DOI: 10.22394/2070-8378-2017-19-2-99-103

IMPLEMENTATION OF THE REGULATORY IMPACT ASSESSMENT IN THE MUNICIPAL ENTITIES OF THE RUSSIAN FEDERATION: ISSUES AND PROSPECTS

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Abstract: The paper is dedicated to the issues of legislative regulation and practice of regulatory impact assessment of legal acts carried out in Russian municipal entities following the amendments to Federal Law No. 131 "On General Principles of Organization of Local Self-Government in the Russian Federation". The author analyzes the regulatory framework and mechanisms for its implementation, in particular, on the basis of the criteria for including in the list of municipal entities and methodological documents for regulatory impact assessment on the example of the Sverdlovsk, Ulyanovsk and Leningrad regions.

Based on the analysis of the results of the regulatory impact assessment, the recommendations issued and the negative conclusions on the example of municipalities that are regional centers, such as Yekaterinburg, Ulyanovsk, Pskov, Izhevsk and Ulan-Ude, the author determines that regulatory impact assessment has been applied to a sufficiently low number of municipal legal acts with a trace of negative estimates or recommendations.

De fine, the author comes to conclusion that the concept of "the degree of concentration of state powers entrusted to municipal entities" is insufficiently defined, and denotes uncertainty and fragmentation of the formulation of evaluation criteria at the level of constituent entities of the Russian Federation, which makes it difficult to enforce regulatory impact assessment and indicates the need to improve the legal methodology.

Such situation takes place because the procedure of the evaluation of the regulatory impact starts its implementation on the municipal level, subsequently it can impact significantly the norm setting process.

Keywords: regulatory impact assessment, municipal legal acts, municipality, criteria of regulatory impact assessment

ВНЕДРЕНИЕ ОЦЕНКИ РЕГУЛИРУЮЩЕГО ВОЗДЕЙСТВИЯ В МУНИЦИПАЛЬНЫХ ОБРАЗОВАНИЯХ РОССИЙСКОЙ ФЕДЕРАЦИИ: ПРОБЛЕМЫ И ПЕРСПЕКТИВЫ

ВИКТОРИЯ ВИКТОРОВНА ЗИНОВЬЕВА, **соискатель кафедры экономической теории и экономической политики Уральского федерального университета (620002, Российская Федерация, Екатеринбург, ул. Мира, 19). E-mail: cogitan@mail.ru**

Аннотация: Статья посвящена изучению вопросов законодательного регулирования и практики оценки регулирующего воздействия нормативно-правовых актов, осуществляемой на территории муниципальных образований, по итогам поправок к Федеральному закону №131 «Об общих принципах организации местного самоуправления в Российской Федерации». Автор анализирует нормативную базу и механизмы ее реализации, в частности, на основе критериев включения в перечень муниципальных образований и методических документов для обеспечения муниципальных образований материалами для осуществления оценки регулирующего воздействия нормативно-правовых актов на примере Свердловской, Ульяновской и Ленинградской областей. На основе анализа результатов проведения оценки регулирующего воздействия, выданных рекомендаций и отрицательных заключений на примере муниципальных образований, являющихся областными центрами – Екатеринбурга, Ульяновска, Пскова, Ижевска и Улан-Удэ – автор устанавливает, что оценке регулирующего воздействия подвергается достаточно низкое количество муниципальных правовых актов и отмечет ничтожное количество отрицательных и рекомендательных оценок.

В заключение автор приходит к выводу о недостаточной законодательной определенности понятия «степень концентрации возложенных на муниципальные образования государственных полномочий», а также о неопределённости и разрозненности формулировок критериев оценки на уровне субъектов РФ, что затрудняет правоприменение оценки регулирующего воздействия в различных муниципальных образованиях и, по мнению автора, свидетельствует о необходимости совершенствования юридической техники.Такая ситуация складывается оттого, что процедура оценки регулирующего воздействия только начинает внедряться на муниципальном уровне, в последующем она может оказать существенное воздействие на нормотворческий процесс.

