
**OPPORTUNITIES FOR PUBLIC ADMINISTRATION REGULATION
TOOLS TO INCREASE THE SUSTAINABILITY OF TERRITORIAL
DEVELOPMENT**

***OPORTUNIDADES DE FERRAMENTAS DE REGULAÇÃO DA
ADMINISTRAÇÃO PÚBLICA PARA AUMENTAR A
SUSTENTABILIDADE DO DESENVOLVIMENTO TERRITORIAL***

***OPORTUNIDADES DE REGULACIÓN DE LAS ADMINISTRACIONES
PÚBLICAS HERRAMIENTAS PARA AUMENTAR LA
SOSTENIBILIDAD DEL DESARROLLO TERRITORIAL***

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ABSTRACT

Objective: the purpose of this study is to identify the opportunities for using mechanisms of State participation in the sustainable territorial development. The authors of the article associate the achievement of sustainable development with the possibility of using various mechanisms of public administration.

Methodology: the study is conducted based on systematic and integrated approaches, combined with a set of general and special scientific methods. Analysis, synthesis and generalization are used to study literary sources related to the research problem. The comparative method is used to summarize the international practice of State participation in the sustainable development of regions to correlate the Russian experience with it. The theoretical and methodological basis of the study is the fundamental and applied works of Russian and foreign researchers in the field of territorial economics, as well as the management of sustainable territorial development. Information materials such as official statistics and other information on the topic available on the Internet are used to prove the hypothesis of the study.

Results: The State is the main stakeholder and performer in leveling the socio-economic condition of the territories. The authors consider the need to equalize the socio-economic situation of the regions to be an important condition for the sustainable development of both individual territories and entire countries. The analysis of the study of the problems shows that the management of sustainable territorial development is based on a strategic plan aimed at economic growth, ensuring a comfortable existence for the population of the territory

Contributions: the study raises the debate about the strategy of sustainability of territorial development in Russia, which should be aimed at improving the level and quality of life of the population, including by leveling the economic situation of the regions.

Keywords: sustainable development; regional policy; uneven development of territories; mechanisms of state influence; differentiated approach.

RESUMO

Objetivo: a propósito deste estudo é identificar as oportunidades de utilização de mecanismos de participação estatal no desenvolvimento territorial sustentável. Os autores do artigo associam a conquista do desenvolvimento sustentável com a possibilidade de utilização de diversos mecanismos da administração pública.

Metodologia: conduz-se o estudo com base em abordagens sistemáticas e integradas, combinadas com um conjunto de métodos científicos gerais e especiais. Utiliza-se a análise, a síntese e a generalização para estudar fontes literárias



relacionadas ao problema da pesquisa; bem como o método comparativo para resumir a prática internacional de participação do Estado no desenvolvimento sustentável das regiões, para correlacionar com a experiência russa. A base teórica e metodológica do estudo são os trabalhos fundamentais e aplicados de pesquisadores russos e estrangeiros no campo da economia territorial, bem como a gestão do desenvolvimento territorial sustentável. Utiliza-se materiais informativos, como estatísticas oficiais e outras informações sobre o tema disponíveis na internet para comprovar a hipótese do estudo.

Resultados: *o Estado é o principal stakeholder e performer no nivelamento da condição socioeconômica dos territórios. Os autores consideram a necessidade de equalizar a situação socioeconômica das regiões como uma condição importante para o desenvolvimento sustentável de territórios individuais e de contagem total. A análise do estudo dos problemas mostra que a gestão do desenvolvimento territorial sustentável se baseia em um plano estratégico voltado para o crescimento econômico, o que garante uma existência confortável para a população do território.*

Contribuições: *o estudo traz ao debate a estratégia de sustentação do desenvolvimento territorial na Rússia, que deveria visar a melhorar o nível e a qualidade de vida da população, inclusive nivelando a situação econômica das regiões.*

Palavras-chave: *desenvolvimento sustentável; política regional; desenvolvimento desigual de territórios; mecanismos de influência estatal; abordagem diferenciada.*

RESUMEN

Objetivo: *el propósito de este estudio es identificar las oportunidades para el uso de mecanismos de participación estatal en el desarrollo territorial sostenible. Los autores del artículo asocian el logro del desarrollo sostenible con la posibilidad de utilizar diversos mecanismos de la administración pública.*

