

Management of a municipality territory development under the new industrialization

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Abstract - The urgency of the problem studied in the article is conditioned by the need to adapt the system of strategic planning documents developed at the municipal level to modern changing conditions. The system must be transformed under the influence of new industrialization processes in progress, with the need to transform urban economic space characteristics taken into account. The study is dedicated to identifying features of managing the territory development of a municipality in the context of new industrialization. The article reveals the essence of the "socio-economic space" and "municipality territory development" concepts. The significance of the territory development strategy for a municipal entity is estimated. The authors identified approaches being applied to the presentation of the guiding lines of territory transformations at the municipal level. The article shows essential characteristics of the municipal strategy of territory development, defines requirements for its content, and identifies possibilities of taking into account the conditions of the new industrialization in documents of this kind. The results of the study may be of interest to specialists engaged in studying the issues of managing territory development at different levels (including municipality level) in the context of contemporary challenges, risks and threats.

Keywords - area, territory development, new industrialization, strategic planning, municipality.

I. INTRODUCTION

This In the conditions of increasing competitive interactions between the participants of economic relations at all levels of the organization of economic activities, the search of new sources of development is of particular relevance. At the same time, the renewal of the technological basis of the economy often becomes the key imperative for the transformation of economic systems. According to experts [1, 2], the key problem for Russia is not building a post-industrial economy, but its new industrialization, which is designed to ensure the entire process of large-scale structural changes in the national economy based on innovative factors of development during transition to the fifth and sixth technological modes.

It should also be considered that the processes of industrialization depend not only on the time periods in which

they are carried out, but also on the characteristics of the territory where its actors operate. The territory peculiarities add some overtones to the new industrialization highlighting its certain aspects [3]. In this regard, the issues of determining the directions of transformation of the economic territory systems of different levels become critical, and the level of municipal formations deserves special attention, since they are the territorial sites that determine the environmental features of the implementation of the new industrialization processes.

The Russian system of strategic planning has undergone significant changes in connection with the adoption of the Federal Law "On Strategic Planning in the Russian Federation" [4]. One of the most important innovations is the emergence of the territory development strategy among strategic planning documents, which represents a kind of territorial projection of a socio-economic development strategy. However, according to the law, the mandatory development of the territory development strategy is provided only at the federal level.

This raises a number of questions for researchers. Is it necessary to define priorities for the territory development at other territorial levels (in particular, at the level of a municipality)? What should the municipal territory development strategy include? Does it have a place for the industrial development of the territory?

II. LITERATURE REVIEW

Despite the fact that the term "territory development strategy" has been only recently disseminated, and that the territory development strategy of the Russian Federation is in the design stage, the issue of developing such documents has been often referred to in the scientific literature (844 publications on the topic can be found in the Elibrary, electronic library [5]). Most of them focus on the general provisions relating to such strategies, as well as national-level strategies. There are 90 publications devoted to the strategic management of the territory development of a municipality in the Elibrary database, while most of them do not mention the municipal territory development strategies as they are, but only dwell upon the need to take into account territorial features when setting goals).

At the same time, a number of authors [6, 7] note the need to develop such documents, justifying it with the significance of demonstrating the impact of the socio-economic development of a municipal entity on its territory and the interconnection of socio-economic processes and territory planning.

E. B. Dvoryadkina, E.I. Kaibicheva and N.I. Goncharov discuss the need to regulate territory development of entities that are smaller than the national ones in their work on managing territory development of the Russian Federation constituent entities [8]. Researchers justly notice that in the conditions of increasing intensity of agglomeration processes and the formation of regional points of growth, management of the territory development of a region can be considered as one of the prior activities for the authorities operating at the level of the RF constituent entity.

G. Szell also speaks about the significant impact of a large-scale and complex socio-economic system of environmental characteristics determined by the territory specifics at the regional and municipal levels on the development (mainly sustainable one) [9].

