

COORDINATING THE PRIORITIES OF SCIENTIFIC, TECHNOLOGICAL AND SPATIAL DEVELOPMENT OF INDUSTRIAL REGIONS ¹

The article develops the methodological approach to coordinating the priorities of scientific, technological and spatial development of regions. The relevance of the study is due to the significance of choosing the benchmarks for the transformation of regional economic systems. These systems are based on the principles of harmonisation of the social and economic interests of individuals, business entities, territories of different levels, and modern prospects for the development of science and technology. The study aims to substantiate the methodology for assessing and selecting priorities for coordinating scientific, technological and spatial development of the economies of industrialised regions. The methodology is based on a combination of the individual territories' interests due to their joint participation in integrated investment projects of interregional significance. We applied general scientific methods of theoretical and empirical knowledge, including a causal method, a method of analysis and synthesis, a method of scientific abstraction. We substantiated the role of macro-regions in the process of integration of the local territories' initiatives with the national development guidelines. Then, we identified the characteristics of integrated investment projects with significant potential, which can be the basis for determining the criteria for assessing and selecting projects and project initiatives proposed for implementation at the supra-regional level. Further, we offered an algorithm for developing an integrated investment project that determines the sequence of events. Such events allow realisation of opportunities of scientific and technological development available for industrialised regions, taking into account the priorities of their spatial transformations. We tested the algorithm using the industrial Ural-Siberian macro-region as an example, identifying key aspects of the "Ural Highway" pilot project. A specific feature of the developed approach is the proposal of a "bipolar" system for determining priorities. It allows integration of the national guidelines for scientific, technological and spatial development with the prospects for transformation defined by individual territories (industrialised regions). The proposed approach can be used to substantiate proposals and strategic measures aimed at implementing the priorities of spatial development and the development of science and technology in industrialised regions.

Keywords: priorities of development, scientific and technological development, spatial development, coordination of priorities, industrial region, Ural-Siberian macro-region, project approach, project selection, integrated investment project, transport and logistics system

Introduction

The Scientific and Technological Development Strategy of the Russian Federation², approved in 2016, notes that, in the present context, the superiority in research and development, as well as the high rates of knowledge deepening and creation of innovative products are the key factors determining the competitiveness of national economies and the effectiveness of national security strategies. The document defines the guiding principles, goals and objectives of the scientific and technological development of the country. However, the Strategy is implemented in various territories: macro-regions, constituent entities of the Federation, municipalities; each of them has its own characteristics, strengths and weaknesses, differing in the potential to be included in the process of scientific and technological modernization. On the one hand, this fact substantiates the importance of a differentiated approach to various territorial economic systems and the significance of managing the spatial development of the economy. On the other hand, it signifies the need to examine the prospects for implementing the priorities of scientific and technological development in individual regions. At the same time, in the process of scientific and technological development, the key role belongs to the industrial regions. They act as a basis for the development of any national economy, as the transformation of technologies and practices, as well as the modernization of production and consumption take place there. Not all industrial regions can and should become the engines of economic growth, but they have the greatest potential for turning into centres of scientific and technological development in the context of the need to create and use modern technologies, to implement the most effective solutions to major challenges.

¹ Lavrikova, Yu. G., Akberdina, V. V., Suvorova, A. V. Text. 2019.

² O Strategii nauchno-tekhnologicheskogo razvitiya Rossiyskoy Federatsii. Ukaz Prezidenta Rossiyskoy Federatsii ot 01.12.2016. №642. [On the Scientific and Technological Development Strategy of the Russian Federation. Decree of the President of the Russian Federation No. 642 of December 1, 2016].

Meanwhile, the Strategy of Spatial Development of the Russian Federation for the period until 2025³ (SSD), which defines the principles for transforming integrated territorial socio-economic systems, does not give a clear answer to the question of linking possible directions of scientific and technological development to the priorities of transformation of individual regions (macro-regions). Even though the SSD pays much attention to the designation of promising economic specializations for each constituent entity of the Russian Federation, it cannot be said that the document presents the directions of the country's scientific, technological and spatial development in a coherent manner. The Strategy of Spatial Development focuses on industries (activities), and not on the priorities of scientific and technological development. However, the validity of assigning the sectors indicated in the Strategy to the promising economic specializations of regions raises even more questions. The lists of specializations for each constituent entity of the Russian Federation are quite extensive, while in most cases the characteristics of the existing territorial economic systems (as well as the industry characteristics of neighbouring regions) are not taken into account. Such a depersonalizing approach is rightly criticized by representatives of scientific community, who highlight its inanity caused by the lack of definition of key areas of specialization at the national level [1]. Additionally, the researchers note the approach's imbalance and impracticality as it places almost all existing regional industries in the list of promising [2, p. 161] and in a compulsory manner assigns specializations to the entities of the Russian Federation [3] without considering the views and ideas of regional communities.

