

IMPLEMENTATION OF STATE TRANSPORT POLICY: REGIONAL ASPECT

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ABSTRACT

The implementation of the transport strategy is based on the general principles of federal relations and takes into account the peculiarities of social-economic development and transport needs of individual regions of the country. The regional aspects of the transport system of Russia development are directly related to the creation of a network of competitive innovation clusters, new regional centers of economic development, also in the Russian Far East. The tasks of the transport complex development common for Russia, depending on the specific conditions of the social-economic development of the regions, have their own specifics, focus and priorities, which are taken into account when developing the priorities of the state transport policy. The main problem is that it is necessary to form an active position of the state at the new stage of development of the country economy to create the conditions for social-economic development, primarily to improve the quality of transport services, reduce the total costs of society that depend on transport, and increase the competitiveness of the domestic transport system, strengthening the innovative, social and environmental orientation of the transport industry development. At the same time, transport as a backbone element of the economy and investment and innovation demand generator for products should be considered as an independent point of economic growth. The purpose of the article is to analyze the implementation of the state transport policy on the Primorsky Territory within the framework of the activities by the Ministry of Transport and Roads of the Primorsky Territory and to identify the main problems and prospects for the development of

transport policy main trends in the specified subject of the Russian Federation.

Keywords: *Road facilities, state programs, state transport policy, transport policy, transport system.*

1. INTRODUCTION

Correct consideration of the regional factor in the transport system development contributes to overcoming significant differences in the economic and social development of Russian regions and infrastructural constraints, the development of a single economic space, and a rational interregional division of labor (Razumova & Levine, 2019)..

The activities of the Ministry of Transport and Roads of the Primorsky Territory are aimed at improving the transport and operational state of highways, the development of programs for the development and improvement of the road facilities of the Primorsky Territory, ensuring effective management of the regional state property in the road sector (Volynchuk & Volynchuk, 2019).

The authority of the body in accordance with the regulation on the ministry has more than 100 positions. Within the limits of its powers, the ministry:

- distributes the funds allocated from the regional budget to finance the road facilities of the Primorsky Territory and monitors their spending;
- develops draft legislative acts of the Primorsky Territory, regulating relations in the field of road facilities, and takes part in their consideration by the prescribed manner;
- ensures road safety on regional or inter-municipal roads;
- issues special permits for road movement of vehicles carrying heavy and (or) bulky goods, etc.

The analysis of the staff of the Ministry of Transport and Roads of the Primorsky Territory confirms that all state civil servants of the ministry have higher education (at least an expert or master's degree). There are currently no degrees in the ministry.

The Ministry of Transport of the Primorsky Territory traditionally pays special attention to identify and assess the risks of antimonopoly legislation violation (hereinafter referred to as compliance risks). Due to the absence of identified risks for the previous three years, the Ministry did not develop the Compliance Risk Map (Passport) and the Road Map

for their reduction in 2019.

Cash expenses (execution) amounted to 17.5 billion rubles, which is 86.2% of the annual targets set by the consolidated budget list. The share of the Ministry expenditures in the total volume of actual expenditures of the regional budget made 13.2%.

2. METHODS

Based on the analysis of the Ministry expenditures dynamics, it can be concluded that the planned and actual indicators of the estimate increased annually in absolute terms: from 13.37 billion rubles of budgetary allocations in 2017 to 20.23 billion rubles in 2019 (with the growth rate of 151,3%). Cash execution for the analyzed period also increased from 12.53 billion rubles to 17.45 billion rubles in terms of expenses with a growth rate of 139.3% in 2019 as compared to 2017. The increase of the planned indicators of the Ministry by almost 1.5 times in 2019 as compared to 2017 was influenced by the allocation of subsidies from the federal budget for the implementation of activities of the national project "Safe and High-Quality Highways" in the Primorsky Territory.

A consolidated rating of financial management quality has been published on the regional portal of public finance management (Połom & Wiśniewski, 2021). According to the rating results, the Ministry of Transport and Roads of the Primorsky Territory took the 14th place (with a final rating score of 3.0 points, a financial management quality level of 0.60 points, a total score of financial management of 75 points and a maximum score of financial management of 125 points).

3. RESULTS AND DISCUSSION

The regional policy of the Primorsky Territory in the field of transport is carried out through the state program "Development of the transport complex in the Primorsky Territory for 2013-2021". During this time, 41 editorial changes were made to the state program with regard to the program event content, the passports of subprograms and digital indicators (Sun, Wandelt & Zhang, 2021).

