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Modern Russian and Foreign Approaches to Strategic Planning of the Regional Socio-Economic Development

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Abstract:

The article is devoted to the review of Russian and foreign approaches to strategic planning of the regional socio-economic development. The article applies a systematic approach as a basic one where the strategies for socio-economic development of regions are based on the relevant projections of regional economic development and the concepts of appropriate regional economic policy. This forms the theoretical and methodological foundation for various modern Russian and foreign approaches to strategic planning of the regional socio-economic development. The article discusses two key domestic approach to strategic planning of socio-economic development of the region – corporate and territorial, as well as five foreign approaches. The article also presents the results of the comparative analysis of the existing approaches to strategic planning of socio-economic development of the region.

Keywords: strategy; region; socio-economic development; approaches; prognosis; regional economic policy; strategic management; system analysis; regional economy; strategic objective; internal environment; external environment; scenario; alternatives; competitive advantage; strategic planning.

JEL classification: O10; O18.

Introduction

The formulation of modern Russian and foreign theoretical, methodological and technological approaches to the strategic planning of regional socio-economic development is objectively based on the understanding of regional strategic planning as a functional element of the state regulatory system of the regional economy development.

Theoretical research in the state regulation of regional economic development, which appeared in the middle of the XXth century, was initially based on theories of regional growth. At the beginning, two research directions came into view. The first one is neoclassical theories, emphasizing natural adjustment of the regional economic development with time. The second direction unites cumulative growth theories, which suggested

implementing active regional economic policy, proceeding from increasing disproportions in the level of regional economic development.

However as these disproportions did not disappear in the short-term, the necessity of state interference in the regional economic development had to be recognized gradually, resulting in three theoretical approaches to solution of the problems concerning regulating regional economic development by the state.

Firstly, the 'non-interventionists' approach, which denying the necessity of state influence on the regional growth, considered it possible only in extreme situations.

Secondly, the 'adaptors' approach, which advocated state passive role as a factor easing the impact of natural market forces and a limited correction of territorial development by speeding natural processes thanks to stimulating investments and workforce migration.

Thirdly, the 'radical reformers' approach, struggling for the active regulation of regional economic development by the state, aimed at speeding natural processes without changing their directions.

However, these approaches did not take into account the growing impact of scientific-and-technological revolution and globalization on the regional economic development, the changing role and character of structural and institutional reforms in the economy, as well as competition as key factors of this development.

1. Methodology

1.1. Theoretical and methodological basis of the strategic regional planning system

The systematic approach appearance and development in the middle of the XXth century formed the theoretical and methodological basis for a modern strategic planning in general and a regional one in particular. This approach also laid a foundation for the development of structural-functional, process, situational, and program – target oriented approaches.

The systematic approach as the main theoretical and methodological approach in social management in the second half of the XXth century gave a new impetus to the theoretical and practical development of the regional economy regulation by the state resulting in the strategic planning of the regional socio-economic development. According to this approach, the regional economy is viewed as a socio-economic system organizing territorial labor – production processes, which result in material goods and services necessary for functioning and development of the region as a whole and its integral parts.

This system serves as a frame for reproducing a territorial aggregate of material goods and services (GRP), a labor-power reproduction (population), a reproduction of public relations and institutions regulating the processes of a public reproduction. The most important institute of this kind constitutes a system of regional economic development regulation by the state and its key component – a regional strategic planning.

The systematic approach views the state regulation of the regional economic development as an integral part of the national economy state regulation system. Therefore, the regional strategic planning must be considered as a subsystem (element) of the national strategic planning system.

At the same time, the regional strategic planning must specify the territorial perspectives for external environment implementation of strategic management for companies situated in the region. Therefore, it must be viewed as not only a subsystem (element) of the national strategic planning system but also as a political and legal external market environment factor of the strategic corporate planning system.

A structural-functional approach, based on the systematic one, allows understanding planning as a process forming and transforming the proportions of public reproduction whose dynamics influences on functioning and development of regional business entities.