Similar ideas are expressed in the article by D.A. Gaynanova, G.F. Biglova and A.G. Atayeva [10], who note that achieving the desired parameters of economic growth and a high quality of life of population with taking into account the coordination of interests of economic agents, is possible only with the mobilization of key potentials for the development of separate territorial socio-economic systems. This requires taking into account their peculiarities, which manifest themselves at the local level.

About the city as the central point in various social sciences, which combines the production function and the function of providing a living environment, serving as the basis of socio-economic development, says J. Sapir [11].

At the same time, considering the development of municipalities, a number of authors [12-14] focus their attention on the formation of a creative economy, increasing the knowledge-intensive component in the economic system of the city, forming conditions for mass cooperation among the subjects in its environment.

The topic of neo-industrial transformations of the urban economy is discussed in the article by O. Eliseeva [15], in which the author determines the priorities of the implementation of neo-industrial policy across the municipality. The same issues of transition of the municipality to a qualitatively different level of development, enhancement of the creative and scientific potential of its economy are touched in the article by ON Melnikov, VG Larionov, NA Gankin [16].

III. METHODS OF DATA ANALYSIS

In order to reveal the thesis that there is the need to develop strategies for the territory development at the municipal level, and in order to identify the questions that appropriate documents should answer, legislative and regulatory documents, materials from the official websites of various levels of government organizations as well as scientific articles and reports on the territory development of municipalities were reviewed in the framework of the study under consideration.

Among the methods that were used in the study, we should particularly highlight the comparative method, as well as methods of analysis and synthesis, which made it possible to generalize the approaches to managing territory development implemented in a number of Russian cities.

IV. RESULTS ESTIMATION

One of the results of the study was defining some of the key terms. Thus, the socio-economic space is interpreted as the environment for the formation of a distinctive system, which determines the peculiarities of economic activity, the whole variety of processes occurring within its borders, while the basis (and consequence) of this uniqueness is its physical basis - the territory. The territory development of a municipality can be understood as a change in the organization of its space (structure, density, etc.), based on the modification of socio-economic processes in the context of the territory addressed, as well as the territorial transformation itself, and the transition to a new qualitative level of economic activity carried within it as a consequence.

The territory development strategy allows to adjust the directions of these changes, to ensure their correlation with the benchmarks defined in the municipal strategy of socio-economic development. The goals set in strategic planning are projected onto a territory that has an established land-use structure, engineering and social infrastructures, and other individual characteristics. The link in this process is the territory development strategy, which represents a kind of territorial projection of the socio-economic development strategy of the territory.

Although the Russian system of strategic planning documents has not yet developed a multi-level system of territory development strategies, work on determining the directions of territory transformations of municipalities is in progress. In some cities (such as Perm, Samara, St. Petersburg) the section devoted to territory development is given prominence in the structure of the municipality's socio-economic development strategy. However, it is rather one of the aspects of the city's development that needs attention to be given when implementing its target setting than a separate fully-fledged strategy. Sevastopol presents an interesting example where three concepts of territory development were offered by the development and research institutes, designed in order to become the basis of the city's master plan. In a number of municipalities, the planned territory development strategy is considered primarily as an independent document with its principles, goals, objectives, directions, and key indicators. It can be a self-standing document or a document incorporated into the structure of the strategic development plan of the city (Yekaterinburg).

Developers have different approaches to the question of the content of the document (full strategy as a self-standing document or a separate section of another document) devoted to determining the directions of territory development.

Thus, in the document "On approval of the Strategy for the socio-economic development of the municipal formation of the city of Perm until 2030" [17], territory development is associated with the implementation of the city's master plan and the city-planning policy, improvement of the city's architectural appearance, development of a

system of central places, creation of conditions for housing development and the involvement of unused land plots into economic circulation, as well as with the implementation of environmental protection measures, keeping and reproduction of the city forest areas.

The developers of the Integrated Development Strategy for the Samara City District until 2025 [18] are planning to tackle the task of the city territory development by managing the agglomeration processes of the territories both within the city district and on the scale of development of the multipolar Zhiguli agglomeration being the constituent element of the Samara city district.

