Optimization of the Mechanism for Strategic Planning of Socio-Economic Development of the North Caucasus Federal District

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Abstract. Determining the path of socio-economic development in the context of total progress requires a comprehensive analysis of the features of the development of Russian regions, taking into account political, economic, social, environmental and other priorities and goals of sustainable development. The role of methodological support for the formation and implementation of the strategic development of the region as a socio-economic system is growing. Partially, such methodological support has been formed, however, problems and disproportions in the field of managing regional strategic development remain. The program of social and economic development of the North Caucasus, which has been implemented in recent years, has not brought tangible results. One of the most important problems is recognized as the problem of the quality of planning the socio-economic development of the territory, which does not provide the goal of overcoming the chronic backlog of the economy and the social sphere. According to the Accounts Chamber of the Russian Federation, the estimates obtained indicate problems in organizing the activities of development institutions. The current mechanism of strategic planning for the socio-economic development of the North Caucasus Federal District as a priority geostrategic macro-region of Russia requires a revision of the fundamental aspects of the development and implementation of documents and emerging institutions, the demand for special mechanisms of state support.

1 Introduction

The concept of sustainable development of the macroregion involves the provision of structural shifts in economic growth, initiating an increase in integral indicators of well-being and living standards of the population [1-2]. The conceptual framework and goals of sustainable development advocate minimizing the negative impact of economic activity on local ecosystems. This is justified by the need to improve the tools and methodological apparatus for determining the hierarchy of priorities for the socio-economic development of the region in the framework of the implementation of strategic decisions of a reproductive, institutional, evolutionary and empirical nature [3].

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The existing resource potential of the region (industrial, intellectual, economic, social and other components) makes it possible to determine the most optimal path for the development of the region in the long term. Determining the ways and prospects for the socio-economic development of the regions requires the identification and designation of a range of specific issues, the solution of which depends on their strategic future. It is also important to determine the position and role of the region in the strategic priorities and plans for the long-term development of the country. In addition, it is necessary to predict the future sustainable development of the region in order to determine the external conditions for its functioning and its role in this process.

The subjects of the federation are currently engaged mainly in solving tactical problems, but it is all the more important to determine the vector of the socio-economic and political development of the region, to determine the most priority sectors of the economy for its effective development [4-5].

Reasonable development and effective implementation of the regional strategic development policy should ensure:
- contribute to the accelerated socio-economic development of the region;
- to ensure the infrastructural, production-technological and socio-cultural integrity of the region;
- to implement the most expedient projects of social and economic development in the region;
- the most effective integration of the region into the all-Russian market.

2 Research Methodology

Regional development is a multi-system and multi-dimensional process, respectively, requiring an explanation of both the essential characteristics of regional transformation, drivers and barriers to regional development, as well as existing regional patterns and relationships, which finds expression in regional policy. Identification and systematization of socio-economic indicators is the most important stage in the analysis of the level of socio-economic development of the territory [6-8].

Today, the driving force behind socio-economic changes in the regions are direct control mechanisms implemented through corrective, equalizing, stimulating and supporting policies. However, in view of the transition to an innovative and digital model of the economy, high regional differentiation, there is an obvious need to modernize the institutional and regulatory tools for managing these processes.

To achieve the goal of the study, an analysis of the regulatory framework and practice of forming strategic planning documents was carried out. A set of mutually complementary methods has been applied, in particular, methods of retrospective and logical-structural analysis, methods of collecting, content analysis and processing of statistical information have been applied. The information base was made up of key documents of Russia’s strategic planning.

The study of the processes of regional development is of great theoretical, methodological and practical significance, which is due to the variety of approaches to the analysis of these processes, the strengthening of the common economic space of the regions, the stimulation of the processes of new regionalization, as well as the growing importance of human potential in solving the problems of regional economic policy. In this regard, a detailed consideration of the theoretical basis of regional development, which is the basis for identifying the features, trends, relationships and patterns of socio-economic development and growth of Russian regions, becomes relevant.
3 Results and Discussions

The analysis of scientific works allows us to conclude that the interests of the authorities in the context of the social component of sustainable development can be considered as a set of characteristics and features that reflect social stability in society, as well as the possibility of ensuring social obligations and social services [9].

Modernization of the structure and features of strategic planning and management of the socio-economic development of the region requires the development of effective methodological support for the processes of interaction between the participants in this process in order to ensure its quality and efficiency.

