

Expanding Methodological Approaches to Assessing the Quality of Socio-Economic Development Strategies for Large Cities



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Abstract. We substantiate areas of improving the tools designed to assess the quality of socio-economic development strategies for large cities. In particular, we developed and tested a methodology for assessing the quality of socio-economic development strategies for large cities based on the principles of strategic planning and social corporatism. At the first stage, it involves analyzing the dynamics of key indicators of socio-economic development in large cities, reflecting the growth rates of the number of city residents (“Citizens” indicator, provides a comprehensive assessment of the dynamics of development and targets of the urban community); the number of registered enterprises and organizations in the city (“Business” indicator, provides a comprehensive assessment of the dynamics of development and targets of the entrepreneurial community); the volume of housing construction (“Municipality” indicator, provides a comprehensive assessment of the effectiveness of municipal management through land use, interaction with residents and construction companies), as well as the faith of people and investors in the city and its future. At the second stage, we assess the use of five main mechanisms of social corporatism in the development strategies of large cities via contextual analysis: project management, urban sociology, territorial public self-government, municipal-private partnership, participatory budgeting. At each stage, we arrange large cities into groups in accordance with the criteria under consideration. At the final stage, we design a “Strategy – Development” matrix and put forward proposals for finalizing the strategies of large cities, taking into account their features. The approbation of the methodology has shown the heterogeneity of the quality of strategic planning and the dynamics of socio-economic development in Russia’s large cities. This may indicate that they are all at different stages of development of social corporatism. Therefore, it is necessary to use different approaches, tools and directions when developing city strategies, taking into account their characteristics and potential.

Key words: quality assessment, strategy, development, large city, project management, urban sociology.

Introduction to the issues

Today, the “growth poles” of the Russian economy are the largest cities. However, according to some authors, large cities can also become such poles, as they concentrate significant economic, management and intellectual potential (Douay, 2008). They are characterized by deep markets, well-developed infrastructure, and qualified personnel (Yamshchikov et al., 2017; L’vov et al., 2005; Nikonova et al., 2008). A composite indicator of such concentration can be the ability of cities to generate innovation and revenues for budgets at all levels (Bogomolova, 2016; Ignatyevskiy, Sovetova, 2020).

Today, large cities with significant economic potential do not take full advantage of the development opportunities that have arisen in recent years, including due to the weak design of their

strategies (Schlingmann, Nordström, 2015; Jacobs, 1961). This is confirmed by the experts of the Center for Strategic Research, who point to the following reasons for the low efficiency of strategic documents in terms of their development: insufficient elaboration of strategies, vagueness of authority and responsibility, declarativity of documents and others.

The main goal of successful socio-economic development of any city is to make the city a comfortable “home” for its residents, a promising platform for business development, a favorable and interesting place for tourists. The basic idea is simple – in a city where it is good, comfortable, cozy, safe, quiet and interesting, people are happy. One appreciates and loves such a city, is proud of it, cares about it, and strives to ensure its prosperity.

One doesn't want to leave such a city; one wants to live there, create a family, and have children. And this requires comfortable parks and embankments, modern kindergartens, schools, and sports facilities; landscaped yards, streets and sidewalks; reliable heat, gas, water and electricity supply systems; quality garbage and snow removal; convenient and safe public transportation; developed communication systems and many other subsystems, without which it is impossible to live comfortably in a modern city. A consequence of the positive changes in a city, an indicator that life there is becoming better and more comfortable, that it is developing in the right direction, is just the growth of population. It takes common goals, ideas, a common attractive future, and involvement in a big construction project. The quality of life in one city can be strikingly different. This is the root of animosity and contradictions, so it is necessary to strive to ensure equal accessibility of urban services.

Urban life is distinguished by the level of freedom, that is, the life scenarios that a person can implement (Jacobs, 1970; Jacobs, 1984). The main resource of the city is human capital – a set of competencies of people to meet the needs of the city. Traditionally, cities compete for people and resources. However, the concept of social corporatism¹ (Shulepov, 2014; Shulepov et al., 2020a) suggests complementing competition with diverse cooperation between cities, people and companies, and the introduction and dissemination of best practices.

Literature review

Currently, there are numerous methodologies for assessing the level of urban development. Most of them are based on statistical data, expert

estimates, and sociological surveys of residents and representatives of the business community. The most famous are the Economist's "Global Liveability Ranking"; Mercer's "Quality of living survey"; Domofond.ru rating of Russian cities; urban environment quality index²; methodology for assessing the quality of the urban environment of the Ministry of Regional Development of the Russian Federation³; surveys (for example, employees of the Financial University under the Government of the Russian Federation conducted a survey in cities with a population of more than 250 thousand people in order to study satisfaction with the quality of life); the methodology of the Institute for Urban Development Foundation; the methodology of the International Center for Social and Economic Research "Leontief Centre" (Kolchinskaya, 2013; Zhikharevich et al., 2017; author's methods of N.V. Shcherbakova, 2009, E.L. Chekaukova⁴, I.V. Manaeva et al., 2020).

