

# Territorial planning and state support as an instruments of sustainable development of coastal resort regions (on the example of Krasnodar region of Russia)

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**Abstract.** The town-planning history of development of resort coastal territories of the Krasnodar region of Russia has the features. Resort coastal territories have high potential of development therefore in recent years their development goes especially quickly. The reason of it is favorable, unique even for the Black Sea coast, a combination in the region of climatic conditions, which are necessary for creation of the climatic resort area here. The major task various Federal and regional programs of development, both all region, and it is certain coastal marine territories, - to keep optimum balance between resort and recreational and other possible options of use of such territories. Conceptual approaches to development of coastal resort territories of the Krasnodar region of Russia are presented in article. New decisions and offers in development of the Concept of General plans of the coastal cities have to be based on the analysis of new conditions in various contexts of development (natural, anthropogenic, engineering). They have to consider all difficulties of the numerous influencing factors and to be coordinated to the purposes of further complex development of unique mountain and sea recreational and resort agglomerations.

## 1 Introduction

The town-planning history of development of resort coastal territories of Krasnodar region has the features. Development goes especially quickly in recent years, and the prospect of the brilliant future of resort territories is obvious. The reason of it is unusually favorable, unique even for the Black Sea coast a combination in the region of climatic conditions, which are necessary for creation of the climatic resort area here.

Development of coastal resort and recreational territories happens on border of two large natural ecosystems of the international value — the Black Sea and Caucasus Biosphere Reserve. The changing social and economic conditions, geopolitical situation in the world made necessary realization of a big complex of tasks which solution will provide stable and sustainable development of the Black Sea coast of Russia and its basis - the resort and recreational industry.

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The Black Sea coast - the special territory of investment attractiveness. It is possible to call it as one of the main resort centers of Russia thanks to a geographical location and climatic conditions. The layout of the main marine resort territories is shown in fig. 1.

There is specialization in coast cities: Anapa, Gelendzhik are a summer tourist and recreational centers of Russia, Novorossiysk and Tuapse – seaports and Sochi is an all year round resort.

Various Federal and Regional Programs, for example, provided complex development of coastal resort territories. Programs provided multiple scenarios of system improvement of the Sochi territorial development as parts of all Black Sea resort agglomeration.

The major task standing in such programs is to keep optimum balance between resort and recreational and other possible options of use of regions.

The solution of problems of compliance of resort infrastructure to modern requirements, such as, for example, engineering infrastructure, power supply, transport, quality of personnel, nature protection actions, tourist infrastructure, etc. and also the considerable state and private investments into implementation of infrastructure decisions which are carried out in the last decade considerably increased appeal of a part of the territory of the Black Sea coast of the Krasnodar region as beach, balneological and sports and entertaining resort.



**Fig. 1:** Scheme of the main sea resorts of Krasnodar region

Activities are cross-sectoral and affect almost all areas of regional activities. Considerable funds have been invested in the development of the infrastructure of the region. Particularly large investments in the region were made within the framework of the state programs of holding the Winter Olympic Games in 2014 and the World Cup in 2018. Their complexity, close integration of various stages of construction made it possible to organize the solution of tasks by combining them within the framework of various Development Programs both federal and regional levels.

The accelerated construction of infrastructure, its complexity and the close integration of the various stages of construction have made it possible to carry out significant infrastructure changes in the region.

At the same time, there are also activities for updating of the master plans of development of a number of resort territories developed in last years on the Black Sea coast in the new realities, which arose in the state.

Questions about need of expediency of such development for some territories of the Krasnodar region are considering now [1-4].

Five types of actions of administrations aimed at solving the gap problem in economic development can be distinguished [2-4] (table 1):

