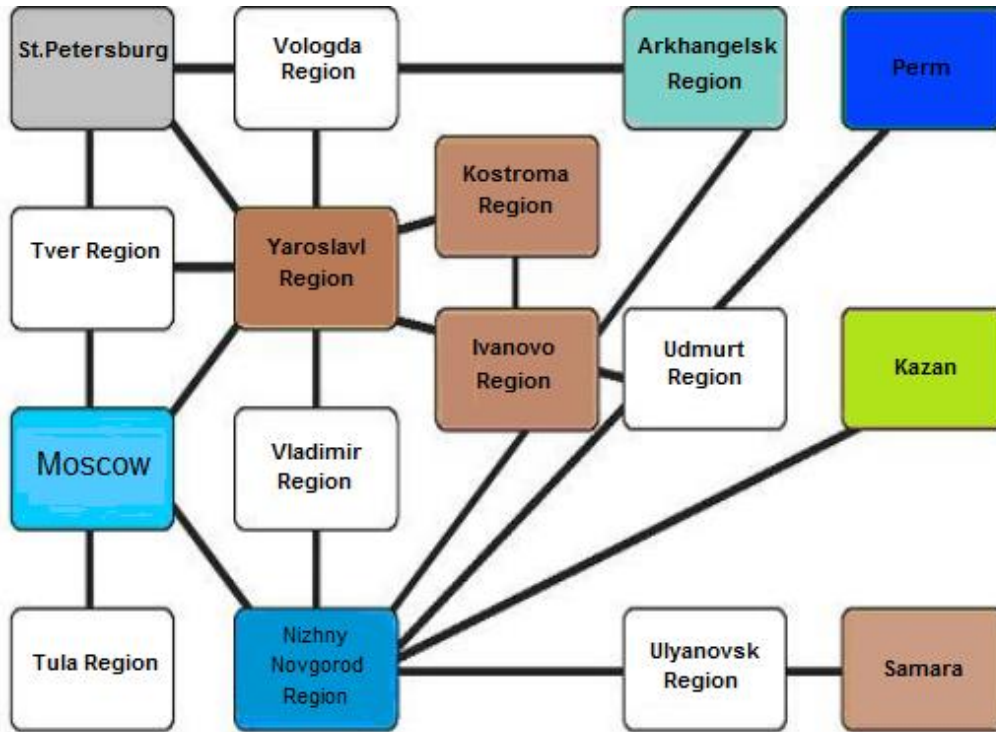


Figure 5

Positioning its Socio-Economic Situation in the Yaroslavl Region in the General Structure of Russian Regions¹⁷

The innovative way of development by creating a favorable investment climate and attracting additional financial resources to the region is provided for as the main trend.

The “Strategy of the Socio-Economic Development of the Tula Region until 2028”¹⁸ is based on the following:

The list of instructions of the Government of the Russian Federation No. MF-P11-6508 dated December 28, 2005.

Order of the Ministry of Regional Development of the Russian Federation No. 14 dated February 27, 2007 “On the Approval of the Requirements for the Strategy for the Socio-Economic Development of a Subject of the Russian Federation”, and

Order of the governor of the Tula Region No. 778-rg dated June 28, 2007 “On the Creation of a Working Group to Develop the Strategy for the Socio-Economic Development of the Tula Region until 2028”.

A special role in creating the development strategy is given to the improvement of mining. Figure 6 shows this.

¹⁷ Sayt gubernatora Yaroslavskoy oblasti. Available at: <http://dmironov.ru>

¹⁸ Sayt gubernatora Tul'skoy oblasti. Available at: <http://gubernator.tularegion.ru>



Figure 6
Mineral Resources of the Tula Region¹⁹

Table 1 shows the key data on the competitiveness of the products manufactured in Tula for the following areas.

