



# Country Fiche on Terrestrial Spatial Planning

## RUSSIAN FEDERATION

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# 1. Current situation and main challenges

## General information

In the Russian Federation several types of planning are applied in the system of public administration: spatial, socio-economic, strategic and financial. Activities in all these types of planning are regulated by legislative and other normative legal acts. The main legislative act regulating activities in the sphere of spatial planning is the Town-Planning Code of the Russian Federation (RF Code of 29.12.2004 N 190-FZ, taking into account changes of 30.04.2021). The implementation of spatial planning documents is carried out, mainly, within the framework of urban planning.

In the Russian Federation, spatial planning is a separate type of urban planning, which is understood as the development of territories. In addition to spatial planning, the types of urban planning include: urban development zoning, architectural and civil engineering, capital repairs, construction, reconstruction of capital construction facilities, landscaping and some others. Thus, the great importance of spatial planning is emphasized, its close connections with practical activities for the development of the territory, its landscaping and other methods of use. The provisions of spatial planning documents are not abstract, but purely concrete, allowing them to be put into practice in the framework of urban planning.

Spatial planning is carried out on all three levels of government: national, regional and local. For each of these levels the authority and list of the spatial planning documents are established. The legal basis for spatial planning is established at the federal level. In addition to the Town-Planning Code of the Russian Federation, certain provisions defining the speciality of the development of spatial planning documents and their place in the system of public administration are contained in the provisions of some other legislative acts, for example, in Federal Law of 28.06.2014 N 172-FZ "On Strategic Planning in the Russian Federation" (taking into account changes of 31.07.2020).

Preparation of spatial planning documents is carried out on the basis of strategies and programs for the development of separate sectors of economy, priority national projects, interstate programs, regional socio-economic development programs, plans and programs for local integrated socio-economic development and a number of other documents. Thus, in the content of spatial planning documents, the goals, priorities and tasks set out in the documents of strategic and socio-economic planning should be taken into account.

When preparing spatial planning documents the provisions of the federal strategies, concepts, doctrines are considered. Such documents, for example, include: Strategy for the Development of the Rail Transport in the Russian Federation until 2030 (approved by the Government of the Russian Federation of 17.06.2008 N 877-p), The National Security Strategy of the Russian Federation (approved by the Presidential Decree of 31.12.2015 N 683), Energy Strategy of Russian Federation for the period up to 2035 (approved by the Government of the Russian Federation of 09.06.2020 N 1523-p), The Doctrine of Food Security of the Russian Federation (approved by the Presidential Decree of 21.01.2020 N 20) and some others.

The availability of spatial planning documents is mandatory for all levels of government. At the same time, regional and local spatial planning documents should not contradict the provisions of the spatial planning documents of the Russian Federation.

At the federal level spatial planning documents are the land-use planning schemes of the Russian Federation in the following areas:

- Federal transport (rail, air, sea, inland water, pipeline transport), roads of federal significance.
- Country defense and state security.
- Energy sector.
- Healthcare.

- Tertiary education.

For each of these industries and modes of transport separate land-use planning schemes are being developed.

At the regional level spatial planning documents are regional land-use planning schemes and land-use planning schemes for two or more regions. The development of a land-use planning scheme for two or more regions can be carried out in relation to territories or parts of territories of regions that have a common border. Development can be carried out on the initiative of the highest executive body of state authority in one of these regions. For example, the authorities of St. Petersburg and the Leningrad region have planned the preparation of a land-use planning scheme for the city of federal significance St. Petersburg and the Leningrad region. In the cities of federal significance (have the status of regions) master plans are being developed.

At the municipal (local) level spatial planning documents are:

- land-use planning schemes of the municipal districts;
- master plans of settlements;
- master plans of urban districts.

Land-use planning schemes of the Russian Federation, regional land-use planning schemes, local land-use planning schemes are approved for a period of not less than 10 years.

If these schemes provide the construction of the infrastructure facilities (pipelines, automobile roads and railways, power lines, etc.), they are developed for a period of not less than 20 years. Master plans of settlements and urban districts are approved for a period of not less than 20 years.

Currently, the following problems and challenges exist in the spatial planning system:

- lack of coherence and mutual coordination of the provisions of spatial planning documents on the one hand, with documents of socio-economic, strategic and financial planning on the other hand;
- the absence of an approved long-term socio-economic development strategy of the Russian Federation, which defines the goals, priorities and tasks, which should be taken into account in spatial planning documents;
- insufficient resources for spatial planning documents implementation (there are not enough funds to implement all activities, first of all, in terms of the creation and reconstruction of transport, engineering, energy and social infrastructure);
- a rapid change in the situation in the sphere of investment construction and demand for land plots leads to the fact that certain provisions of spatial planning documents become outdated and they have to be updated (rather often they are amended);
- the high cost of developing and updating spatial planning documents leads to the fact that in some poor municipalities this process is stretched for many years.

