

Strategic planning toolkit in the social development of the regions of the north caucasus federal district

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Abstract. The article shows the need for strategic planning as an effective tool for solving social problems in the constituent entities of the North Caucasus Federal District. The regional strategies reveal the commonality of social goal-setting associated with the development of human potential and the growth of the quality of life, as well as particular specifics, reflecting the most acute life-supporting problems in the region. The work also demonstrates the low efficiency of state programs as a tool for implementing social priorities in the regions of the North Caucasus Federal District. Considering the status of the North Caucasus Federal District as a priority territory, it was proposed to make subprograms and design solutions in the context of federal projects dedicated exclusively to solving social problems in the subjects of the North Caucasus Federal District in the section "New quality of life" in the state federal programs and in socially oriented priority national projects. To implement project activities in strategic planning and state programming in social practice in the regions of the North Caucasus Federal District, an organizational and supporting mechanism for the development and implementation of socially significant regional projects has been substantiated.

1 Introduction

The relevance of the research is due to the need to incorporate strategic planning into the practice of managerial decisions related to leveling the social problems traditionally acute for the regions of the North Caucasus Federal District (NCFD). Also, in the context of economic crisis phenomena, strategic planning not only retains, but enhances its relevance, acquiring new guidelines, accents, forms, and methods of implementation, in particular, within the framework of the program-target and project approaches.

A number of works show [1, 2, P. 17-23] that the regions of the North Caucasus traditionally have a crisis list of social problems associated with high unemployment and poverty, low living standards and the quality of social services, especially in rural areas, infrastructure deficits in education, healthcare, housing and communal services, sports, etc. There is also no strategic vision for the development of the social services sector; budgetary relations in the social sphere have sharp contradictions, against the background of low paying capacity of the population and the rapid commercialization of the social sphere, state funding for such services is being reduced, etc. A stagnating economy causes unemployment, migration outflow of the population from North Caucasian regions, budget deficits and, as a result, social infrastructure develops that chronically lags behind the average Russian level and does not meet the demographic needs of the North Caucasus Federal District.

These circumstances impose additional responsibility on the regional authorities in the search for mechanisms for the social development of subordinate territories, one of the effective tools of which is strategic planning. Such problems are fully understood by the Russian state and the local ruling elite, and are reflected in the key strategic documents for the development of these regions of the country.

2 Material and Methods

The immanence of strategic planning both in the management of territorial development and in solving social problems is evidenced by both foreign [3-7] and domestic theory and practice [2, 8-11], which constituted the methodological basis and applied research guidelines.

The comparative content analysis of strategic planning tools used a systemic methodology, as well as the methodological principle of the general and the particular, defining the general within the framework of the North Caucasian social problems, and the particular based on the specifics of socially oriented goal-setting, programming, and design in the constituent entities of the North Caucasian Federal District.

The empirical base of the research was regulatory documents of strategic planning, information and reporting materials of executive authorities in the constituent entities of the North Caucasus Federal District, as well as empirical data on social issues in these regions of the country.

3 Results and Discussion

A comparative analysis of the Development Strategies for the constituent entities of the North Caucasus Federal District (Table 1) for the relevance of social issues, revealed not only the presence of system-forming goals related to the development of human potential, the growth of the quality of life, ensuring the harmonious development of society but also the commonality of positions on a number of socially significant priorities, such as ensuring employment and increasing incomes of the population by stimulating small businesses, self-employment, primarily in the rural economy, tourism, and manufacturing; improving welfare and quality of life through utilities, housing, energy, transport, water management infrastructure; ensuring a high level and availability of social services in health care, education, sports, and culture.

Table 1. Specific features of the social orientation of the North Caucasus Federal District Development Strategies

RF entity strategy	Social priorities	Content
Republic of Dagestan	"House of Peoples", Republic of Dagestan	Formation of favorable conditions for self-fulfillment, a comfortable place for life, work and creativity, recreation and sports for all ethnic groups
Republic of Ingushetia	Creation of a comfortable social space	development and equal accessibility of social services throughout Ingushetia
Karachai-Cherkess Republic	Public utilities development	inventory and property specification, resource-saving programs for the modernization of utilities
	Housing sector	dynamic housing construction through loans to the population and social housing
Republic of North Ossetia-Alania	Sustainable economic development of mountainous areas	specification of legal and administrative status, infrastructural arrangement, employment of the population in small business agro-formats
Chechen Republic	Highly effective social complex	creation of conditions for the harmonious development of the individual and society in general, a high level and quality of life of the population
Stavropol Krai	Territory of stability, peace, harmony, and mutual respect	unity of economic, social, constitutional and legal space, equality of citizens, preservation of the human environment, effective use of the diversity of regional modernization in the interests of every citizen
	Human development	empowerment of each resident in the context of professional competence and mobility, innovative culture and productive mentality, self-organization and effective self-fulfillment