The responsible executor and coordinator of the state program is the Ministry of Transport and Roads of the Primorsky Territory. Additional 9 regional ministries and departments have been identified as co-executors.

The volume of budgetary allocations for these purposes increased from 13.38 billion

rubles in 2017 to 19.72 billion rubles in 2019. The growth rate made 147.4%. The reason for the indicator increase is explained by the start of national project implementation in 2019, and in relation to the state program, by the allocation of subsidies from the federal budget to co-finance the regional component of the national project "Safe and High-Quality Roads". The analysis of expenses for the implementation of the state program over the past three years indicates the annual growth rate of expenses allocated for its implementation.

According to the summary report, out of 103 measures of the state program planned for implementation in 2019:

- 31 events were completed by 100%;
- 8 events were completed by more than 50%;
- 5 events were completed by less than 50%;
- 49 events were not performed;
- 10 events are excluded from the implementation plan at the beginning of the financial year.

Let us consider the content and results of two most capital-intensive subprograms of the state program implementation in more detail.

The subprogram "The transport complex development in the Primorsky Territory for 2013-2021". The planned indicators for the implementation of this subprogram were provided by the regional budget in the amount of 2.51 billion rubles.

Air transport infrastructure. In 2019, modular buildings of air terminals for small aircraft KGUAP "Plastun-Avia" have been installed at the landing sites of the village Samarga and Edinka as the part of the implementation of measures for the development of the flight infrastructure of the region to create favorable conditions for passengers.

To ensure the safety of small aircraft flights, as well as to improve the quality of passenger service, the air traffic control building of the small aircraft terminal was installed at the Dalnegorsk landing site.

To increase the time and safety of flights (reception / release of aircraft), to increase the regularity of flights, lighting equipment was purchased for the landing sites of KGUAP Plastun-Avia in Kavaleroovo and Ternei village. The deadline for putting the lighting

equipment into operation is the summer of 2020.

The work was carried out on the landing site of KGUAP "Plastun-Avia" in the village Samarga to bring the runway in accordance with the flight support rules, the work was carried out to build a power line to provide electricity to modular buildings of small aircraft terminals.

Suburban rail infrastructure. In 2019, suburban trains of the carrier company OJSC 'Express-Primorye' carried 4,695.8 thousand passengers. 574.9 thousand passengers were transported by fast commuter trains on the route Vladivostok - Knevichi Airport - Vladivostok. Locomotive-powered trains transported 41.6 thousand passengers.

The volume of transport work (car-kilometer work) for all types of rolling stock is 8,249,599 car-kilometers in 2019.

In 2019, the rolling stock of 'Express - Primorye' OJSC increased due to the arrival of three electric trains.

Road transport infrastructure. In 2019, 128.4 million passengers were transported by road on regular routes.

In order to organize regular transportation of passengers by road, 622 regular bus routes have been organized on the territory of the Primorsky Territory: 62 inter-municipal and 460 municipal ones.

390 buses and 1,037 buses on municipal routes (1,427 buses in total) are used to carry out regular passenger transportation on inter-municipal routes.

The territory of Primorsky Territory has:

- 7 bus stations;
- 15 bus points;
- 24 auto offices.

In 2019, 128.4 million passengers were transported by road on regular routes (123.6 million passengers on municipal routes and 4.8 million passengers on inter-municipal routes).

In 2019, open tenders were held for the right to transport passengers via intermunicipal routes of the Primorsky Territory. After that the rolling stock was updated: out

of 390 buses performing regular transportation on intermunicipal routes, 40% were replaced by new buses, and therefore the average age of buses increased and amounted to 7.5 years.

Besides, 965.2 million rubles were allocated from the budget of the Primorsky Territory to update the bus fleet of the Vladivostok administration, 102 units were purchased. The buses of domestic production: 31 PAZ, 69 LiAZ and two buses equipped with an electric drive, 1 charging station.

In 2019, 12 bridge structures, 3 bypass bridges were repaired, 49.7 km of public roads of regional (intermunicipal) importance were repaired. They completed the construction of two bridges.

As the part of the regional project "Safe and High-Quality Roads" implementation in 2019, 1.60 billion rubles were allocated from the regional budget, including 1.05 billion rubles from the federal budget (Sun, Wandelt & Zhang, 2021). The level of budgetary funds utilization as a whole amounted to 85.6%.

