The Role of Strategic Planning in the Implementation of National Policy in the Russian Federation

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Abstract. Strategic planning acts as a key tool for the preparation and implementation of national policy at the level of state and municipal administration. Given the limited resource capabilities of the budget system of the Russian Federation, the strategy allows us to purposefully solve the tasks set and ensures the implementation of the principle of a multinational state. The purpose of the study is to assess the organizational and legal potential of strategic planning of national policy at the level of the Russian Federation, its subjects and municipalities. The article provides for the application of an institutional approach that allows assessing the effectiveness of national policy management at different levels of public authority. The structural and functional method determined the possibility of evaluating the effectiveness of the national policy management structure. In the course of the research, the potential of the process of planning and implementing national policy is revealed. The scientific significance of the findings lies in the classification of the typology of national policy management in the region and the municipality. The novelty of the work is to identify the features of regional and municipal practices of national policy management.

1 Introduction

The strategy of modern state national policy was formed during the 1990s - 2000s and was the result of the transformation of national relations in post-Soviet Russia. The content of the 1992 Federal Treaty, which fixed the uniform principles of regulating relations between the federation and subjects on the basis of equality of ethnic groups, also proves to be a confirmation of centrifugal trends in interethnic relations. The contractual nature of the settlement of interethnic relations was designed to form a model of their constitutional consolidation in 1993 [1], based on the equality of the subjects of the Russian Federation in the implementation of state regulation of interethnic relations, the right to self-determination of peoples through national-cultural autonomy and the asymmetry of federal relations.

The constitutional consolidation of the priorities of the state national policy has created conditions for their implementation at the level of state and municipal levels of

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government. But at the regional level, contradictions arose in connection with the need to grant ethnic groups the right to national self-determination within the autonomy [2]. The transformation of the trends of state national policy in Russia begins in 1995–1996. The reason is the implementation of key areas of administrative reform in various spheres of society. The ideology of administrative management has been replaced by public management based on the involvement of various entities in the process of making managerial decisions based on planning and forecasting. The strategic approach to the planning of national policy in the Russian Federation is becoming a priority of the ideology of public management and the basis of an independent sphere of public administration.

2 Materials and Methods

Achieving the research goal of assessing the content and tools of national policy implementation in the Russian Federation, regions and municipalities becomes possible by solving the following tasks: to reveal the content and stages of development of state national policy; to identify trends in the implementation of goals and objectives of national policy strategies; to evaluate models of national policy implementation at the regional and municipal levels of government; to identify the potential of strategic planning in the management of state national policy. The implementation of the objectives of the article becomes possible through the use of an institutional approach. The national policy is evaluated as a set of goals, objectives and achieved indicators in this area of management. In these conditions, national policy is a set of practices of regions and municipalities.

The methods of scientific research were also the logical method, methods of analysis (synthesis), structural and functional analysis. They made it possible to assess the factors of the external and internal environment, and their impact on the strategy of national policy. In the process of analyzing the regulations of the Omsk region and the Omsk city district, the peculiarities of regional and municipal practices were identified. The achievement of research results is ensured by the unity of methodology and source base.

3 Results

The transition to a program-oriented approach to the implementation of national policy has ensured the adoption of sectoral strategies and programs in this area of management since mid-2010. However, the practice of strategic planning acquires a formal legal character after the adoption of the Strategy of the State National Policy until 2025 [3]. It made it possible to form a system of indicators of socio-economic development, taking into account the priorities of national policy. The goal-setting strategy is based on the phenomenon of the Russian nation, symbolizing belonging to the state and having citizenship [4]. Interethnic harmony and conflict prevention is a strategic priority of the state.

The formula "unity in diversity" becomes the ideological basis of the state national policy in Russia, consolidating the planned results of the strategy implementation. The amendments to the Constitution introduced in 2020 are a confirmation of the long-term nature of strategic commitments. The multinational people becomes a symbol of the priority of civil and original equality of ethnic groups while preserving their unique culture, ethnic traditions and historical continuity in the state strategy of national policy.

