Interactive Planning in Russia
as a Framework for Citizens’ Engagement
in Development Management

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The Contributors

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By the size of the territory Russia is the largest country in the world

Spatial allocation and access to infrastructure are key preconditions of economic success

Russia is a federal state with a complex multi-tier public administration

The Soviet Command planning system has been dismantled almost without a trace two decades ago

Severe crisis of 1990-s deferred the formation of a new generation of market-friendly planning institutions
Key risks and challenges

✓ The costs of spatial misallocation in Russia can be enormous
✓ Modern planning practices are not well understood
✓ Policy fragmentation is a huge risk
✓ Both horizontal and vertical coordination are a challenge
Numerous actors

- **8** Federal Districts
- **83** Members of the Russian Federation (regions)
- **24,161** municipalities
- **45** Federal Ministries and Agencies (economic and social block)
- **8** Federal Development Institutions
- **7** National infrastructure companies
- **670,000** NGO's
- **Business Community 4.2 mln legal entities**
- **Local Communities 120 mln of adult population**

The diagram illustrates the complexity and diversity of actors involved in various aspects of governance and development in the Russian Federation.
A concept of interactive planning

- Complexity of coordination and multiplicity of actors dictate a new and innovative approach

- Some scholars regard the emerging framework as “interactive planning”

- The features of this framework include
  - uniform standards of economic forecasting
  - horizontal and vertical coordination
  - connectivity
  - openness
  - continuous dialog
  - flexibility
# Interactive planning by levels of public administration

<table>
<thead>
<tr>
<th>Documents</th>
<th>Legal framework</th>
<th>Implementation</th>
<th>Coordination</th>
<th>Public dialogue/ Citizen’s engagement</th>
</tr>
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<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Vertical</td>
<td>Horizontal</td>
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<tr>
<td>Federal government strategies</td>
<td>Insufficient (Presidential edict, draft law “On the State Strategic Planning”)</td>
<td>Relatively successful</td>
<td>Relatively good (mainly top-bottom)</td>
<td>-</td>
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<tr>
<td>Federal district strategies</td>
<td></td>
<td>Drafting stage only</td>
<td>Relatively good (top-bottom and bottom up)</td>
<td>Almost non-existent</td>
</tr>
<tr>
<td>Sectoral development strategies</td>
<td>Mixed record</td>
<td></td>
<td>Mainly top-down</td>
<td>Weak</td>
</tr>
<tr>
<td>Regional development strategies</td>
<td>Mainly insufficient (Presidential edict, draft law “On the State Strategic Planning”, regional legislation)</td>
<td>Mixed record</td>
<td>Mainly top-bottom</td>
<td>Very weak</td>
</tr>
<tr>
<td>Master Plan</td>
<td>Extensive (Land code of the Russian Federation; Urban development code of the Russian Federation and related legal framework)</td>
<td>Drafting stage mainly</td>
<td>Mainly top-bottom</td>
<td>Weak</td>
</tr>
<tr>
<td>Federal district strategies</td>
<td>Highly active citizens’ engagement in the case of Strategy of social and economic development of the Far East and Transbaikalia region till year 2025</td>
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<tr>
<td>Industry-level development strategies</td>
<td>Active citizens’ engagement in the case of Strategy of the energy sector development till year 2030</td>
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<tr>
<td>Regional strategies</td>
<td>Active citizens’ engagement in the case of Irkutskaya oblast</td>
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</tr>
<tr>
<td>Master Plan</td>
<td>Highly active citizens’ engagement in the case of Master Plan of the City of Perm in 2009-10</td>
<td></td>
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</tr>
</tbody>
</table>
The State strategic planning and citizens’ engagement
Law draft
“On the State Strategic Planning”
in Russia

✓ Article 1. State strategic planning includes the state strategic planning of socio-economic development and state strategic planning of national security.

✓ Article 8. Public discussion of the state strategic planning documents:
  ✓ The state strategic planning documents draft are subject to the public discussion.
  ✓ In order to ensure openness and accessibility of information on key provisions of the state strategic planning documents, the state strategic planning documents’ drafts must be posted on the official Internet site of a public authority - responsible for the state strategic planning document drafting - within the time frame that allows to account for views of citizens and interested organizations in the process of negotiation and approval of these documents.
Positive case of citizens’ engagement in the State strategic planning: Concept of the health sector development till year 2020
✓ Since 2008: website launch for public discussion of the Concept

✓ End of 2008: 584 proposals and 2268 comments were placed on the Internet site

✓ Independent experts, doctors, patients joined the public discussion

✓ Rating of stakeholders activity in public discussion: rating by quantity of proposals and comments; rating by the citation index

✓ The overwhelming majority of proposals and comments were accounted for the final version of the Concept
Public participation in education system governance (the case of Republic of Buryatia)

Ministry of science and education

Civil society institutes

different forms of education sector public governance establishment provision

straightening of partnership relationships with all public institutions of the Republic of Buryatia, cooperation mechanism elaboration

improvement of regulatory legal acts of the Board of trustees

education and training of public managers

trustees unit, association of parents 3 level-regional

non-commercial organization

alumni societies, charity funds, unions 2 level - municipal

board of trustees, managing board

Parents’ Committees, educational institutions conferences, Councils (School Council, Mothers’ Council, etc)