**Table 1:** Conceptual approaches to realization

| Nature of actions                | Features   | Preference of realization |
|----------------------------------|--|---------------------------|
| Liberal-indifferent relation     | Low activity of some local and territorial authorities in the solution of problems, insufficient development of separate local programs, focused substantially on subsidizing from the state   | the smallest              |
| The supporting policy            | Use of standard methods on attraction of investments, the enterprises and tourists, use of objects of the tourism industry which is limited to their functional purpose, allocation of temporary or constant structural divisions of authorities or creation of other organizational educations concerning implementation of programs of development | possible                  |
| The territorial focused approach | Development of methods according to the solution of problems of territorial development taking into account social and economic features of municipality, the expanded program of realization of long-term plans of territorial development, adaptive policy of adaptation of the created infrastructure under social needs                          | high                      |
| Design and strategic orientation | Implementation of difficult and expensive projects on reconstruction of regional objects (for example, transfer of a part of objects on other territories), transposition of the planned effects of implementation of General plans of development for a super long-term outlook, focus on additional state support                                  | low                       |
| The mixed approach               | Combination of different aspects of several approaches depending on market conditions, creation of perspective concepts and formation of the strategy based on key factors for concrete municipal formation of the region  | probable                  |

In principle, in the actions of territorial administrations it is possible to note separate attempts related to each of the above approaches. However, the actions of the federal governing bodies in certain areas look more organized, financially secured long-term implementation forecast.

The necessary updating of the current General plans for the development of certain coastal resort areas. Such renewal should be oriented towards further transformation of these territories into resorts of modern level.

The adjustment of such general development plans should be based on an agglomeration approach to the territorial areas of sea resorts [1-3]. The foundation for the creation of the agglomeration has already been partially laid in the previous master plans. Such an approach could further contribute to the creation of a modern resort agglomeration of tourist and recreational type on the Black Sea coast in Krasnodar region.

## **2 Strategy of further long-term planning of development of the coastal resort agglomerations (CRA)**

### **2.1 Stages of development of General plans and CRA**

The feature of an economical geographical location of the Black Sea coast define existence in the region of numerous objects of the sphere of tourism and objects which activity is aimed at providing prospects of development of a tourist component of the region – as fundamentals of its economy.

Tasks of General plans of coastal territories was integrated management of seaside coastal territories taking into account their recreational resources and for their sustainable development.

The interests of the state and citizens were united in them. These interests concerned environmental issues, architecture, objects of tourism, development of transport, a condition of municipal services, residential areas, balneology, huge recreational opportunities of natural and national parks, etc.

Basis for territorial division of territories into clusters as a part of the created new resort agglomeration it was also partially put in these former General plans. Functional shortcomings of future development of all region and its separate territorial parts were defined in these documents [1-3].

Use of a program and target method for the solution of problems of sustainable development of coastal resort regions within updating of the existing General plans, as and in the previous General plans, has to be aimed at the further development of conditions of effective management of regional resources of sea and/or mountain resorts..

### **2.2 Main directions of further sustainable social and economic development of resort and recreational territories**

The SPA-resort complex on the Black Sea coast of Krasnodar region is one of the largest in Russia. The role and the importance of the Black Sea coast as tourist region is defined by current state of its infrastructure and perspective development of its city-forming industry - tourist. Further growth of its appeal, transformation of all coast into a modern competitive SPA resort, the business and tourist region have to become a main goal of updating of General plans of development of coastal territories.

Town-planning nodal points, historic facts about the region, the objects of architecture and engineering and transport infrastructure having historical value and which are of interest to tourists have to serve as basic elements of the designed new architectural and planning structure of territories. They will provide competition and investment attractiveness of the developing resort agglomeration of the Black Sea coast of Russia.

The forecast of social and economic development of the Black Sea territory (the optimum scenario) assumes that during the predicted period (till 2030) there will be rather favorable effect of influence on the region of external and internal factors, which will contribute of it to further sustainable development. The economic environment and an economic situation of the enterprises of the region will significantly improve, their investment attractiveness will improve that will also favorably effect on the social environment in the region.

The main task consists in activation of all factors providing conditions for sustained economic growth and for increase in welfare of the population of the Black Sea coast of the Krasnodar region [2-4].

The predicted indicators have to be aimed at the further development in the following priority directions:

1. growth of investment attractiveness and formation of positive image of resort and recreational territories in the region;
2. ensuring more effective use of natural and resource potential;
3. further updating of fixed assets of the branches of regional economy;
4. implementation of new projects for infrastructure, further development of a system of transport which in full will be able to provide needs of the region;
5. ensuring effective and reliable functioning of municipal life support systems of the population of the resort territory,
6. other directions of regional development.

