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**Strategic planning in the municipality management system**

**(on the example of Komsomolsk-on-the Amur)**

*The purpose of this research work is the analysis of the operating management processes, accompanying it documents and the offer of systematization in the form of the scheme. The cycle which concludes five blocks became a result: goal-setting, planning, budgeting, monitoring and control, and also the efficiency evaluation. The basic provisions which are based on the planning processes and forms of the reporting are given in each of the blocks. Implementation of the legislation in the municipality strategy became a starting point in revaluation of the separate directions of development. Documents of the social and economic, budgetary and territorial planning are considered from the point of view of close interrelation and interdependence for implementation of human potential and improvement of the conditions for spatial development. Selection of the results of social researches, and also the materials of public discussion is carried out. In the work regulatory legal acts, departmental information is used. The result of work is the conclusion about the substantial party of the management system and a need, a possibility of structuring processes in the municipality, thanks to the forming of strategic priorities.*

**Стратегическое планирование в системе управления муниципальным образованием (на примере г. Комсомольска-на-Амуре)**

*Цель исследовательской работы – анализ действующих управленческих процессов, сопровождающих его документов и предложение систематизации в виде схемы. Результатом стал цикл, который заключает пять блоков: целеполагание, планирование, бюджетирование, мониторинг и контроль, а также оценку эффективности. В каждом из блоков приведены основные положения, основывающиеся на процессах планирования и формах отчетности. Реализация законодательства в стратегировании в муниципальном образовании стало отправной точкой в переоценке отдельных направлений развития. Документы социально-экономического, бюджетного и территориального планирования рассмотрены с точки зрения тесной взаимосвязи и взаимозависимости для реализации человеческого потенциала и улучшения условий для пространственного развития. Проведена выборка результатов социологических исследований, а также материалов общественного обсуждения. В работе использованы нормативные правовые акты, ведомственная информация. Итогом работы являются выводы о содержательной стороне системы управления и необходимости, возможности структурирования процессов в муниципальном образовании, благодаря выстраиванию стратегических приоритетов.*

***Keywords:*** *strategic planning, management system, goal-setting, planning, forecasting, budgeting, monitoring and control.*

***Ключевые слова:*** *стратегическое планирование, система управления, целеполагание, планирование, прогнозирование, бюджетирование, мониторинг и контроль.*

The management system represents the mechanism of municipal administration and the solution of the current tasks of economy and the social sphere, and also designing and planning for implementation of the new program actions of development. The purposes of creation of such system are the established interrelations in the form of cycle, and also hierarchical structure of the documents entering it.

**1 Goal-setting:**

1.1 Strategy of social and economic development

1.2 Investment message of the head

**2 Planning:**

2.1 Long-term plan of complex development of the city

2.2 The actions plan on strategy implementation

2.3 Municipal programs

2.4 Master plan of the city

2.5 Indicative planning

**2 Planning:**

2.1 Long-term plan of complex development of the city

2.2 The actions plan on strategy implementation

**2.3 Municipal programs**

**2.4 Master plan of the city**

**2.5 Indicative planning**

**5 Efficiency evaluation:**

5.1 Efficiency evaluation of activities of OMSU

5.2 Assessment by the population in case of social **researches**

**4 Monitoring and control:**

4.1 Results of social and economic development;

4.2 The report of the mayor before City Council

4.3 Financial control;

4.4 Work of Strategic recommendation of the city

*Fig. 1. Management system elements*

Let's consider each of the blocks provided in the drawing.

According to the Federal law "About Strategic Planning in the Russian Federation" (further – the law on strategic planning), the strategy of social and economic development of the municipality is determined as the document of strategic planning determining the purposes and tasks of municipal authority and social and economic development of the municipality for the long-term period (item 33 of the art. 3) [1]. At the same time the term "goal-setting" means determination of the directions, purposes and priorities of the social and economic development, ensuring national security of the Russian Federation (item 4 of the art. 3) [1]. Thus, on the one hand, strategy is a document of goal-setting as it shall determine a mission on the basis of the expert and scientific analysis, the main objective and tasks, scenarios and priorities of development, with another – strategy reflects the lines of documents of forecasting regarding the activities of participants for development of the evidence-based ideas of risks of the social and economic development, about the directions, results and indicators of social and economic development of the Russian Federation, territorial subjects of the Russian Federation and municipalities (item 5 of the art. 3) [1]. In this work strategy is included in the first block of goal-setting proceeding from the regulations on it, as about the main document building the all system of interrelations of participants and substantial loading of the documents for acceptance of management decisions.