A process approach derived from the systematic one considers the regional economy as a developing organization with changing phases of a life cycle. Moreover, the development dynamics of the regional economy (its internal environment) is linked with the economic cycle phases of the external market environment.

A situational approach is also being realized based on the systematic one. This methodology of management objects investigation considers the situation – a set of circumstances influencing on a managed system at a given moment– to be a decisive factor for making a managerial decision. The situational approach is aimed at a complex analysis of strengths and weaknesses in the internal environment of the regional economy connected to possibilities and threats of its external environment. The next step includes eliciting the key competitive moments of territorial economy functioning and development, singling them out from peripheral and non-essential ones.

Finally, a program – target oriented approach serves as an important theoretical and methodological approach to regional strategic planning in the second half of the XXth century. This approach is based on three linked components – strategizing, programming (projecting) and financing (budgeting).

The strategizing defines the strategic planning main purpose - the competitive advantages development, which could help the region to adapt effectively to the changing external market environment. It also forms the purpose structure ('the tree'). The programming provides the optimal planning of material-technical and human resource distribution relating to the purpose structure. The budgeting forms the financial assurance of the target program implementation.

The systematic approach methodology demonstrates that firstly, a modern strategic planning must be formed on the prognosis basis of socio-economic development of the corresponding region. Secondly, the strategic planning serves as a function of regional socio-economic systems strategic management.

Thirdly, the strategic regional plans and programs development must be based on the concept of a corresponding regional policy, worked out taking into account modern theoretical research in regional economy and regional studies.

Generally, Russian and foreign approaches to strategic planning of the regional socio-economic development must be drawn from theoretical and methodological foundations of the systematic analysis as a methodological basis for prognosis research of socio-economic systems functioning and development (Grant 2012).

From the systematic analysis point of view, the strategic planning of the regional socio-economic development serves as a functional instrument to solve a certain strategic problem of organizational and public development of the regional socio-economic system.

The management makes a decision having analyzed the relevant managerial problem with its structural characteristic features, which form the subject of the analysis.

Methodologically the working out of strategic plans for regional socio-economic development must combine a general qualitative analysis of the set strategic problem (non-structural approach to the problem), exact quantitative analysis of the managed system development tendencies (considering the management problem as a well-structured one), and then the integration of the results into the exact qualitative-quantitative managerial analysis (viewing the managerial problem as a weakly structured one).

Therefore, the strategies of the regional socio-economic development are formed based on corresponding prognoses of the regional economic development and the concepts of the corresponding regional economic policy. This constitutes the theoretical and methodological foundation for forming different Russian and foreign approaches to strategic planning of the regional socio-economic development.

1.2. An institutional base of the strategic regional planning system

It is necessary to work out the institutional system of strategic regional planning, *i.e.* a respective legal framework alongside with the theoretical-methodological basis. This working out presupposes the implementation of corresponding approaches.

The institutional basis for strategic planning in Russia was formed by the Federal Law 115 'About State Prognosis and Programs of Socio-economic Development in the Russian Federation' accepted by the Russian State Duma on 23 June 1995. This law prescribes the Russian government to work out the state forecast for the socio-economic development of the country for short-, medium-, and long-term perspective. It is prescribed to elaborate the forecasts of socio-economic development for both Russia as a whole and for separate regions. (The Federal Law 'About State Prognosis and Programs of Socio-economic Development in the Russian Federation'). The Presidential Decree from 3 June 1996 No. 803 'About main conditions of the regional policy in the Russian Federation' declares the regional aspect of strategic planning as a priority. The decree points out: 'Regional development problem-solving demands perfecting the implementation mechanism of the regional economic policy. In this view, prognosis and programming methods must receive a further development.

A special place should be given to regional aspect in the development of national Russian prognosis and programs. This will give the regions the necessary guiding lines allowing them to define dominating tendencies, approximate quantitative parameters of socio-economic development, and their places in the inter-regional labor division, outline and correct their own regulating influence on economic and social processes in a foreseen dynamics of national and regional markets'. (The Decree of the Russian President from 3 June 1996 # 803 'About the Main Provisions of the Regional Policy in the Russian Federation')

Later the Ministry of Economic Development and Trade worked out separate documents with the purpose to regulate and structure the practice of strategic plans development on the municipal level. The Decree of the

Regional Development Minister from 27 February 2007 sets the standard for working out of the medium-term programs for economic and social development of Russian territorial entities.

