

SCTMG 2023
International Scientific Conference «Social and Cultural Transformations in the Context of
Modern Globalism»

PRIORITY DIRECTIONS OF THE TRANSPORT POLICY OF THE
RUSSIAN FEDERATION

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Abstract

The article is devoted to the analysis of the main directions of the state transport policy in modern conditions. Particular attention is paid to the implementation of the principle of openness as a process that allows increasing the degree of transparency, accountability of public transport management, the possibility of direct participation of the population in the preparation and evaluation of public management decisions, public control over their implementation. The conclusion about low motivation of the authorities to improve the tools of openness and the practice of their implementation due to irrelevance of comparison is substantiated, as the specifics of functioning individual ministries and departments do not always allow approaching the issue of transparency of their activities in the same way. The formation of a unified information portal (system) covering all types of transport, designed to collect, store and present data (characteristics, indicators, indicators, documents), characterise the state and level of development of the transport complex by various criteria. This happens by type of transport, by time periods, by level of territorial division: by region, by municipal districts, by sections of transport routes, etc. The research methodology is a set of general-scientific and private-scientific (comparative-legal, formal-legal) methods of cognition. The conclusions have practical significance and can be used in the process of improving the legal regulation of key directions of transport policy of the Russian Federation and their implementation.

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Keywords: Government, interactivity, openness, open ministry, transport infrastructure

1. Introduction

The state of the transport sector is one of the most important indicators of the economic situation in the state. The state transport policy pursues the goal of ensuring the dynamic development of the industry, economically efficiently meeting the needs of the population in transport services of domestic and industrial nature, while improving the safety and environmental friendliness of such services.

The targets for the development of the Russian transport complex, the priority directions of Russia's domestic and foreign policy in the sphere of the latter management, as well as the list of key tasks for their implementation, are set out in the Transport Strategy of Russia, approved by the Government of the Russian Federation. It should be borne in mind that the strategy as a document is not limited exclusively to the legal content, but also implies political and legal content. Nevertheless, the key means of state policy implementation are legal regulation.

Modern practice of public administration in developed countries as a key trend positions the orientation of public administration on the supremacy of citizens' interests, systematic provision of valid information about the activities of government bodies, as well as the interactive nature of public administration. Ensuring openness of public authorities has become a new vector of its development and optimisation. Increasing the information openness of the activities of public authorities contributes to increasing the level of citizens' trust in the state and in the management decisions taken, to the formation of civil society and, ultimately, to the strengthening of state sovereignty.

2. Problem Statement

Harmonious development of communication routes and transport infrastructure at the federal, regional and local levels requires the extension of long-term programme-target planning mechanisms to the regional and local levels of management. The system of monitoring target indicators of transport complex development and indicators of its transport and operational condition should be introduced at all levels of management. It is necessary to create a vertically integrated system of planning, accounting, control and management of the system of projects and programmes that ensure the implementation of the Transport Strategy, providing an opportunity for the upper level of management to control the integral indicators of programme implementation with the detailing of specific objects. At the same time, modern trends in transport development can be implemented only under the condition of radical modernisation of management principles and systems both in the sectoral and regional contexts (Brikota et al., 2018).

Therefore, the multi-purpose nature of the Russian system of state management of the transport complex as a legal phenomenon becomes obvious. Currently, the most significant directions (objectives) of the state policy in the transport sector include increasing spatial connectivity and transport accessibility of territories; increasing population mobility and development of domestic tourism. This also involves increasing the volume and speed of cargo transit and development of multimodal logistics technologies; digital and low-carbon transformation of the industry and accelerated introduction of new technologies.

3. Research Questions

The article is devoted to the analysis of the main directions of the state transport policy in modern conditions. Particular attention is paid to the implementation of the principle of openness as a process that allows increasing the degree of transparency, accountability of public transport management, the possibility of direct participation of the population in the preparation and evaluation of public management decisions, public control over their implementation. The conclusion about low motivation of the authorities to improve the tools of openness and the practice of their implementation due to irrelevance of comparison is substantiated, as the specifics of functioning individual ministries and departments do not always allow approaching the issue of transparency of their activities in the same way

4. Purpose of the Study

Purpose of the study is nomination of the conclusions, which have practical significance and can be used in the process of improving the legal regulation of key directions of transport policy of the Russian Federation and their implementation.