Between the various blocks of the socio-economic system of the region, as well as within them, there is a certain contradiction that necessitates the implementation of managerial influence on the part of the subject of strategic planning. Thus, the driver of strategic socio-economic regional development is a set of factors, conditions and patterns that determine the regional identity, economic opportunities of the territories and the structure of management, and not forces outside these territories [10]. The indicative plan in this sense, as a soft, guiding influence, contains significant potential. In this context, it is advisable to revise the basic algorithm for the development and implementation of strategic programs for socio-economic regional development, which serve as the basis for the required changes and modernizations in the regional economy, the achievement of short-term and long-term goals for the development of territories.

The maximum possible and stable economic growth of the socio-economic system (including the regional one) can only be ensured by an active stabilization state policy and government intervention in the economy, which can significantly reduce economic and social instability in society. Accordingly, the factors of regional development and regional growth in this case are state regulation of socio-economic regional processes and a combination of factors and tools of state influence [11-12].

Cooperation between regions and municipalities makes it possible to maintain and develop mutually beneficial relations and continue to develop relationships in all areas of interaction.

In conditions of turbulence and unpredictability of the external environment, long-term strategic planning cannot serve as a defining management tool. Under these conditions, informal methods of management come to the fore, in particular, intuition and openness of consciousness, which ensure sensitivity to perception and response to changes in the environment [13]. Certain assistance in such management can be provided by “strange attractors” - a kind of desirable and undesirable equilibrium states that can give meaning to the socio-economic system and serve as guidelines for current and long-term planning.

Determining the strategic path of socio-economic development in the context of total progress requires a comprehensive analysis of the specifics of the development of Russian regions, taking into account political, economic, social, environmental and other priorities. Modern economic science is gradually revising its traditional foundations, which usually include the concept of equilibrium, rational economic behavior, in favor of a broader interpretation of the processes and phenomena occurring in society and the economy, as well as the presence of complex relationships between them [14].

The state acts as a guarantor of providing the sphere of socio-economic development of the region with a legal justification, scientific ideas and knowledge. The main vector of the policy of strategic socio-economic development is the creation of comfortable conditions and ensuring the functioning of all life support systems of the population, in accordance with the postulates of the Constitution of the Russian Federation, as well as the current requirements and standards specified in Russian legislation. The concretization of the foundations of strategic development is given by Federal Law No. 172 [1] “On Strategic
Planning in the Russian Federation” [1, art. 3]. To solve the problem of territorial administration, the Strategy for the Spatial Development of the Russian Federation for the period up to 2025 was adopted and approved by the Decree of the Government of Russia dated February 13, 2019 No. 207-r. At the regional level, there are strategies for the socio-economic development of the constituent entities of the Russian Federation [1].

The main strategic goal and the most important priority for the development of Russia at this stage is to overcome the chronic lag in the socio-economic development of the regions of the North Caucasus Federal District (NCFD). It is the achievement of this goal that can be considered the main condition for political stability, integrity and national security of both Russia and the subjects of the North Caucasus Federal District [2].

The North Caucasian Federal District is a priority geostrategic macroregion of Russia, which occupies an important geoeconomic and geopolitical position, being the main transit corridor connecting Russia with the countries of the Transcaucasus and the Middle East. At the same time, the general level of development of the economy, infrastructure, social sphere and human capital of the macroregion is below the average for the Russian Federation [15-16]. These circumstances determine the special attention to its development on the part of the Government of Russia and the demand for special mechanisms of state support, including a separate federal development institution aimed at helping to solve the problems of the regions of the North Caucasus Federal District. The main problems of the macroregion, goals and objectives of development, priority areas for development and sectors of the economy of the territory are determined by the Strategy for the socio-economic development of the North Caucasus Federal District for the period up to 2030 (Decree of the Government of the Russian Federation dated April 30, 2022 No. 1089-p).

In order to solve the problems of the state regional policy in the North Caucasus in 2007-2017, development institutions were created as tools for developing the potential and supporting the socio-economic development of the North Caucasian Federal District. As a result of the discussion in the Government of Russia in 2020 of the problem of improving the efficiency of existing development institutions and the need to reform them, a decision was made on December 31, 2020 (Government Decree No. of the Corporation for the Development of the North Caucasus and the joint-stock company Elbrus Resort into a single Company [3]. The United Development Institute of the North Caucasus Federal District received a new name - Joint-Stock Company KAVKAZ.RF and is guided by the principles of sustainable development: responsible attitude to the environment, high social responsibility and high quality corporate governance.

In its activities, the corporation uses the following approaches [17]:

- Ecosystem. The society considers the external environment of its activities as a complex system of interrelated entities exchanging and transforming resources, and sees its role in harmonizing this system and giving it additional impetus for development.
- Formation of partnerships. The Company is an active player in attracting new partners, including national development institutions and financial institutions to the macroregion, and the main moderator in creating partnerships in the North Caucasus Federal District.
- Digital transformation. The Society is a development institution striving to bring digital technologies and solutions to development projects implemented in the North Caucasus Federal District.
- Working with the macro-region at different levels of government. The work of the Company is built on a system of business-oriented offices, taking into account the need for interaction with partners within the macro-region and beyond, as well as ensuring an equal and noticeable presence in all regions of the North Caucasus Federal District [18].

