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Methodological approaches to establishing areas of responsibility of authorities during preparation and implementation of integrated development programmes

A study of methodological approaches to the formation of integrated development programmes is presented. Monitoring of the provisions of regulatory legal acts on the development and approval of comprehensive development programmes was carried out. The features of regulatory requirements for the formation of comprehensive development programmes of various industry orientations are identified, and a conclusion is drawn about the priority of the industry approach. The main shortcomings of the current system for developing integrated development programmes and the need to take into account the components of economic and spatial planning are noted. Based on the proposed integrated approach for St. Petersburg, areas of responsibility of executive bodies of state power for the preparation and implementation of integrated development programmes have been identified, and proposals have been made to legislatively consolidate the proposed delimitation of powers of government bodies in terms of the preparation and approval of integrated development programmes. The developments presented in the paper will make it possible to solve in practice the problem of establishing the order of interaction between executive bodies of state power in the formation of comprehensive development programmes, i.e. solve a problem that has important socio-economic significance for Russia.

Keywords: *Integrated development programmes, methodological approaches, formation of integrated development programmes, areas of responsibility of the authorities of St. Petersburg in the preparation of integrated development programmes*

INTRODUCTION

Currently, there are essential changes in the target settings of strategies for the socio-economic and spatial development of Russian megacities, when setting targets, priorities are given to the quality of the urban environment, which is directly related to changes in methodological approaches to the formation of integrated development programmes (IDP), focused not so much on the advantages of the urbanized environment as on the level of development infrastructure [1–7]. The need for an integrated approach to the formation of a living environment that directly affects the quality of life is noted in the works of Russian scientists [4, 6]. The shift in emphasis in the development of spatial development strategies is confirmed by the trends noted by scientists in the harmonization of the urbanized environment, on the one hand, meeting residents' ideas of living comfort, on the other — provided by guarantees from public authorities to ensure standards of quality of life adopted for a particular territory [1, 4, 7–15]. Achieving strategic targets that ensure balanced and sustainable development of territories through the development of measures for the design and construction of social, transport and engineering infrastructure facilities is possible only with the competent solution of a number of organizational issues to establish authorized authorities for the preparation of IDP. At the same time, the most important task of the mechanism for implementing strategies for socio-economic and spatial development of regions and municipalities is to identify strategic planning documents and investment programmes and agreements providing for the forma-

tion of IDP and identifying authorities responsible for the preparation and implementation of IDP.

The information presented above confirms the relevance of the study of the delimitation of powers of public authorities in the preparation and implementation of IDP of the relevant infrastructure.

METHODS

The purpose of the presented article is to identify and establish the areas of responsibility of the executive authorities in the preparation and implementation of IDP.

Methods of logical and comparative analysis and expert assessment were used to identify areas of responsibility of authorities. Logical conclusions are drawn based on the knowledge and personal experience of experts.

When formulating the problem, the experts consistently carried out the following analytical activities:

- monitoring the provisions of strategic planning documents, investment programmes and contracts in order to determine the strategic directions of IDP preparation, areas of application and objects included in IDP, affecting the creation of objects of social, communal and transport infrastructure systems, as well as their updating;
- a logical and comparative analysis of the regulations on the authorities of St. Petersburg, which allows to identify the areas of responsibility of executive bodies of state power for the preparation and implementation of IDP of various sectoral orientation;
- research of IDP areas to identify responsible

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performers for the development and implementation of programmes.

Currently, in practice, the development and approval of the IDP is carried out in accordance with the procedure approved by Art. 26 of the Civil Code of the Russian Federation¹, according to which the IDP develops the provisions of approved territorial planning documents. The requirements for the composition and content of the IDP, approved by the Government of the Russian Federation, are guided by an industry approach and vary depending on the type of IDP:

1) for social infrastructure, according to the Decree of the Government of the Russian Federation dated 01.10.2015 No. 1050², IDP are developed only in relation to facilities in the fields of education, healthcare, culture, physical culture and sports;

2) requirements for transport infrastructure are established by Decree of the Government of the Russian Federation No. 1440 dated 12/25/2015³;

3) for public infrastructure systems, the requirements are established by Decree of the Government of the Russian Federation No. 502 dated 06/14/2013⁴.

However, these documents do not contain the procedure for interaction of authorized public authorities involved in the preparation of IDP, and the rules for delineating the areas of responsibility of authorities for the preparation of IDP are not established. In addition, these

documents do not show the correlation of the IDP and other documents formed and implemented by public authorities within the framework of the implementation of territorial planning documents.