Metodología: *el estudio se realiza sobre la base de enfoques sistemáticos e integrados, combinados con un conjunto de métodos científicos generales y especiales. La análisis, síntesis y generalización se utilizan para estudiar fuentes literarias relacionadas con el problema de la investigación; así como el método comparativo para resumir la práctica internacional de la participación estatal en el desarrollo sostenible de las regiones, para correlacionarse con la experiencia rusa. Las bases teóricas y metodológicas del estudio son el trabajo fundamental y aplicado de investigadores rusos y extranjeros en el campo de la economía territorial, así como la gestión del desarrollo territorial sostenible. La información asignada, como las estadísticas oficiales y otra información sobre el tema disponible en Internet, se utiliza para probar la hipótesis del estudio.*



Resultados: *el Estado es el principal actor y performer en la nivelación de la condición socioeconómica de los territorios. Los autores consideran la necesidad de igualar la situación socioeconómica de las regiones como una condición importante para el desarrollo sostenible de los territorios individuales y el conteo total. El análisis del estudio de los problemas muestra que la gestión del desarrollo territorial sostenible se basa en un plan estratégico centrado en el crecimiento económico, que garantiza una existencia cómoda para la población del territorio.*

Contribuciones: *el estudio lleva al debate la estrategia de sostenimiento del desarrollo territorial en Rusia, que debe tener como objetivo mejorar el nivel y la calidad de vida de la población, incluida la nivelación de la situación económica de las regiones.*

Palabras clave: *desarrollo sostenible; política regional; desarrollo desigual de los territorios; mecanismos de influencia estatal; enfoque diferenciado.*

1 INTRODUCTION

The 21st century is a period of progress and development of technologies in all spheres with a tendency for the growth of cities, as well as with the development of digital technologies. The structure of employment of the population has changed, and the level of autonomy has increased, which has led to increased mobility (Magomedov, 2019). Thus, there are new needs for the development and implementation of completely new development principles used in the field of urban, as well as territorial, planning. The concept of sustainable territorial development implies favorable conditions for the life of mankind, as well as the rational use of natural resources and environmental protection (Bavykina et al., 2021).

Sustainable territorial development as a strategic perspective is understood as a priority in the conceptual documents of the United Nations (UN) "The future we want" (2012), "The 2030 Agenda for Sustainable Development" (The Sustainable Development Agenda, 2020), and "Paris Climate Agreement" (2015) and in the national "Spatial Development Strategy of the Russian Federation for the period up to 2025" (Order of the Government of The Russian Federation No. 207-r, February 13, 2019).



One of the factors negatively affecting sustainable territorial development in Russia is the high level of differentiation in regional development (Kaldiyarov et al., 2021; Shomshekova et al., 2020). Thus, the problem is presented by subsidized regions, the economies of which are most susceptible to destabilizing trends, which increases the burden on the federal budget. Many of them have significant resource potential, which, if properly managed, can contribute significantly to the overall development of the national economy. Regional policy is designed to provide a solution to the problems of the region. Thus, its effectiveness is undermined by the lack of an integrated approach to ensuring sustainable development (Shatalova et al., 2016). The current administrative, economic, and social instruments of regional governance often do not consider territorial specifics, are non-systemic and unrelated, and do not have sufficient scientific validity (Greibenkina et al., 2020).

Thus, the achievement of sustainable territorial development is hindered by the problem of uneven development of territories, which has been central to the economy of not only Russia but also many countries for many years (Tsenina et al., 2022; Dudin et al., 2019). In our opinion, which is confirmed by other researchers, the problem of polarization of regions takes on a new form in the conditions of globalization of economies. It happens under the influence of the rapid introduction of innovations in all spheres of economic activity (Abramkina, 2018). The space of the Russian Federation is characterized by a high level of heterogeneity and imbalance, which hinders the movement towards sustainable development, and leads to an increase in interregional contrast. The processes of differentiation of the Russian economy, formed in the conditions of centralized planning, accelerated during the transition to a market model of management, as a result of which inequality in the socio-economic level of development of territories increased. These circumstances increase the interest in studying the causes of uneven development of regions as a factor hindering sustainable development and finding ways to overcome it. In our opinion, this task can be solved only with the participation of state authorities, including at the highest level.