Most methodologies are labor-intensive and include the assessment of dozens of different particular socio-economic indicators, which are further summarized in an integral indicator, on the basis of which cities are ranked. But for strategic planning, the use of these techniques is not quite appropriate, since this approach violates the most important condition – concentration on the essential.

Russia has more than 30 years of strategic planning practice⁵. During this period, strategic planning has become a widespread and mandatory tool, strategies have been actively developed and adopted at the federal, regional and municipal

¹ In the author's interpretation, social corporatism at the municipal level is a system of institutions and mechanisms for coordination of interests, goals and actions of the partnership participants (authorities, residents and business community), based on equal and mutually beneficial cooperation in order to develop and implement a strategy for socio-economic development of the city.

² Information system "Index of the quality of the urban environment". Available at: индекс-городов.рф.

³ "On approval of the methodology for assessing the quality of the urban living environment": Order of the Ministry of Regional Development of the Russian Federation no. 371, dated September 9, 2013.

⁴ Cheklaukova E.L. (2009). Tools for assessing the city's socio-economic development strategy: Candidate of Sciences dissertation: 08.00.05. Irkutsk. P. 23.

⁵ ICSE "Leontief Centre" was established in 1991.

levels. Federal Law 172 “On strategic planning in the Russian Federation”, dated June 28, 2014, which regulates this sphere, was adopted. Scientific school under the guidance of B.S. Zhikharevich, Director of the Resource Centre for Strategic Planning of ICSE “Leontief Centre”, carries out great work on the research of strategic planning practice at the municipal level.

We considered the main results of the study of strategies for Russian cities in 2014–2019, obtained by the research team of ICSE “Leontief Centre”. The study group included 168 cities with a population of more than 100 thousand people. Federal cities of Moscow, Saint Petersburg and Sevastopol were not included. The paper (Zhikharevich, Pribyshin, 2019) presents the formalized analysis results of 82 socio-economic development strategies elaborated and adopted in cities with population more than 100,000 people over the five years since the introduction of the Federal Law “On strategic planning in the Russian Federation” (from the mid-2014 to the mid-2019). In the course of the study, we searched and formed an array of texts of official city strategies. During the study period, 75 of the 168 cities in the studied size group developed new strategies (45%). We characterized each text with the help of the content codifier questionnaire. For each strategy we obtained the characteristics of continuity, balance, ambition, highlighted the declared and real priorities, flagship projects, assessed the scale of the planned transformations in the structure of the economy, recorded sectoral priorities. Separate attention is paid to the reflection of spatial development aspects in the strategies. The analysis of the usage frequency of marker words in the wording of the main objectives of cities’ strategies and missions showed that the leading phrase is still “quality of life” – it is used in 69% of the main objectives. We have proved that the context analysis methodology of officially tested strategic planning documents of cities allows assessing the

quality of municipal governance accurately enough. This method of research is the basis of the author’s methodology for assessing the quality of socio-economic development strategies for large cities.

Materials and methods

Based on the above, we identify the scientific and practical problems that need to be solved:

- 1) there is no holistic methodological framework for assessing the quality of strategies for socio-economic development of cities;
- 2) with the active development of strategic management at the city level, the scientific community has not established a link between the content of the adopted strategic planning documents and the pace of socio-economic development of cities;
- 3) strategic planning documents adopted at the level of large cities do not take into account current trends in the development of social partnerships between the main stakeholders of the territories.

In this regard, the article aims to develop a new methodological approach to assessing the quality of strategies for socio-economic development of large cities and substantiate the potential possibility of its practical application. We consistently address the following scientific challenges:

- to develop an algorithm for assessing the quality of strategies for large cities;
- to analyze the dynamics of key indicators of socio-economic development of large cities in Russia;
- to assess the use of the five main mechanisms of social corporatism (the most tested and widespread in Russian practice) in the strategies for large cities of Russia on the basis of a contextual analysis;
- to build a “Strategy – Development” matrix and to form proposals for refining the strategies of cities, taking into account their characteristics. Today, the practice of strategic urban management is evolving rapidly, so it is necessary to eliminate the lag of strategic planning.

Scientific novelty lies in the development of a new methodological approach to assessing the quality of strategies for socio-economic development of large cities, taking into account modern mechanisms of social corporatism.