Ключевые слова: оценка регулирующего воздействия, муниципальные правовые акты, муниципальное образование, критерии оценки регулирующего воздействия

Since January 1, 2014, amendments to Federal Law No. 131 [1] have come into force. Accordingly, the practice of regulatory impact assessment (hereinafter the RIA) of normative legal acts has been introduced at the level of municipalities. The regulatory impact assessment being a novel and previously unknown for municipalities as a means of lawful and informed decision-making processes in the field of entrepreneurial activities, demands the analysis of the first results of its introduction into norm-setting practice of local government institutions.

A range of authors has recently carried out a general analysis of the use of the RIA in Russia [Derman, Tsygankov, 2012; Turgel, Veibert, 2016; Pobedin, 2015, P. 128-135; Kibalnikova, Trysyachnyi, 2014, P. 197-201]. An analysis of regulatory impact assessment of normative legal acts in municipal entities as a subject of papers by O. Zelentsov, V. Zelentsova, I. Osipova, N. Barchan, Y. Folomeev, T. Folomeyeva [Zelentsova, Zelentsov, 2016, P. 8-12; Osipova, 2016, P.71- 73; Barchan, Folomeev, Folomeeva, 2014, P. 21-25]. Besides, these authors do not pay an ample attention to the problem of introducing the RIA institute in municipalities. Based on the above, the purpose of this article is to identify and analyze the problems associated with the application of the RIA regulatory documents by local governments, as well as to examine the municipal practice of implementation of the regulatory impact assessment.

Federal Law No. 176 [2] as amended on 02.07.2013 establishes the implementation of the regulatory impact assessment in urban districts that are administrative centers of the subjects of the Russian Federation should be applied since 01.01.2015, in municipal districts, city districts, and intercity territories of the federal cities – since 01.01.2016, in other municipal entities – since 01.01.2017.

The schedule of introduction of the RIA in municipal entities, relating to municipal districts, city districts and intercity territories of cities of federal significance, and to other municipal entities has been edited with the adoption of Federal Law No. 447 in December 30, 2015.

This federal law also established that the constituent entities of the Russian Federation are obliged to identify municipalities in which the RIA will be mandatory until January 1, 2017 [3]. For this purpose, the territorial entities are obliged to establish parameters (criteria) to determine the process of sampling. These parameters (criteria) should also reflect the features of local self-government in specific entities, including the level (degree) of concentration of state powers vested in municipal authorities.

Federal legislator, fixing this criterion, does not establish the procedure for measuring the parameters of this degree (i.e. indicators), which can lead to the following: first, there arises a lengthy formulation of the criterion as a flawed example of legal regulation for territorial entities of the Russian Federation. Second, this may lead to the absence of single legal position on application of this criterion in constituent entities of the Russian Federation, which may lead to a subjective interpretation of this legal norm. It is worth noting, even at the stage of adoption of this norm, the Legal Department of the Central Office of the State Duma has indicated that the wording «degree of concentration of state powers» is neither clear nor definite, and, besides that, contradicts the requirements of Russia's Constitutional Court [4].

Regional Practice of Federal Law Enforcement

Pursuant to the requirements of federal legislation, the Sverdlovsk Region has adopted the Sverdlovsk Region Law No. 74 that establishes constituent entities, obligated to implement the RIA, including municipal and city districts. The list did not include rural and urban settlements. The criteria for inclusion in the specified list of constituent entities located in the Sverdlovsk Region are:

High level of concentration of state powers entrusted to the bodies of municipal authorities;

Level of organizational and technical support, sufficient to carry out regulatory impact assessment of municipal legal acts.

