Strategy of spatial development in urban planning Russia

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Abstract. The article deals with the issues of urban planning support for the Strategy of spatial development in Russian Federation. The concepts "spatial development of settlement systems and settlements" and "architectural and spatial environment" are defined. A brief description at the history development and ideas about urban planning organization of strategic spatial development of Russia is given. The author gives an urban-planning interpretation of the problems, target setting and principles of spatial development in the country, as well as the mechanism implementation of this Strategy. There is a need to integrate strategic and urban planning, increase the role of urban planning in solving the problems of innovative and spatial development of settlement systems and settlements, the formation of a comfortable urban and rural environment.

1. Introduction

In February 2019, the Government of the Russian Federation approved the spatial development Strategy of Russia for the period up to 2025 (hereinafter referred to as the strategy). The purpose of the document is to ensure the stability of the settlement system on the territory of the country and the removal infrastructure restrictions in the socio-economic development territories. The strategy was developed taking into account a number of legislative and regulatory Federal law. Special attention is paid to measures the implement the President Decree dated 7.05.2018. No. 204 "on national goals and strategic objectives of the development of the Russian Federation for the period up to 2024" [1].

The approval of the Strategy is important for the development of Russian urban planning as an activity that ensures the implementation of long-term plans for economic development, strengthening national security and improving the living conditions of people. Urban planning is designed to accompany the implementation of strategic plans with appropriate urban planning documentation, to actively participate in the justification of the location of productive forces, to solve the problems of infrastructure development, protection and rational use of natural and historical and cultural resources, as well as to form a comfortable urban and rural environment.

The concept of "spatial development" in the Strategy is defined as "improvement of the settlement system and territorial organization of the economy, including through an effective state policy of regional development" [2]. In terms of town planning and a system approach to spatial development – focused architectural, engineering and construction and investment organization of internal spaces and natural urban landscape territories to various types of settlements, forms and levels of settlement, as well as the interaction of these spaces between and surrounding natural and man-made spaces. Today,
it is obvious that such an organization should be associated with adequate management and financing, regulatory, information and personnel support. These are the most important mechanisms for implementing strategic plans and urban development projects. However, many problems in these types of urban development activities by 2019. There is a lot of work to be done to eliminate them, to make innovative decisions and creative measures that can make a breakthrough in the development of Russia.

2. The main part
It should be noted the main problems of spatial development of Russia by the Strategy, the low level of comfort of the urban environment, the unrealized potential of inter-regional and inter-municipal interaction, the unsatisfactory state of the environment. To solve these problems, it is necessary to significantly modernize the Urban development code of the Russian Federation: to clarify the terms "urban development" and "objects of urban development"; to update the basic principles of legislation on urban development; introduce the concepts of "spatial development", "urban environment", "rural environment", "architectural and spatial environment", "urban planning". Foreign experience of "master planning" shows the course to restore the rights of detailed planning and development of large parts of settlements (city centers, residential and industrial areas, architectural and landscape complexes) and new cities. It is important to rehabilitate and actively develop the system-environment approach in urban planning as a reliable methodological basis for the theory and practice of settlement and settlement systems development today.

It is necessary to study and use in the development of the new Russia the rich domestic experience of the formation of the architectural and spatial environment as a set of parts and elements of settlement systems and settlements that form the environment for the life of the population and the functioning of life support infrastructures. Such an environment includes both material components (natural and artificial) and artistic and aesthetic components of the concept of "environment" [3].

Nowadays, it is necessary to remember that the purposeful town-planning organization of strategic spatial development of Russia developed under Peter I, when systems of settlement of the state on strategic directions began to be created: Moscow-Baltic, Moscow-Azov and the Caspian sea, Moscow-Ural-Siberia – the far East. In the space of these areas, the construction of new (regular) type cities and industrial development of the country's regions began to be carried out. In the first half of the XIX century, the scientific foundations of a systematic approach to solving the problems of spatial development of Russia, the formation of networks of localities and individual cities began to emerge.

In the 1830s, the Russian statistician K. I. Arseniev proposed to consider the zoning of the country as a selection of "spaces" - "natural and vital communities" that develop in a vast historical time and have a characteristic "image of the place". He divided the territory of Russia into such spaces as the Northern, Oka, Volga, Ural, and others. depending on the configuration of the spaces-areas Arseniev called them "bands", "belts" or "parts (sections)". In addition to the concept of "space" Arseniev introduced the concept of "city system", "static and dynamic elements of the urban environment" (factories, fairs, etc.), "urban space" (architectural ensembles with certain vital functions), "the appearance of the city". Arsenyev's urban research program was implemented in pre-project studies of 485 cities. These studies were conducted by the statistical Department of the Ministry of internal Affairs of Russia [4].