In general, according to the results of the state program implementation analysis for 2019, incomplete development of budget funds was established for 42 events. Of these, the main reasons of not mastering for 38 measures are the contractors' violations of the deadlines for performing the work stipulated by the concluded government contracts.

Of 27 indicators of the state program, 16 have reached the planned value, 7 indicators have been achieved by more than 50%, 3 indicators have been achieved by less than 50%, and 1 indicator has not been met. Overall, the effectiveness of the entire state program was 67%, which is considered as unsatisfactory.

For an objective assessment of the problems currently existing in the field of transport of the Primorsky Territory, it is necessary to consider an overview of the current social-economic situation of the region and the place of this industry in the national economic complex.

Primorsky Territory, being one of the most densely populated subjects of the Far Eastern Federal District, occupies 2.7% of its territory, with the population of about 1.9 million people (Sun, Wandelt & Zhang, 2021). The volume of the gross regional product of the Primorsky Territory amounted to 834.0 billion rubles at the end of 2018. Traditionally, 1/3 of the regional GRP is formed due to the activities of transport and processing industries (Erokhin & Vlasenko, 2018).

Primorsky Krai has a favorable geographical position and stands out among other regions for its special geopolitical significance, high export potential, which allows the region to position itself as a transit export hub for the entire country in the Far East (Liashenko, Ivanov & Trushkina, 2021).

Air transport operates through the main regional airport "Vladivostok", which also carries out international flights. However, an obsolete aircraft fleet, high cost and neglected airport infrastructure issues are among the main problems of air transport.

The presence of a direct rail link to major seaports on the Pacific coast, as well as to land border crossings, creates favorable conditions for internal and external traffic (Slesareva, 2017).

Despite the listed advantages, there are quite serious problems in the transport industry of the region that do not allow using the full potential.

The underdevelopment of the transport and operational system of the Primorsky Territory, which should ensure communication not only between the regions and settlements of the country, but also with neighboring states, is partly due to the difficult natural and climatic conditions of the Far East, and as a consequence - the higher cost of their construction and subsequent service (Miroshnikova & Taskaeva, 2018).

The following key problems of the transport infrastructure are noted in the strategy of Social and Economic Development of Primorsky Territory:

- insufficient length of roads in poorly developed territories;
- the transport frame did not end with the formation of a full-fledged structure;
- persisting increased road traffic injuries;
- underdeveloped transport and logistics infrastructure;
- accompanying package of unresolved problems in transport.

These problems are subject to further detailing, among which the following aspects should be noted:

- uneven distribution of transport infrastructure facilities and low density of land transport networks;
- prevalence of transit traffic over intraregional (despite the low level of cross-border

infrastructure);

- low efficiency of regulatory service work;
- low competitiveness in the international segment (Tsvetkov et al., 2017; Kostenko, 2016).

The low level of effective demand for passenger transport services on the part of a small local population and freight transport demand on the part of regional producers ultimately led to the growth rate lag of the region from the international market of transport services (also from the Asia-Pacific countries - Japan, China, South Korea). As logistics centers of the Asia-Pacific region, these countries have the opportunity to form a tariff policy, offer more profitable routes and related transport services (Pak & Titova, 2017; Volynchuk & Krylova, 2018; Koshevaya & Miroshnikova, 2020; Miroshnikova & Taskaeva, 2018; Miroshnikova & Taskaeva, 2018; Glushkov et al., 2020; Nedoluzhko et al., 2019).

No less significant problems for the development of the export of goods and services from the Primorsky Territory are the ineffectiveness of customs regulation and bottlenecks in the backbone transport infrastructure. Thus, the increase in freight turnover is hindered, among other things, by the unsatisfactory work of the customs services, and the low throughput of transport points.

4. CONCLUSIONS

The main task in the field of transport of the Far Eastern Federal District is in the large-scale development of transport infrastructure to ensure the social-economic progress of the regions of the district, increase the transport connectivity of the regions of the district with each other and with the rest of the country, the implementation of favorable opportunities for the development of international trade and social relations, primarily, with the countries of the Asia-Pacific region. As for the Primorsky Territory, there is no doubt about the idea that it is necessary to look for new opportunities to develop the transport complex in order to attract additional volumes of export cargo from the APR to the Primorsky Territory.

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