In the adopted Strategy of social and economic development of the city Komsomolsk-on-the Amur till 2032 (further – the Strategy) the main strategic objective is formulated as forming of the comfortable urban environment providing the high level of living and quality of life of the population for development of industrial and engineering complex of the city [5, p. 4, 48, 129, 148]. Taking into account the revealed opportunities of development of the city economy four possible scenarios of the long-term development are determined: pessimistic, basic, optimistic and the accelerated growth [5, p. 100 – 107, 129 – 130]. Content of the Strategy is characterized by three interconnected priorities: accumulating of a human capital, economic development and spatial development [5, p. 4, 98, 129].

Thus, the Strategy, establishing the purposes, tasks and forecast values of separate indicators, laid the foundation for development and adjustment of the documents of budgetary and territorial planning of the city.

The annual investment message of the head of the municipality of the city district "City of Komsomolsk-on-the Amur" is an innovation of 2016 when for the first time the mayor in the performance addressed the investors, business community, representatives of the authorities and population. The organization of work on the priority directions of investment development of the city and determination of the actions of forming of a favorable investment and business environment became the purpose of performance. The main objective of this message is forming of the active relation to work and inclusion in the process of "reset" of the city [14]. Such format of forming of the purposes for the short-term period (problem definition for one year – investment messages of the mayor for 2016, 2017) allows solve the most effectively private problems for implementation of the large projects.

New projects and development plans proceeded from the Russian Federation President's letter to the Federal Assembly of the Russian Federation of December 03, 2015 when it was noted that "… Komsomolsk-on-the Amur shall become one more dynamic center of the Far East also. It is the city with legendary history, with the modern high-technology industry which turns out demanded civil products and successfully works for the defense industry. But the city and social infrastructures are here in the started condition. It concerns both the general image of the city, and the objects of sport, culture, healthcare institutions, education – all this doesn't correspond to the capacity of Komsomolsk-on-the Amur including therefore here it is difficult to attract young perspective specialists in whom the entities of the region are in great need" [13].

A result of joint operation of executive authorities, local government bodies population (poll vote on the official site of the local government bodies of the city of Komsomolsk-on-the Amur on the information and telecommunication Internet about necessary actions and infrastructure facilities was held) became the Long-term plan of the complex social and economic development of Komsomolsk-on-the Amur approved by the order of the Government of the Russian Federation. It includes 33 organizational actions and 27 actions for development of the city infrastructure. These projects shall become starting points for the further development both the separate industries, and in general the city economy. For example, in the social industry is a construction of the innovative interactive center "Evristika" (children's science and technology park)[[1]](#footnote-2), the regional center of development of sport[[2]](#footnote-3), the children's educational and improving center "Children's City" (with the year-round stay of children) expected 300 places[[3]](#footnote-4); in the sphere of municipal infrastructure is a complex of deferrization and demanganation of waters of the Amur water intake in layer[[4]](#footnote-5), reconstruction of the Amur River embankment[[5]](#footnote-6), engineering protection of the territory of the city[[6]](#footnote-7); within the transport infrastructure – reduction in a standard transport and operational condition of the city street road net city[[7]](#footnote-8), reduction in the standard transport and operational condition of the Khabarovsk-Lidoga-Vanino highway with entrance to the city (site Khabarovsk-Komsomolsk)[[8]](#footnote-9) [4], etc. The scope of industries speaks about serious study of each sphere of the urban environment and the choice of tasks including not only the solution of operational problems, but also creation, development of the sports, educational, logistic complexes forming the public business centers.