Thus, even though the approved documents of strategic planning determined the priorities of both scientific and technological, and spatial development of the Russian Federation (and its individual territories), the issue of their coordination is yet to be solved. Due to this fact, it is important to conduct a study on the development of an approach coordinating the priorities of scientific, technological and spatial development of regions, focusing on industrial regions.

Theoretical and methodological approach to coordinating the priorities of scientific, technological, and spatial development of regions

The issue of coordinating the development priorities of socio-economic systems, which differ from each other in identification sources of such priorities, is a popular research topic. For example, in the foreign literature, there are a significant number of articles on the aspects of overcoming the difficulties in combining the goals of the countries interested in the joint solution of complex and large-scale problems [4–7]. In their works, European authors pay a lot of attention to the problems of harmonization of policies conducted at the level of the European Union, individual countries and regions [8–11], as well as to the mechanisms developed for implementation of this harmonization [12–14]. At the same time, the authors note the particular importance of the activity of supranational structures and associations, as one of their most important functions is identification of the development directions of an integrated system combining both global and local interests. These structures often take on the task of coordinating the diverse priorities and directions of territorial transformation.

Similar questions are posed in the Russian academic literature, as there are a variety of works focused on coordinating the interests of the development of individual territories with the federal benchmarks for transforming the economy and the social sphere [15–17], as well as with the directions of transformation of economic systems [18] or their groups [19–21]. Other studies examine the problem of aligning the documents developed at different stages of strategic planning [22, 23]. This issue is caused by the country's legal framework that requires the creation of a significant number of strategic and planning documents of various levels (the Federal Law “On Strategic Planning in the Russian Federation”⁴ and related legal acts) in the absence of clearly defined mechanisms for their coordination.

Additionally, some scientific papers [24] mention the topic of coordinating the priorities of scientific, technological and spatial development, identified for Russia, while mainly focusing on assessing the degree of compliance between the approved documents proclaiming these priorities. Such studies are extremely important, however, it is more appropriate to examine the problem of coordinating such guidelines in a broader sense. Attention should be paid not only to legislative acts and predetermined development directions (supplemented and adjusted over time), but to approaches and tools that allow coordinating multidirectional ways of transforming complex objects.

The following provisions may lie in the basis of this approach:

³ Ob utverzhdenii Strategii prostranstvennogo razvitiya Rossiyskoy Federatsii na period do 2025 goda. Rasporyazhenie Pravitelstva Rossiyskoy Federatsii ot 13.02.2019 g. № 207-r [On the approval of the Strategy of Spatial Development of Russian Federation for the period until 2025. Endorsed by Decree #207-r of Russian Federation Government of February 13 2019].

⁴ O strategicheskoy planirovaniy v Rossiyskoy Federatsii. Federalnyy zakon ot 28.06.2014. №172-FZ. [On Strategic Planning in the Russian Federation: Federal Law dated 28 June 2014. No. 172-FZ].

1. Undoubtedly, priority areas of economic development, and guidelines for the scientific and technological development of the Russian territories in general should be determined at the federal level. However, their subsequent “distribution” between individual regions, conducted from a single centre, with high probability will be ineffective: with such an approach, it is necessary to consider in details not only the features of economic activity implemented in each entity of the Russian Federation, but the plans of its key participants. Collection of such vast amount of information, its subsequent aggregation and proposal of options for transforming the local territories in the interests of creating an integrated and balanced approach to optimizing the country’s economic system is too ambitious a task. For example, this fact has been confirmed by the extremely controversial results of identifying promising economic specializations of the regions presented in the Strategy of Spatial Development of the Russian Federation for the period until 2025. At the same time, there are some difficulties when each regions chooses the principles adopted at the federal level that are the closest to their own ideas about the future of the economy. The lack of consideration of the plans of neighbouring territories does not allow for implementing possible synergetic effects, and avoiding duplication of activities that contribute to the solution of common problems; ultimately, it leads to unbalanced changes of the economic space.