The authors of the paper propose a new methodological approach to establishing the procedure for delineating the areas of responsibility of public authorities in the preparation of IDP, filling a gap in the organizational, economic and legal field and ensuring the introduction of effective tools for the implementation of plans and measures for the integrated development of the city.

The use of the proposed methodological approach, primarily for cities of federal significance, will allow in practice to streamline the interaction of authorities on the formation of a comfortable urban environment, ensure transparency of IDP creation process, interconnection of documents of various levels and decisions taken to create appropriate infrastructure facilities.

The presented information confirms the novelty in comparison with the industry approach, which is the basis of the current regulations.

RESULTS

The monitoring of normative acts carried out by the authors of the article showed differences in the requirements for documents providing for the formation of IDPs of various directions (Table 1).

Table 1. The main documents are the grounds for the formation of IDPs of various industry orientation

Name of the document to generate the IDP	Integrated development programmes *		
	Transport infrastructure	Social infrastructure	Communal infrastructure
The strategy of socio-economic development of the municipality and its implementation plan	+	+	+
State and municipal programmes	+	+	+
The plan and programme of integrated socio-economic development of the municipality and its implementation plan	+	+	+
Investment programmes of subjects of natural monopolies	+	+	—
An agreement on the integrated development of territories or on the development of built-up areas	+	+	—
Other investment programmes and agreements providing for the obligations of developers for the design, construction, and reconstruction of facilities	—	+	—
Schemes and programmes for the development of a unified national (all-Russian) electric grid for a long-term period	—	—	+
General layout of electric power facilities	—	—	+
Federal Gasification Programme	—	—	+
Interregional and regional gasification programmes	—	—	+
Heat supply scheme	—	—	+
Water supply and sanitation scheme	—	—	+
Waste management programmes	—	—	+

Note: * — (+) — documents that are the basis for the development of IDP; (—) — documents that are not intended to be used in the development of IDP.

1 Urban Planning Code of the Russian Federation dated December 29, 2004 No. 190-FZ. URL: <http://pravo.gov.ru/proxy/ips/?docbody=&nd=102090643> (access date: 06.09.2024) (rus.).

2 Approval of requirements for programmes for the integrated development of social infrastructure in settlements, municipal districts, and urban districts : Resolution of the Government of the Russian Federation dated October 01.2015 No. 1050. URL: <http://pravo.gov.ru/proxy/ips/?docbody=&nd=102379324&intelsearch=01.10.2015+%B9+1050> (access date: 06.09.2024) (rus.).

3 Approval of requirements for programmes for the integrated development of transport infrastructure in settlements, municipal districts, and urban districts : Resolution of the Government of the Russian Federation dated December 25, 2015 No. 1440. URL: <http://pravo.gov.ru/proxy/ips/?docbody=&intelsearch=%EF%EE%F1%F2%E0%ED%EE%E2%EB%E5%ED%E8%E5%20%EE%F2%2025.12.2015%20%B91440&nd=102387795> (access date: 06.09.2024) (rus.).

4 Approval of requirements for programmes for the Integrated development of communal infrastructure systems in settlements, municipal districts, and urban districts : Resolution of the Government of the Russian Federation dated June 14, 2013 No. 502. URL: http://pravo.gov.ru/proxy/ips/?docbody=&link_id=6&nd=102166023&bpa=cd00000&bpas=cd00000&intelsearch=%C1%FE%E4%E6%E5%F2%ED%FB%E9+%EA%EE%E4%E5%EA%F1++ (access date: 06.09.2024) (rus.).

The analysis of normative documents^{1, 2, 3, 4, 5} carried out by the authors of the paper, in accordance with which the development of IDP is envisaged, and the provisions of the authorities of St. Petersburg, made it possible to identify the areas of responsibility of executive bodies of state power in the preparation and implementation of IDP (Table 2).

The proposed assignment of authority for the formation of IDP to a specific authority is based on the principles of territorial and sectoral planning, which allows taking into account not only the industries directly established for the development of IDP, but also the need to involve authorities in the development of a socio-economic strategy of a city or region and a spatial development strategy.

The delineation of the areas of responsibility of the authorities of St. Petersburg in the preparation of IDP should be legally fixed. It is proposed to amend the Law of St. Petersburg dated 10/28/2009 No. 508-100 "Urban Development in St. Petersburg"⁵, ensuring the separation of powers between legislative and executive authorities in terms of preparation and approval of IDP. Also, a necessary step is

the development and approval of the decree of the Government of St. Petersburg, which establishes the procedure for interaction of executive bodies of state power in the development and approval of IDP.