## **Spatial planning system**

At present, the following documents of spatial planning are developed, approved and implemented at the federal level:

- Land-use planning scheme of the Russian Federation in the field of health care (approved by the Government of the Russian Federation of 28.12.2012 N 2607-p, taking into account changes of 23.11.2016).
- Land-use planning scheme of the Russian Federation in the field of higher professional education (approved by the Government of the Russian Federation of 26.02.2013 N 247-p).
- Land-use planning scheme of the Russian Federation in the field of federal transport (railway, air, sea, inland water transport) and highways of federal significance

(approved by the Government of the Russian Federation of 19.03.2013 N 384-p, taking into account changes of 09.04.2021).

- Land-use planning scheme of the Russian Federation in the field of federal transport (in the part of pipeline transport) (approved by the Government of the Russian Federation of 06.05.2015 N 816-p, taking into account changes of 09.04.2021).
- Land-use planning scheme of the Russian Federation in the field of energy sector (approved by the Government of the Russian Federation of 01.08.2016 N 1634-p, taking into account changes of 28.12.2020).

As of June 2020, other published or open access spatial planning documents at the federal level have not been approved.

Information on federal and regional spatial planning documents is contained in the Federal Information System for strategic planning, which is part of the state automated information system “Governance” (<http://gasu.gov.ru/stratdocuments>). In addition, information about spatial planning documents is available in the information system of spatial planning (FGIS TP). The website of FGIS TP – <http://fgis.economy.gov.ru>.

Federal and regional spatial planning documents are subject to mandatory state registration in the federal state register of strategic planning documents.

It is necessary to mention several other documents, which formally do not refer to spatial planning documents, but are related to them closely by content.

It is about the Fundamentals of the State Policy of Regional Development of Russia for the period up to 2025 (approved by the Presidential Decree of 16.01.2017 N 13) and the Strategy of Spatial Development of the Russian Federation for the period up to 2025 (approved by the Government of the Russian Federation of 13.02.2019 N 207-p taking into account changes of 23.03.2021).

According to the Fundamentals of the State Policy of Regional Development of Russia for the period up to 2025, the goals of the state policy of regional development are:

- ensuring equal opportunities for the realization of the established economic, political and social rights of citizens throughout the country;
- improving the quality of life;
- ensuring sustainable economic growth and scientific and technological development of regions;
- increasing the competitiveness of the economy in world markets on the basis of balanced and sustainable development of regions and municipalities, maximum involvement of the population in solving regional and local problems.

A large influence on spatial planning is provided by the implementation of the Decree of the President of Russia of 07.05.2018 N 204 “On the national goals and strategic objectives of the development of the Russian Federation for the period up to 2024” (taking into account changes of 21.07.2020). This decree defines the goals of Russia’s development for the period until 2024 and the priority areas for the implementation of projects and programs aimed at achieving them. In all 12 priority areas were defined. Some of them are directly related to issues of spatial planning. These include: accommodation and urban environment; ecology; safe and high quality roads; international cooperation and export.

The Strategy of Spatial Development of the Russian Federation for the period up to 2025 defined the goal, objectives and priorities of spatial development. The goal of spatial development is to ensure sustainable and balanced spatial development aimed at reducing interregional differences in the level and quality of life of the population, accelerating economic growth and technological development, as well as ensuring national security of the country.

The priorities of spatial development of the country:

- rapid development of areas with a low level of socio-economic development, which have their own potential for economic growth, as well as areas with low population density and a projected increase in economic potential;

- development of promising centers of economic growth with their number increase and maximum dispersal through the territory of the country;
- social development of areas with low population density and insufficient own potential for economic growth.

The Strategy of Spatial Development of the Russian Federation divides the entire territory of the country into 12 macroregions. For each Russian region promising economic specializations are defined. A list of geostrategic territories and promising centers of economic growth has been compiled.

On July 21, 2020, Decree of the President of Russia N 474 “On the national development goals of the Russian Federation for the period up to 2030” was signed. This decree defines the following national development goals:

- preservation of the population, health and well-being of people;
- opportunities for self-realization and development of talents;
- comfortable and safe living environment;
- decent, efficient work and successful entrepreneurship;
- digital transformation.

In addition, the decree established targets that characterize the achievement of national goals by 2030.

## 2. Contacts

### Responsible authority at national level

The federal executive body responsible for the development of state policy and legal regulation in the sphere of spatial planning is the **Ministry of Economic Development of the Russian Federation**.

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In addition, several federal ministries and agencies are involved in the preparation and implementation of spatial planning documents at the national level of government in the Russian Federation. These include: Ministry of Construction, Housing and Utilities; Ministry of Transport; Ministry of Energy; Ministry for Development of Far East and Arctic, and some others.