

New Approaches to the Development of Methodology of Strategic Community Planning

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Doi:10.5901/mjss.2015.v6n3s6p357

Abstract

One of the major problems faced by modern social development – is social systems controllability decrease. This is largely due to the unsuitability of the old management model, functioning by trial and error method, to the new social realities which requires a much more accurate and evidence-based approach. Socially important decisions based on subjectivism lead to the destabilization of society, deterioration of living conditions and quality of life. With the increasing complexity of the social world, the support of sustainable social development and societal systems security can only be based on scientific knowledge with the usage of the methods of strategic community planning. The authors suggest using the new parameters for the development of methodology of strategic community planning that are relevant to the modern stage of social development. The given article contains the proposals of methodology of strategic community planning development. As a strategic goal one put forward the formation of a genuine social state in Russia. An approximate range of tasks for each of the subsystems of society is suggested.

Keywords: sociology, strategic community planning, prognostics, social construction, social development.

1. Introduction

According to the author, the development of approaches to organization's activities planning and the increase in the complexity of the processes of development and implementation of strategic plans, is of evolutionary character. A. Chandler, K. Andrews and I. Ansoff are traditionally recognized as the founders of strategic management.

A. Chandler (2005) studied the genesis of the organization management system through the correlation of strategic objectives, the external environment and organizational structure of management.

Under the strategic community planning (hereinafter SCP), in accordance with the decree of the President of Russian Federation "On the basis of strategic planning in the Russian Federation" (Decree of the President of Russian Federation, <http://www.kasparov.ru/note.php?id=4AEEEC233AEA5>), one means the development of strategies for sustainable social development and national security of the Russian Federation providing in the conditions of accelerated transformation of global social reality. As such, the SCP is an integral part of the process of social construction, which is understood as "prevention of negative development of events and creation of realities which are desirable for an individual and the society." (Osipov, 2010: 81).

Societal system that includes four subsystems: economic, political, social and cultural, - is an object of SCP.

A set of the elements of economic activity of the society and the corresponding relations involved in the production, distribution, exchange and consumption, including the demographic processes refers to the *economic subsystem*. *Social subsystem* includes a set of elements of social structure of the society that defines correlative position (status) and the

relationship of social groups, their living conditions, social mobility possibility, the nature of social roles, attitudes and patterns of social behavior, including the deviation.

Political subsystem includes a set of institutions and relationships associated with the administration of public authority, as well as relations of domination and subordination between different social groups. *Cultural subsystem* includes outlook particularities, cultural codes, moral and ethical conceptions and stock of knowledge that have emerged in the course of the cultural and historical development and are common to the members of society, as well as mechanisms for their conservation and transmission, including the processes of socialization, education, science and the media.

2. Materials and Methods

Sustainable development of societal system involves adequate functioning of each of the subsystems and their harmonious interaction. Disadvantages of functioning of one or more subsystems lead to the deceleration of the societal system development as a whole, and in extreme cases, threaten its very existence. Thus, the main objective of the SCP should be necessary modifications of societal system functioning aimed at its sustainable development and security insurance.

SCP process can generally be regarded as composed of the following steps.

1. Definition of strategic risks for the sustainable development of the societal system and its safety. At this stage, the measurements of functioning of the basic parameters of the subsystems and societal system as a whole by means of special indicators are made and estimates of the risk associated with the current trends are done.
2. Formulation of the strategic objective of social development (SOSD). At this stage, one formulates the theoretically justified overall long-term goal of social development that implies a transfer of the societal system into a qualitatively new state in order to prevent the risks identified in the previous step. SOSD reflects the imperatives of sustainable development of a given society and its security, with national and cultural features taking into account, and formulated on the basis of the interests of harmonious interaction between the individual and society.
3. Strategic analysis of the societal system. This stage includes the determination of societal system functioning conditions by using special system of indicators, which promote or hinder the implementation of SOSD, as well as an analytical study of the factors of existing undesirable situations (problems) with the construction of intercommunication system. Strategic analysis is carried out both at the level of the system as a whole and at the level of the individual subsystems with regard to their relationships.
4. Setting objectives of social development (OSD). At this stage, one formulates immediate practical goals which attainment should lead to the solving of the identified problems and removing of the obstacles to the implementation of SOSD. OSD are formulated for each of the subsystems and for the system as a whole.
5. Choosing the methods for problem solving. At this stage, one chooses the method of introduced OSD solving. This phase includes a theoretical substantiation of the problem solving and creation of mathematical model of factors management on which experiments on the implementation of solutions in a various conditions are conducted and possible deviations (undesirable effects) are identified.
6. Working-up of a strategy of social development (SSD). At this stage, one works up practical recommendations for SOSD implementation considering solving the introduced OSD and presents possible scenarios for societal system development on the basis of the previous stage of modeling. This stage also includes the definition of the means necessary for SOSD achieving.
7. Results implementation and analysis monitoring. At this stage, which is carried out after taken of the recommended measures, one controls the implementation of SOSD with a special system of indicators, assesses the effectiveness of expenditure and conducts a critical analysis of shortcomings of the strategy implied.