Characteristics of the Tula Region	Competitiveness factors	
	Potentials	Risks
Strategic region of Russia	Infrastructure, nature and resources, production	Political
High innovative activity	Innovative	Financial, economic
Ideal place for business	Institutional, financial	Legislative
Comfortable for life	Consumer	Social, criminal, ecological
Welcoming	Tourism	Criminal
Open for investors	Labor	Integral investment risk

Table 1
Key Factors of Competitiveness in the Tula Region²⁰

¹⁹ Sayt gubernatora Tulskey oblasti. Available at: <http://gubernator.tularegion.ru>

²⁰ Sayt gubernatora Tulskey oblasti. Available at: <http://gubernator.tularegion.ru>

Indicators of innovative development of the region are as follows (Table 2).

Target indicator	2006	2010	2028
Share of persons with higher and secondary vocational education in the total number of employed population	51.8	Not less than 55	Not less than 60
Share of persons with higher professional education in the total number of employed population	18.6	Not less than 20	Not less than 25
Number of students in secondary vocational and higher educational institutions per 1,000 residents of the region	51.8	60 – 70	100 – 110
Number of organizations performing research and development, units	22	30	70
Ratio of innovative products in the region's GRP	2.1	3.5	15

Detailing the importance of the strategic success factors under the ongoing development attracts. Figure 7 shows this.

Table 2
Indicators of Innovative Development of the Tula Region²¹

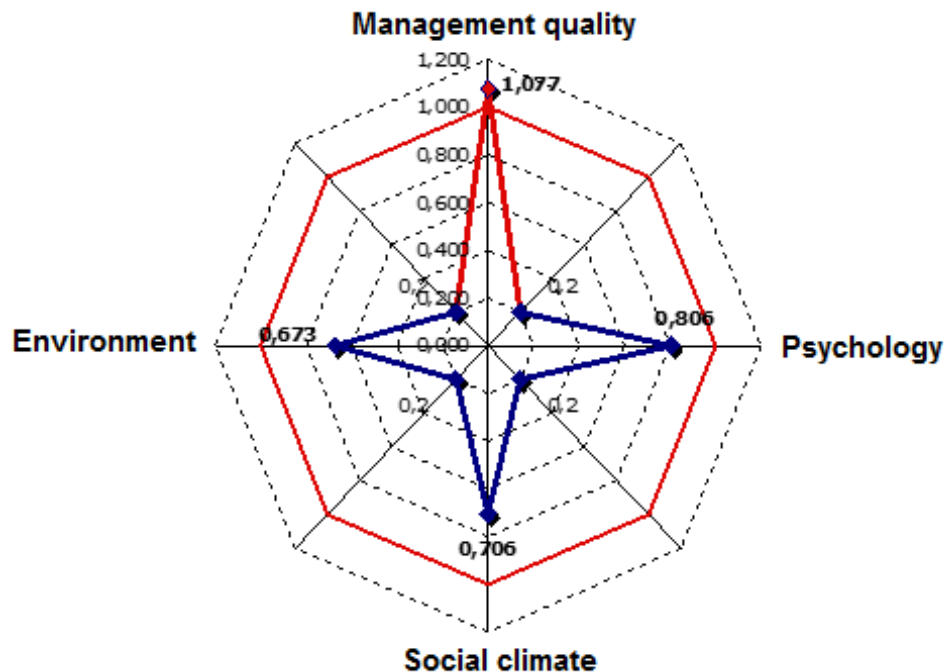


Figure 7
Relative Importance of the Strategic Development Factors of the Tula Region²²

²¹ Sayt gubernatora Tulskey oblasti. Available at: <http://gubernator.tularegion.ru>

²² Sayt gubernatora Tulskey oblasti. Available at: <http://gubernator.tularegion.ru>

The scientific validity of the decisions made is at a fairly high level and is fully consistent with the regulatory framework.

The strategy of the socio-economic development of the Vladimir Region until 2030²³ against the background of the strategies that have already been considered seems somewhat isolated and closed into its own framework. The special-purpose program provision is mainly represented by orders and decrees of leaders at the local level, often without the appropriate coordination with the regulatory framework of the federal center. A similar fixation is also applied to integration aspects of interaction with neighboring regions: it is not considered to a sufficient degree. The advantages of the development strategy include the creation of a local model of the continuous planning system, presented in Figure 8.