Thus, complex formations such as macro-regions can be considered as the most promising platform for combining the national development guidelines with transformation principles defined by individual territories. Macro-regions allow for effective integration of initiatives of individual territories, verification of their compliance with the national development guidelines and identification of “deficiencies” (promising development aspects that are yet to be reflected in the declared initiatives). However, such functions can be implemented at the level of a macro-region only if it becomes an integrated management object, the elements (territories) of which are similar to each other in economic terms, have stable economic relationships and common development issues. In this regard, the idea of identifying a number of macro-regions in the country, implemented in the SSD, should be seen as promising (however, the structure of the macro-regions presented in the document is debatable and needs further clarification).

2. Locally initiated projects may be the result (and a tool) of coordinating the development priorities. On the one hand, they clearly demonstrate the guidelines for transforming regional business entities; on the other hand, the selection of the most promising ones (for example, in order to get additional support) may draw on the priorities of scientific, technological or spatial development of the country.

It should be noted that the Federal Law “On Strategic Planning in the Russian Federation” does not pay attention to the projects; however, the Russian public administration system has been implementing the project approach for a long time. If primarily its use was most likely initiated by prosperous regions or individual federal executive bodies (even though their attempts were not always successful), at present this process has a fairly clear organizational and methodological basis [25, p. 48].

3. In order to increase the effectiveness of the realization of individual projects, it is important to use a systematic approach to the implementation of possible measures and combine them into an integrated investment projects (IIP). The very idea of creating large-scale IIPs, uniting the efforts of several regions, is not new: such projects, which involve entities of a large number of heterogeneous territorial socio-economic systems, have been put into practice over the past decades with varying degrees of success. This form of achieving regional development goals has been recently attracting more attention due the successful experience of the Yenisey Siberia Comprehensive Investment Project, which combined large investment projects of three regions (the Krasnoyarsk Region, the Republic of Khakassia, and the Republic of Tuva) and received support from the President and the Government of Russia⁵.

Integrated investment projects with significant potential are characterised by the presence of a single development principle for all projects included in the IIP (such development principle may be achievement of one of the national priorities). In the majority of cases, the main criterion for combining individual projects in the IIP is their belonging to the territorial systems that see the potential in joint project activities, without considering the industrial specificities of the proposed projects (this is the approach that was implemented in the development of the Yenisey Siberia). However, the effect of complementarity of project initiatives is much more noticeable when not only their territorial, but industrial proximity are taken into account.

Another essential characteristic is the mandatory nature of the interregional interaction of actors during the implementation of measures and activities proposed by projects. Interregional investment projects should be closely connected with the specific characteristics of a macro-region, and their implementation should be aimed at solving large-scale problems. It is obvious that the “interregionality” of an investment

⁵ Kompleksnyy investitsionnyy proekt «Eniseyskaya Sibir» [The Yenisey Siberia Comprehensive Investment Project]. Retrieved from: <https://en-sib.ru> (Date of access: 15.09.2019).