The standard defined the strategy as 'a system of state management measures' relying on scientifically based long-term priorities, aims and tasks of governmental authorities, targeted at providing socio-economic development of the region and implemented by regional authorities taking into account the state policy of the Russian Federation based on understanding the most important developmental problems and evaluating adjacent risks and resource potential of the regional authorities. The document also defines such concepts as external and internal development factors, risks, resources, production cluster, scenarios, and priority development directions. The strategy is worked out by the regional authorities and must be agreed with the federal ones. (The Decree of the Russian regional development Ministry from 27 February 2007 # 14 'About accepting the Demands to the Strategy of the Socio-economic Development of a Territorial Entity in the Russian Federation).

The Decree of the Economic Development Ministry from 17 June 2002 No. 170 'About Perfecting in Working out, Approval, and Implementation of Economic and Social Development Programs of the Russian Federation Entities' specifies the agreement order for the programs measures of regional economic and social development with the federal authorities. The Ministry has worked out a typical program model of economic and social development of a Russian Federation entity. (The Decree of the Russian Economic Development Ministry 'About Perfecting in Working out, Approval, and Implementation of Economic and Social Development Programs of the Russian Federation Entities) These programs presented by the chief of local executive authorities must be agreed with the federal ones to solve the problems, presupposing co-financing from the federal budget. This must be done according to the paragraph 2 article 5 of the Federal Law from 6 October 1999 No. 184 'About General Organization Principals of Legislative and Executive Bodies of the Russian Federation Entities' and the Governmental Order from 14 June 2001 No. 800. As a result, regional programs are supplied with the list of activities having a federal meaning and offered to financing using the federal budget resources for the whole period of the program implementation (The Federal Law from 6 October 1999 # 184; The Governmental Order 800 from 14 June 2001 # 800-r).

The State Duma approved the Federal Law No. 173 'About Strategic Planning in the Russian Federation' on 20 June 2014, resulting from the development of the strategic planning legislative base. The Law defines strategic planning as 'the activity of strategic planning members on goal-setting, forecasting, planning and programing socio-economic development of the Russian Federation, its territorial and municipal entities, economic industries, public and municipal administrations, guarantying national security. This activity is aimed at providing steady socio-economic development of the Russian Federation, its territorial and municipal entities, and guarantying national security'.

Article 1 Paragraph 2 of the Law says, 'The strategic planning in the Russian Federation is made on different levels – federal, regional and municipal', which emphasizes how important it is to implement the strategic planning process on the regional level. (172 Federal Law from 20 June 2014 # 172-FZ 'About strategic planning in the Russian Federation)

The Russian Strategy of socio-economic development to 2020 (The Strategy – 2020) has been worked out and is being implemented now. It embodies the guideline to a balanced economic development, active social policy and macroeconomic stability. The first variant was worked out by the Ministry of Economic Development and approved by the Government order in autumn 2008. However, it became clear after the 2008 economic crisis, that the Strategy needed correction. In the beginning of 2011, the Prime minister assigned Russian expert community to revise the concept in order to reflect the crisis lessons.

The preparatory work has begun in 2015 to create the Russian Strategy of socio-economic development to 2030 (the Strategy - 2030). This gives regions the signal to prepare their own strategies.

The theoretical – methodological and institutional approaches allowed working out certain methods, forming technologies and algorithms to develop strategic plans on the modern development stage in Russian and foreign theory and practice of the regional socio-economic development strategic planning. They are characterized by a considerable formal variety, but at the same time, they have a common meaning.

2. Results

The modern Russian regional science distinguishes two main methodological approaches to organizing strategic planning of the regional socio-economic development; they are a corporate approach and a territorial one.

2.1. The corporate methodological approach to the strategic planning of the regional socio-economic development

This approach is based on transferring the experience in corporate strategic planning to territorial level (municipal, territorial entities and a country as a whole).