1 level – educational institution
Civic Chamber of the Russian Federation and other consultative institutions at a Federal level
Role of the Civic Chamber in streamlining citizens’ engagement


- Relevant Civic Chamber Commissions:
  - Civic Chamber Commission on regional development and local governance
  - Civic Chamber Commission on social issues and demographic policy
  - Civic Chamber Commission on economic development and entrepreneurship support

- Relevant Civic Chamber working groups:
  - Working group on single industry towns and regional employment policy
  - Working group on the North and Far East remote territories development
  - Working group on the Circumpolar regions’ integrated development and resources utilization
  - Working group on the migrants problems in Russia
  - Working group on the municipal infrastructure modernization
Agency-based Councils

✓ 40 Federal Ministries and Agencies have set up advisory councils comprised of the experts and representatives of the civic society.

✓ Some of these councils are very active and make substantial impact on policy process (e.g. Public Council of the Ministry of Regional Development).
Key components of interactive planning framework

- **Development of the territorial planning schemes / master plans:**
  - by territorial level,
  - linked to the regional development priorities.

- **Regions’ development priorities and perspectives thorough working out.**

- **Renewal of the target programs.**

**Regional development concept** (agreed with the Federal & industrial priorities – Federal target programs, departmental target programs, etc.)

**Region development priorities**

**Industrial strategy – territorial projection**

**Regional Development Strategy** (agreed and linked to the Federal and industrial priorities as well as the neighboring regions Strategies)

**Territorial planning scheme / master plan**

**Set of business ideas and investment projects**

**Strategies of Federal Districts**

**Report on results and main activities directions**

**Development institutions strategies**
Federal District Strategies as a Core Element of the Interactive Planning Approach
Federal Districts may become the center of information exchange between public authorities, business and civil society.

- **Strategies of the Federal development institutions**
- **Industry-level strategies and priorities**
- **Federal-level strategies and Federal Target Programs**
- **Regional strategies**
- **Investment projects**
- **Territorial planning schemes and master plans**
Town Planning Code of the Russian Federation
Chapter 3. Territorial Planning
Purpose of Spatial Planning

Article 9. Purpose of Spatial Planning and the types of documents of territorial planning

1. Spatial planning is aimed at identifying of territory’s specialization in the documents of territorial planning, based on the complex of social, economic, environmental and other factors; to ensure sustainable development of the territory; development of engineering, transport and social infrastructures; integrating the interests of citizens and their associations, the Russian Federation, regions of the Russian Federation and municipal entities.

2. Territorial planning documents are divided into:
   1) territorial planning documents of the Russian Federation;
   2) territorial planning documents of regions of the Russian Federation;
   3) the documents of territorial planning of municipalities.

3. Territorial planning documents are mandatory for public authorities and bodies of local self-governance in making decisions and implementing such decisions.
Article 28. Public hearings on draft master plans of settlements, master plans for urban districts

1. In order to respect the human right to favorable living conditions, rights and lawful interests of the holders of land and facilities public hearings - on the draft master plan, including changes therein (hereinafter - the public hearings), with the participation of residents of settlements and urban districts – are mandatory.

5. In order to bring to the public information about the content of the draft master plan, authorized to hold public hearings body of local self-government or urban district’s body of local self-government organize exhibitions, displays posters of the draft master plan, presentations of the body of local self-government representatives, developers of the project master plan at the Citizens' Assembly, in print media, and on radio and television.
Highly active citizens’ engagement in master plans public discussion

✓ Master Plan for the City of Perm:
  ✓ participation of foreign specialists and architects in the master plan design
  ✓ active participation in public discussion revealed citizens support to the master plan

✓ Master Plan for the City of Moscow:
  ✓ active participation in public discussion revealed the negative attitude of citizens to main characteristics of the master plan
Process of Public Participation in Design and Implementation of the Municipal Program of Social and Economic Development
## Schedule of Public Participation at Different Stages of Work on the Municipal Program of Social and Economic Development (1)

