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ASSESSING THE MATURITY OF THE STRATEGIC PLANNING SYSTEM  
IN LARGE MUNICIPAL ENTITIES

Speciality 08.00.05 -  
Economics and Management of National Economy  
(Regional Economy)

ABSTRACT OF DISSERTATION  
for a degree of  
Candidate of Economic Sciences

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Yekaterinburg 2020

**Relevance of the research topic.** The past decade has been marked by the development and streamlining of strategic planning, an increased interest in the use of strategic planning methods in public administration, an expanded legal framework for strategic planning. Federal Law 172 of June 28, 2014 "Strategic planning in the Russian Federation" clearly defined the powers of the authorities, including the powers of local self-government bodies related to the strategic planning. However, the strategic planning system defined by the Law remains incomplete.

Analysis of the strategic planning system in municipalities with a population of over 500,000 people revealed that more than 50% of municipalities do not have a socio-economic development strategy. Municipalities that have developed a strategy, 45% of municipalities have a forecast of socio-economic development. Not all municipalities, even with a socio-economic development strategy, have a list of relevant programs. If programs are available and even included in the budget, there are general in nature and there are not related to the strategy. There is no budget forecast in municipal entities.

It should be noted that the decree of the President of the Russian Federation "The Approval of the Basic Principles of the State Policy of the Regional Development of the Russian Federation for the Period until 2025" of 16.01.2017 No. 13 sets the equal access of the Russian population to the social and economic benefits, ensuring compliance with economic, political and social rights throughout the territory in each municipality. The strategic planning should promote the equalization of living standards and the quality of life in addition to the government policy.

Today, according to the HSE University, more than 57,000 strategic documents are being implemented in Russia, and more than 500,000 target indicators have been set. At the same time, the strategies themselves have no fundamental differences, both in form and content. And if the unity of the form of the socio-economic development strategies of municipalities is not, in our opinion, a negative quality, as it speaks of a certain unification, the lack of substantive differences indicates that the municipal authorities do not fully understand the

specifics of strategic planning and treat the procedure rather formally. This thesis is confirmed by the author's analysis of the strategic goals presented in the socio-economic development strategies.

Thus, although the experience of strategic planning in Russia is more than twenty years old, and if we follow the continuity of long-term planning, starting from the Soviet period, it is much longer, we can say that the strategic planning system in the Russian Federation is still not sustainable or mature.

The current situation is largely due to the lack of use of quality assurance mechanisms for strategic planning as the maturity of the strategic planning system in the municipality can only be determined by using assessment methods.

At the same time, the introduction of tools for evaluating strategic plans is particularly important for large municipalities, as it is the concentration of economic, political, cultural, and social innovations, attract the population and provide the bulk of the gross regional product.

The need to improve strategic planning tools as a mechanism for regulating and managing the socio-economic development especially in large municipalities, the lack of a unified system for assessing the quality of the content of strategic documents and the effectiveness of their introduction into the municipal management system determined the relevance of the topic and content of the dissertation research.

**The degree of elaboration of the scientific problem.** Theoretical issues of strategic planning of territories development have been studied for a long time, and there are most widely disclosed in the works of such Russian economists as Animitsa E. G., Bochko V. S., Voronina A. G., Davankov A. Y., Yegorshin A. P., Knyagin V. N., Kushlin V. I., Lapina V. A., Leksin V. N., Lviv D. S., Mingaleva Zh. A., Mirolyubova T. V., Plyakin A.V., Radaeva V. V., Rokhchin V. E., Turgel I. D., Schipler R. I. and others. Features of the large urban governance both in the Soviet and post-Soviet period, was considered in the works of V.S Bogolyubov, N.Y. Vlasova, B.M. Grinchel, L. Gokhberg, B.S. Zhikharevich, G.M. Lappo, O.P. Litovka, P. Rudnik, A.I. Tatarkin and others.

General theoretical and practical issues of the strategic planning for socio-economic development of municipalities have been studied in the works of the native scientists as D.M. Lantsev, N.B. Jundy, B.S. Zhikharevich, S.F. Zhilkin, A.A. Kerashev, T.T. Avdeeva, Y.V. Filippova, R.D. Hunagov, V.N. Ovchinnikov, and works of Strategic Planning Resource Center at the Leontief Centre, Institute of Urban Economics and others.

The issues of strategic planning and territorial planning were developed in the works of such foreign authors as I. Toshich, J. Forester, G. Minzberg, G. Gordon, I. Ansoff, R. Simons.

The studies of urban and territorial development are devoted to the works of V.L. Glazychev, R.A. Popov, A.E. Balobanov, N.P. Ketova, O.I. Genisaretsky, A.A. Jharimov, A.A. Yermolenko, P.A. Orekhovsky, A.A. Mokrushin.

The questions of development and formation of systems of indicators of socio-economic development of territories of municipalities and monitoring are devoted to the works of G.Y. Vetrov, D.V. Vizgalov, A.A. Shanin, V.E. Rohchin, K.N. Znamenskaya, E.V. Tishin, E.N. Zakharova, A.Y. Kazanskaya, A.N. Shirokov, S.N. Yurkova.