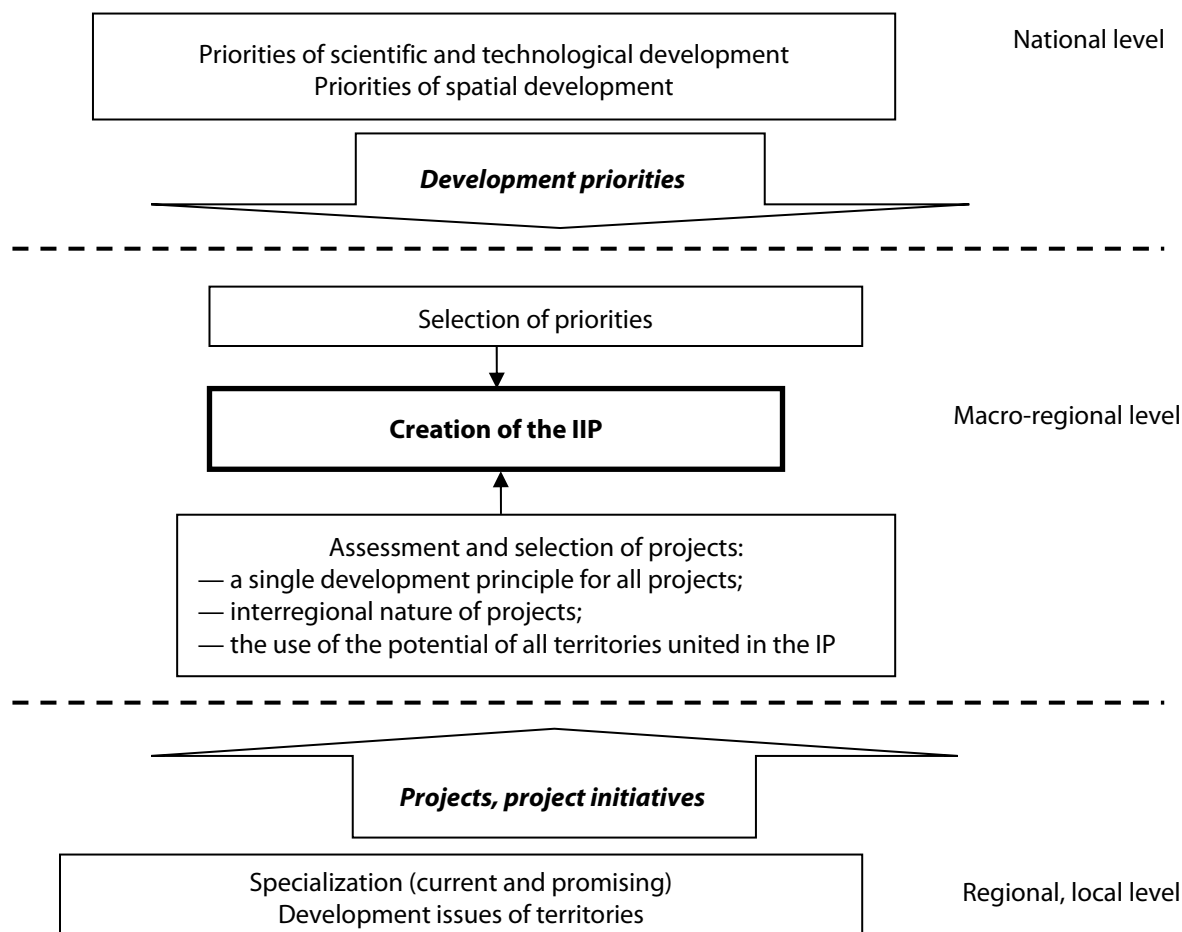


Fig. 1. Methodological approach to coordinating the priorities of scientific, technological and spatial development of regions

project not always implies the involvement of several constituent entities of the Russian Federation in the process of implementation of its measures. Interregional nature is characteristic to projects, implementation of which affects not only the region that serves as a platform for their development, but other territories, too.

Additionally, the IIP should focus on the creation of a multi-pole development system, based on the activation of growth points located in various regions, and on the use of the potential of all territorial systems united by projects.

To sum up, we can depict the proposed methodological approach to coordinating the priorities of spatial, scientific and technological development of regions in the form of a diagram (Fig. 1).

To illustrate the possibilities of the proposed approach, it is appropriate to consider an algorithm and characteristics of the development of an integrated investment project that can serve as a tool for coordinating the priorities of scientific, technological and spatial development of industrial regions (the research area is the Ural-Siberian macro-region).

The algorithm for developing the IIP as a tool for coordinating the priorities of scientific, technological and spatial development of industrial regions

The Ural-Siberian macro-region is a large-scale complex, which, according to the Strategy of Spatial Development of the Russian Federation, includes the Sverdlovsk, Kurgan, Tyumen (with autonomous districts) and Chelyabinsk regions. Thus, its boundaries coincide with the boundaries of the Ural Federal District, greatly simplifying inter-territorial interactions initiated within the region.

The Ural-Siberian macro-region has a high potential for the development of interregional ties between its territories (and, therefore, it has the potential for following common priorities when implementing development plans). Currently, the share of the macro-region's production in terms of import of its entities varies from 9% in the Kurgan region to 40% in the Tyumen region (Fig. 2).

The Sverdlovsk region is the leader in terms of export of industrial and consumer products to the constituent entities of the Russian Federation, belonging to the macro-region, which accounts for 54% of the total. The lowest values of this indicator are registered in the Kurgan (4%) and the Tyumen (6%) regions.