Further development of infrastructure of resort territories and creation of conditions for its accelerated development based on the updated General plans has to become a priority. The need for it is determined by the purpose - optimum use of a resort and recreational and natural complex of the Black Sea coast unique by the importance [2,3].

Forecasts of annual gain of total production of goods and services for prospect till 2030 in the Concept of updating of master plans have to be made. They have to be made based on the macroeconomic analysis and incline to materials of the previous Master plans and Programs of social and economic development of territories of the Black Sea coast of the Krasnodar region.

Further development of infrastructure of resort territories and creation of conditions for their accelerated development based on the updated General plans has to become a priority in achievement of the goals of sustainable development of regions. The need for it is determined by the purpose - optimum use of a resort and recreational and natural complex of the Black Sea coast unique by the importance [2,3].

Forecasts of annual gain of total production of goods and services for prospect till 2030 have to be made in the Concept of updating of General plans of coastal resort territories. They have to be made based on the macroeconomic analysis and to be agreed with materials of the previous General plans and appropriate programs of social and economic development of territories of the Black Sea coast of the Krasnodar region.

In other words, by 2030, the resort and recreational territories of Krasnodar Territory will have infrastructure conditions that will gradually replace cheap and disordered consumption of tourist products and services with a new multi-purpose and highly qualified service system for various types and forms of tourism and recreation.

There has to be an increase in a share of the busy population in all branches of economy of coastal territories till 2030 from 52% to 80-85% (from total number at working-age). It will be connected, first, with development of resort economy, legalization of a significant amount of locations in private business, growth of industrial production, expansion of a field of activity of small business [4].

It is necessary to develop the new strategies and comprehensive long-term programs of sustainable development mobilizing efforts of the state and business in conditions of changes and trends on resorts of the Krasnodar region.

It is possible to refer to them, for example, fuller development of all climatic factors of the territory, updating of the resort and recreational industry and construction on this base of new SPA-resorts, the organization of rehabilitation offices and the multipurpose medical centers. Creation of the new versatile centers of resort service and re-equipment of already available institutions will allow solving a problem of seasonality of functioning of resort base of the region.

The main objective is a planning and coordination of further sustainable development of resort territories, including development of the concept and local plans of the territories,

planning and coordination of construction of infrastructure, formation of the budget of projects, search of sources of financing, involvement of private investors and partners. Judging by international experience, purposeful state investments into development of tourism can lead to significant growth in incomes of the industry and volumes of private investments.

Development of mountain complexes in the territory of Krasnodar region, which will be able to coordinate its Mountain and Seaside zones in a whole, is one of the major key factors of success of development of coastal territories of Krasnodar region to the world-class resort territory. Such complexes become a peculiar pole of attractiveness for tourists and the place of implementation of the largest investment projects, which attract the state investments today in engineering, transport, and intellectual infrastructure. They already took the leading positions among projects of travel business in the country [1-4].

Development of the tourism industry, regional transport and infrastructure are important results at assessment of social and economic prospects of further sustainable development of resort and recreational territories on the Black Sea coast of Russia. Attraction of additional investments into the hotel sector, the tourism industry, construction, on transport will allow creating the additional jobs calculated on the expected growth of inflow of tourists in the future.

Because of further development of tourist and transport, infrastructure growth of tourist flow extends also to the close period, and prospect. Increase in a tourist stream and expenses of tourists make positive affect on economy of Krasnodar region.

### **3 Directions of development of the resort and tourist complex (RTC) of coastal agglomerations of the Krasnodar region**

It is necessary to carry out continuous monitoring of world tourist information space now since the competitive relations in the modern tourist market overstepped all national limits long ago.

Definition in the resort of the major and priority services having the greatest appeal and competitiveness at world level in this regard has a basic role. The strategy of development for a resort and tourist complex directed to transformation of the Black Sea coast of the Krasnodar region into the tourist center of world level has to be connected with the following main directions [2-4].

1. development of the Black Sea coast as the world-class extended resort and rehabilitation center having for this purpose unique balneological resources;
2. development of the mountain types of tourism connected with development of mountain and foothill territories and most using unique natural landscapes;
3. development of the business tourism giving the chance of combination of fruitful work with comfortable stay in the conditions of the Mediterranean subtropical climate. The available necessary conference rooms and new exhibition complexes in the territory of resorts of the region contribute to its development.