The strategic goal of the Company is to promote the creation of an attractive investment environment in the NCFD and the implementation of projects aimed at unlocking the socio-economic potential of the NCFD and improving the living standards of the population of
the macroregion. Achievement by the Company of this goal is achieved by solving the following strategic tasks [19]:

1. Assistance in the development of priority sectors of the economy of the regions of the North Caucasus Federal District.
2. Attracting partners and investors, including national development institutions and financial structures, to projects in the North Caucasus Federal District.
3. Ensuring an equal and visible presence of the Company in all regions of the North Caucasus Federal District.
4. Optimizing and increasing the effectiveness of state participation in projects in the North Caucasus by searching for the most optimal measures for specific projects.
5. Implementation of non-financial support measures to find financial resources and support of the regions of the North Caucasus Federal District when they are received.

To ensure a strategic maneuver, the Company will carry out reengineering of business processes - the organizational transformation of the Company and the transition to a system of business-oriented offices. This transformation will introduce a project-product approach, as well as ensure an “equal” and “noticeable” presence in all regions of the North Caucasus Federal District by strengthening linear functional links, as opposed to the previous organizational structure of the Company, blurred in the accompanying business processes.

However, a number of serious omissions are revealed [20]:

- there is no consistency in the interaction of participants in strategic planning within the framework of the tasks of sustainable socio-economic development of the subjects of the North Caucasus Federal District;

- indicators of the strategies of socio-economic development of the subjects of the North Caucasus Federal District and the Strategy of the North Caucasus Federal District are not related in terms of the timing of achievement under different scenario conditions of development;

- strategic documents of the regional level are not coordinated with the national goals and strategic tasks of Russia. Taking into account the adoption of the Decree of the President of Russia dated May 7, 2018 No. 204, only the Strategy for the socio-economic development of the Republic of Ingushetia for 2009-2020 and for the period up to 2030 was adjusted;

- the methodological recommendations for the development and adjustment of the strategy for the socio-economic development of the subject of the Federation and municipalities were not updated in terms of taking into account the directions of spatial development, as well as national goals and strategic objectives of the development of Russia [4];

- possible risks of failure by development institutions to achieve strategic goals and objectives of their creation and the absence of a clear mechanism for monitoring and controlling risks are not taken into account.

Thus, strategic planning documents do not perform the function of determining the vectors of their development, the decomposition of the goals of the strategies for the socio-economic development of the subjects of the North Caucasus Federal District into the tasks of regional development corporations has not been made, there are no strategic guidelines in the basis of the activities of regional development corporations [5].

Undoubtedly, the basis for the formation of regional policy should be taking into account the interests of the population, the business community and authorities, ensuring their coordinated behavior and involvement in socio-economic regional processes, which, in turn, is the most important condition for the successful implementation of state programs for the strategic development of territories [20].

It should be noted that when developing regional development programs that take into account sectoral development priorities, it is necessary to keep in mind the general
macroeconomic parameters of development, which include the growth rate of the gross regional product, as well as production volumes by sector. These data are predictive in nature, are calculated for each region separately and necessarily take into account regional factors that may affect their dynamics. In fact, carrying out such an analysis, the degree of investment attractiveness of not only individual sectors of the economy, but also the region itself as a whole is revealed.

The systematization of the activities carried out within the framework of such programs, the methods and instruments used for regional economic policy as a whole makes it possible to form a set of practical recommendations that complement the existing practice of regional management to ensure sustainable regional development.

It should be noted that the achievement of the strategic goals of the regions focused on ensuring sustainable development is impossible without the transformation of existing approaches to managing the socio-economic development of territories and the creation of conditions for the coordinated behavior of the business community, authorities and the population. This significantly affects the structure of the entire spectrum of relations between the population, the business community and authorities (economic, political, social, environmental and others), their behavior and readiness to compromise. Against the background of the need to determine the degree of balance of socio-ecological and economic interests of regional stakeholders, the question naturally arises of assessing the level of implementation of regional interests of each interested party [6].

Strategic priorities and tasks significantly exacerbate the issue of considering the interests of all participants in regional development. At the same time, the level of detail (decomposition) of the identified regional stakeholders largely depends on the management problem being solved.