Despite the fact that the regions are rather closely integrated into the processes of inter-territorial cooperation, the attempts to form an integrated investment project, which would combine the initiatives of

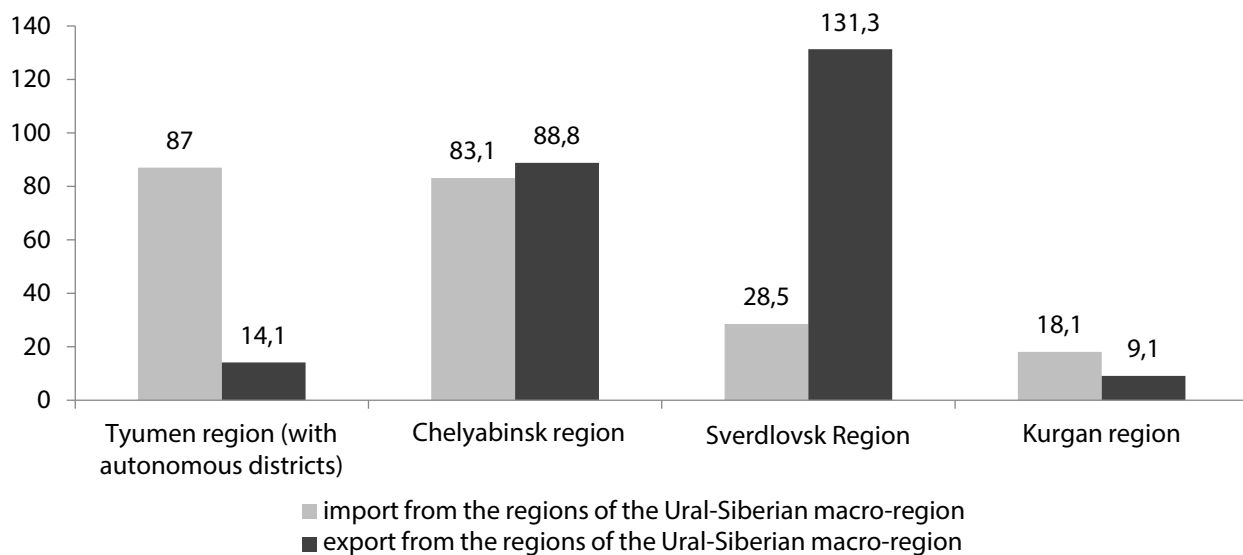


Fig. 2. *Interregional import and export of industrial and consumer products to the entities of the Ural-Siberian macro-region in 2018, billion roubles (Data from Federal State Statistic Service. [Electronic resource]. URL: <https://www.gks.ru> (Date of access: 12.04.2019))*

economic transformation, have not succeeded yet. At the beginning of 2019, the Office of the Presidential Envoy of the Russian Federation to Ural Federal District took the initiative of collecting the proposals for potential integration in a form of an integrated project, that were submitted by the constituent entities of the Ural-Siberian macro-region. A significant number (171) of projects and project initiatives were presented; however, the majority of proposals were fragmented, without considering the characteristics of individual territories, in particular, their production specialization and the needs of socio-economic development. The projects lacked a crosscutting objective; often, they did not have any inter-regional significance, generating only local effects. However, it was difficult to assess the compliance of the proposed projects with the priorities approved in the federal documents of strategic planning (which did not allow for their subsequent inclusion in the IIP) due to the lack of structured information about their contents and main characteristics.

In order to solve this problem, as well as to improve the quality of the selection process for projects that could form the basis of the IIP of the Ural-Siberian macro-region, we propose a number of methodological recommendations. These recommendations draw on the previously described approach to coordinating the priorities of scientific, technological and spatial development of regions (an algorithm of developing the IIP is schematically presented in Figure 3).

The first stage of the development of an integrated investment project determines its purpose. Creation of the IIP seems promising for ensuring the unity of the territory of the Russian Federation (one of the priorities outlined in the Scientific and Technological Development Strategy) and eliminating federal infrastructure restrictions, increasing the availability and quality of transport, energy, and information and telecommunication infrastructures (as mentioned in the SSD). Implementation of the IIP will allow for a comprehensive development of a unified transport and logistics system of the macro-region with access to other entities of the Russian Federation and international transport corridors. A possible name for this IIP is the “Ural Highway”.