5. Research Methods

The theoretical basis of the conducted research is scientific publicistic sources, legal acts, enshrining the priority directions of transport policy of the Russian Federation (Transport Strategy of the Russian Federation, Concept of openness of federal executive authorities). In the process of research, general scientific and special legal (comparative-legal, formal-legal) methods were used. The formal-legal method of research allowed us to analyse the normative-legal base as the main means of implementation of state policy and to identify priority directions of domestic and foreign policy of Russia in the sphere of transport management. The comparative-legal method of scientific cognition revealed the problem of incomplete objectivity of comparing the level of openness of executive authorities due to the commonality of criteria.

6. Findings

At the same time, the complementary objectives of state management of the transport industry have different orientations. However, by their social nature, they are not contradictory, as they reflect different aspects of the main goal of transport management in Russia. They are to ensure the rights and legitimate interests of a man and a citizen in the implementation of all types of transport, not only consumers, but also transport workers, for example, seafarers (V. Y. Lantseva & Migda, 2022); creation of legal and organisational foundations of transport activities.

The state policy in the field of transport in recent years is increasingly acquiring information, environmental and scientific orientations. Nevertheless, the information infrastructure in transport is still at the stage of formation (Baburina & Kuznetsova, 2020). The lack of a developed informatisation system at the present stage is a barrier to the full integration of Russia into the world transport space in the context of globalisation. To ensure the harmonious and coordinated development of all sectors of the

transport complex, as well as to ensure the optimal distribution of financial and material resources, comprehensive informatisation in transport is required. This provides for the creation of a modern information environment of the transport complex on the basis of "docking" information complexes of different types of transport and monitoring of the transport services market. The primary task is to create an electronic database of the transport system, which is not possible without a complex interdepartmental interaction of transport management bodies (Abramyan & Golubkina, 2019).

Reducing the environmental impact of transport through low-carbon transformation is positioned by the Transport Strategy of the Russian Federation as one of the priority areas of transport policy. The realisation of this area requires a range of measures. The balance between financial interests and the degree of environmental impact becomes fundamental in the development of any infrastructure project (V. Lantseva & Kulikovskaya, 2022; Popov, 2016). The state in this case is no exception and is obliged to bear responsibility for the preservation of the environment in the process of construction and operation of public transport infrastructure facilities.

In Russia, the "Open Government" system is being implemented progressively at the federal, departmental ("Open Ministry") and regional ("Open Region") levels. This trend was consolidated through the adoption of the openness standard: a comprehensive document based on the Concept of openness of federal executive authorities (hereinafter – the Concept). The Concept of openness is a fundamental document of the complex under consideration. Its adoption was preceded by two stages of public and expert discussions with the participation of thirty-three federal executive authorities, 56 executive authorities of the subjects and public organisations of the country (the Russian Union of Industrialists and Entrepreneurs and Chambers of Commerce and Industry), hearings in the Public Chamber. According to the Chairman of the Government of the Russian Federation, such preliminary approval allowed for the introduction of amendments that increase the degree of transparency, accountability and information openness of public administration, the possibility of direct participation of civil society in the preparation and evaluation of state management decisions, and control over their implementation.

Hence, the Concept declares basic principles of openness in management activities of executive bodies, tasks and mechanisms for their implementation and contains a system of strategic guidelines in the field of ensuring openness, accountability of authorities to civil society and the formation of effective interaction among authorities, citizens and public associations.

As a justification for the need to adopt the Concept, two blocks of problems of the current public administration are given. The first block is the lack of development of the legal and regulatory framework in the sphere of ensuring openness of public administration. First of all, it is the lack of a systematic approach to the legal and regulatory framework of openness of public administration, the legislation regulates only certain aspects (for example, the activities of the Public Chamber of the Russian Federation). The development of a comprehensive approach to improving the level of openness of federal executive authorities should to some extent contribute to the resolution of gaps in the legal framework. But it does not claim to solve the problems of the second block, although these problems are interdependent, the resolution of some of them will inevitably entail the resolution of the second.

The approval by federal executive authorities of departmental plans for the Concept's implementation is a key method of ensuring the effective implementation of the Concept's declared principles of openness and objectives for increasing the level of openness.

The plans of the Ministry of Transport of the Russian Federation to implement the Concept are primarily aimed at optimising the Ministry's interaction with the general public and strengthening the communication component with reference groups. Involving representatives of various social and public groups in the Ministry's work and providing them with more data on its activities will increase the degree of trust in the Ministry's activities. Organisational events held on the Ministry's Internet platforms allow establishing feedback with various social groups and taking into account their opinions for further formation and optimisation of the Ministry's activity plan.