Competitiveness and ensuring a high level of adaptability of the national economy to external and internal risks largely depend on whether the interests of the majority of economic entities are reflected in the processes of transformation and improvement of the economic system. An important characteristic of the involvement of the population, the business community and authorities in the processes of regional changes is the coordination of the interests of these stakeholders.

The process of organizing the management of the development of territories reflects the general logic of management procedures and includes the following stages or elements:
- goal setting;
- assessment of environmental factors;
- assessment of internal threats and opportunities;
- drawing up alternatives;
- development and implementation of the strategy;
- control and monitoring of the implementation of the strategy.

The existing methodological apparatus also has some general patterns. The most important aspect is the classification of regions within the boundaries of the proposed scale, followed by the identification of drivers and barriers to sustainable regional development. With regard to the features of sustainable regional development, an assessment of the level of implementation and balance of various interests of regional interest groups should take into account a number of important assumptions, for example, the possibility of integrating economic, social and environmental spheres in the management of regional development. Therefore, it is advisable to consider the balance of interests through the prism of all areas of sustainable development, since the shift in the target priorities of stakeholders can lead to the appearance of synergy effects in the implementation of the principles of the concept of sustainable development, or, conversely, the emergence of divergent interests and the need to search for areas for compromise solutions.
The task of setting priorities in the context of regional development problems is connected, firstly, with the fact that development priorities should provide a significant multiplier effect, and secondly, they should have targeted support, obviously, from both federal and regional authorities. It is also necessary to distinguish between the socio-economic priorities of the implemented regional policy and sectoral priorities that characterize the development potential of a particular industry [7]. The officially proclaimed goal of overcoming the existing huge disproportions in the socio-economic development of individual territories requires its comprehension and reflection in the actions and measures implemented by the Russian state. Optimal interaction of the federal center with the authorities of the subjects of the Federation, as well as municipalities, is possible only on the basis of taking into account the true priorities and interests of the regions, which is extremely important for achieving the economic well-being of the regions. It should be noted that when developing regional development programs that take into account sectoral development priorities, it is imperative to keep in mind the general macroeconomic development parameters, which include the growth rate of the gross regional product, as well as production volumes for each of the industries.

Understanding the type of managerial impact determines the set of methods and tools used to ensure regional development. In this context, the basic algorithm for the development and implementation of strategic programs for socio-economic regional development serves as the basis for the required changes and modernizations in the economy of the region, the achievement of short-term and long-term goals for the development of territories.

4 Conclusions

The systematization of the activities carried out within the framework of the programs, the methods and instruments used for regional economic policy, in general, makes it possible to form a set of practical recommendations that complement the existing practice of regional management to ensure sustainable regional development.

It is required to distinguish social standards into groups depending on their level. At the national level, it is required to outline the general contours - the most important minimum social standards and key indicators as the basis for a reasonable strategic choice.

Thus, the complex structure and the presence of three components of the interests of each of the regional stakeholders determine the need to take into account their entire complex, assess the degree of intra-subject and inter-subject socio-ecological and economic balance that characterizes the balance in the implementation of interests between the areas of sustainable development, as well as the inter-subject balance of interests in the context all regional stakeholders (balance in the implementation of interests between the population, business and authorities), which objectively entails changes in the process of managing regional development. Consequently, modern management mechanisms require not only the involvement of the population, the business community and authorities in the implementation of regional changes and the creation of conditions for their coordinated interaction, but also an assessment of the impact of balancing their interests as a factor in sustainable regional development [6].

Optimization of the current mechanism of strategic planning for the socio-economic development of the North Caucasus Federal District is expedient in the following areas:
- expanding the range of tools used to analyze the situation of socio-economic development based on the use of special methods for analyzing the internal environment, the external environment, risks, threats, etc.;
- development of a system for monitoring the implementation of strategic decisions by all participants in this process;
- application of the potential of the institution of public-private partnership;
- organization of interregional cooperation for the implementation of joint investment projects of the subjects of the North Caucasus Federal District.

Within the framework of the nationwide system for ensuring the strategic development of Russian regions, it is advisable to finalize the following areas:
- ensuring synchronization and integration of strategies at the macro-regional and regional levels, as well as vertical and horizontal development institutions, their updating in accordance with the national development goals of the Russian Federation;
- formation of a system of key performance indicators for the activities of regional development corporations, correlated in composition and significance with indicators of strategic planning documents;
- optimization and unification of the processes of development, selection, evaluation, organization, monitoring, control, accounting and reporting based on the digital platform;
- development of risk management systems aimed at achieving the set strategic goals, as well as providing an objective view of their current state, the acceptability of the risks taken;
- move away from the practice of office planning and ensure direct participation and a lively dialogue with representatives of the regions as recipients of the results and benefits from the implementation of the strategy.

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