Compiled by the authors based on the results of the content analysis of the North Caucasus Federal District Socio-Economic Development Strategies

The specific features of the social orientation of the Development Strategies for the North Caucasian Federal District reflect (Table 1) either the most acute life-supporting problems, or the vision of the region as a territory comfortable for the life and activity of the local community.

Meanwhile, in the high subsidization of the budgets of the North Caucasian regions, aggravated by large-scale social burdens, the most significant social issues are the objects of 11 federal state megaprograms, united in the section "New quality of life"

and included in 10 national projects in accordance with the Decree of the President of the Russian Federation No. 204 of May 7, 2018, as well as the state program "Development of the North Caucasian Federal District until 2025", the key objectives of which are the creation of new jobs and large-scale infrastructure development health and education.

Another important mechanism for the implementation of the social priorities set out in the goal-setting documents in the regions of the North Caucasus is the regional state programs (Table 2), the list of which covers all key social sectors and spheres of life, which account for, on average, $\frac{3}{4}$ programs implemented in the regions of the North Caucasus Federal District and about 70% of the budget allocated for all regional programs [2, P. 17-23].

Against a decrease in budget funding and a high subsidization of the subjects of the North Caucasus Federal District, the resource provision of regional programs turns out to be in deficit and is tested for insufficient level of their effectiveness associated, as a rule, with failure to fulfill or untimely fulfillment of contractual obligations by contractors, changes of federal legal acts during the calendar year, affecting the budgeting of programs and the need to refuse financing of non-priority activities, changes during the calendar year in the functionality of the executive departments responsible for the implementation of programs, low quality planning of performance indicators for program activities [2, P. 17-23].

Table 2. List of state (regional) socially-oriented programs in the regions of the North Caucasus Federal District

Object of programming	Republic of Dagestan	Republic of Ingushetia	Kabardino-Balkar Republic	Karachai-Cherkess Republic	Republic of North Ossetia-Alania	Chechen Republic	Stavropol Krai
Healthcare	+	+	+	+	+	+	+
Education	+	+	+	+	+	+	+
Culture	+	+	+	+	+	+	+
Environmental management	+	+	+	+	+	+	+
Physical culture and sports	+	+	+	+	+	+	+
Social support to population	+	-	+	+	+	+	+
Accessible environment	+	-	+	+	-	-	-
Housing and utilities	+	+	+	+	+	+	+
Tourism and recreation	+	+	+	+	+	+	+
Employment	+	+	+	+	+	+	+
Public organizations and civil society institutions	+	+	+	+	+	+	+
Public order and safety	+	-	+	+	+	-	+
Natural and man-made emergencies	+	+	+	+	-	+	+
Youth policy	+	+	+	-	+	+	+
Urban environment	+	+	+	+	+	+	+

Meanwhile, the system of strategic planning and, in particular, state programming in the constituent entities of the North Caucasus Federal District and the country in general, is undergoing significant changes, initiated, on the one hand, by the Federal Law No. 172-FZ of June 28, 2014, "On strategic planning in the Russian Federation", and on the other, by the introduction of project management, including that provided for by the above-mentioned presidential decree, and finally, by giving the North Caucasian macro-region the status of a priority territory, obliging to include in state federal programs sections on advanced development and achieving key indicators not lower than the average Russian level (Decree of the Government of the Russian Federation No. 831 of 12.07.2017).

We propose to single out subprograms from the section "New quality of life" within the framework of the above-mentioned federal-level state programs, which are devoted exclusively to addressing social problems in the North Caucasian regions. Equally, in socially oriented priority national projects ("Healthcare", "Education", "Culture", "Demography"), design solutions in the North Caucasus Federal District should be distinguished in the context of four federal projects: "Health of the North Caucasus Federal District", "Education of the North Caucasus Federal District", "Culture of the North Caucasus Federal District", and "Comfortable social environment of the North Caucasus Federal District". On the one hand, these areas affect each person, determine the quality of life and form "human capital" – an educated and healthy nation, the social well-being of society and the demographic well-being of the country in general and the regions of the North Caucasus, in particular, depend on their condition.