To a greater extent, sustainable territorial development is a survival plan due to economic growth, which allows preserving nature for the future generation



(Mukhlynina et al., 2018; Novoselova, Novoselov, 2017). The analysis of the study of the problems showed that the management of sustainable territorial development is based on a strategic plan aimed at economic growth, ensuring a comfortable existence for the population of the territory (Bavykina et al., 2021). Several approaches to understanding the economic sustainability of territories are based on the optimization of various types of activities. For example, A.I. Beksultanova (2021) focuses on the differentiation of state policy concerning regions with different levels of economic development. V.V. Shulyakova and M.V. Vladyka (2021) see both negative and positive aspects in the heterogeneity of regional development. The diversity of opinions and the absence of a pronounced consensus of the majority on such an important factor of sustainable territorial development as uniformity require new research on the topic outlined above. The purpose of the study is to develop a set of measures of state influence aimed at ensuring sustainable territorial development. A country's sustainable development is possible only with the harmonious development of all its territories and the balance of inter-economic relations. Thus, its sustainable development strategy should be aimed at improving the level and quality of life of the population, including by leveling the economic situation of the regions. When developing it, it may be useful to consider the experience of developed countries that have made progress in implementing sustainable development goals. Research hypothesis. The transition to sustainable development implies compliance with the principle of uniformity of development. This principle is goal-setting for solving many problems of both subsidized regions and the state as a whole.

2 METHODS

The study was conducted based on systematic and integrated approaches, combined with a set of general and special scientific methods. Analysis, synthesis, and generalization were used to study literary sources related to the research problem. The comparative method made it possible to consider and summarize the international



practice of state participation in the sustainable development of regions, to correlate the Russian experience with it. The theoretical and methodological basis of the study was the fundamental and applied works of Russian and foreign researchers in the field of territorial economics, as well as the management of sustainable territorial development. Information materials such as official statistics and other information on the topic available on the Internet were used to prove the hypothesis of the study. Special research methods were identified based on the proposed hypothesis: a questionnaire and an expert survey on the most important areas of application of state mechanisms for leveling the socio-economic situation of regions.

Forty-three employees of the Regional Development Department of the Ministry of Economic Development of the Russian Federation and departments of the Ministries of Economic Development from four regions of the Central Administrative District of the Russian Federation were involved as experts. The experts were selected based on their positions (department head or analyst) and participation in scientific activities. The indicators of their publication activity in journals included in the Scopus or Web of Science citation databases were also taken into account if there were at least three articles on a similar topic. The respondents were notified that their answers would be used in this study in a generalized form.

3 RESULTS

3.1 IMPLEMENTATION OF THE CONCEPT OF SUSTAINABLE DEVELOPMENT IN RUSSIA

The main thesis of the experts who took part in the survey was as follows. The modern concept of sustainable development, developed at the moment by the world community, is essentially a response to the challenges of globalization. This is the reason for its consolidation in international regulatory legal acts and Russian legislation. Sustainable development has an impact on all aspects of human life. All existing systems, including territorial, have stability only if there are self-regulation



mechanisms capable of improving adaptation processes, which, in turn, balance supply and demand, expenditure, and income items and provide the necessary sustainable development. The concept takes on a new meaning, moving away from understanding this phenomenon as a result of adaptation to the environment. In this regard, sustainable development is a process of active formation of a competitive environment capable of existence without dependence on external influences (Bavykina et al., 2021).

The transition to sustainable development in Russia is associated with the approval of the Concept of the Country's Transition to Sustainable Development (Decree of the President of the Russian Federation No. 440, April 1, 1996) by the President of the Russian Federation in 1996. According to the Concept, the transition should provide a balanced solution to the problems of socio-economic development and preservation of a favorable environment and natural resource potential (Yakimchuk et al., 2021). The sustainable development goals (SDGs) laid down in the Concept are now integrated into national projects (Decree of the President of the Russian Federation № 204, May 7, 2018), as well as strategic and program documents. In addition, it should be noted that there is an adjustment of national projects taking into account national development goals until 2030, which directly echo the SDGs, that is, we can say that strategic planning documents in the Russian Federation summarize the SDGs in their content.