At such approach with guarantee it is also very profitable all the year round all tourist and recreational base is operated. It is used in not only the sports, business, but also rehabilitation purposes.

Essentially that circumstance that at such approach the relation to ecology of resort territories, to its entire ecosystem cardinally changes at implementation of the planned town-planning transformations. At their implementation, it is only about the environmentally friendly tourist center of world value and about application during its creation, first, of environmentally friendly technologies, including in all industries of municipal economy of resort and recreational territories and constructions of new objects in the region.

Resort agglomerations on the Black Sea coast, especially during the summer period, are obviously overloaded. Within the developed city and settlement borders and all coastal zone the acute shortage of resort and recreational zones and beaches that is estimated approximately up to 2000 hectares is available. At the same time, there was a situation, obviously ecologically unacceptable for coastal resorts and settlements, in territories, adjacent to a coastal transport corridor. Besides, environmental problems of coastal sea resorts closely intertwined with engineering, owing to chaotic building, especially high-rise constructions, the territories adjoining a shore and the only transport corridor. It is especially evident in the central part of coastal resorts and settlements in which besides the leading health resorts of resorts defining their historical appearance and owing to this fact, attracting to themselves the main tourist streams are located [1-3].

As a result, separate environmental, social, transport, engineering and other problems even after the carried-out separate infrastructure changes, even more became aggravated, bringing a situation in many sea resorts in essence to line behind which the real crisis situation is looked through. The discomfort, obvious and inadmissible for modern tourist economy, in the conditions of stay of tourist flows in RTC is looked through. If to consider that all current construction is generally developed in coastal resort territories on the only thoroughfare going along the coast and which is already overloaded, then quite definitely in the next several years it is possible to predict inevitable stagnation of development of RTC on the Black Sea coast of the Krasnodar region, with all that it implies from here social and economic consequences for all region [2-3].

From here need of the thought-over redistribution of tourist flow of RTC on the Black Sea coast follows.

At the same time to become very relevant the problem of development of new town-planning approaches to questions of sustainable development of resort towns, providing town-planning bases of competitiveness of coastal tourist agglomerations taking into account the modern requirements following from trends of development of world tourism [1-3].

It is possible to carry to such approaches:

1. It is possible to refer need of laying of a new main transport corridor to such approaches at distance from a coastal zone. Such transport corridor will give ample additional opportunities for bigger disclosure and use of recreational capacity of the region, new town-planning prospects, will allow defining new problems of development of foothill territories in a seaside part of the Krasnodar region. Construction of such transport corridor along all Black Sea coast of Russia, from the Crimea to border with Abkhazia is perspective. Tourist resources of all Black Sea coast of Russia will have an opportunity of much fuller and more effective use. It not only will cardinaly change territorial contours of coastal resort complexes, but also will partially remove questions of deficiency of territories, will unload a shore for expansion of modern capacities of the industry of tourism here.

The transport corridor will allow including resort agglomerations of the Krasnodar region in the international transport infrastructure that as a result can lead to strengthening of its competitive positions in the tourist market.

2. New solutions on the planning organization of a complex in development of the Concept of General plans of the coastal cities have to be considered and proposed. Accounting of modern realities is necessary. These decisions have to raise the questions of functional zoning; more rational placement of objects of the tourism industry, ensuring functioning and further development alpine skiing, mountain, SPA and sea resorts accompanying them infrastructures. However, these new decisions have to consider how current

situation in development of the Black Sea resort agglomerations, and the prospects of their sustainable development.

New decisions and offers in development of the Concept of General plans of the coastal cities have to be based on the analysis of new conditions in various contexts of development (natural, anthropogenic, engineering). They have to consider all difficulties of the numerous influencing factors and to be coordinated to the purposes of further complex development of unique mountain and sea recreational and resort agglomerations.

The system of subjects to recreational appointment, unique on a variety and level of connectivity, forming a basis of new resort agglomerations has to be created as result of such new adjusting decisions.

3. Improvement of a spatial framework of the territory, which during the modern period received the specific features and has to become the main direction of the territorial organization of resort agglomerations.