The first criterion is fixed at the federal level in Federal Law No. 131, P. 6. Art. 46; the second criterion developed by the Sverdlovsk Region needs to be specified by virtue of its uncertainty in parameters for assessing the level of organizational and technical support. In comparison, the Ulyanovsk Region [5], top billing in the rating of the quality of the implementation of the regulatory impact assessment in the constituent entities of the Russian Federation according to the data of the Russian Ministry of Economic Development [6], enlists among others the following parameters for municipalities:

1 Federal Law No. 131-FZ of October 07, 2003 «On General Principles of Local Self-Government in the Russian Federation» (as amended on July 03,2016).

2 Federal Law No. 176-FZ of July 02, 2013 «On Amendments to the Federal Law «On General Principles for the Organization of Legislative (Representative) and Executive Bodies of State Power in Constituent Entities of the Russian Federation» and Articles 7, 46 of the Federal Law «On General Principles for the Organization of Local Self-Government in Russian Federation» on the regulatory impact assessment of draft regulations and examination of regulatory legal acts» (as amended on December 30, 2015).

3 Federal Law No. 447-FZ of December 30, 2015 «On Amendments to Certain Legislative Acts of the Russian Federation Concerning the Regulatory Impact Assessment of Draft Regulations and Expertise of Regulatory Legal Acts», Art. 67.

4 Conclusion of the Legal Department of the Central Office of the State Duma of December 22, 2015 No. 2.2-1/6466 on the draft federal law No. 891249-6 «On Amendments to Certain Legislative Acts of the Russian Federation on Regulatory Impact Assessment of Draft Regulations and Expertise of Regulatory Legal Acts»: http://www.consultant.ru

5 Law of the Ulyanovsk Region of November 05, 2013 No. 201-OZ «On certain issues of the assessment of the regulatory impact of municipal draft regulations of the Ulyanovsk Region and examination of municipal regulatory legal acts in the Leningrad Region <...>": http://www.consultant.ru/

6 Report of the Ministry of Economic Development of the Russian Federation «On the development of the Institute of Regulatory Impact Assessment in the Russian Federation and municipal governments in 2016: http://orv.gov.ru/Regions/Ratings

Tab. 1: Criteria for inclusion in the register of municipalities

Constituent entity of the Russian Federation	Criteria	Quantity of municipal units
Leningrad Region	Equivalent amount of state powers, which, in accordance with the legislation, are transferred to municipalities Concentration of at least one thousand business entities	18
Ulyanovsk Region	The ratio of able-bodied population to the total population The ratio of non-commercial and commercial organizations engaged in a gainful occupation, and the ratio of individual entrepreneurs to the total population Quantity of investment projects implemented within the boundaries of the municipal entity Level of concentration of state powers vested in municipal authorities	24
Sverdlovsk Region	High level of concentration of state powers entrusted to the bodies of municipal authorities Level of organizational and technical support, sufficient to carry out regulatory impact assessment of municipal legal acts	72

The ratio of able-bodied population to the total population;

The ratio of non-commercial and commercial organizations engaged in a gainful occupation, and the ratio of individual entrepreneurs to the total population;

Quantity of investment projects implemented within the boundaries of the municipal entity;

Level of concentration of state powers vested in municipal authorities.

Thus, Ulyanovsk Region has managed to develop a broader list of criteria by adding three additional parameters to the established criterion at the federal level. Worse noting, Ulyanovsk legislators fix as criterion the provisions analyzable with the use of specific economic indicators.

The Regional Law of the Leningrad Region [7], which ranks second in the quality rating of the RIA in the constituent entities of the Russian Federation, according to the Russian Ministry of Economic Development, indicates the following criteria:

Equivalent volume of state powers transferred to municipalities in accordance with the legislation;

Concentration of at least one thousand entities carrying out entrepreneurial activities.

The first criterion concretizes the provisions fixed by Federal Law No. 131; Leningrad Region develops the second one. The high degree of uniqueness of the second criterion attracts attention. Based on these criteria, the new listing has included 18 municipalities.