The actions plan on the strategy implementation which is the second in the planning block determines the necessary actions of city administration for achievement of the objectives. According to the item 2.2 of the Resolution of the city administration of Komsomolsk-on-the Amur it shall contain: purposes and tasks, actions and a list of municipal programs, road maps; indicators of implementation and their value established for each stage of the strategy implementation [10]. This document of strategic planning shall establish the strategy implementation mechanisms in separate industries of economy by the means of development of the system of actions within the approved priority directions. It is the developed schedule on reduction of the expert and scientific conclusions about creation of new institutes or development of the certain conditions for the participants of strategic planning operating when forming.

The resolution of the city administration approves the order of development, implementation and efficiency evaluation of municipal programs of the city district "City of Komsomolsk-on-the Amur" [7]. Planning in this case is limited to the area of interest of a separate industry. According to the List of municipal programs, 23 municipal programs are adopted [8]. They play a key role when distribution of budgetary appropriations happens under the target articles (municipal programs and the non-program activities), groups and subgroups of the expense types of classification of expenses of the local budget. Their adjustment, coordination, statement is a result of assessment of economic and social situation and the strict choice from a wide range of possibilities of the directions of development. According to the strategic priorities 12 programs are determined. So, for example, within the actions devoted to accumulating of a human capital of the city programs are offered: "Improvement of demographic situation", "Creating favorable conditions for the market development of work and assistance of employment of the population"; within the economic development of the city: "Development of clusters", "Development and organization of the system of attraction and deduction of leading experts", "Service trade development"; within the spatial development: "Protection of population against the emergency situations and the fires", "Environmental protection and providing the ecological safety", etc. [5, p. 128 – 129].

The documents of territorial planning shall set the land and town-planning resources, restrictions for implementation of separate actions of the strategy. For example, the territories of perspective development allocated in the course of development of the Master plan can be used as the platforms for implementation of the investment projects provided by the documents of strategic planning. The master plan of the city of Komsomolsk-on-the Amur (further – the Master plan) developed by LЕNNiIP "Town planning" and approved by the Resolution of the Council of ministers of RSFSR of February 13, 1987 No. 55 is also carried to the planning. It is the document based on which the placement of functional zones, the layout, building and the other types of town-planning development of the territories of the city is performed. The indicator "population" as it sets the conditions for spatial development of the territory – social and economic change of the city districts, creation of technological, political, public basis of its balanced growth became one of the matters of argument which connected the Master plan and the development of forecasts of the Strategy [5, p. 4, 98, 129]. As a result of coordination, the first three scenarios offer a calculated value for 2026 - 2032 from 253,0 to 258,0 thousand people, scenario of the accelerated development – 429,0 thousand people (in case of the developed fact of 2015 – 251,3 thousand people) [5, p. 107].

The task of implementation of indicative planning is a set proceeding from the requirement of creation of the uniform system lashing achievement of the main macroeconomic indicators and results of activities of the industry and territorial authorities of the city administration of Komsomolsk-on-the Amur. Now the internal efficiency evaluation entered in 2007 and completely processed in 2013 works. According to the technique, assessment is made on the basis of criteria: private (deviation of the actually reached value from approved, k1), special (the relation to the same period of previous year, k2), auxiliary (indicator weight – key or estimative) and complex (Ki = k1 \* k2 \* weight). Calculation of the final coefficient is made on a formula of average value. In more detail about the technique it is provided in the article about an efficiency evaluation of activities of the city administration [15].

The third block is provided by the main financial record of the city. The development priorities designated in the Strategy and the Master plan set the leading directions of an expenditure of budgetary funds. Documents of budgetary planning distribute financial resources and set limits for the solution of social and economic tasks and separate projects of territorial development of the regions.

This block also included forecasting because, according to the art. 39 of the law on strategic planning, the documents of strategic planning necessary for ensuring the budget process in municipal districts and city districts, are developed, approved and implemented according to the Budget code of the Russian Federation (further – BC RF). According to the paragraph 2 of the i. 3 the art. 170.1 of BC RF opens that the budgetary forecast of the municipality for the long-term period is developed each three years for six and more years on the basis of forecast of the social and economic development of the municipality for the corresponding period [2]. The draft of such forecast includes seven sections: industrial production, investment activity, production amount, small and average entrepreneurship, profitable base, population level of living, demographic development [5, p. 107].