The strategic planning cycle in this approach is as follows:

- (1) Defining development goals.
 - (2) Analyzing the external environment of the regional development.
 - (3) Defining regional strengths and weaknesses.
 - (4) Using the existing and creating the new regional advantages.
 - (5) Working out a development concept.
 - (6) Working out concrete measures and implementing the strategy.
 - (7) Analyzing effectiveness and performance, making corrections in goals and methods to achieve them.
- (Gaponenko and Pankrukhin 2008).

- (1) Defining development goals.

Goals can be divided into two groups. The first group includes general development goals or so called mission. The second one involves concrete goals and tasks resulting from them. General goals must characterize the necessary development stage of the region at the certain times; they must be precise and relatively short. It is desirable to involve everybody who will implement the goals to work them out: local authorities, businesspersons, and general public.

- (2) Analyzing the external environment of the regional development.

Economic development factors can be either internal or external to the region. The external factors include general economic conditions: the national currency exchange rate, customs tariffs and duties, inflation, taxes, inter-budget relations, governmental subsidies, investments, foreign aid.

The internal factors are based on local resource development: workforce, roads and communication infrastructure, the availability of free production facilities and offices.

The strategic planning must consider the whole abundance of external development factors. A strategic plan must take into account both vertical connections with upper authorities and horizontal ones with neighbor communities. External factor evaluation presents a characteristic feature of the strategic planning. It must cover not only regional level, but also national and international ones.

- (3) Defining strengths and weaknesses of the region and the city.

This stage specifies the results of implementing previous programs of the regional socio-economic development. It also identifies the successes and failures reasons of the previous steps in managing the regional economic development.

- (4) Using the existing and creating the new regional advantages.

The strategic planning frames presuppose using the existing regional advantages (the location, the main markets proximity, the demographic features, and the infrastructure development). They also specify competitive factors, differentiating the given region from the others, as well as possible new competitive factors, being formed in the process of economic development management. Therefore, new regional advantages are formed or unrealized one is discovered. The main emphasis is placed on creating such new regional advantages as a developed market infrastructure, the communication lines availability, security (both personal and business), the availability of the institutes supporting business and qualified personnel, favorable investment conditions.

- (5) Working out a development concept.

This stage provides the final conclusions about the goals of the regional socio-economic development, factors and mechanisms of this development, and the methods of managing this development. The conclusions are made considering new tendencies in the regional socio-economic development, local peculiarities and the specific developmental features of the current stage in Russian economy. The concept is based on identifying the priorities in the regional development, analyzing development resources and the regional competitive advantages.

- (6) Working out concrete actions and programs of the socio-economic development.

A standard action plan includes tasks and terms, responsible officers, an expected result, the amount and sources of financing, intermediate control and feedback methods, suggested results and possible consequences of the programs and plans implementation.

(7) Analyzing effectiveness and performance.

To manage the regional development strategically suggests not only working out a concrete action plan, but also monitoring the socio-economic state of the region. The monitoring data is compared with the goals and criteria of the regional development that allows evaluating the effectiveness and performance. The latter includes evaluating if the strategy is compatible with the resources, the environmental data, if it helps to solve crucial regional problems, and if the population supports the strategy.

2.2. The territorial approach to the strategic planning of the regional socio-economic development.

This approach reflects a regional – territorial school in economic-management studies and is based on understanding the region as a socium.

Here the strategic planning is a process of working out a strategic plan by formulating management goals and criteria, analyzing the problems and the environment of identifying strategic ideas and competitive advantages, choosing the scenario and basic development strategies, forecasting the socio-economic development (Prudskiy and Elohov 2011).

- the regional economy including the whole infrastructure;
- the production sphere with all industries producing GRP, excluding the agricultural sector;
- the agricultural sector including the agriculture and the forestry, the territory and natural resources as a source of the regional wealth (Nekhlanova 2012);
- the social sphere including all reproduction and spiritual development areas of the region.