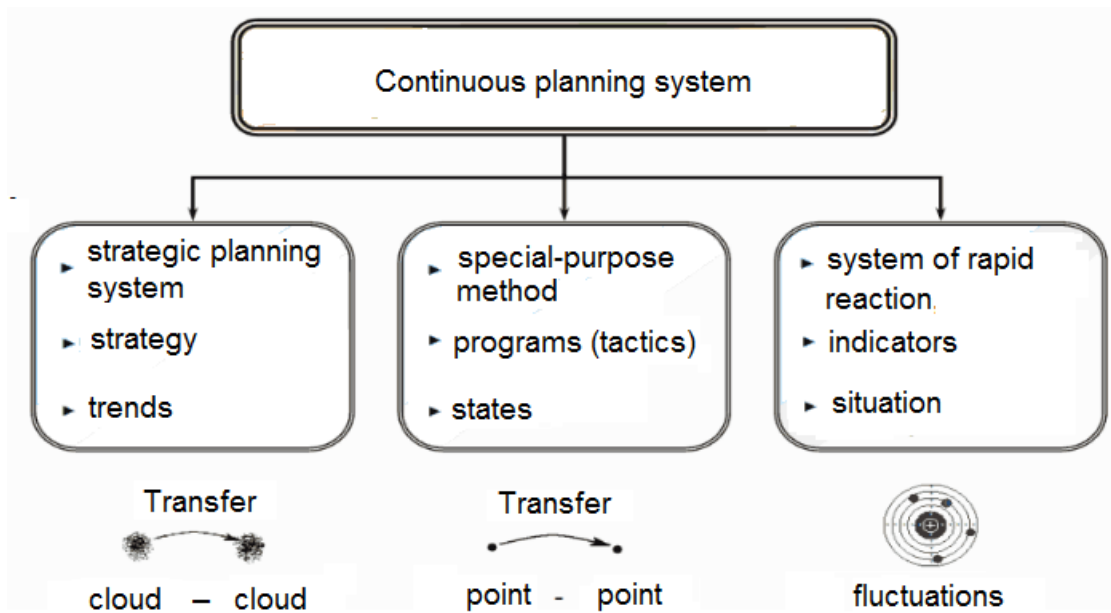


Figure 8

Scheme of Continuous Planning of the Development System in the Vladimir Region²⁴

At the same time, it is necessary to note that target indicators by fields of activity are not always calculated by using labile methods and can sufficiently distort the principle of goal setting. The socio-economic development strategy of the Oryol Region until 2035²⁵ is based on a fairly good layer of empirical work in terms of the long-term performance of more than a dozen governor programs. By the final stage of its completion, the Strategy provides for the increase in life expectancy from 71 to 78 years, the decrease in the share of the population with cash incomes below the subsistence level down to 4.5 %, the resettlement of more than 60 thousand square meters of emergency housing, and the improvement of more than 2 thousand yards and about 150 public territories. The main vectors of the development are identified, but the elaboration and detailing of these areas' dynamics development are to be recognized as insufficient: there are no clearly indicated sources, which in many ways turns the program document into a declarative document.

²³ Sayt gubernatora Vladimirskoy oblasti. Available at: <http://gubernator33.ru>

²⁴ Sayt gubernatora Vladimirskoy oblasti. Available at: <http://gubernator33.ru>

²⁵ Sayt gubernatora Orlovskoy oblasti. Available at: <http://orel-region.ru>

The Strategy for the Socio-Economic Development of the Kaluga Region until 2030 seems to be the most systematic and well-developed one among those of all considered regions²⁶. It has a good basic balance between federal and regional regulatory acts, the top priority areas of development are clearly identified and justified, and the cluster approach is detailed on the existing developments. Due to this, the development program has obtained its own brand that states that “The person is the center of investment”.

Decree of the President of the Russian Federation No. 204 dated May 7, 2018 “On National Goals and Strategic Objectives of the Development of the Russian Federation for the Period until 2024” defines the goals of the breakthrough scientific, technological, and socio-economic development²⁷. The sustainable natural growth of the population, the growth of real income of citizens, the improvement of housing conditions, the economic growth and increased labor productivity, and support for employment are identified as the main priorities of the socio-economic development of the Russian Federation and its regions in the near future. In accordance with these and other development priorities, the Government of the Russian Federation was instructed to develop and submit national projects together with regional authorities. The activities of governors will be assessed in accordance with the amendments to Decree of the President of the Russian Federation No. 548 dated November 14, 2017 “On the Assessment of the Efficiency of the Executive Authorities of the Subjects of the Russian Federation”²⁸, taking into account 15 criteria for the activities of regional authorities. The economic evaluation criteria include the real average monthly wages of workers and the poverty level.