The block of budgeting establishes interrelations of strategic objectives with the specific program actions for the strategy implementation that allows provide the high level of effectiveness of management of the budgeted expenses of municipality and to integrate the procedures of budgetary planning into the strategically oriented process management system of activities of the municipality.

The fourth block – monitoring and control – is created as the stage allowing estimate the activities in general at the level of the reached values and made actions. Annually in the city administration boards on the question "Results of the Social and Economic Development of the Municipality of the City District "City of Komsomolsk-on-the Amur" in the reporting year and tasks for the planned year" are carried out. Summing up includes the questions of the industry, transport and communication, small and average entrepreneurship, investments, budget, construction, housing and communal services, ecology, demography, labor market, education, culture, sport and the youth policy. The results of activities affirm as the deciding part of acts and the main actions and macroeconomic indicators for monitoring within a year are established.

The annual report of the head of Komsomolsk-on-the Amur on the results of activities, on the results of activities of the city administration of Komsomolsk-on-the Amur, including on the solution of the questions raised by the Komsomolsk-on-the Amur City Council is the report on similar questions, as in the results. Accomplishment of the account liabilities and separate indicators of the level and quality of life of the population of the city have special value. Thus, the representative body of the municipality exercises control of activities of the city administration within the performance excellence of the power. The deputy corps performs a check on compliance of the performed work to the declared planned purposes and tasks, and by the means of vote claims or rejects the report. Such level of external control allows not only estimate independently activities of the mayor and the city administration, but also to work successfully on the local problems in the certain constituencies.

By the city administration a procedure of powers on internal municipal financial control is approved [9], and also the order on a quality evaluation of financial management performed by the main managers of budgetary funds including the analysis and assessment of a set of processes and procedures providing the effectiveness of use of budgetary funds and covering all elements of the budget process: creation of the draft of the local budget, its execution, accounting and reporting, control [6]. Similar mechanisms provide the management based on the multiple-factor analysis and strict control of both the expenditure of means, and accomplishment of the program actions.

The work of Strategic council of the city is provided in the system of strategic management. The main objective is creation of the conditions in order that the strategy implementation constantly was in the center of work of the local government bodies, professional and public organizations, entities, that is all those subjects which are involved in implementation of the objects set in the Strategy and the tasks [5, p. 124]. Efficiency of the sessions of strategic recommendation depends on the work on quarterly monitoring and annual control of achievement of the target directions of the Strategy. At the sessions (transport, housing and public utilities, road construction, investments etc.), there is a report on the profile directions on the course of accomplishment of the Actions plan in the part concerning a subject of reporting session the most burning issues come to light, offers on their decision are made. Such work causes public control of the strategy implementation.

The final block includes responsibility for the results which are presented in the form of complex efficiency evaluation of activities of the local government bodies and the regional / municipal assessment by the population when carrying out social researches.

The complex efficiency evaluation of activities of the local government bodies was developed and approved in 2007. It included a system of indicators, a calculation procedure, a scale of effectiveness of final values. Differences of the new order are made by the changed calculation procedure at the heart of which experience of the balanced scorecard (determination of weight) was used, and also the raised limiting level of values (activities of the subject of assessment are considered effective in the case of achievement of final coefficient ≥ 1,03) [11; 15, p. 108 – 109]. Since 2009 in pursuance of the federal legislation the "internal" system of efficiency evaluation of activities was added with the unified indicators entering the annual report of the chapter [3] which underwent considerable changes in 2012 in connection with a new technique and the new list of indicators [12]. By the means of planning in the system of indicators, on the one hand, come to light strong side and weaknesses of the municipal authority, to another – there is an attuning on a search of approaches to the productive models of local self-government, optimization of municipal expenses, to the weighed management decisions [15, p. 112].

The complex analysis of economic and social situation of the city is based on statistical materials of the Federal State Statistics Service of Russia, including across the Khabarovsk territory, the information regional and municipal reports on a condition and results of activities of the municipal authorities of management, and also the reporting materials of the local government bodies, departmental data of the entities, city institutions. The other side of the analysis is represented by the expert tables, social researches and information portals. Their role consists in studying of the quality and level of living, moods of the population, efficiency evaluation of activities of the heads of the local government bodies, modeling of ways of development and the problem resolution, reservoirs and structures of investment and social projects, the used mechanisms of sustainable development.