Professor of the Institute of the Corps of railway engineers M. S. Volkov in the 1840s developed a program of construction activities as a purposeful process of creating an artificial environment for man and society. According to Volkov, the city is an organism functioning in the environment; the environment is natural and climatic conditions and architectural environment. Questions of settlement Volkov associated with the program of economic, social and cultural transformations of Russia, as well as with the rational placement of industrial enterprises, educational institutions, transport devices. In his opinion, it was necessary to draw up a detailed map of the country with the location of factories and plants that together make up the industrial strips.
The entire XX century can be considered as a period of development and implementation of innovative solutions in the field of creating socially oriented settlement systems and settlements, as well as research on the problems of spatial dynamics and the formation of an optimal environment. Today, a careful study of the works of the leaders of the Soviet artistic and architectural and urban planning avant-garde, representatives of the era of development of classical heritage and typical industrial construction is required. A detailed description of the stages of development of Soviet urban planning from the position of highlighting the shortcomings and achievements in solving the problems of spatial development of cities and settlement systems, the formation of the environment is given in a number of publications of domestic researchers [5-10]. Bright examples of complex solutions to the problems of spatial development of the economy and settlement systems with simultaneous transformation of existing and creation of new settlements in different periods of the history of Russian urban planning are the projects of the district planning of the Absheron Peninsula (authors: A. P. Ivanitsky, A. A. Vesnin, etc.; 1923-1925), the General scheme of settlement on the territory of the USSR (authors: V. N. Belousov, V. V. Vladimirov, M. Y. Viïner, N. I. Naimark, I. A. Fomin, and many others; 1970-1980-s) [11]. Among the works of this direction, performed in the post-Soviet period, it is worth noting the projects of domestic and foreign experts submitted to the competition "Concept of development of the Moscow agglomeration". They showed a tendency to revive the national urban culture with the simultaneous formation of settlement systems of the agglomeration and the Big city, planning and development of the settlement—the new Federal center [12-13].

Domestic experience in the development and implementation of the General scheme of settlement on the territory of the country, projects of schemes of productive forces and modern industry development projects of the country's infrastructure demonstrate the need to strengthen inter-regional and inter-municipal cooperation. It is obvious that only such cooperation will effectively solve the problems of formation of economic and socio-cultural clusters, development of transport and natural-ecological frameworks of settlement systems and settlements.

The approved Strategy sets goals, objectives and priorities for spatial development of Russia. The goal is to ensure sustainable and balanced spatial development of the Russian Federation, aimed at reducing inter-regional differences in the level and quality of life of the population, accelerating economic growth and technological development, and ensuring national security of the country. The tasks and priorities of the spatial development of the Russian Federation concretize the ways of moving towards the goal. The goal, objectives and priorities of the Strategy reveal its social nature, the desire to continue the course of implementation of the concept of sustainable development of the state, settlement systems of various hierarchical levels, urban and rural settlements.

This setting is important for the goal-setting of urban development, at least for the period up to 2025. At the same time, the draft Strategy (2016) also referred to the "long-term socio-economic goal of harmonious development and spatial development of Russia", the harmonious relationship of levels of spatial development, as well as "harmonization of macroeconomic, sectoral and social effectiveness of spatial development projects" [14]. It seems necessary in the goal-setting of urban planning to preserve its main long-term goal—to ensure the joint harmonious development of the population, natural (natural) and artificial (architectural and spatial) environment. The concept of sustainable development itself fixes only a certain stage of the movement towards the inevitable harmonization of relations between society, nature and the artificial environment [15-16]. However, at this stage it is important to set and solve the problem of reproducing the highest achievements of urban planning-works of urban art. Under urban art should understand the kind of architectural and urban creativity, namely the ability of designers to create a spatial and stylistic composition of the architectural-spatial environment of settlement systems and settlement with involvement of elements of the natural landscape [17].

Analysis of domestic and foreign urban planning experience of the XX century shows that the main innovative concepts and models of settlement systems and cities received appropriate stylistic design. This design was determined by the socio-cultural context, the synergetic connections of urban
innovations and traditions with the world space of artistic creativity, as well as the connections of the architectural and spatial environment with the emotional world of man.

From the position of establishing the preconditions of the movement of urban development towards the environment as works of urban art can give urban interpretation of certain principles of spatial development of Russia, set out in the Strategy.

The principle of ensuring territorial integrity, unity of legal and economic space of the Russian Federation is implemented in urban planning by forming and developing sustainable administrative-territorial, functional-planning, engineering-transport, ecological-planning, historical-cultural, compositional-planning and artistic-figurative relations of settlements of the country as a whole, its individual regions and group systems of settlements [18-19]. The most important feature of Russia's urban planning integrity is the presence of its communication links with the countries of the world, "bipolar structures" with neighboring countries.

The principle of a differentiated approach to directions and measures of the state support socially-economic development of territories involves mainstreaming in urban planning and design methods and techniques of identification and efficient use of urban potential and diversity of regions and settlements [20-21]. Today we need broad implementation in practice of modern methods of spatial planning innovative settlement systems, tailored to the formation of territories of international, interregional and inter-municipal cooperation, as well as the unique competitive advantages of subjects of the Russian Federation and group systems populated areas [22]. These methods are focused on the integration of strategic and urban planning. They are related to urban planning to ensure the implementation of not only the principle of a differentiated approach to the spatial development of territories, but also the principles of promoting cooperation between regions and settlements, taking into account the ethno-cultural factor in strategic plans, rational nature management and preservation of historical, cultural and natural heritage.