The volume of investment in fixed assets is defined as a considerable economic indicator. Infrastructure indicators (the share of the regional roads that meet regulatory requirements) and social (life expectancy, improvement parameters) indicators were adopted as non-economic indicators. Thus, the federal policy starts forming even more considerable emphasis on smoothing out the spatial differentiation of the levels of social, economic, and infrastructural development of the territories of the Russian Federation.

Currently, the regional authorities are required to take serious efforts aimed at reducing the problem of spatial differentiation and equalizing the socio-economic development within the regions. Moreover, this task is as important for both the regions with fully unfulfilled growth potentials and the Russian subjects that in recent years have been occupying the leading positions in various national ratings in terms of the social, economic, and innovative development, the development of individual sectors of the economy (industry, agriculture, tourism and visit industry, logistics, digitalization, etc.). In recent years, the Kaluga Region has been rather often mentioned in many national ratings, and has occupied the top lines in them. It is mentioned by the country’s top leadership as one of the leading regions. In terms of the current state of spatial development, the Kaluga Region does not have a crisis state by the differentiation of territories, while within the region it is possible to single out municipalities with a high level of the socio-economic

²⁶ Ukaz Prezidenta RF ot 07.05.2018 No. 204 (red. ot 19.07.2018) «O natsional'nykh tselyakh i strategicheskikh zadachakh razvitiya Rossiyskoy Federatsii na period do 2024 goda» Decree of the President of the Russian Federation of 05.07.2018 N 204 (as amended on 07/19/2018) "On national goals and strategic objectives of the development of the Russian Federation for the period until 2024".

²⁷ Ukaz Prezidenta RF ot 07.05.2018 No. 204 (red. ot 19.07.2018) «O natsional'nykh tselyakh...

²⁸ Ukaz Prezidenta RF ot 14 noyabrya 2017 g. No. 548 “Ob otsenke effektivnosti deyatelnosti organov ispolnitelnoy vlasti subyektov RF”.

dynamics and a considerable rate of localized development resources, as well as municipalities with low demographic, infrastructure, investment, and budget indicators²⁹. At the same time, the current positive dynamics in the development of social, economic, investment, and other areas of the region have not finally solved the problem within regional imbalances, and the implementation of large investment projects. Although it provided considerable multiplier effects, it failed to “cover” all territories in the spatial aspect. To be fair, it is necessary to note that the implementation of such projects did not mean to set this task, because, in principle, it is hardly achievable. However, from the point of view of resolving issues of the socio-economic equalization, joint efforts of regional and municipal authorities are necessary to stimulate additional economic and social activity in the territories of municipalities of the Kaluga Region.

According to the results of the analysis, a considerable number of municipalities of the Kaluga Region are characterized by the development indicators that are below the regional values. The demographic area and the economy of these territories, their infrastructures, and the investment development dynamics determine considerable imbalances in the development of the Kaluga Region, which involves the development of certain measures of the regional spatial development policy³⁰.

According to the authors, the regional policy in relation to these territories can implement the concept of “Chimney Hunting” offered by F. Kotler³¹. The objective function of this policy is to create jobs, primarily, in the industrial production. However, according to the authors, when pursuing the policy of attracting new industries to these territories, it is not always necessary to talk only about the industrial production. The principal feature of this group of municipalities is the stagnation or insufficient dynamics of the economic base, limited jobs, and problems in the infrastructure area. In relation to the selected municipalities, regional policy measures are needed to attract an investor, relatively large in terms of resource potentials of these territories, while, according to the authors, the attracted investments are not necessary, and may not always be related to the current economic profile and specialization of the local economics. Taking into account the current dynamics of these territories development, the main arguments in attracting new investments into the municipal economy may be the relatively low costs associated with the use of local resources, as well as the regional projects aimed at creating the required infrastructure for investment sites.