On the other hand, the focus of design solutions on significant social sectors allows considering the North Caucasian specifics and at the same time unifying management decisions for regional administrations as standard regional strategic projects, or integral regional “road maps”, including interrelated projects united by a common strategic intention in key social areas. In fact, the development of strategic priorities for the social development of the regions of the North Caucasus Federal District in the format of a regional strategic project is a new type of strategic design in the regional dimension and typical for North Caucasian entities. The implementation of the proposed initiatives requires developing an algorithm for management procedures for interagency interaction with the participation of federal and regional executive structures with the integrating role of the Departments of Territorial Planning of the North Caucasus Federal District, as well as the strategic and investment development of the North Caucasus Federal District under the Ministry of Economic Development of the Russian Federation.

As part of the implementation of project management in strategic planning and state programming in the constituent entities of the North Caucasus Federal District, the implementation of project activities in regional social practice becomes acute.

In this regard, the authors substantiated an organizational and supporting mechanism for the development and implementation of socially significant regional projects, containing obligatory structural and functional elements.

They include tools for prioritization, initiation, certification, planning, and reporting in the management of the project itself, organizational support as part of the Coordinating Group of the Project Council under the Head of the North Caucasus Federal District, the Regional Project Office, the Regional Project Committee, Sectoral Project Committees for priority social areas, providing support in the form legislative acts, information systems and administrative regulations.

In addition, considering the adaptation of methodological recommendations for organizing project activities in federal executive bodies, an algorithm for managerial decisions should be developed, detailing the composition and sequence of procedures during the development and implementation of socially significant regional projects in the constituent entities of the North Caucasus Federal District, including their initiation, development, approval, implementation, and transfer of data upon completion to the regional bank.

4 Conclusions

The study allows making the following conclusions and recommendations:

1. The need for strategic planning is shown as an effective tool for solving social problems in the constituent entities of the North Caucasus Federal District, characterized by chronic socio-economic backwardness in the country and, as a consequence, are traditionally a crisis list of social problems associated with high unemployment and poverty, low living standards, quality of social services, especially in rural areas, infrastructural deficiencies in education, health care, utilities, sports, etc.

2. A comparative content-analysis of the Development Strategies for the constituent entities of the North Caucasus Federal District for the relevance of social issues, revealed not only the presence of system-forming goals related to the development of human potential, the growth of the quality of life, the commonality of positions on a number of socially significant priorities, such as ensuring employment and increasing incomes of the population, welfare and quality of life, ensuring a high level and accessibility of social services, as well as the specific features of regional strategizing, reflecting either the most acute life-sustaining problems, or the vision of the region as a territory comfortable for the life and activities of the local community.

3. Social priorities in goal-setting documents are implemented in the regions of the North Caucasian Federal District within the framework of federal state programs, such as the key state program "Development of the North Caucasian Federal District until 2025", and regional state programs, covering key social sectors and spheres of life in constituent entities of the North Caucasus Federal District. Reduced budgeting and high subsidization of the subjects of the North Caucasus Federal District, leading to a scarce resource provision of programs, and an insufficient level of their effectiveness, associated with the insolvency of the executive and managerial functionality, significantly neutralize the effectiveness of managerial functions.

4. Considering the status of the North Caucasus Federal District as a priority territory that provides for advanced development and the achievement of key indicators not lower than the average Russian level, it is proposed to single out subprograms from the section "New quality of life" within the framework of the above-mentioned federal-level state programs, which are devoted exclusively to addressing social problems in the North Caucasus Federal District, as well as in socially oriented priority national projects ("Culture", "Healthcare", "Education", "Demography") outline design solutions in the context of four federal projects: "Health of the North Caucasus Federal District", "Education of the North Caucasus Federal District", "Culture of the North Caucasus Federal District", "Comfortable Social Environment in the North Caucasus Federal District".

5. To implement project activities in strategic planning and state programming into social practice in the regions of the North Caucasus Federal District, an organizational and supporting mechanism for the development and implementation of socially significant regional projects has been substantiated, including tools for prioritization, initiation, certification, planning and reporting in the management of the project itself, organizational support as part of the Coordination Group of the Project Council under the Head of the North Caucasus Federal District, the Regional Project Office, the Regional Project Committee, Sectoral Project Committees on social priorities, providing legislative, informational, and administrative support for regulations.

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