The Russian Federation is a federal state where the regional level plays an important role in development. Based on the significance of the regional level, the interviewed experts believe that it is necessary to achieve sustainable development of each subject of the Russian Federation to achieve sustainable development of the Russian Federation. Regions can become a key level in achieving the SDGs since the Russian Federation is the largest state in the world in terms of territory (Sakharov, Kolmar, 2019). The subjects of the Russian Federation are comparable in size and population to many countries of the world; each subject of the Russian Federation is unique in terms of development conditions, potential, management experience, and demographic characteristics. Meanwhile, there is no single coordinating body in the



Russian Federation dealing with issues of sustainable development at the regional and municipal levels. Various public authorities are implementing measures aimed at achieving the SDGs, following their tasks and existing powers. It should be noted that an interdepartmental working group was formed under the Presidential Administration of the Russian Federation in Russia in 2012 on issues related to climate change and ensuring sustainable development. Special attention is paid to the climate component in its work. The authority to form official statistics on the indicators of achievement of the SDGs in the Russian Federation is assigned to the Federal State Statistics Service. In addition, in our opinion of the voluntary civil review (VCR) (Voluntary National Review of the Implementation of the 2030 Agenda for Sustainable Development, 2020), the SDGs in Russia have not been given sufficient attention in strategic planning documents at the regional and municipal levels. Thus, we conclude that the regional and municipal levels are not included in the system of achieving the SDGs.

The experts were asked to answer an open question during the survey: "What are the main directions of using state mechanisms for leveling the socio-economic development of territories do you consider the most important?" The directions proposed by the respondents (a total of 14) are reflected in Table 1, which represents the distribution of expert opinions on the issue under consideration as a percentage.

TABLE 1. IMPORTANT ALIGNMENTS OF SOCIO-ECONOMIC DEVELOPMENT OF TERRITORIES

Directions for using state mechanisms for leveling the development of territories	Distribution of responses, %
Organizational (monitoring of socio-economic development of territories, assessment of indicators, identification of causes of lag, strategic planning)	46
Distribution of state budget funds in support of subsidized regions	24
Tax benefits	10
Creating an attractive investment climate	8
Other	12



3.2 INTERNATIONAL EXPERIENCE IN THE APPLICATION OF MECHANISMS FOR SUSTAINABLE TERRITORIAL DEVELOPMENT

Significant progress has been made in the sustainable territorial development in several countries; therefore, the study of the experience of these countries will be interesting from the point of view of the possibility of application in other countries.

Today, the set of tools of the state regional policy on sustainable development management is expanding in ensuring balanced spatial development. Some countries (Canada) completely exempt owners of new enterprises from income tax in poorly developed northern territories. In the United States, up to 90% of the costs for the construction of interstate highways are financed by federal transfers. In China, free economic zones have preferential taxation, exemption from customs duties, and other advantages. Germany and France are noted for their accumulated experience in redistributing budget funds from donor regions to subsidized regions. Among other things, preferential lending and tariffs, the provision of subsidies, financial guarantees, financing the training of qualified specialists, and so on are used in international practice. Administrative measures are also popular, among which one can note the ban on the placement of environmentally hazardous industries in megacities (Beksultanova, 2021).

Thus, local government institutions play an important role in solving economic issues. Qualified personnel and territorial location also acquire high importance. Experience shows that the regions where industrial or innovative clusters have been formed – associations of industrial enterprises, research centers, and other interconnected organizations that complement and strengthen each other's competitive advantages – are developing most successfully. Thus, clusters have gained wide popularity in the US as one of the most effective forms of innovation activity. Federal-state regional commissions operate in the territories, which are a kind of coordinating and program-targeted body, the functionality of which mainly includes the development of forecasts, plans, and studies that do not affect large sectors (Greibenkina, 2019). The interim interstate position of this body, as well as the federal and state governments that are part of it, give it the authority to prepare large-scale



territorial development programs and influence their implementation. It should be noted that the distinctive feature of American regional policy is the targeting and local nature of solving territorial problems. The most striking example of the development of a problem territory in the US was the development of the Tennessee River basin when the formation of new energy-intensive industries and the creation of high-tech industries served as an impetus for the economic and social development of this territory. In general, the specifics of American policy are decentralized governance along with a reduction in the share of participation of state bodies in regulating business activities.