<table>
<thead>
<tr>
<th>Work Stage on the Program</th>
<th>Public Participation Mechanism</th>
<th>Final Outcome</th>
<th>Example of Successful Realization</th>
</tr>
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<tbody>
<tr>
<td><strong>Stage I. Program development</strong></td>
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</tr>
<tr>
<td>1. Starting the process of the program development</td>
<td>Press conferences; news in media; interviews; polls</td>
<td>Municipal legal act on the launch of the Program development</td>
<td>Plan of strategic development of the city of Dzerzhinsk (2003); The concept of socio-economic development of the city of Tomsk (2005)</td>
</tr>
<tr>
<td>2. Analysis of socio-economic status of the municipality</td>
<td>Articles and interviews with the key participants of the situation; organization of thematic headings in the media; round tables; &quot;hot lines&quot;; summarizing public opinion polls</td>
<td>Analytical report</td>
<td>A comprehensive program of socio-economic development of the city of Buzuluk (2003)</td>
</tr>
<tr>
<td>3. Formation of the conceptual part of the Program</td>
<td>Articles in the media; interviews with the key players in the situation; thematic groups; Community Board; meetings and gatherings of citizens; roundtables; public hearings; debates in the Internet; &quot;hot lines&quot;</td>
<td>Program’s Section, including analysis of growth points and threats, vision and system of the development goals and objectives of the municipality</td>
<td>The strategy of socio-economic development of the city of Artyom (2004)</td>
</tr>
<tr>
<td>4. Formation of the Program’s content</td>
<td>Articles in the media; interviews with the key players in the situation; thematic groups; Community Board; discussions in the internet; &quot;hot lines&quot;</td>
<td>For complex programs - block of targeted programs for various industries and / or projects; For the strategy - a complex of the detailed activities in accordance with the strategic directions</td>
<td>The concept of socio-economic development of the city of Tomsk (2005)</td>
</tr>
</tbody>
</table>
### Schedule of Public Participation at Different Stages of Work on the Municipal Program of Social and Economic Development (2)

<table>
<thead>
<tr>
<th>Work Stage on the Program</th>
<th>Public Participation Mechanism</th>
<th>Final Outcome</th>
<th>Example of Successful Realization</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. Compilation of the Program into a single document</td>
<td>Public hearings; publications in media; debates in the Internet; sending emails</td>
<td>Program’s Draft</td>
<td>A comprehensive program of socio-economic development of the city of Dimitrovgrad (2002); The main directions of socio-economic development of the city of Perm in the medium term (2003)</td>
</tr>
<tr>
<td>6. Program’s ratification by the local representative bodies</td>
<td>Publications in media, Interviews</td>
<td>The Program as a legal document</td>
<td>Program of Socio-Economic Development of Magadan (in 2001); The main directions of socio-economic development of the city of Perm in the medium term (2003)</td>
</tr>
</tbody>
</table>

### Stage II. Program Implementation

| Program Implementation | Public participation of observers in the working groups; Community Board; polls of experts | Reports on the results of the monitoring and evaluation of the Program implementation | The main directions of socio-economic development of the city of Perm in the medium term (2004-2006) |
Comparison of Russian and Quebec experiences in citizens’ engagement at the municipal level
### Differences in structure of municipal governance

<table>
<thead>
<tr>
<th>Canada</th>
<th>Russia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal governance is largely focused on the local specifics and traditions</td>
<td>Municipal governance system is unified and similar in different cities and regions</td>
</tr>
<tr>
<td>Each province has its own law on the municipal governance</td>
<td>Federal law №131 d/d October 06, 2003 defines the basics of the municipal governance</td>
</tr>
<tr>
<td>The municipal governance in Quebec comprises of 3 levels of self-governance: city council, district council, and area council</td>
<td>Municipal governance in Russia includes only 1 layer, i.e. city council Each deputy represent interests of 14-15 thousand citizens</td>
</tr>
<tr>
<td>Citizen has 3 ways of communication with authorities: official letter, appointment and participation in city council</td>
<td>Citizen has 2 ways of communication with authorities: official letter and appointment</td>
</tr>
<tr>
<td>Canada</td>
<td>Russia</td>
</tr>
<tr>
<td>-------------------------------------------------</td>
<td>------------------------------------------------------------------------</td>
</tr>
<tr>
<td>✓ Law on access to information</td>
<td>✓ Federal law №8 d/d February 9, 2009 “On provision of access to information on the state structure and municipal governance authorities activities”</td>
</tr>
<tr>
<td>✓ (Loi sur l’accès à l’information 1985)</td>
<td></td>
</tr>
<tr>
<td>✓ all information on authorities activities is open to the public</td>
<td>✓ list of documents that local administration must publish in Internet</td>
</tr>
<tr>
<td>✓ refusal to provide information is subject to control by independent institution</td>
<td>✓ control for local administration activities information provision is executed by the respective officials</td>
</tr>
<tr>
<td>✓ ombudsman on information policy</td>
<td>✓ authorities responsibility for the inadequate or partial fulfillment of citizen’s request is not explicitly fixed</td>
</tr>
</tbody>
</table>
Conclusions on the municipal governance differences

Still, system of public participation in public administration in Russia and Canada are in different development stages.

While Canada had adopted the level of consultation between authorities and citizens, Russia develops the information system for citizens.

Experience of Quebec can be helpful to solve the following problems in Russia:
- Enlarge levels of municipal governance authorities
- Increase accessibility of authorities to citizens
- Improve information openness of the municipal governance authorities
- Authorities accountability
Next agenda for interactive planning

- Learning from best practices and scaling up
- Embedding consultative process into law at a Federal and Regional level
- Capacity building of existing institutions (Civic chambers, ministerial councils, citizen’s associations etc.)
- Capacity building in forecasting and planning methodology
- Uniform access to information
- Key Challenges:
  - Horizontal coordination
  - Feedback and flexibility at implementation stage
Thank You for attention