Every two years (the last in 2011, 2013 and 2015) the city administration conducts social researches on the subject "Determination of satisfaction of the population with the activities of the local government bodies and quality of the provided municipal services". According to the last research, most of inhabitants estimate a provision in the city as average, satisfactory – 55,5%. The coefficient of positive assessment makes 31,6%. At the same time 44,9% of respondents consider that the situation in the city practically doesn't change, 33,2% – worsen and only 15,3% – improve. The inhabitants refer the bad state of roads of 72,9% to the main problems (the first 52,8% and the second 38,1% of the place on survey results in 2013 and 2011, respectively), low salaries of 46,6% (the third 28,8% and the first 32,2% of the place), dirt and garbage, problems with their cleaning of 43,3% (the sixth 24,1% and the eighth 20,0% of the place).

The population assessment which is considered in case of implementation of the Presidential decree "About an efficiency evaluation of activities of the local government bodies of the city districts and municipal districts" consists of two directions: sociological polls and IT technologies. According to the first research, the city for 2016 takes the following positions[[9]](#footnote-10):

1) the organization of transport servicing – 1st place in the region (in case of value of the city of 73% and on average on the territory – 57,0%);

2) the quality of highways – the 6th place in the region (in case of value of the city of 22% and on average on the territory – 30,2%);

3) the provision of housing and communal services:

3.1) the organization of heat supply (supply of the population with fuel) – the 5th place in the region (in case of value of the city of 62,3% and on average on the territory – 69,9%);

3.2) the organization of water supply (water disposal) – the 3rd place in the region (in case of value of the city of 78,5% and on average on the territory – 71,2%);

3.3) the organization of power supply – 1st place in the region (in case of value of the city of 87,5% and on average on the territory – 77,7%);

3.4) the organization of gas supply – the 3rd place in the region (in case of value of the city of 71,8% and on average on the territory – 65,1%).

The second research takes place within the independent platform of vote – the project of information and analytical system of the efficiency evaluation of activities of the heads of the local government bodies, and also the heads of the entities of the Khabarovsk territory "the Voice 27" and the geo-information portal of the Khabarovsk territory "The open region". According to data of information vote satisfaction by the similar criteria made: 3; 2,21 and 3,17:3,05; 3,13; 3,25; 3,26.

Thus, the results of social researches, statistical and departmental data show economic and social situation of the industries. And if the vote in the online mode can only reveal sharp changes in the satisfaction level, then the conducted detailed researches give the chance to estimate the reasons and to influence the choice, development and coordination of the strategic priorities.

The considered blocks of a cycle and the documents constituting them show that the system has the complete content provided with the information flows. At the same time reduction of blocks to the specified cycle will help not only to coordinate a number of works, but also to construct the strategic panel where the key indicators of results are provided. Implementation of the strategic planning fully allows create such municipality management system which responds not only to the current requests, but also creates the prerequisites for designing of the complete vision.

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1. Action No. 6 of the Section II of the subsection "Education" [↑](#footnote-ref-2)
2. Action No. 13 of the Section II of the subsection "Physical culture and sport" [↑](#footnote-ref-3)
3. Action No. 7 of the Section II of the subsection "Education" [↑](#footnote-ref-4)
4. Action No. 16 of the Section II of the subsection "City Municipal Infrastructure" [↑](#footnote-ref-5)
5. Action No. 19 of the Section II of the subsection "City Municipal Infrastructure" [↑](#footnote-ref-6)
6. Action No. 20 of the Section II of the subsection "City Municipal Infrastructure" [↑](#footnote-ref-7)
7. Action No. 14 of the Section II of the subsection "Transport Infrastructure" [↑](#footnote-ref-8)
8. Action No. 15 of the Section II of the subsection "Transport Infrastructure" [↑](#footnote-ref-9)
9. The maximum value is equal to 100% [↑](#footnote-ref-10)