The management of the development of the regions of Germany is based on local programs, implying the formation and implementation of concepts for the development of individual territories. The emphasis is on lagging regions. The federal authorities determine the directions and conditions of development through a special State Assistance Plan, within which the territories independently make decisions on improving economic systems. The implementation of the mechanism of financial and economic alignment of regional development is carried out through the application of tax quotas enshrined in the constitution of the country. Regional development is provided mainly through support aimed at increasing the competitiveness of the stimulated enterprise (industry or municipal infrastructure) in a structurally weak region (The Sustainable Development Agenda, 2020).

The balance of territorial development in the United Kingdom is regulated by the legislative act "On Special Territories", signed in 1934. The procedures for the organized exploitation of territories and the promotion of the industrial sector in underdeveloped regions are regulated. It is noted that, according to the legislative act, the placement of enterprises on the territory of megacities with simultaneous support of their education in lagging regions falls under the ban (Plisetskii, 2013).

We can single out government programs implemented at the national and regional level with the participation of industrial enterprises and businesses as measures aimed at solving the social and infrastructural problems of sparsely populated areas in the UK. First of all, housing construction and modernization



programs. An important feature of these programs is that their indicators should consider the housing needs in sparsely populated areas. Thus, if the British government planned to build 150 thousand affordable houses and apartments in 2008, the needs of residents of remote villages and isolated settlements were taken into account in the amount of 0.1% of the total number of housing being built. If simple proportions are applied to this obligation (1.4% of the country's population lives in sparsely populated areas), then another 2,100 new houses belonging to the category of affordable housing should be built in the most sparsely populated areas of England (Emelyanov, 2002; Gordon et al., 2000; Hart, Lavis, 2017).

State energy programs make it possible to improve the relatively low energy indicators of housing in sparsely populated areas and reduce the level of "fuel poverty" (Langinen, 2020). Such measures as continuous thermal insulation of the walls of houses and modernization of heating systems are considered important. The program to stimulate the use of renewable heat and energy sources also opens up opportunities for many remote households that do not have a connection to the main gas and can benefit from the installation of renewable types of heating (State of the countryside update: Sparsely populated areas, November 2010).

The Regional Development Strategy in Finland is aimed at creating a favorable environment for entrepreneurship in the regions, as well as regional cooperation and partnership to improve the well-being of the population. Regional policy is based on a differentiated approach that takes into account the specifics of the goals and objectives of the development of cities, rural areas, and island territories (Report on The Implementation of the 2030 Agenda for Sustainable Development: Voluntary National Review, 2020). Subsidizing of regions is carried out based on criteria such as population density, GDP, unemployment rate, and geographical features, which are established by the EU. The main part of eastern and northern Finland falls into the category of subsidized regions due to low population density. The main regulatory legal acts of Finland regulating the development of the country's regions include the Law on Regional Development and Management of Structural Funds (7/2014), which sets the goals and program of work in the field of regional development, as well as the range



of tasks of responsible authorities; the Law on Financing Regional Development and Projects of Structural Funds (8/2014), which contains regulations on financing projects implemented with the help of national funds and structural funds of the Ministry of Employment and Economy and regional councils (Report on The Implementation of the 2030 Agenda for Sustainable Development: Voluntary National Review, 2020).

The development of the territories of the regions of Finland can be described as uniform. An important role in this process is played by interregional cooperation, implemented, among other things, based on multidisciplinary resource centers (Shulyakova, Vladyka, 2021).

Currently, Finland is one of the most decentralized states in the world. The well-being of people here is largely based on an effective system of local self-government (Yakimchuk et al., 2021).

It seems appropriate to present the data obtained as a result of a comparative analysis of the policy of states to ensure the uniformity of development within the framework of sustainable territorial development in the form of a table (Table 2).