In the leading countries of the world strategic forecasting at the national level is carried out with using a system of methods, generally titled "Foresight». The term "foresight" is widely used in the science for over 20 years. Foresight stays for the process of forecasting with application of expert assessment of the strategic opportunities and problems of innovative development, identifying the prerequisites of technological breakthroughs that are able to provide the maximum impact on the economy and society in the medium- and long-term outlooks.

The development of the theory and practice of foresight is due to the growing need for long-term forecasting methods, not only based on the extrapolation of current trends, but also taking into account different scenarios and possible breakthroughs in the future. Foresight is not only a means of information on possible options for development,

but also a tool to justify the specific regulatory measures in the process of decision-making at all levels of management.

World practice has a large number of research projects that involve the construction of long-term forecasts of development with the methods of foresight using. At the same time one points out a much smaller number of projects implemented with an integrated approach to the formation of objectives and tools, including a combination of various methods of foresight.

The foresight studies not only in Russia but also abroad, not all known methods are used. Many of them are worked up at the level of conceptual approaches, there is no common understanding of the terminology used, the methods of the results implementation. In this connection the necessity of developing of theoretical framework of integrated long-term forecasting with foresight using, based on the systematization of a wide range of methods - not only traditional and widely used, but also new ones is obvious. In recent years there is a great interest in new methods of foresight, such as "weak signals" and "critical factors" (wild cards, Joker).

Currently, only three components of the national security of the Russian Federation do not alarm the experts: the energy, state and military security. Of particular concern is the state of national security in the spheres of public and national health, social, environmental, terrorist security and also the security of quality of life (Karabulatova I. S. and Zinchenko, 2014; Zamaletdinov et al, 2014; Ryazantsev et al, 2014; Ryazantsev et al 2015).

This fairly clear indicates the priorities of the state policy of the Russian Federation: the continuation of the raw material orientation of the economy, the strengthening of national defense and the government. At the same time social services and quality of life of citizens are sidelined. This prioritization is also reflected in the budgetary policy. In accordance with the proposals of the Ministry of Finance on the budget for 2013-2016, spending on education, health, physical education and sport, housing and social policy is reduced, but spending on defense, national security and law enforcement is substantially increased.

It is clearly obvious that in this case the objectives of strengthening the state prevail over the goals of social development, i.e. primacy of the state over society which is traditional for Russian political thinking is manifested. However, such a unilateral policy, preserving the economic backwardness of Russia and ignoring basic needs and interests of citizens, cannot provide either sustainable development of society, or its real security. The obvious evidence of this is an economic crisis, now unfolding in Russia, associated primarily with the exhaustion of raw materials export model of development and inefficient spending of public funds (Falyakhov et al 2012).

Alternatively to such a development, in our view, the strategic goal of building a genuine welfare state in Russia should be put forward. Determination of the Russian Federation as a welfare state is enshrined in the Constitution (art. 7), but much many things indicate that currently it is more a declaration than a real practice (Dremanova, 2012).

On the situation in the 2010-2012 year in Russia the Jeannie index fluctuated in Russia, according to the Federal State Statistics Service, in the region of 0.42 (State Statistics Committee, internet-resource). For comparison, the same indicator for the OECD countries in 2010 was equal to 0.32 (Levachov 2012). As a result of the study conducted in 2013, about 23% of Russian citizens considered themselves to "poor" (money is only enough to buy food), 56% - to "financial constraints" (enough money to purchase the necessary food and clothing), 19% - to "solvent" (can buy durable goods) and only 2% - to the "rich" (can spend money without restrictions). At the same time the authors of the study concluded that a group of "financial constraints" Russians is growing faster than the group of "solvent" and the continuation of current trends in 2020 will reach 70% of the population. Migration, labor and illegal migration in particular, requires special attention (Ryazantsev et al 2014; Ryazantsev et al 2015; Ryazantsev et al 2015 a; Karabulatova 2014).

