

# The concept of inter-settlement territory in the Russian Federation

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**Abstract.** The article explores the question of the concept of inter-settlement territory. Such a territory, namely the concept of such a territory in the Russian Federation, appeared relatively recently. The authors studied the prospects for the development of settlements (urban, rural) through the use of the inter-settlement territory, which is mainly formed on agricultural lands. A generalized analysis of scientific methods and approaches of the organization of management in settlements and in inter-settlement territories are considered, the problems of using such a territory are identified and proposals are developed to solve the identified problems of the legal status of an inter-settlement territory.

## 1 Introduction

Today, the development of any territory depends on a number of microeconomic and macroeconomic factors, and is also accompanied by the development of competent management decisions in order to prevent the stage of stagnation of the territory for which these decisions are made. In Russia, the concept of an inter-settlement territory has appeared relatively recently, but the mechanism of its management has not been worked out. In the article, we will consider as a result of which it became necessary to apply such a term as inter-settlement territory. At the heart of the formation and development of populated areas is urban zoning, which is a land management tool aimed at rationalizing the use of territories and working in a system of balanced interaction, then it is much more difficult to manage the inter-settlement territory. The inter-settlement area is mainly agricultural land between settlements, for which urban planning regulations are not established, there is only a developed classifier of the types of permitted use of such territories. Therefore, when it comes to the development of a territory and this is not related to the expansion of the border of the settlement, but is associated with some investment project, then making decisions on the development of such a territory becomes problematic. Incorrect zoning often leads to a discrepancy between investment policy planning and real estate taxation, which in turn leads to inefficient use of both urban and rural areas. It is necessary to propose options for managing an inter-settlement territory, when its legal status is somewhat incomprehensible for the authorities in order to make management decisions in order to effectively use such territories. Urban planning reorganization of zones

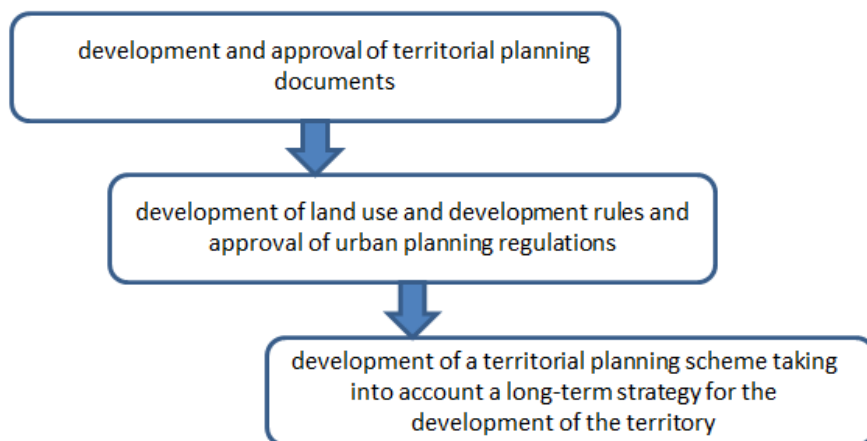
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at the expense of inter-settlement territories is one of the main directions of renewal and development of both the urban environment and rural settlements [1].

## 2 Materials and methods

This scientific article was scientific works devoted to the formation of urban lands, including scientists E.S. Boltanova, O.R. Dragitsky, I.V. Manaeva, L.K. Trubina, I.V. Uporova and others. We analyzed the scientific works of many authors and, based on their judgments, tried to work out our recommendations for the development of inter-settlement territories and the organization of management of such territories. The research methods are based on the principles of a systems approach and a comprehensive structural analysis of the practice of urban planning development. When carrying out the research, the methods of generalization and comparative analysis of materials obtained from literature sources, regulatory and legal documents, scientific works, publications of representatives of state authorities and local governments, project documentation on the object of research, as well as methods of field examination were used [2,5-7]. Figure 1 shows the main stages in the development of territorial planning documents without which no strategy.



**Fig. 1.** Stages for community development.

In modern science, settlements are elements of settlement systems. For the purpose of solving various urban planning problems, a classification of settlements is being developed. In accordance with the provisions of the Federal Law dated 06.10.2003 No. 131-FZ «On the General Principles of Organization of Local Self-Government in the Russian Federation» (hereinafter - the Federal Law «On General Principles of Organization of Local Self-Government in the Russian Federation») republics, autonomous okrugs, etc.) is divided into municipalities in which local self-government is exercised, which, according to Russian legislation, can only be exercised in municipalities. At the same time, municipalities, according to the interpretation of the law, are of the following types, which are presented in Figure 2.