In accordance with the Concept of Transparency of Federal Executive Bodies approved by the Russian Government, the Russian Ministry of Transport is implementing the "Open Ministry" project, the basis of which is the introduction of the principles of openness in the activities of a federal executive body in order to improve the efficiency and quality of public administration.

The progress of the Concept implementation should also be transparent and available for review by federal authorities and representatives of civil society through the organisation of a system of monitoring and evaluation of openness in self-evaluation, expert evaluation, sociological research.

Monitoring results are reported to the Government of the Russian Federation on the openness of federal executive authorities. The results of monitoring make it possible to form a comprehensive index of openness of a federal executive body, which serves as a basis for compiling an openness rating of the bodies under consideration. For example, the Ministry of Transport of the Russian Federation in 2020 and 2021 has an average level of openness. The overall rating is formed of such indicators as a composite index by business, a composite index by population, a composite index by experts, and a composite index by executors.

However, the generality of criteria for comparing the level of openness of executive authorities is not quite objective, because the specifics of functioning individual ministries and departments do not always allow one to approach the issue of transparency of their activities in the same way. As a result, it becomes unattainable to motivate an authority to improve the tools of openness and the practice of their implementation due to irrelevance of comparison.

The criteria for comparison are evaluation of websites of federal executive authorities in terms of the volume and quality of information provision, evaluation of response to information requests of citizens, evaluation of response to information requests of journalists.

As part of the openness standard, a library of openness practices of federal ministries and agencies has been created. In the case of the Ministry of Transport, an exemplary practice is informing reference groups. The Ministry has created Internet resources used by the Ministry to meet the needs of reference groups for information: the website of the Safe and Quality Roads project (<http://bkdrf.ru/>), #nazovimost (<https://назовимост.рф/>), the Innovations in the Transport Sector website (<https://itk-mdl.asutk.ru/>), and the Reduction of Greenhouse Gas Emissions from Road Transport in Russian Cities project (<http://proecotrans.ru/>). Access to the resources is organised from the main page of the Ministry's website.

For the first time in Russia, the popular social network VKontakte became the official reception centre for citizens' appeals from 36 regions of the country. Thirty-nine communities of the Safe and Quality Roads project have been created and more than 8,000 users have already joined them. The deadline for responding to comments is 48 hours. The functionality of the VKontakte network makes it possible to see the real assessment of the project by the population of agglomerations. 7 votes have already been held with the coverage of more than 68 thousand unique users. In June 2017, 8 citizens out of 10 did not believe in the success of the project. By November 2017, the number of people who knew nothing about the project decreased by almost 10%. And active road repairs were noticed by about 75% of citizens.

An interactive map of repair works is also available on the website of the Safe and Quality Roads project. This map service is presented for each of the 38 agglomerations participating in the "Safe and Quality Roads" project. The road works map visualises road works objects according to their status (works in progress, works planned, works completed). Therefore, any resident of the agglomeration can receive up-to-date reports on the progress of repair works.

The implementation of this practice resulted in increased information openness within the framework of the Safe and Quality Roads project, obtaining relevant and reliable feedback from the ultimate target audience of the project (population of agglomerations). This develops corrective actions of the project participants (federal executive authorities, the Government of the constituent entities of the Russian Federation, as well as contractors), demonstrates maximum openness of the project, and, as a consequence, increases citizens' trust in the activities of government authorities. It should be noted that Rosavtodor has a high level of openness in the rating of federal executive authorities for the last two years with the maximum score in 2021.

The Concept of introduction of the principles of openness of state and municipal governance in the constituent entity of the Russian Federation is almost identical in its content to the Concept of openness of federal executive authorities. Hence, a standard recommendation document can be considered. The standard character of the Concept of introduction of the principles of openness of state and municipal governance in the constituent entity of the Russian Federation is also confirmed by the possibility of adopting a regional concept and (or) standard of openness.

7. Conclusion

Summarising the above, it should be noted that the analysis of the priority directions of the internal and external policy of Russia in the sphere of transport management in the Russian Federation at the present stage shows that the state has identified priority directions of transport development in the context of ongoing changes. These changes take place in the economic, political and social spheres of public life and, at the proper level of implementation, they will ensure sustainability and dynamism in the development of the transport industry at the same time.

The implementation of the principles of openness in the activities of government bodies can be facilitated by the adoption of regional state programmes and the introduction of pilot projects. They are aimed at the introduction and development of mechanisms (tools) of openness, support for public and civic initiatives, civil society institutions, and the improvement of state and municipal governance.

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