The principle of taking into account the interests and opinions of the population and business in planning the socio-economic development of territories is reflected in the Urban planning code of the Russian Federation. It is implemented in the development of urban areas, programs and projects as components of Strategic plans for the development of municipalities [23]. The activity and efficiency of using this principle in urban planning has increased in recent years in connection with the implementation of the priority national project "Creating a comfortable urban environment". Successful practices in the development and implementation of this project at the level of municipalities show high creative potential of citizen initiatives and the ability of professional designers to combine these initiatives under a unified concept of the formation of the architectural design environment with programming its perception by different population groups. Graphic and three-dimensional compositions (environment models), as well as computer visualizations, become effective intermediaries in transmitting professional vision of the future to residents of settlements.

The principle of an integrated approach to the socio-economic development of the territory, formulated in the Strategy, is consistent with the urban planning principle of integrated design of settlement systems and settlements. The principle of integrated design determines, first, the need for a multi-factor pre-project analysis and comprehensive assessment of the development potential of the territory; secondly, a comprehensive solution of functional, engineering, environmental, socio-economic, artistic and aesthetic and other tasks; third, complex design of structures of urban development object, as well as complex regulation of their interaction with the natural and artificial environment; fourth, a set of coordinated measures for the implementation of projects. When describing the principle of integrated design, it is necessary to emphasize the importance of integrated design (design) of settlement systems and settlements. When designing these town-planning objects, their functional-territorial, spatial, volumetric-spatial and even sign-information structures, as well as infrastructure (social, industrial, transport, engineering, environmental, artistic and aesthetic) should be formed. The architectural and planning organization of these structures and infrastructures involves optimizing and harmonizing their structure, as well as regulating the interaction of structures with each other and the environment. Optimization criteria are established standards of functional qualities of the
environment, and harmonization – artistic and aesthetic characteristics, including criteria for evaluating the environment as a work of urban art. Actualization of the urban planning principle of integrated design of settlement systems and settlements, taking into account the goals and objectives of the strategies of innovative and spatial development of Russia – the most important condition for the implementation of a breakthrough socio-economic development of Russia, cardinal improvement of the quality of life of citizens. The great importance of urban planning in solving the problems of spatial development of Russia is confirmed in the Strategy by a sufficiently detailed description of the four main directions of this development. In the first direction, the planning involved in upgrading backbone infrastructure; second – the formation of settlement systems of macro-regions and improving the quality of the environment; the third is in a balanced development and improving the quality of the environment and agricultural sinter forms of settlement, and the establishment of innovative infrastructure objects; in the fourth – in the architectural and planning organization of priority geostrategic territories and spaces of international socio-economic cooperation.

Part of the implementation mechanisms of the Strategy included: Strategy implementation plan, which is approved by the Government of the Russian Federation; methodological, financial and regulatory support; a comprehensive plan for the modernization and expansion of trunk infrastructure for the period up to 2024; monitoring and evaluation Strategy based on statistical tools; long-term plans and strategies for socio-economic development of certain territories, including the subjects of the Russian Federation; the state program of the Russian Federation in the field of integrated rural development; creation of investment platforms with a special regime of business activity; development and approval of priority investment projects, strategies for socio-economic development of macroregions. It is obvious that the formation and use of these mechanisms will require the development of methodological and theoretical base of urban planning in terms of scientific justification of solutions to topical problems of spatial development of the country; the drafting of new or adjustment of existing urban planning documents of territorial planning schemes and master plans of settlements to the rules and projects of land improvement; renewal of Federal normative legal base in the field of urban development; training in educational programs of the areas of urban planning, landscape architecture, Architecture, and Design of architectural environment, as well as training programs in management development.

3. Conclusion
Urban planning in Russia has always been and remains an important area of activity that provides for the development and implementation of strategic plans for spatial development of the economy, strengthening national security, increasing the level of connectivity of individual regions and settlements, as well as improving the quality of the environment. In order to implement the country's spatial development strategy, it is necessary to update the concept of designing sustainable and harmonious settlement systems.

Strategic planning can not replace the development of urban planning forecasts, programs and projects for the development of settlement systems of the country, macroregions, regions, agglomerations and settlements. Preparation of new and adjustment of existing schemes of territorial planning of settlement, General plans of municipalities should be considered the most important condition for managing the implementation of strategies for spatial development of territories and the formation of a comfortable urban and rural environment. At the same time, the effectiveness of strategic and urban planning depends on the degree of their integration and coordination in space and time.

The principle of preserving and using historical and cultural heritage in solving strategic problems of spatial development of Russia, the introduction of aesthetic criteria (identity, diversity and modernity) for calculating the quality index of the urban environment in the country since 2017 are the basis for restoring the rights of urban planning as a special sphere of culture and art. Taking this area into account in the city-planning policy of the state will allow using the creative potential of project
activities in the formation of innovative urban development objects, harmonization of the environment of people's life.

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