The situation with pensioners is of especial difficulty. According to the 2014 rate of pension replacing wages in Russia was 35%, although, according to the recommendations of the ILO, a value below 40% indicates an attenuation of pensioners' state. According to experts, as a result of the ongoing pension reform, state of Russian pensioners could get worse with a decrease in the replacement rate to 19%. For comparison, in developed countries, the replacement ratio is at a level of 50-60% (Bachkatova 2014).

It is a low supply of housing for the citizens of Russia. In average there are 20 square meters of housing (in Moscow - 18) per inhabitant in 2014, a figure that has not changed for twenty years. For comparison, in European countries the supply of housing is 40-70 sq.m. per person. It should be noted that in Russia this figure is included, including the poor and very poor housing, which has every fourth family. According to the deputy chairman of the State Duma Committee for Housing Policy and Housing A. Sidyakin, from 50 to 70% of housing in Russia are in need of repair of various degrees of complexity (Milkova 2014).

Russia shows disappointing results on such an important social indicators as life expectancy. According to WHO, in 2012 it was equal to 69 years, has not changed since 1990, and the difference between men and women was more than 10 years (63 and 75 years) (State Statistics Committee, internet-resource). That corresponds to the level of such countries as Tajikistan, Uzbekistan and the Philippines, and is far behind the level of European countries (over 74 years).

The essential difference between the life expectancy of men and women in Russia is largely due to the spread of alcoholism, which is more susceptible to the male population. According to demographers, this factor causes 50% mortality in cases of acute poisoning, 20% - in the case of malignant diseases, 15% - in the case of diseases of the circulatory system and 13% - in the case of cirrhosis (Ryazantsev, 2014).

The peculiarity of Russia is also unprecedented high peacetime mortality among 15-19 year olds (90 deaths per 100 thousand in 2010). According to this indicator not only developed countries, but also the Central Asian states are ahead of the Russian Federation. This is dominated by unnatural causes of death (poisoning, suicide, violence), which accounted for over 70% of cases of early departure from life (Beskhmel'nitsin, et al, 2013: 269).

There are also problems in the sphere of public health and health care. As of 2012, the proportion of the population rated their health as good, very good, was 39% in Russia. For comparison: in Europe, the lowest rate was in Latvia (49%), while the highest - in Switzerland (82%). At the same time, according to a study of Rusgovins, in 2014 the quality of medical care was granted only by 39% of urban residents, and only 16% were confident that the health centers in the community are available in sufficient quantities (Beskhmel'nitsin et al 2013: 276).

3. Discussion

Modern welfare states are impossible without the development of science and quality education. Science and technologies created on its basis in the modern world are the main driver of economic growth, that allows us to implement social objectives of the state. As for education, in the modern world it has become not only an important public resource, determining the level of society development, but also an important individual resource, determining an individual's social status, level of income and career opportunities.

Currently, the state of science in Russia can hardly be considered as satisfactory, as evidenced by the massive outflow of scientific personnel in other sectors of the economy and the "brain drain" abroad. According to the estimates of Russian demographers, for the period from 2002 to 2010 annually 30-35 thousand specialists with higher education, including 10 to 40 doctors and 30 to 90 candidates left Russia (Ryazantsev & Pismennaya, 2013: 26). One of the most important reasons for this situation is the lack of funding for science. In terms of R D expenditures as a percentage of GDP, Russia with the figure for 2012 of 1.12% significantly lags behind not only Israel, which occupies a leading position (3.93%), and the developed European countries, but also China (1.98%) (State Statistics Committee, internet-resource).

Russian education faces the similar problems. Alongside with the structural problems associated with the transition to the Bologna system, the Russian higher education is suffering, according to the rector of the Moscow State University V.A. Sadovnichy, from problems such as low wages of teachers and insufficient financial support for students. The lack of government support programs for higher education leads to a serial reduction of budget places in giving quality education public universities; and paid training in the absence of concessional lending and government subsidies for education can only be afforded by students from the wealthiest families, which reduces social mobility and reinforces the stratification of society (Mullakhmetova, 2015).