The goal of this project can be formulated as follows: the accelerated development of the Ural-Siberian macro-region, building of its productive capacity, improvement of the infrastructure (transport security) of its territories, and ensuring of the national security of Russia through the creation of a unified transport and logistics system (TLS) aimed at solving the following problems:

- creation of sustainable transport systems between the entities of the Ural-Siberian macro-region, adjacent territories, promising centres of economic growth of the Russian Federation, mineral and resource centres of the country;
- intensification of the processes of location of production in the macro-region;
- realization of the transit potential of the macro-region that connects the European and Asian parts of the Russian Federation and acts as a part of the international transit;
- creation and development of transport and logistics systems in the geostrategic and border areas of the macro-region;

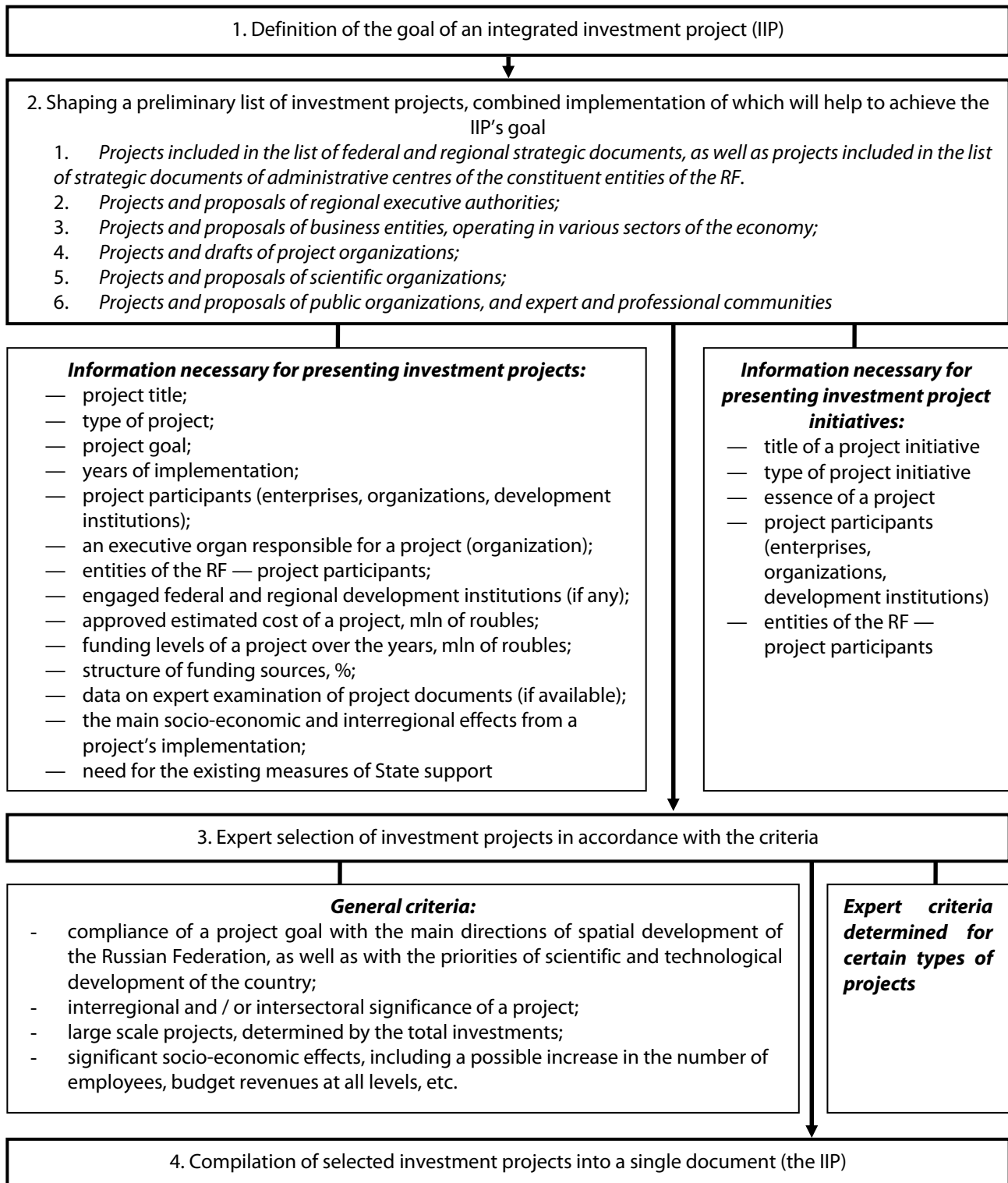


Fig. 3. Algorithm of developing an integrated investment project

— creation of new transport and logistics schemes, including for the purpose of realizing the export potential of the macro-region's industry through entering the system of international transport corridors.