CONCLUSIONS

1. Based on the methods of logical and comparative analysis, expert assessment, a new methodological approach to establishing the procedure for delineating the areas of responsibility of public authorities in the preparation of IDP is proposed, which allows filling a gap in the organizational, economic and legal field and ensuring the introduction of effective tools for the implementation of plans and measures for the integrated development of the city, taking into account economic and spatial components.
2. Based on the conducted research for St. Petersburg, a city of federal significance, the areas of responsibility of executive bodies of state power for the preparation and implementation of IDP are

Table 2. Areas of responsibility of executive bodies of state power in the preparation and implementation of IDP (on the example of St. Petersburg)

IDP area	Committee	Authority
Communal infrastructure	Committee on Energy and Engineering	1. Development of IDP systems of municipal infrastructure of St. Petersburg, as well as sections of IDP systems of municipal infrastructure of St. Petersburg concerning heat, water supply, sanitation and wastewater treatment.
		2. Preparation of draft federal laws, legal acts of federal executive authorities, laws of St. Petersburg, resolutions and orders of the Governor of St. Petersburg, including resolutions of the Governor of St. Petersburg on approval of the scheme and programme for the development of the electric power industry of St. Petersburg.
		3. Approval of the regional gasification programme for housing and communal services, industrial and other organizations.
		4. Approval of the resolutions of the Government of St. Petersburg on the approval of the scheme of water supply and sanitation of St. Petersburg, the regional programme of St. Petersburg in the field of energy conservation and energy efficiency improvement
Transport infrastructure	Committee for the Development of Transport Infrastructure	Development and implementation of programmes and measures for the development of transport infrastructure facilities, improvement of the transport and operational condition of roads and road structures
	Transport Committee	1. Analysis, forecasting and planning of the development of the transport complex of St. Petersburg. 2. Participation in the implementation of strategic planning
Social infrastructure	Health Committee	1. Development and implementation of a healthcare development programme. 2. Ensuring the implementation of state programmes of St. Petersburg and other plans and programmes approved by the Government of St. Petersburg
	Education Committee	1. Development and implementation of measures for the implementation of management in the field of education. 2. Coordination of activities in the field of education of the executive bodies of state power of St. Petersburg
	Committee on Physical Culture and Sports	Development and organization of the implementation of programmes and plans, as well as long-term target programmes and departmental target programmes of St. Petersburg
Economic planning	Committee on Economic Policy and Strategic Planning	1. Determining the necessary financial resources for the implementation of IDP and clarifying the compliance of the needs and budget opportunities of the city. 2. Coordination of the preparation of the procedure for interaction between the committees of St. Petersburg in the preparation of IDP of social infrastructure, taking into account the interdepartmental nature of the project (objects of education, health, physical culture and sports and culture)
Territorial planning	Committee on Urban Planning and Architecture	Verification of the developed IDPs for compliance with the General Plan of St. Petersburg

- identified, further necessary measures for regulatory support of the developed procedure are proposed.

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Методические подходы к установлению зон ответственности органов власти при подготовке и реализации программ комплексного развития

Представлено исследование методических подходов к формированию программ комплексного развития. Проведен мониторинг положений нормативных правовых актов по разработке и утверждению программ комплексного развития. Выявлены особенности нормативных требований к формированию программ комплексного развития различной отраслевой направленности, сделан вывод о приоритете отраслевого подхода. Отмечены главные недостатки действующей системы формирования программ комплексного развития и необходимость учета компонентов экономического и пространственного планирования. На основе предложенного комплексного подхода для Санкт-Петербурга выявлены зоны ответственности исполнительных органов государственной власти по подготовке и реализации программ комплексного развития, сделаны предложения по законодательному закреплению предложенного разграничения полномочий органов власти в части подготовки и утверждения программ комплексного развития.

Представленные в статье разработки позволяют на практике решать проблему по установлению порядка взаимодействия исполнительных органов государственной власти при формировании программ комплексного развития, т.е. решать проблему, имеющую важное социально-экономическое значение для России.

Ключевые слова: программы комплексного развития, методические подходы, формирование программ комплексного развития, зоны ответственности органов власти Санкт-Петербурга при подготовке программ комплексного развития

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