The current Federal Law «On General Principles of Organization of Local Self-Government in the Russian Federation», although it contains such categories as «settlement», «city», «rural settlement», «urban-type settlement», however, does not disclose their content. In accordance with the «Strategy for Sustainable Development of Rural Areas of the Russian Federation for the Period up to 2030» approved by the Order of the Government of the Russian Federation dated 02.02.2015 № 151-r, the rural areas shown in Figure 3 are determined [4,8-10]. Thus, when assigning a settlement to one type or

another, the administrative and economic significance of the settlement, its role in the settlement system, cultural and historical significance, and population size are taken into account. The overwhelming majority of residents of urban settlements are employed in industry, education, management, science, culture, trade, and services. In rural settlements, the bulk of the able-bodied inhabitants are those employed in agricultural production. In terms of population, urban settlements are usually much larger than rural.

Settlement type	A brief description of
Rural settlement	One or several rural settlements united by a common territory (villages, stanitsas, villages, farms, kishlaks, auls and other rural settlements)
Urban settlement	A city or a settlement with an adjacent territory (rural settlements that are not rural settlements can also be part of an urban settlement)
Municipal District	Several settlements or settlements and inter-settlement territories, which are united by a common territory
Urban district	One or more settlements united by a common territory that are not municipalities, but where at least two-thirds of the population of such a municipality lives in cities and (or) other urban settlements
Intra-city territory of a city of federal significance	Part of the territory of a city of federal significance

**Fig. 2.** Classification of settlements the Federal Law «On General Principles of Organization of Local Self-Government in the Russian Federation».

Settlement type	A brief description of
Rural areas	Territories of rural settlements and inter-settlement territories
Rural settlements	One or more rural settlements united by a common territory
Countryside	Set of rural settlements
Inter-settlement territories	Territory outside the boundaries of settlements

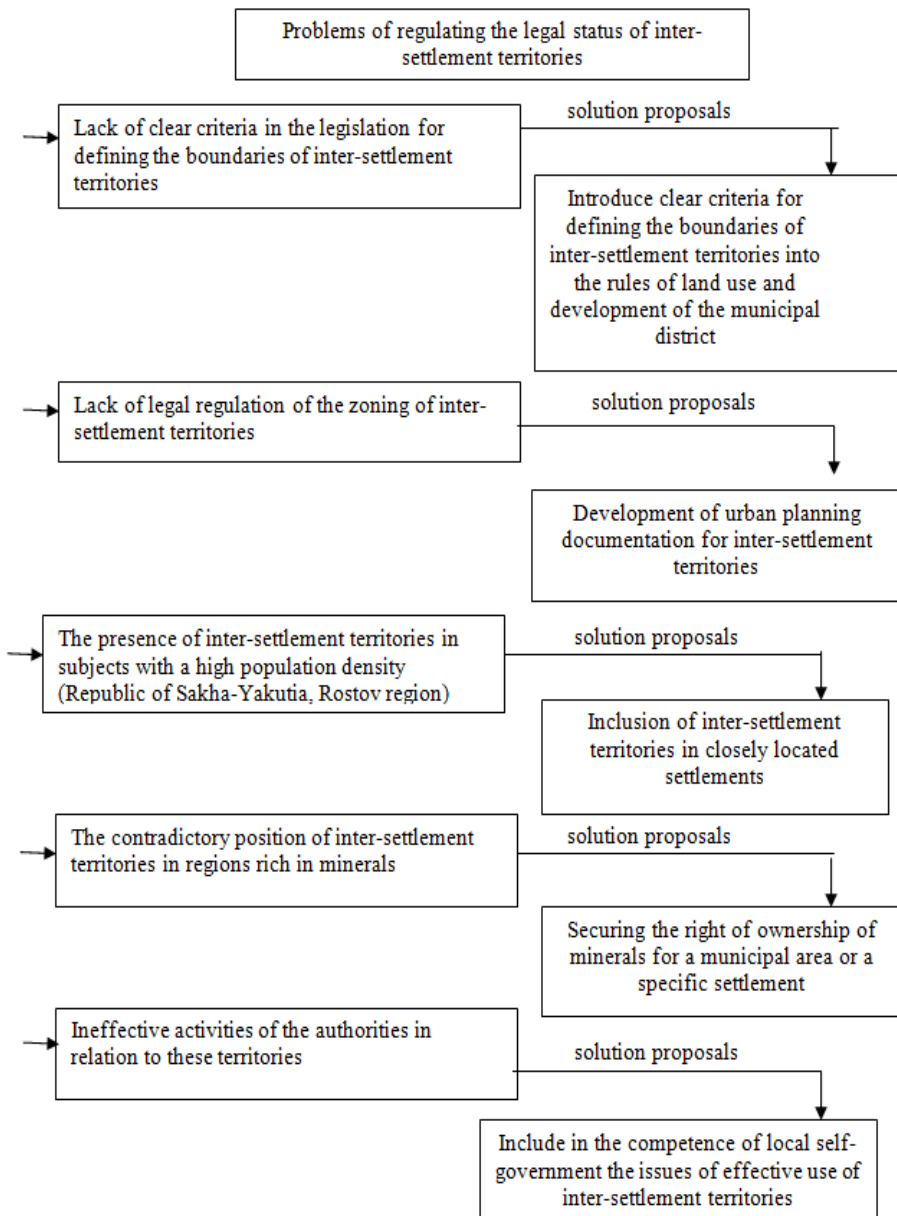
**Fig. 3.** Classification of settlements the Federal Law «On General Principles of Organization of Local Self-Government in the Russian Federation».