The analysis of regional practices of national policy implementation confirms the existence of systemic problems, the solution of which depends on the competent goal-setting of strategies and programs. In the Omsk Region, a state program has been approved that borrows the priorities of the federal strategy [5]. The regulations on the state authorities of the region fix the lists of specific measures [6].
The existence of issues of local importance in the sphere of ensuring interethnic peace and harmony in the territory of the municipality is ensured by the development of strategic planning documents, municipal legal acts. Priority areas of national policy are: support for the languages (cultures) of the peoples of Russia, protection of the rights of national minorities, support for national and cultural autonomies, adaptation of migrant workers and prevention of interethnic conflicts. Thus, the Decree of the Omsk City Administration No. 804-p defines the principles and directions of ensuring ethnic and confessional harmony in the territory of the city district [7]. The desire of territories to include national policy in the social direction of municipal policy is noted [8], which is due to a shortage of local budget funds.

The adoption of Federal Law No. 172-FZ symbolized the formation of a strategic planning system in Russia [9]. Since national policy is included in the list of subjects of joint jurisdiction of the Russian Federation and the subjects, it is strategic planning that becomes an effective mechanism for coordinating the interests of the state and municipal levels of government.

The settlement of interethnic relations in Russia since 2012 has been based on the priority of strategic planning and forecasting. The result of the implementation of the latter is the Russian people, which is part of the Russian identity and civic solidarity. In the future, the strategy was developed in the strategies of migration policy, national security and cultural policy.

The logic of strategic planning required the coordination of the objectives of the strategy and the programs adopted for its implementation. Thus, the state program "Implementation of the State National Policy" [10] recorded several coordinated subprograms: partnership of the state and society, civic identity, adaptation of migrants, preservation of indigenous minorities, prevention of extremism, etc. The difference between the programs and the strategy was the presence of a list of activities coordinated with the goal and objectives [11].

The choice of the typology of the management structure for the implementation of the state national policy at the regional level is a necessary condition for the effective achievement of the objectives of the strategy. The differences in regional practice are in the presence of one (23 subjects) or several structural divisions of executive authorities specializing in the implementation of state national policy (35 subjects) [12]. There is also a mixed model of national policy management in 26 subjects. The first option is typical for such subjects as regions and territories. The second one is for republics and autonomous regions (districts). Taking into account the line-staff management structure at the level of executive authorities of the regions, departments, administrations, bodies exercising powers in the field of interethnic and interreligious relations should be subordinated to a separate deputy head of the ministry with appropriate authority.

The analysis of institutional practices of national policy management indicates that the Omsk Region belongs to a mixed model. It combines the presence of a branch ministry responsible for creating conditions for the stabilization of interethnic and interfaith relations - the Ministry of Regional Policy and Mass Communications and the presence in the organizational structure of the Ministry of two independent units - the Department for Work with Local Governments and Interaction with Civil Society Institutions and the Sector for Nationality Affairs and Interaction with Religious Organizations, which directly subordinate to the Deputy Minister. The mixed model of regional institutions that ensure the implementation of the federal strategy and regional program in the field of national policy turns out to be the most dynamic and takes into account the acuteness of interethnic relations in the region.

A similar institutional practice of implementing national policy is developing in municipalities. The issues of implementing measures to prevent interethnic and interfaith
Conflicts are within the competence of the deputy heads of municipalities, emphasizing the special importance of this issue of local significance. Some differences in the organization are present at the level of urban districts, which is a consequence of the greater density of the multinational population. Often a specialized management (committee) is created on matters of national politics, religion and public associations. The format of public councils is also represented by councils or commissions for the harmonization of interethnic and interfait relations.

4 Discussion

The problems of assessing the content and mechanisms of state national policy are in the focus of attention of the scientific community. Taking into account the orientation of research practices, the following objects of discussion can be distinguished. Firstly, the issues of the conceptual, ideological nature of national politics, taking into account its historical context [12] [13]. Secondly, the regional context of national policy is the object of close attention of the scientific community, which is associated with changes in strategies and programs of state national policy [14] [15]. Thirdly, the transformation of national policy directions in the context of globalization processes and the formation of multinational states is considered by the authors taking into account the comparative practices of foreign countries [16] [17].

5 Conclusion

Strategic planning of national policy in the Russian Federation is becoming a key mechanism for ensuring interethnic (interfaith) peace and harmony in society. The limited resource base, the asymmetry of the federation, the multinational composition of the population ensured the relevance of the implementation of a unified strategy of national policy. At the regional level, the strategy was complemented by state programs and the sectoral structure of the authorities. Municipal authorities were distinguished by the use of regional practices based on interdepartmental interaction of authorities. Strategic planning is characterized by a high degree of efficiency, ensuring the stability of interethnic relations on the territory of the state.

References