A number of circumstances explain the importance of creating a single transport and logistics system in the Ural-Siberian macro-region:

1. the unique transport and geographical location of the Sverdlovsk, Chelyabinsk, Tyumen regions at the junction of regional and global Eurasian transport links;

2. the transit role of the macro-region, realized through several rail, road, water, aircraft communications. Due to the transport and geographical location of the Ural-Siberian territories, there are a variety of transit routes from the western part of Russia to Asian regions, including the oil and gas regions of the Khanty-Mansi Autonomous and the Yamalo-Nenets Autonomous District. Moreover, there are longitudinal routes crossing the Ural regions, going from the north (from the Komi Republic, Khanty-Mansi

and Yamalo-Nenets Autonomous Districts) to the south (to the South Ural and further to Kazakhstan and Central Asia);

3. developed transport and logistics systems of the Sverdlovsk and Chelyabinsk regions; the emerging transport and logistics system of the Yamal-Nenets Autonomous District based on the Sabetta seaport;

4. the possibility of establishing additional modes in the logistics systems (the use of water transport in supply chains), ensured by the implementation of infrastructure projects focused on water transport in the macro-region and adjacent territories;

5. an objective need for accelerated development of transport and logistics infrastructure in the macro-region's Arctic zone, aimed at eliminating infrastructural limitations on the extraction of mineral resources (including on the shelf) and ensuring the national security of Russia;

6. developed industry of the macro-region. The Ural is a unique territory, characterised by its industrial self-sufficiency. The structure of the Ural includes all types of regions: industrial (the Chelyabinsk region), energy and raw materials (the Tyumen region and autonomous districts), agricultural and industrial (the Kurgan region), and industrial and trade (the Sverdlovsk region).

The second stage of development of an integrated investment project is creation of a list of investment projects that can potentially be included in the IIP (collection of proposals from the regions). The preliminary list of projects may include projects (proposals) implemented (planned) on the territories of the entities of the macro-region. Thus, during the development of the "Ural Highway" integrated investment project, it is appropriate to consider the following types of proposals:

1. Projects included in the list of relevant federal strategic documents on the development of transport, road infrastructure, and transport and logistics systems.

2. Projects included in the list of relevant regional strategic documents on the development of transport, road infrastructure, and transport and logistics systems.

3. Projects included in the list of strategic documents on the development of transport, road infrastructure, and transport and logistics systems of administrative centres of the constituent entities of the RF.

4. Projects of business entities active in the field of transport, road infrastructure, and logistics (JSC Russian Railways, airports, river ports, large logistics companies, etc.).

5. Projects of business entities operating in production industry.

6. Projects and drafts of relevant project organizations.

7. Projects and proposals of regional units of relevant federal executive authorities.

8. Research and development of relevant scientific organizations.

9. Projects and proposals for the development of non-public transport, aimed at ensuring inter production operations and initial-final transport operations of cargo-generating enterprises while reducing the traffic load.

10. Proposals of public organizations, and expert and professional communities (Ural Logistics Association, the Sverdlovsk Regional Union of Industrialists and Entrepreneurs, Chamber of Commerce and Industry, and others.).

At the same time, information on the main characteristics of these proposals can be presented in various forms, depending on the degree of a project's elaboration (see Figure 3).

The third stage of the development of the IIP focuses on the selection of received proposals. Investment projects must meet the following criteria:

– compliance of a project goal with the main directions of spatial development of the Russian Federation, as well as with the priorities of scientific and technological development of the country;

– interregional and / or intersectoral significance of a project;

– large scale projects, determined by the total investments (for projects proposed for inclusion in the "Ural Highway" project, the required investments should not be less than 500 million roubles);

– significant socio-economic effects, including a possible increase in the number of employees, budget revenues at all levels, etc.