Planning solutions of coastal resort agglomerations in the previous master schemes were determined by the main and important natural planning elements of the territories: the sea-coast, river valleys, mountain slopes, transport axes, centers and zones with different intensity of their economic development. This structure reflected the developed interaction between the territories and the seacoast. This interaction was expressed in linear planning solution formations for such territories. The location of settlements along the near-shore railway and highway was due to the historically established and mostly seasonal purpose of the Black Sea resorts.

This approach has determined many shortcomings that negatively affect the conditions for further urban development of coastal areas. Some of the infrastructure of these Territories has been extremely overloaded by this.

A powerful impetus is needed in the development of the Black Sea coastal resort areas nowadays. The new Concepts for the Development of General planes of Coastal Resort Areas should take into account both the new principles of territorial division into areas and macro coning. It is necessary to take into account in updating a General planes new approaches to sustainable development of coastal areas, new indicators defining sustainable development of both tourism and tourist regions.

4. Architectural and planning organizing of the territory. Accounting of unique climatic, historical and cultural, social and demographic resources, new requirements to quality of the environment activity, recreation and tourism is necessary for realization of problems of transformation of resorts of the Krasnodar region into excellent resorts.

It is necessary to make the following main proposals to the Concept of Development of Resort Territories and to update the new General Plans for their development:

- 4.1 further formation of a sea facade of resorts (walking embankments, yacht-clubs, sea cruise and coasting moorings and development of coasting swimming, coastal hotels, high-quality housing and public and business estate, entertaining, leisure and business complexes, etc.);
- 4.2 building of the territory of municipal districts has to include further reconstruction and restoration of areas of historical building, elimination of still existing low-quality building, new construction of the developed service centers and transport infrastructure, landscape improvement, expansion of highways, formation of the expressive front of building turned to the sea, the obligatory device of parking's, creation of a cascade of the planted trees spaces and improvement of territories, carrying out a complex of nature protection actions and many other corrective actions.



5. Combination of the unique geographic, botanical and zoological resources which are characterized by high degree of a biodiversity with rich balneological base, complexity of orographic, hydrological, engineering-geological conditions cause simultaneous presence of a large number of the planning restrictions substantially complicating its territorial development in the coastal resort territory.

The boundaries of zones with special conditions for resort territories should be further studied, carefully developed and allocated when updating the Concept of development of regional General plans.

The concepts of the development of General plans and the priority development of resort and balneological functions should also ensure the improvement of the quality of life, recreation, the use of recreational resource by both tourists and the local population. The development of coastal resort areas within the framework of the adjustment of the General Plans should also be aimed at improving the environmental situation in the regions.

The problem of sustainable development of coastal territories of Krasnodar region lies in the conflict of three contradictory functions: economy, social and environmental. Success of development will depend on the correct ecological and socially conditioned choice of strategy for formation of resort and tourist complex as a city-forming industry.

The resort area, as a unique object, has the following characteristics, which must be taken into account when assessing the sustainability of its development based on General Plans:

1. Specialization of tourist and recreational areas is directly related to its natural and recreational resources.
2. Difficult to update natural resources.
3. Probability of crossing the interests of the local population and tourists.
4. The lack of diversified sources of income of the region is a highly specialized economy, which exists at the expense of conditions created and implemented in this region.
5. There is a link between the sustainable development of economic, socio-cultural, natural and institutional subsystems and the sustainable development of the recreational and tourism sector in the region, which includes elements of all the subsystems listed.
6. Dependence of other subjects of the economy (trade, entertainment, etc.) on the workload of the resort and recreational system of the region.

Considering in detail the sustainable development of the resort and recreational territory, based on its main specialization and needs, it is possible to somewhat expand the traditional typology of elements of sustainable development of the territory.

Only the combined sustainable development of all directions (development of landscape and recreational zones, development of social and economic structures, economic development, social and demographic development, environmental protection, development of administrative environment, cultural and spiritual development) can ensure balanced development of resort territories of the region taking into account the interests of all interested parties. In general, the sustainable development of resort and recreational areas can be characterized as a long-term process of tourism development within the region, as a result of which socio-economic and other goals are achieved, without prejudice to the natural and cultural heritage and local population. Sustainable development thus means adherence to the following principles:

1. Rational use of natural, cultural and other difficult resources.
2. Preservation of socio-cultural characteristics and national identity of the local population.
3. Ensuring the long-term functioning of the resort and recreational complex, social responsibility of the business.