Thus, Sverdlovsk Region, that has according to Federal Law No. 131, established the criteria were for the roster of municipalities obligated to carry out the RIA, might use the experience of other subjects of the Russian Federation, in particular such as Ulyanovsk Region and Leningrad Region best of the RIA quality for the improvement (including for reduction) of this roster.

At the level of the Sverdlovsk Region, in order to introduce the regulatory impact assessment in municipal entities located on the territory of the Sverdlovsk Region, a sufficient number of methodological documents have been developed to provide municipalities with materials for the RIA [8] implementation, including recommendations for implementation, model provision for RIA and a form of coordination contract in regulatory impact assessment.

Regulatory impact assessment practice in regional centers

The administration of Ekaterinburg (Sverdlovsk Region), in order to introduce the regulatory impact assessment, has adopted a bylaw prescribing the impact assessment of regulations and laws, elaborated methodological recommendations for conducting the RIA [9] and examination of regulations and laws [10]. The authority authorized to conduct the RIA is the Department of Economics of the Administration of Ekaterinburg. The assessment of draft regulations and laws is carried out by the branch (functional body) of Ekaterinburg Administration based on a decentralized model.

Stages of the regulatory impact assessment in Ekaterinburg (Art. 17 of the Regulation on the regulatory impact assessment conduct):

Decision on the preparation of the draft regulation;

Elaboration of the draft regulation and explanatory note;

Public consultations on the draft regulation;

Development and submission to the authorized body of an opinion on the assessment of the draft regulation.

In Ekaterinburg, the legislative process is at high level, but regulatory impact assessment might improve it. By the end of 2015, the authorized body has not identified administrative barriers, so the positive expert opinions were prepared for

7 Law of the Leningrad Region of July 06, 2016 No. 44-OZ «On certain issues of the assessment of the regulatory impact of municipal draft regulations and examination of municipal regulatory legal acts in the Leningrad Region»: http://www.consultant.ru/ (дата обращения 26.09.2016).

8 See: http://ar.gov66.ru/organam-vlasti/vnedrenie-otsenki-regu-liruyushhego-vozdejstviya-v-munitsipalnyh-obrazovaniyah/

9 Resolution of the Administration of Ekaterinburg of December 17, 2014 No. 3855 «On approval of the regulatory impact assessment of draft regulations and examination of normative legal acts of the Administration of the City of Ekaterinburg»: http://екатеринбург.рф/

10 Methodical recommendations on the assessment of the regulatory impact of the draft regulatory legal acts and the examination of regulatory legal acts of the City of Ekaterinburg Administration approved by the Order of the Head of the Department of Economics of the Administration of the City of Ekaterinburg as of December 22, 2014 No. 78/41/15 (as amended on July 12, 2016).

11 draft regulations with a single negative conclusion due to incompliance with the deadline for the procedure [11].

In comparison, in 2015 in Ulyanovsk the regulatory impact assessment was implemented to 57 draft regulations [12], of which 20 drafts with recommendation to eliminate provisions that unduly impeded the entrepreneurial activity, and one draft with negative conclusion. The example of regulatory impact assessment on the detection of its provisions that unnecessarily impede entrepreneurial activity is the RIA of regulations of the Ulyanovsk Administration regulating the placement of commercial properties, which involved the rules of land cession for the location of non-stationary trade objects based on competition.

Based on the analysis of the draft regulation and the consolidated report, the norms that unreasonably hampered the implementation of entrepreneurial activities were determined as follows:

The minimum terms for the placement of non-stationary trade objects have not been determined;

The body responsible for identifying the vacant locations and provision of relevant information on the Internet not applicable;

Unreasonably long terms for the provision of documentation;

The authorized body responsible for regulation drafting not applicable;

An exaggerated initial (minimum) value of the auction for the right to enter into an agreement for the placement of non-stationary trade objects.