It is impossible not to note the problem of corruption which is traditional for Russian society, which not only reduces the efficiency of public administration and complicates the business environment, but also directly affects the cost of living of Russian citizens. Thus, the share of the corruption costs in the price of milk is 15-30%, and in the cost of new housing - 25-30%.

It should be noted that the Russian government's socio-economic policy in general is not supported by citizens. For example, in 2013 only 18% of Russians believe that this course is in the interests of the majority of the population, and 56% have the opposite opinion (Levasov, 2013: 46).

However, in Russian society there is a request for a social state. Thus, according to opinion polls, the option of full independence of the social sphere of the state attracted only 2-3% of the population for the past 10 years. State support only for the weak and the helpless gaining no more than 12% of supporters. "Communist" version of the full equality in 2011 gained 41% of supporters. However, the largest number of supporters (55%) scored the version of the state policy to ensure a certain minimum for all and opportunities for others to do more on their own (Mareyeva, 2012: 49-61). This allowed the study authors to conclude that the aim of public policy, according to the most numerous group of population of the Russian Federation, should be in ensuring "equal opportunities for all citizens to realize their potential, as well as minimum guarantees that would insure the Russians in case of unfavorable development of the situation in the country, the problems in the labor market or unfavorable situation in their households" (Mareyeva, 2012: 73). It is easy to notice that we are talking about the social state, harmonically combining state social regulation with personal initiative which is traditional for capitalism (Burdzhalov, 2009).

4. Results

The welfare state which is now in the advanced Western countries was the result of a long historical development, which resulted in the adaptive evolution of "wild" capitalism, based on the principle of governmental non-intervention in the economy, into a more "civilized" or controlled. During this process, the state social regulation has evolved as one of the elements of the new social order, along with the transformation of ownership and organization of production, management efficiency increasing (Kobersy et al., 2015), political and economic democracy expansion, social mobility increasing and civil society development, scientific and technological progress and education of the population rising.

Thus, the welfare state is a multidimensional societal phenomenon that requires a high level of development and harmonization of all the subsystems of society. The experience of European countries in succeeded creating of a welfare state shows that for the effective support of the social sphere one needs a strong innovative economy, which, in turn, is impossible without advanced science, a high level of health and education of the population and an efficient system of government administration. On the other hand, the experience of some other European countries, especially Greece, demonstrates the futility of attempts to create a social state under conditions of inefficient economic model, rigid social structure, political clientelism and corruption (Lubotskaya, 2013).

In this regard, referring to the creation of the welfare state in Russia, it should be noted that this strategic objective involves the large-scale reforms affecting all subsystems of society. Only a reform of the social sphere is incapable to lead to sustainable results. This is evident in the case of so-called "May decrees" of the President of the Russian Federation, the implementation of the social part of which, according to A. Klepach, the Deputy of Economic Development, is impossible in the present state of the Russian economy. It should be added that the task of bringing economic growth to the required 4% per year is also unsolvable without diversification and de-monopolization of the economy and investment attractiveness and business environment improvement. This, in its turn, requires an increase in the efficiency of public administration, the creation of real guarantees of property and real fight against corruption, as well as scientific and technological activity activation and the training of specialists' improvement. And those problems, in their turn, refer to the political and cultural subsystems.

Thus, creating a real welfare state in Russia, posing as a strategic objective of social development, involves the formulation of a wide range of problems of social development in each of the subsystems of society. Rough and necessarily incomplete list of these tasks, proposed at the Table 1, should be considered as a heuristic tool to find practical ways to the aforesaid objective implementation.