Sustainable development could be achieved through the improvement of General Plans for the development of such territories.

At the scientifically based and system focused approach the Black Sea resorts of the Krasnodar region can take place as the world sports, improving and rehabilitation tourist center.

Intensive development of a natural complex of coastal resort territories will demand the town-planning concept with revision of the principles of functional zoning and the organization of land use traditional for general plans of the cities, with obligatory observance of the modes of building and operation, carrying out monitoring and the maintenance of service of environmental safety, in borders of an ecological framework of the territory.

## Conclusions

When working on updating of General plans taking into account the purposes of their sustainable development it is necessary for resort regions of the Black Sea coast of the Krasnodar region:

1. to make the complex and detailed analysis of the current state of the region (to create the basic plan);
2. to process the main city-forming forecasts directions;
3. to develop a modern town-planning resort component of General plans on a basis from cluster forecasting;
4. to reconsider inside territorial zoning and division into districts taking into account the changes which happened in recent years;
5. to reconsider justification of planning solutions of small settlements (other scale of specification and other extent of study of the proposed solutions is necessary);
6. it is necessary to carry out profound development of a transport framework of territories and the region with study of its main knots;
7. taking into account the law on strategic planning of regions, administrations of coastal resort territories are obliged to develop new strategy of social and economic development.

It is possible to draw the following conclusions based on stated above [1-2, 4-5]:

1. Maintaining its prestigiousness and competitiveness and their subsequent transformation into the modern sanatorium (spa centers), business, sports and tourist centers of world level, the providing maximum growth of own profitable base has to become a main goal of further development of coastal resorts of the Krasnodar region.
2. There has to be an increase in a share of the busy population in all branches of economy of the region by 2030. It has to be connected, first, with development of resort economy, legalization of a significant amount of jobs in private business, growth of industrial production, expansion of a field of activity of small business.  
The possibility of combination of rest with business activity, change of recreational infrastructure, active development of tourist, sports spheres and winter recreation facility have to lead up to 80-90% to increase in a share of the objects working all the year round.
3. There has to be an increase in a share of the busy population in all branches of economy of the region by 2030. It has to be connected, first, with development of resort economy, legalization of a significant amount of jobs in private business, growth of industrial production, expansion of the sphere of activity of small business.

4. It is necessary to reduce considerably fluctuations between year-round and seasonal employment.
5. Further withdrawal from resort areas of the enterprises, which are not meeting ecological and sanitary requirements, has to be provided in updating of General plans of resorts. Improvement of an ecological situation, release of the territories suitable for town-planning development and a recreation has to result from carrying out of such enterprises.

Basic changes in a configuration and structure of resort agglomeration, including by intensive development of the meridian directions, formation of the new planning structures united by the modernized system of communications have to be provided in the Concept of further development of resort territories.

6. It is necessary to consider the most significant use of the coastal cluster and development of sea zones (design and construction of yacht harbors, modular beaches) and gradual withdrawal of construction from the seacoast in a little mastered, but not less attractive foothill zones and placement new recreational facilities in the depth of the territory on prospect.
7. The main indicators (socio-economic and environmental direction) for assessing the sustainability of the development of tourist territories should also be determined. This provides the basis for the development of mathematical models that allow periodic review of priorities and measures to adjust the trajectory of development of tourist territories to ensure their sustainability, as laid down in General plan for the development of such regions.

Updating of General plans of development of coastal resort territories can be presented in the form of the compensation changes made at realization in terms of increases in efficiency of achievement of the medium-term purposes.

Updating of General plans has to be carried out with respect for the following principles:

1. Accounting of changes of the external environment (possible amounts of financing of actions);
2. Orientation on the made decisions (the principle of continuity of decisions);
3. Adjustment cannot be continuous (the principle of discretization);
4. Persons who will realize the made decisions have to be involved in adjustment (heads of the working groups and Concepts, directly responsible for realization of actions);
5. The principle of recurrence based on use of standard procedures of specification of the Concept of General plans;
6. Principle of the sequence (community of methodology).

The list of changes and additions is carried out by the working groups on subjects of sustainable development of resort territories based on General plans of their development. Adjustments have to be accepted on Coordination councils on sustainable development of resort territories.

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