TABLE 2. COMPARATIVE ANALYSIS OF THE POLICY OF STATES TO ENSURE THE UNIFORMITY OF DEVELOPMENT WITHIN THE FRAMEWORK OF SUSTAINABLE TERRITORIAL DEVELOPMENT

Country	The main measures of leveling the development of territories	Public authorities pursuing a policy of sustainable territorial development
USA	Industrial and innovative clusters	federal-state regional commissions
Great Britain	State support programs for sparsely populated territories	Powers have been transferred to local self-government
Germany	Establishment of tax quotas, direct stimulation of industrial enterprises	Committee of State Secretaries, headed by the Head of the Federal Chancellor's Department
Finland	Subsidizing territories based on a set set of indicators	Commission on Sustainable Development

Thus, world practice demonstrates completely different approaches to ensuring sustainable development by equalizing the economic situation of territories,



each of which, to a certain extent and under certain circumstances, can be applicable in Russian conditions.

4 DISCUSSIONS

A large number of different factors, as well as their mutual influence, leads to the complex nature of the differentiation of territories, their socio-economic inequality, and difficulties in the process of their "alignment". It is important to note that the asymmetry in the development of regions and its consequences entail both a threat to the unity of society and national security. That is why it is important to identify and use subjective factors promptly to regulate the sustainable territorial development by the state.

Some researchers (Esipova et al., 2021; Gorbunov et al., 2020) speak about the dual nature of the disproportionate development of territories, in their opinion, it can also manifest itself in the positive impact of disproportions on the socio-economic situation. The positive impact, in their opinion, lies in the ability of some territories to develop through the most efficient use of the resources they own and by attracting external resources, which positively affects the level of competitiveness (Beksultanova, 2021). However, in our opinion, certain territories accumulate competitive advantages in this way and develop already at the expense of deterring others from a certain moment. This is what violates the homogeneity of the socio-economic space. Therefore, it seems to us that the alignment of the socio-economic situation of various regions should be a necessary direction of the state policy of sustainable development.

Researchers (Beksultanova, 2021; Stryabkova et al., 2021) confirm the possibility of the territory leaving the lagging position under the influence of effective management methods and strengthening its importance in the development of the country's economy as a whole (Beksultanova, 2021). It is noted that the policy of regional development management is not a new phenomenon. Only approaches and a set of tools have been improved over time. At first, the support measures were



exclusively targeted. There was no consistency and interconnectedness. Later, regional policy acquired the form of an integral system.

As the results of our research show, the achievement of the SDGs in developed countries is carried out through various instruments (legislative, administrative, economic, and other), fixed at the governmental and local levels. Thus, the regional policy serves as a kind of tool through which the state regulates market processes. "The regional policy as a set of state measures for the development of territories in market conditions was formed finally in the 70s of the 20th century" (Voluntary National Review of the Implementation of the 2030 Agenda for Sustainable Development, 2020). The tools of the fiscal system, the preparation of plans and forecasts, as well as other tools, the set and implementation of which is primarily due to the established way of life of countries, the specifics of economic development, the features of regional problems, and others, have become widespread (Plisetskii, 2013).

We consider it necessary to note that the effectiveness of the work on sustainable development of the territories of state bodies of developed countries is supported by an optimal organizational structure, clear coordination of actions and close interaction of authorities at all levels, high adaptability to changing conditions, the use of an indicative approach in the construction of development plans, full legislative regulation of implemented measures, the involvement of private resources in the financing of priority programs (Greibenkina et al., 2020).

5 FINAL CONSIDERATIONS

State bodies play a key role in ensuring the sustainable development of the country and a separate territory (region) by defining the main directions of regional policy, developing concepts of territorial development, implementing measures to support and activate internal resource potential, and regulating economic activities, and others. More and more powers to ensure regional development are transferred to the level of regional authorities and local self-government in modern democratic states.



The accelerated development of some regions and the lag of others often occurs as a result of various processes of interregional competition, which hurts the sustainable territorial development, and consequently, the country as a whole. Therefore, it is the state that is the main stakeholder and actor in leveling the socio-economic condition of the territories. Thus, the research hypothesis has been proven. Further development of the research is seen in the search for optimal management schemes for improving the mechanism of sustainable development.

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