Each sphere involves 4 – 8 regional subsystems identified either by the economic sphere (industry, transport, trade, education, culture, etc.) or by the management subject (economy, finance, investments, personnel, market institutions, etc.).

The functional prerogative of governing a region constitutes managing economic spheres on different levels (a region, a city). It allows justifying the regional macro-subsystems structure scientifically based on the organizational theory and creating a new management system. It can lay a foundation for a regional systematic analysis depending on the management scale, the production potential, the population structure, and the market infrastructure. (Markova 2012).

The regional strategic planning is based on the justified formation of goals and criteria.

The formation of management goals and criteria. The regional development strategy must be based on the program – target-oriented management theory and must presuppose the setting of strategic (global) and tactic (local) goals, as well as the achievement criteria – the quantitative indicators, identifying the measurements or the structure of the goal achievement compared with the alternative ways of the regional development.

The strategic (global) goal outlines a future qualitative long-term state of the system that the society is willing to reach. The tactic (local) goals define a future state of separate subsystems, they have qualitative measurement, but they can be reached only within a current period, not more than a year, as a rule (Pirs 2013).

Analyzing the external and internal environment of the region. A scientific study of the external environment (macro environment) is conducted based on a complex social, technical, economic, and political analysis (STEP analysis). The strategic planning is the process of forming ideas and goals, choosing specific strategies to identify and receive the necessary resources and allocate them for providing an effective work of the system in the future. The essence of a strategic planning process consists in answering a number of questions: what the current state of the region and its situation are; what situation the regional government wants to see it in in the future; what obstacles can appear on the way to the goal; what should be done to reach the goals and how it should be done; how the strategy implementation should be managed.

To answer these questions it is necessary to analyze the main macro environment factors (STEP analysis) and important internal environment factors (SWOT analysis).

Strategic variants of the regional development.

The factors influencing regional development can be divided into four groups:

- (1) External factors coming from the socio-economic state of the country, a federal district, a big economic district, or a concrete region. The STEP analysis specifies these factors, and they identify the rate of external influence on the regional economic and social state.
- (2) The lifecycle stages of the region. Here one can identify several stages. The first one includes new appearing regions (e.g. in oil and gas extraction areas). The second stage involves quickly growing regions, whose dynamics is defined by a major budget revenue generating enterprise (such as GAZ in 1940s and 1990s in Nizhniy Novgorod region). The third one describes mature regions, which comprise the majority of the Russian regions. The final stage includes the regions in stagnation, which

include remote, weak, and purely populated agricultural ones ('the middle of nowhere') and the regions engaged in coal mining and military industrial sector (Lvov, Granberg and Egorshin 2005).

- (3) A competitive position of the Russian region. Here one can single out several positions according to competitive possibilities. The first one is a leader region, who leads by all main indicators – 'the lion'. The second group consists of the regions playing supporting roles – 'the tiger'. The next position includes quickly growing regions, but still lagging behind – 'the panther'. The final one describes weak and prospectless regions living on dotation – 'the mole'. This qualification allows positioning a region quite precisely by the leading industries. (Chan 2010).
- (4) The future development variants allow working out several variations depending on STEP and SWOT analysis. The strategic management prefers to discuss three main development alternatives:
- a pessimistic one, when the socio-economic situation the standard of living deteriorates;
 - a realistic variant based on stabilizing the socio-economic situation and the standards of living;
 - an optimistic variation, when the socio-economic situation and the standards of living improves.

These variations are based on the situation of the region for the recent years and the economic tendency resulting from STEP and SWOT analysis.

They result in development strategies for large macro-subsystems of the region, which are needed to make alternative management decisions on steering separate industries out of the crisis depending on the external environment and available resources. The strategies are essential to work out target-oriented complex programs of economic development, especially in the areas where the region has a competitive advantage in Russia.

Talking about foreign methodological approaches to the strategic planning of the regional socio-economic development, they can also be divided into certain groups (Table 1).

It should be noted that the strategic planning appeared in the western countries not long ago. In Europe, the authorities started to show the interest to strategic planning only in the middle of the 1980s. In the USA, the government began to use strategic planning methods from the beginning of 1970s to create complex socio-economic programs for developing and planning the governmental activities.