Theoretical problems of assessment application as a management tool in economic systems of different levels are presented in the works of foreign researchers as M. Skryven, A. E. Suhman, P. Rossi, K. Weiss and such Russian authors as N.V. Kleckin, V. L. Simonova and others. The applied aspects of the assessment in the regional and municipal management system have been studied by V.P. Babintsev, G.Y. Vetrov, D.V. Vizgalov, A.S. Lappo, I.V. Danilova, A.A. Dyakonov, I.V. Yelokhov, E.V. Nikulina, A.V. Semenov, E.A. Shishkina and others.

The process of development, implementation and evaluation of strategic plans for social and economic development of the territory of the municipality has been studied in the works of N.M. Shodorova, R.K. Sanzhitsyrenova, I.M. Habaeva, I.V. Sugaipova and V.A. Mau.

Scientific developments on evaluation in the system of municipal strategic planning are presented by the works of the "Fund "The Institute for Urban Economics", the international Center for Social and Economic Research "Leontief center"(CJSC ICSE "Leontief Centre"), the Center for Strategic Research, and others.

At the same time, the existing scientific work and the author's research have shown that the practice of strategic planning has not been fully developed with the existing regulation.

**The purpose of the study** is the systematization of the features of the strategic planning system development in the major cities of Russia.

Achieving the goal required the following **tasks**:

- to study the specifics of the strategic planning system development in the Russian Federation, regions and municipalities;
- to justify the necessity, theoretical content and practical value of using the assessment of the strategic planning system for the socio-economic development of large municipalities;
- to propose a methodology for assessing the maturity of the strategic planning for the socio-economic development of large municipalities;
- to test the methodology for evaluating the strategic planning system in large municipalities;
- to develop methodological recommendations for increasing the efficiency of the strategic planning system for the socio-economic development of large municipalities.

**The object of the research** is the strategic planning system in large municipalities of the Russian Federation with a population of over 1 million people.

**The subject** of the study is the organizational and economic relations arising in the process of the strategic planning system development, considering the level of maturity of the system that ensures long-term sustainable development.

**Theoretical and methodological basis of the research.** The theoretical basis of the research was formed by the theories of regional and municipal economy,

theories of state and municipal management, strategic planning. A systematic, functional, institutional, methodological approaches were used. Methods of comparative and structural analysis economic-statistical research methods, specialized tools of strategic analysis (PEST, SNW and SWOT analysis, etc.), method of expert consultation were applied.

**The information base of the research was formed** by regulatory legal acts of the federal, regional and local levels, which consolidate the directions and forms of increasing the efficiency of socio-economic development in the field of strategic planning and evaluation. Official materials of the Federal State Statistics Service, reports of heads of municipalities "The effectiveness of local government", materials from the official websites of the subjects of the Russian Federation and municipalities, the Ministry of Economy of the Russian Federation, materials collected personally by the author, including the results of an expert consultation conducted by the author among the heads and other leading specialists of municipal administrations.

#### **Scientific novelty of the research.**

The understanding of strategic gaps in the strategic planning system of municipalities was structured; external and internal strategic gaps due to the influence of organizational, regulatory, communication and resource factors at all levels of strategic planning were identified.

The concept of "maturity of the strategic planning system" has been introduced into scientific use, the distinctive feature is the identification of five levels of maturity; specific characteristics have been developed for each level and an assessment methodology combining quantitative and qualitative assessment has been proposed. The author's proposed approach allows to compare municipalities by the level of maturity of the strategic planning system, and to identify strategic gaps that hinder effective long-term planning.

A methodology for assessing the level of maturity of the strategic planning system for the large municipalities has been developed, which consists in calculating a composite indicator that allows to compare the municipalities by the level of maturity of the strategic planning system.

An alternative system of regulatory measures is proposed, including the Municipal Strategic Planning Standard, the implementation of which will increase the efficiency of local governments in the implementation of strategic plans.

**Theoretical and practical significance of the dissertation research.** The theoretical importance of the dissertation research is the compilation of information that contributes to the expansion of the theoretical and methodological basis of municipal strategic planning, the instrumental potential of assessment application, and the analysis of the strategic planning implementation. The practical results are the development and systematization of methods and tools in the system of municipal strategic planning, as well as monitoring its implementation.

The practical significance lies in the development of methodological recommendations to improve the effectiveness of strategic plans, as evidenced by the implementation certificates.

**The structure of the dissertation.** The dissertation consists of an introduction, three chapters, conclusion, appendices, and a list of used sources. The first chapter provides a general theoretical context: the problems of forming a strategic planning system and identifying strategic gaps are discussed, a research is conducted that confirms the hypothesis that this system is not perfect in municipalities of the Russian Federation, and conclusions are drawn about the low maturity of the strategic planning system at the municipal level. In the second chapter, a methodology for assessing the maturity of the strategic planning system is proposed. The main indicators are identified and indicators are proposed for an objective assessment of the level of maturity of the strategic planning system in large municipalities. The third Chapter provides a test of the proposed evaluation system. Recommendations and algorithms for solving the problem and improving the strategic planning system are proposed. In the conclusion the key findings of the research are formulated.