Based on these comments, the law drafter has modified the regulation amending the rules that unreasonably hindered the entrepreneurial activities and increased the expenditures of the above-mentioned subjects by 9.6 million rubles.

In 2015 in Izhevsk, 11 drafts of municipal regulations have assessed [13]. Neither regulations imposing excessive duties, prohibitions, restrictions on business entities or contributing to their introduction, nor provisions that contribute to the occurrence of unjustified costs for business entities has been educed. The following expertise of the regulatory impact assessment conclusions has not shown violations in the procedures.

In 2015 in Pskov, five draft regulations have undergone the regulatory impact assessment [14]. As a result of the implementation of RIA, none of the legal acts contained norms that unnecessarily balk the entrepreneurial activities. Therewith the analysis if the Resolution of Pskov Administration led to the following recommendations: to introduce the amendments that provide the possibility of concluding an agreement with a single bidder, which will remove the provision that infringes the rights of entrepreneurs to conclude a contract; to edit the wording regarding the delay in payment for the placement of non-stationary trade objects, while determining that in case of delay for more than two periods, the Administration has the right to terminate the contract unilaterally.

In 2015 in Ulan-Ude the regulatory impact assessment has been implemented to six regulations and laws, of which two has received negative opinion [15]. In particular, the Draft Decree of the Administration of Ulan-Ude on municipal land control has received a positive conclusion in January 2016, after the finalization of the consolidated report and the draft regulation.

Tab. 2: Regulatory impact assessment results in municipalities over the year (2015)

Municipal entity	Quantity of municipal regulations assessed	Results
Ulan-Ude	6	2 negative opinions
Pskov	5	1 recommendation
Izhevsk	11	0 negative opinions or recommendations
Ulyanovsk	57	20 recommendations 21 negative opinions
Ekaterinburg	12	1 negative opinion

Based on the stated above it may be concluded:

The wording "the degree of concentration of state powers conferred on municipal entities", used by the legislator in Federal Law No. 131 as a parameter (criterion), supposing that the constituent entities of the Russian Federation will develop lists of municipalities obliged to carry out the regulatory impact assessment, is not sufficiently specified. As a result, the constituent entities of the Russian Federation can apply this criterion differently: either verbatim using the provisions of the federal law without additional clarifications (Ulyanovsk Region), or changing the wording though not revealing the essence of the criterion (Leningrad Region, Sverdlovsk Region). In fine this lead to an uncertainty on the nature and order of application of this concept in practice.

The wording of the criteria provided by the legislative bodies of the regional entities does not always allow using economic means in the selection of municipalities obligated subject to procedures of regulatory impact assessment. As a result, the parameters (criteria) to define municipal entities are not clearly defined, which hinders the verification of the reliability of the implementation of these parameters in practice.

The regulatory impact assessment in municipal entities

11 Отчет о проведении процедур оценки регулирующего воздействия проектов нормативных правовых актов Администрации города Екатеринбурга в 2015 году: http://екатеринбург.рф/официально/оценка/материалы/

12 Итоги работы по развитию института оценки регулирующего воздействия на территории Ульяновской области за 2015 год: http://ekonom73.ru/structure/отдел-оценки-регулирующего-воздействия

13 Report on development and results of the procedure of regulatory impact assessment in Izhevsk (2015): http://sad99.izh.ru

14 Report on development and results of the assessment of municipal legal drafts and the inspection of municipal statutes in force in Pskov municipal entity (2015): http://kser.pskovadmin.ru/

15 Report on the implementation of the regulatory impact assessment in Ulan-Ude (2015): http://ulan-ude-eg.ru

– administrative centers of the constituent entities of the Russian Federation is applied to a relatively small number of municipal regulations, while the number of negative opinions and recommendations is minimal. Perhaps, such a situation arises due to the fact that regulatory impact assessment procedure is just beginning to be implemented at the municipal level, and in the future will have a more significant impact on the normative process of municipal entities.

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