In the 1980s, the American authorities realized that it was not enough to attract any private firms to create working places on the territory. It is important to make these working places well paid, and the private companies must be competitive and promote the increase in the standards of living in the region.

In western countries the regional strategic planning focuses on coordinating the interests of different groups rather than on achieving a concrete goal, that is the characteristic feature of these approaches. The Canadian researches define planning as 'a mechanism helping the society to implement the development and change processes for cities and regions according to certain social and collective goals. The regional and municipal planning must meet the targets of a given society in the best way, or at least, be the most effective one in the existing conditions. That is the goal of the planning' (Thompson 2013).

Table 1. The comparison of foreign strategic planning algorithms

K. Myers	TACIS Project	Multiplestage planning (USA)	Ph. Heywood (Canada)	R. Bailey (USA)
1. Population interrogation	1. The situation evaluation	1. Resource inventory, tendencies analysis	1. Discussion about goals	1. Goals and ways
2. Analyzing the indicators	2. Working out purposes	2. Prognosis	2. Evaluation methods	2. Tendencies prognosis
3. Goals and tasks	3. Accepting goals	3. Goals and tasks	3. Goals and opportunities	3. Internal assets evaluation
4. Resource analysis	4. Working out a strategic plan (SP)	4. Evaluating alternatives	4. Plan acceptance	4. Adapting organizational structure to the plan
5. Goals correction	5. Discussing and accepting the strategic plan	5. Choosing a plan	5. Executing the plan	5. Implementing the plan
6. Alternative plans	6. Implementing the plan	6. Plan specification		6. Evaluating the results and making the corrections
7. Evaluating the plans	7. Strategic plan monitoring	7. Plan implementation		

K. Myers	TACIS Project	Multiplestage planning (USA)	Ph. Heywood (Canada)	R. Bailey (USA)
8. Choosing a plan	8. Correcting the plan	8. Monitoring the implementation		
9. Implementing the plan				
10. Results monitoring				
11. Analyzing and comparing with the goals				

The strategic planning, as opposed to traditional one, focuses on active actions. It is also a long-term plan and deals with many problems. It concentrates on satisfying the demands of the local community in the optimal way, promoting public agreement. On the other hand, the strategic planning increases the competitiveness of the region, because its mere existence is the attraction factor for investors.

The following strategic planning algorithms are carried out in the regional structures abroad:

(1) The American specialist R. Bailey singles out six stages of the strategic planning, implemented in both private and governmental structures:

- The first stage includes defining the organizational goals. There is no single criteria for regional structures, such as profit for private organizations. This makes the goal choice more difficult.
- The second stage describes and forecasts dynamic tendencies of the population number, the economic development and other factors influencing the organization performance. At this stage, the local planners face the problem of seeking the necessary information. Their own possibilities to find information are very limited, that is why they must rely upon the State Statistical Committee data as well as upon expert evaluations. The data received in that way do not always meet the demands of the regional strategic planning.
- The third one consists in evaluating the organizational internal assets. It is worth noting that the importance of human resources is often underestimated as a source to increase the efficiency of the state organization activity.
- The fourth stage involves adopting the structure of the given organization to the plan. The regional organization structure is less flexible than the private companies' one, because it reflects the current balance of political forces.
- The fifth stage is the plan implementation. It is not a simple specification of implementation steps. If the local government uses certain actuators for private firms (e.g. providing tax concessions), plan implementation becomes a political process.
- The sixth one is assessing the plan influence on economic and social processes and making corrections to it. If the plan goals were not achieved, the corrections should be defined in order to meet the targets (Building Communities Together, 2008).