The second group of municipalities of the Kaluga Region where it is supposed to implement the targeted marketing policy is characterized by the average level of the socio-economic development. In recent years, municipalities of this group have already implemented the projects that could be described as “Chimney Hunting”. This policy results in the availability of “anchor” industries, but the dynamics of their development do

²⁹ D. Tyutin; E. Emelyanova; T. Lesina; N. Kharchikova; N. Maslennikova y T. Aygumov, “Economics and democracy: The problems of democratic maturity of local communities in the context of regional spatial disbalances”, *Amazonia Investiga* num 8 Vol: 21 (2019): 551–557 y *Federalnaya sluzhba gosudarstvennoy statistiki (Rosstat)*. Available at: <http://www.gks.ru/>

³⁰ D. V. Tyutin; A. V. Gorbatov; A. O. Gomaleev; N. V. Maslennikova y L. K. Ulibina, “Directions of State Regional Policy of Spatial Development”, *International Journal of Engineering and Advanced Technology (IJEAT)* Vol: 8 num 5 (2019): 2064–2074.

³¹ F. Kotler; K. Asplund; I. Rhine y D. Hyder, *Marketing mest. Privlecheniye investitsiy, predpriyatiy i turistov v goroda, kommuny, regiony i strany Evropy* (St. Petersburg: Stockholm School of Economics in St. Petersburg, 2015).

not provide the required growth rates, increase in the tax potential, technological modernization, and the growth of highly productive jobs. The authors think that target marketing in relation to these municipalities should aim at developing the target industries and activities defined by the Strategy for the Socio-Economic Development of the Kaluga Region until 2030. The examples of successful implementation of the regional policy in relation to these territories include opening of the Lyudinovo site of the Kaluga Industrial Production Special Economic Zone (the first site was opened earlier in the Borovsky District). Another example is related to the status of the territory of advanced socio-economic development given to the town of Sosensky in the Kozelsky District in November 2017. These measures resulted from the regional policy of the Kaluga Region, aimed at the socio-economic development of municipalities and the direct involvement of federal authorities. These initiatives aim at creating conditions for attracting highly profitable businesses by improving the physical infrastructure and implementing projects of the efficient public-private partnerships. The third group of municipalities is formed by regional leaders – the urban district of Kaluga and the urban district of Obninsk, Zhukovsky, Borovsky, and Maloyaroslavetsky municipal areas located in the Moscow agglomeration zone. The high results of the socio-economic development of these territories are due to the implementation of large-scale investment and innovation projects, and high-tech industries. The most important ones include car assembly plants and the production of auto components in Kaluga, the *Obninsk* industrial park that localizes innovative developments in pharmacy, cosmetology, food, the *Vorsino* industrial park in the Borovsky district, and others. Today, these municipalities have increased the required level of economic activity, and the prospects for their development will most likely include not the further extensive growth of investment capital, but the search for breakthrough areas of development in the context of global competition. High dynamics of the socio-economic development of territories determine the relevant requirements for environmental conditions. The mobility of capital, and, first of all, human capital, creates the need to prepare municipal economies for the creation of jobs in new sectors, stimulate the local entrepreneurial initiative and “grow” their own businesses, develop technological resources and advanced training. In addition, the post-industrial production sets high requirements to the quality of life. The ability of municipal and regional authorities to respond to these requirements in the future will determine the intensification or attenuation of the economic activity of these territories. The state of their social infrastructures will cause a considerable threat to the prospects for the development of municipalities of this group. During the analysis, it has been noted that the high socio-economic dynamics – the growth of production, income, the inflow of residents – determined the increased loads on the social infrastructure of municipalities, whose development is currently lagging in nature. This problem is especially acute in urban districts – Kaluga and Obninsk.

Conclusion

According to the results of analyzing the legal regulation of ensuring the strategy of the socio-economic development of the Russian regions, over the recent years there has been a positive trend in this regard. In particular, all 85 subjects of the Federation’s economic activity have moved from the medium-term to the long-term planning, taking into account, on average, the prospects and development opportunities for the next ten – fifteen years. This happens structurally, along the entire managerial vertical from the micro- to the meso- and macrolevels. Such predisposition to ensure reliable strategic planning of economic entities of the country can be considered as a positive phenomenon.