Obviously, these criteria are of general nature and can be specified in accordance with the type of project. Thus, it is appropriate to identify the following types of projects, involved in the "Ural Highway":

1. Transport and infrastructure project in the field of rail, air, water transport.

2. Transport and logistics project.

3. Road construction project of federal or regional importance (federal and regional roads and artificial structures).

4. Warehouse logistics project (class A, B warehouses).

5. A project for the development of industrial production (despite the fact that such projects may not be directly related to the transport system, it is reasonable to consider them due to their impact in terms of



Fig. 4. Projects and project initiatives, proposed by the entities of the RF for inclusion in the IIP “Ural Highway”, connected with the transformation of transport and logistics systems (based on the data, provided by the Office of the Presidential Envoy of the Russian Federation to Ural Federal District)

formation of cargo flows when developing the IIP connected with the transport and logistics system of the macro-region).

The last stage in the development of an integrated investment project involves consolidation of selected projects and project initiatives into a single document. This document requires a roadmap providing for the improvement of the institutional environment for the creation of the IIP, development of infrastructure, ensuring of stable macroeconomic conditions in the macro-region, and improvement of the conditions for attracting investments for the implementation of the IIP. Moreover, such road map allows creating a development institution of the macro-region, ensuring the existence of scientific and technological support and staff necessary for the implementation of the IIP, monitoring of the development of the IIP. In addition, a road map proposes measures for the implementation of investment projects that constitute the IIP.

Taking into account the methodological recommendations, members of regional communities managed to review the projects proposed for inclusion in the IIP, carefully considering their characteristics. Thus, in order to create the “Ural Highway” integrated investment project, the regions belonging to the Ural-Siberian macro-region proposed 26 projects connected with the development of transport and logistics, as well as with areas focused on modelling cargo and passenger flows. In addition, 7 project initiatives without detailed elaboration have been received, suggesting the creation of transport corridors that would connect several macro-regions with each other. The total cost of implementing the proposed projects exceeds 2.3 trillion roubles; their implementation will create more than 24.7 thousand new workplaces.

A significant number of proposals came from the Tyumen (13) and Sverdlovsk (10) regions, and one of the projects developed in the Sverdlovsk region (the creation of the Ural high-speed railway Chelyabinsk — Ekaterinburg) was also featured in the proposals of the Chelyabinsk region.

The largest number of proposed projects (9 out of 26) focus on the development of industrial production, influencing cargo flows; 4 projects are concerned with the construction of tourist and recreational facilities, medical institutions that are socially oriented and can impact passenger flows; 2 projects are linked to the development of research and development infrastructure. The remaining 10 projects are directly related to the transformation of the transport and logistics system: 5 of them are road construction projects, 3 are transport and infrastructure projects, 2 are transport and logistics projects. We demonstrated the roads (road sections) planned to be constructed on the map (Figure 4), clearly illustrating the interregional scale of the integrated investment project.

Thus, the algorithm for developing the IIP not only regulates the activities related to the selection, coordination of priorities set by authorities, and assessment of proposals of regional communities, but allows

the project proponents to determine the rules of selecting the most promising and significant areas of development of the territories.

Conclusion

Simple “distribution” of industrial guidelines for economic transformation between individual regions or localities cannot solve the problem of coordinating the priorities of scientific, technological and spatial development of territory. Rather, it requires combining the ideas of the federal centre with the prospects for changes, suggested by individual elements of the national economic system. We developed the method for solving this particular problem that is based on including in such process the coordination of macro-regions, that are capable of integrating the initiatives of individual territories with the national development guidelines. Moreover, our method draws on the capabilities of the project approach that allows for combining individual initiatives and activities into integrated investment projects, which connect representatives of a macro-region with each other.

Understanding the IIP as a tool for coordinating the priorities of scientific, technological and spatial development of the regions allowed us to develop the proposed approach by creating the algorithm for elaborating an integrated investment project. This algorithm includes expert selection of projects and project initiatives in accordance with various criteria, the most important being the degree of their compliance with the national development priorities. We have tested this algorithm on the example of the industrial Ural-Siberian macro-region and confirmed the importance of the supra-regional level of management in the process of harmonizing industrial and spatial priorities. Using the proposed methodological recommendations for creating the IIP for identifying they key aspects of the pilot integrated investment project “Ural Highway”, the entities of the Russian Federation belonging to the macro-region managed to define a variety of principles connected and balanced with the national guidelines for the project development.

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