The territory development strategy of Yekaterinburg, which is part of the Strategic Plan for the Development of the City [19], focuses on the implementation of three aspects: 1) the development of the urban transport network, which can increase population mobility, provide easier access to different urban areas; 2) intensive transformation of the city areas; 3) formation of a comfortable and unique urban environment.

Despite the differences in the used approaches, one can identify general principles of managing territory development of a municipality. So, it should be noted that there is a mandatory interconnection between socio-economic strategies of a municipality development, its territory development strategy and the master plan of the city development. The provisions of these documents should not contradict each other. The strategy of socio-economic development determines the direction of social transformations and the economic complex of the municipality, while the territory development strategy determines the vector of changes in the urban environment, based on the transformation of the location of objects in the city, its zoning, as well as the functional characteristics of individual elements of the areas. The master plan should visually demonstrate how the changes planned in the territory development strategy will fit the urban space, how each point will change as a result.

Speaking about the content of the territory development strategy, it should be borne in mind that it is at the municipality level that the living environment is formed, and the living zones are formed around places of residence, study, work and recreation are local, so when the socio-economic development strategy considers development of the municipality in the context of separate spheres, the territory development strategy deals with certain territorial units allocated in the urban space. It is only natural that it must answer questions related to the development of such local areas: which territorial elements (zones) can be distinguished in the structure of the urban space, what is their functionality, how they will be influenced when the municipality's social and economic development objectives are met. Public spaces deserve special attention. The territory development strategy should also focus on the describing policy of objects allocation on the municipality territory (whether the objects are to be evenly distributed or centralized). The describing of aspects of the transport network development to connect separate parts of the urban space with each other is equally important.

Although it is more appropriate to designate the directions of industrial transformations of a municipality within the framework of its social and economic development

strategy, it is impossible to achieve the stated guidelines without taking into account the territory aspects of the planned transformations. Despite the fact that neo-industrialization issues are not explicitly raised in any of the considered strategies for the territory development of municipalities, the peculiarities of the adaptation of the city space to the changing reality of economic management are touched upon in one way or another in all strategies we have analyzed in the study.

Yekaterinburg is an indicative example, with its territory development strategy which highlights the need for a balanced development of the planned zones distinguished by their functionality and the need for preserving industrial and utility-storage zones, which will be developed on the respective places of the permitted usage, saving workplaces provided for in all the planned zones. Thus, the city will retain its industries, but its environment will be transformed under the influence of their qualitative change: the transition from the industrial economy to its new form. The neo-industrialization of the economy determines the changes in the characteristics of the location of business facilities on the territory, its transport and logistics complex, dictate new rules of interaction (relations) between forms of territory organization of the economy.

V. CONCLUSION

Thus, the study showed that the process of implementing strategic planning of territory development at the municipal level has already been launched, and although a single approach to understanding what spatial territory development is and what aspects should be considered in the documents characterizing its direction has not been worked out yet, the understanding of the need to reveal directions of territory transformations in the management of socio-economic development has already appeared among developers. At the same time, in the conditions of new industrialization, the topic of industrial transformations of territorial socio-economic systems is coming forward in strategic planning documents. This trend should fully characterize the process of developing strategies for territory development. Despite the fact that the issues of transformation of the industrial complex of a municipality are reflected in the strategies of socio-economic development, its "territorial aspect" (manifested in the placement of production entities in the urban space, modernization of the industrial areas, changes in environmental characteristics of the production sphere) should be reflected in territory development strategies.

VI. DISCUSSION

It is obvious that the features of the territory transformation of the area should be discussed not only at the national level. Municipalities also need elaborated territory development strategies. At the same time, the need to work out the territory development strategy in the form of a separate isolated document is controversial. In our opinion, in small entities, the area of which is characterized by homogeneity and insignificant scales, it is enough to reveal the territory characteristics of the proposed transformations within the framework of the strategy of socio-economic development.

While the directions of the socio-economic development of the municipality (including the prospects for its transformation under the conditions of new industrialization) must be reflected in documents describing aspects of its territory transformation.

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