At the same time, it becomes obvious that, along with the success achieved, there are also many shortcomings that impede the local efficient development of the onsite process. Their minimization or complete elimination is considered as a rather significant resource when fixing weaknesses both in individual regions and at the federal level. Therefore, it seems necessary to consider each of the vectors for improving the regulatory process of the strategic development of the regions that can be subjected to (and, of course, needs) the appropriate modernization.

1. The adoption of the regulatory framework always needs rather large and reasonable information layers, in particular, statistical data. Their liability, transparency and reliability always have impact on the efficiency and correctness of the decision taken. The component of certain facts is always the basis of the program part of a strategy. According to the empirical experience, the current statistical base is clearly insufficient for the systematic orientation on decision-making at the legislative level. This is explained by the following. Actually, today the basic instruments of statistics in the Russian Federation are the achievements of the federal statistical service and its regional counterparts. This is quite enough for reporting, but far from enough for making special-purpose program decisions because in order to develop a strategic plan, it is required to use the developments of, first of all, the institute of municipal statistics, which was almost completely destroyed in the country during the so-called “perestroika”. In some regions, this institution is now being revived, but rather slowly. The state as a macrolevel regulator is required to take specific systemic measures to reanimate municipal statistics in all entities in order to bring one of the most efficient strategic planning instruments to life.

2. In each modern development strategy, the possibilities of resource support for the socio-economic development of various systems have been substantiated to a different extent. In some documents, such resource support is clearly insufficient, while in others it is extremely opaque. This fact is explained by quite objective reasons. A development strategy can have several different vectors depending on its focus: on the country development, on the regions development, and on the industries development. Here it is important to maintain balance. Today, it seems that some strategies are not always interconnected with one another. After the “democratic reforms” of the nineties, the country lacks national cross-sectoral planning, which was originally designed to maintain a balance between various areas of activity. There is a good Russian proverb that “everything new is well forgotten old”. In the USSR, the functions of this kind with a high degree of efficiency were fulfilled by the State Planning Commission. The country lost it as well as municipal statistics. However, this does not mean that the need in such institution has disappeared, too. The creation of a similar management structure at the federal center level will allow regional development strategies to concretize the formulation and timing of tasks, based on the reliable amount of resources expected to be received.

3. Regional strategies for the socio-economic development of each Federation subject, in addition to the partial basic reliance on the title documents of the federal center, have not only considerable differences, but also different interpretations. This is related not only to the development of trending areas of the economy of each of them that has evolved over decades and is justified, but also to general integration issues between the territories and regions. In particular, in many documents, neighboring regions are considered not as partners, but as competitors that pose certain threats and challenges. Thus, in the general field of special-purpose program provision for strategic development processes in Russia, the authors are moving away from the fundamental system principle, and replace it with

process and situational approaches, which, in principle, is unacceptable. The solution is to unify regional development strategies on the basis of creating a universal program for all 85 subjects of the Russian Federation with a high degree of adaptability. It can be based on the following principle: “Form is general, content is specific for each of the regions”. This approach will help to avoid many mistakes in planning.

4. In less than half of the program documents on the development of territories and areas of activity, in terms of forming an efficient management system on the local level, such instrument as horizontal and vertical cluster formations is mentioned (but is not sufficiently developed). Accordingly, this has impact on improving the institution of public-private partnership, forming the result-oriented budget (ROB), and the structure of land use. This state of matters requires to use compensation mechanisms aimed at diversifying production and changing the business paradigm because there is an urgent need to improve the economic potential of the regions through the intensification of entrepreneurship, the development of efficient forms of interaction between small and large enterprises of the public and private sectors of the economy, the improvement of state (municipal) financial control, and the development of a system of incentives to improve the tax and social-economic potential. On this way, large research institutions are required to develop methodological recommendations for the formation of efficient management systems focused on the use of the special-purpose program provision, and the development of forms and methods of public administration.

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