(2) The multi-stage planning, used by the municipal and regional development agencies in the USA:

- The first step is the resource inventory and tendencies analysis.
- The second stage includes the demand forecast, assessing what can happen in certain conditions (scenario method, creating imitational models).
- The third one involves defining goals and tasks. Many communities consider not only the opinion of executives, but also of the population and business representatives.
- The fourth step consists in creating and evaluating alternative plans taking into account different indicators, such as financial possibilities, the rate of meeting local community goals, additional load on the limited local infrastructure.
- The fifth stage includes choosing the most suitable plan.
- The sixth one prepares detailed plans for different aspects of the general one, local infrastructure facilities, and programs.
- The seventh step is implementing the plans.
- The eighth stage presupposes the constant evaluation of the process as a whole (Heywood 2007).

(3) The majority of economic development plans in the USA are made based on the model suggested by K. Myers in the 1950s:

- The actual community problems are singled out by interrogating the population.

- Materials and indicators are analyzed. The materials and indicators are received from the local consulting groups. They consider employment, wage rate, volume of sales, tax collection and others.
- General economic development goals are set.
- The data is collected and then analyzed to estimate the amount of existing resources.
- The goals are corrected after more precise data is received.
- Alternative development plans are prepared.
- Every suggested plan and strategy are estimated considering the implementation efficiency (general cost, time expenditure, technical difficulties in implementing and the influence of the strategy on other spheres of the governmental activities and available resources).
- Accepting the final development plan.
- Implementing the plan.
- Monitoring the implementation results and their evaluation.
- Analyzing the results and comparing them with the set goals (Reese 2007).

(4) In Canada Ph. Heywood's model of metropolitan planning is widely spread. It consists of 6 steps:

- Public and political discussion about goals.
- Professional analysis of goals and possibilities.
- Working out public and political assessment methods.
- Choosing goals and possibilities.
- Accepting the chosen policy.
- Joint implementation by the politics and planning specialists.

Briefly, this scheme can be described as 'Survey – analysis –plan'. This methodology resulted in a triune dialogue, with the participation of the politicians, defining goals and priorities, the population, who is directly influenced by strategic plans, and the professionals, aiming at collecting and analyzing the information and providing recommendations (Hall 2005).

(5) The Guide on strategic planning of the Department of Housing and Urban Development in the USA suggests the following steps:

- The process initiation (organizing the action group, beginning the data collection, needs and resource analysis, the help in educating the participants).
- Understanding the community and mutual learning (analyzing the strengths and weaknesses, possibilities and tendencies).
- Constructing the future or creating the forecast of the community (forming goals, achieving the concord).
- Business or working out a strategic plan (forming the strategy, projects and programs, building the local government structure, working out the result indicators system).
- Joint actions or construction for implementing (the creation of organizational structure, the decision-making process, key partners identification).
- From plan to action or implementation (change and improvement plan, flexibility provision, motivation, providing the community with the information about the plan) (Thompson 2013, Smit and Morre 2003).

3. Discussion

A comparative analysis shows that the discussed approaches correlate closely and reflect the stages of making a management decision. Despite the difference in the steps order, all experts agree that involving the public is important for a successful strategic planning.

The measure of success in planning is the population satisfaction with its results. On the other hand, it is impossible to implement the plans successfully without the support of the population that can only be achieved by involving the local leaders in working the plans out.

Further development prospects consist in combining general approaches and standards in this sphere with the regional and municipal features of concrete territories. The system analysis sees such strategic planning as a functional instrument to solve a certain problem of the organizational – social development of the socio-economic system.

The management decision is based on analyzing the corresponding problem with its structural characteristics, which serve as the analysis subject.

Conclusions

To sum up, three main groups of approaches can be specified in the modern strategic planning organization of the regional socio-economic development. The first group includes basic theoretical – methodological approaches, such as systematic, structural-functional, process, situational, and program – target-oriented ones. The second group consists of an institutional approach to forming a legislative base for planning. The third one involves methodological approaches to formulating and implementing the technologies and algorithms to work out strategic plans of the regional socio-economic development.

Working out *the* strategic plans of the regional socio-economic development must include a general qualitative analysis of the set strategic problem (non-structural approach to the problem), concrete quantitative analysis of the managed system development tendencies (considering a management problem as a well-structured one), and then integrating the received results into a concrete qualitative- quantitative management analysis (treating the management problem as a weakly structured one).

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