Federal Law "On General Principles of Organization of Local Self-Government in the Russian Federation" and "Strategy for Sustainable Development of Rural Areas of the Russian Federation for the Period up to 2030" (Figure 1 and Figure 2) highlight a new concept as inter-settlement territories. This is the territory between an urban and a rural settlement within one municipal district. Basically, such a territory serves as a basis for increasing the border of a settlement, and currently as an investment site for the implementation of a project. The result of the appearance of inter-settlement territories arose as a result of amendments to law on the organization of local self-government. Such a status can only be obtained by such a territory in subjects with a low population density, namely, where the population density according to statistics is three times less than the average population density in Russia. Such municipalities are approved by state authorities. That is, if local governments consider that there should be inter-settlement territories within the boundaries of a municipal formation, then they need to apply to the government with an application for recognizing the municipal district as such and acquiring the status of an

inter-settlement territory. The executive authorities keep a register of such municipalities and, no more than once every five years. Similar changes may occur in the case of developing a development strategy, when settlements are abolished (there is practically no population) and priority investment projects appear, for which such a territory is allocated. The administrative functions of such territories should be assigned to the administration of the municipality, which includes the inter-settlement area. The executive bodies of local self-government should also carry out the disposal of such lands (transfer from one category to another, alienation, allocation, etc.) [4,8,11-16].

### **3 Results**

A number of authors have carried out a generalized analysis of the existing problems of inter-settlement territories. In this study, we proposed to generalize the existing problems of regulating the legal status of inter-settlement territories and develop proposals for solving the existing problems, which are presented in Figure 4. One cannot but agree that such a concept as an inter-settlement territory in our country certainly takes place. But by reforming the town planning documentation and the federal law on local self-government, it was necessary to foresee and develop a methodology for managing such territories. Currently, there are difficulties in making decisions on implementation, any actions in such territories. Despite the absence in the current legislation of specific features regarding the rules of land use and development of territories between urban and rural settlements, their content slightly differs from the content of the rules of land use and development of the districts and urban settlements themselves. One of the differences is that when developing a map of territorial zoning, this is due to the fact that most of the inter-settlement territories of municipal districts, as a rule, are represented by agricultural land (and there are also reserve lands, which, in turn, were also agricultural land), in respect of which, as mentioned above, no urban regulation has been established. Therefore, territorial zones cannot be established for these lands. Therefore, it is necessary to pay considerable attention to solutions for the development of the territory, as well as renovation projects for the development of the territory, so that the conditions meet the requirements of the development strategy of the municipality.



**Fig. 4.** List of problems of regulation of the legal status of inter-settlement territories.

## 4 Discussion

From the analysis of the research results, the following questions can be thought about. On the territory of our country, industrial production and linear facilities are most often located in inter-settlement territories, therefore, this territory, at present, requires special attention when solving the problems of effective use of such territories, allocating land plots from such territories and making management decisions. The inter-settlement area serves as a platform (base) for increasing the boundaries of settlements or for creating sites for

investment projects. We propose to highlight the main positions developing the management of such territories:

- can be part of any of the land categories, with the exception of the land category of settlements;
- should be part of a municipal district or territorial district, and should not be as a separate municipality;
- serve as a basis for the formation of new settlements;
- can be used to place priority investment projects of federal, regional and local significance;
- can be used to locate industrial, engineering, transport and other facilities (functionally built-up areas).

Since the priority is given to a land plot located on such a territory, we need that the management of these territories be regulated, namely, the development of urban zoning for various types of industrial zones is carried out.

## 5 Conclusion

From the above, we can conclude that if requirements are developed to improve the land and urban planning legislation of inter-settlement territories, then the basis for the rational and effective use of such a territory will be created. Potential investors who want to use this territory as a platform for their investment project will not implement their projects without complying with the legislation. It is necessary to envisage the prospects for the development of individual territories both for existing land users and for individuals and legal entities wishing to acquire land plots in the inter-settlement territory by providing the variability of the choice of the types of permitted use, determined by town planning regulations.

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