Table 1. The objectives of social development of Russian according to society subsystems

Economic subsystem	Political subsystem	Social subsystem	Cultural subsystem
<ol style="list-style-type: none"> 1. Diversification of the economy in order to get rid of dependence on raw materials. 2. De-monopolization 3. Creation of favorable conditions for investment. 4. The fight against "state racketeering." 5. Support for small and medium businesses. 6. De-monopolization and development of competition. 7. Development of an effective mechanism for withdrawal of surplus income from natural resources in favor of budget. 8. Reform of taxation in order to increase the load on the more affluent citizens. 9. Reform of the banking system with the aim of turning it into an instrument of investment. 10. Changes in monetary policy to ensure economic growth 11. Active government support for agriculture 	<ol style="list-style-type: none"> 1. The actual implementation of the principle of separation of powers. 2. The development of local self-government. 3. The fight against corruption. 4. The reform of the state apparatus in order to increase its effectiveness 5. Increase of the accountability of civil servants to the public in exchange for a clear system of social guarantees 6. Establishment of an independent and effective judicial and law enforcement system 7. Provide real equality of all citizens before the law. 8. A clear separation of powers of the federation and the subjects 9. Strengthening the financial independence of regions 10. Creation of the legal guarantees for the activities of NCOs, non-discrimination on political or other grounds. 11. Tougher penalties for electoral fraud and vote counting. 12. Guarantees for media freedom in the tightening of the responsibility of journalists. 13. Improvement of legislation on protection of property rights 	<ol style="list-style-type: none"> 1. Minimum wage increase. 2. The growth of pensions, social benefits and disability benefits. 3. Creation of the Foundation of the older generation, which is formed by means of exploitation of natural resources 4. Facilitate opportunities to create and register independent trade unions 5. Improving the social status and salaries of teachers at all levels, the alignment of regional disparities. 6. The size of scholarships increasing 7. Establishment of the budget subsidizing student loans. 8. Increase of direct budget financing of state universities 9. Increase of the availability and quality of health insurance in the standardization of free services 10. Cancellation of import duties on the unique medical equipment and medicines. 11. Guarantee of medical care for rural residents. 12. Development of the government's housing policy for the de-monopolization of the construction and real estate market and the development of accessible forms of mortgage lending. 	<ol style="list-style-type: none"> 1. Increase of funding for basic science. 2. Facilitation of the procedures for obtaining grants, including foreign ones. 3. Cancellation of import duties on unique scientific equipment. 4. Increase of funding for state institutions of culture and art. 5. Promotion of philanthropy and private investment in education, science and culture. 6. Insurance of the territorial and price affordability of cultural objects. 7. Improvement of territorial infrastructure for physical exercise and sports.

New economic conditions associated with the need to overcome the global economic crisis, cause the formation of new approaches to strategic planning at the territorial level.

Methodical maintenance of the strategic planning process at the territorial level is represented as a sequence of actions which are necessary for the implementation. However, the question related to the selection of tools for the implementation of this or that task within the framework of strategic planning is arising.

Strategic planning toolkit includes in addition to traditional methods of economic analysis a wide range of economical-mathematical and statistical models, targeted program planning, methods of investment planning and business planning. The developers of the strategic plan should master methods of public opinion studying and public involvement in the process of developing a strategic plan, teamwork technology.

5. Conclusion

At the present stage of strategic management development the process approach in the development of enterprise strategies is widely used. The use of the system approach will allow assessment of the structure of material, financial and information flows organization.

Management style in Russian organizations is substantially different from the style of Western corporations that directly affects the process of introduction of administrative innovations in the field of strategic management. The study revealed the following features of the Russian style of management that prevent the effective implementation of the principles of strategic management:

- widespread implementation of outdated planning principles "from progress achieved" implies a certain extrapolation of past achievements, despite the dynamics of changes in the external environment;
- phenomenon of clannishness and regionalism are strong in the corporations, the administrative apparatus is often a conglomerate of competing groupings;
- managers are more focused on the habitual methods of management or on already ready "recipes";
- director's lack of attention to the organization of working time, lack of understanding of the importance of setting priorities and finding a balance between strategic and organizational management;
- excessive attention to the role of short-term success, stimulation of short-term problems solution rather than strategic thinking;
- insufficient attention to the analysis of corporate culture and creation of the system of corporate values promotion (Khairullina & Karabulatova, 2014).

The negative effects of identified organizational conflict, in our opinion, can be minimized by sequential formation of a vector of the strategic development of the organization based on an integrated methodology for the implementation of strategic management.

Modern production and management processes represent a complex system of horizontal and vertical threads of control, with uneven character, so to optimize the strategic management tools it is necessary to implement the system analysis tools, the matrix calculation methods, in particular.

Development of the methodology of long-term forecasting of socio-economic processes makes it possible to identify the main directions of development of methods and approaches to exploration of the possibilities of a picture of the future constructing on the basis of concerted action by all stakeholders.

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