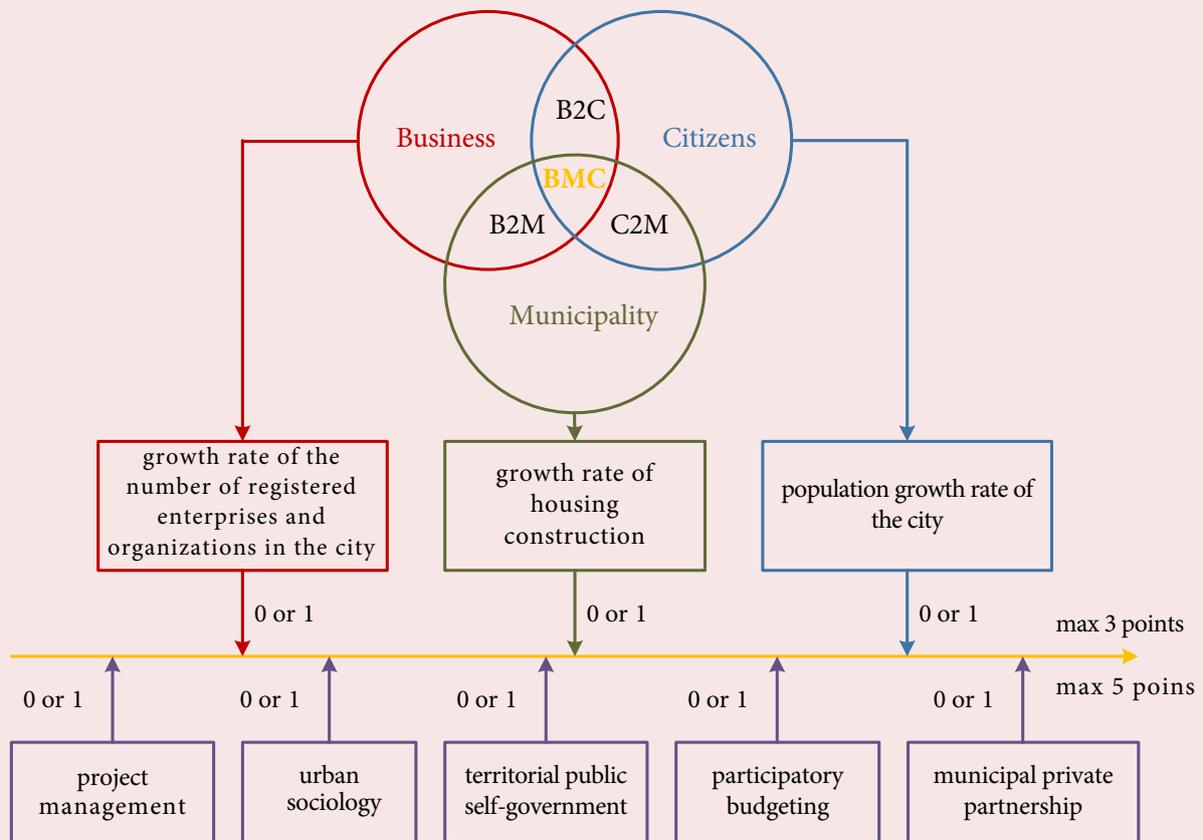
In our opinion, when developing a strategy, the number of target indicators should be minimal, but the most informative, and it is important to consider not their absolute value, but primarily the dynamics. Based on this premise, we have developed and tested our own methodology for assessing the quality of strategies for socio-economic development of large cities, based on the principles of strategic planning and social corporatism (Kolchinskaya, 2013), which involves three stages (Fig. 1).

In the first stage, we analyze the following key indicators (a point is assigned in case of positive

dynamics; the maximum rating is 3 points) according to the subsystems shown in Figure 1:

- the population growth rate of the city (comprehensively characterizes the dynamics of development and the targets of the urban community “Citizens”);
- the growth rate of the number of registered enterprises and organizations in the city (comprehensively characterizes the dynamics of development and target settings of the business community “Business”);
- the growth rate of housing construction (comprehensively characterizes the effectiveness of municipal management through land use, interaction with residents, construction companies “Municipality”) – the faith of people and investors in the city and its future.

Figure 1. Algorithm for assessing the quality of development strategies for large cities



Source: own compilation.

According to these indicators, the large cities of Russia are divided into three groups:

- leaders (increase in the indicator studied by more than 10%);
- average performers (an increase of the indicator in the range from 0 to 10%);
- outsiders (decrease of the index for the analyzed period).

The gradation is chosen based on the following hypothesis: a decrease in the value of the indicator suggests that the city is degrading, there is no development; during the study period, on average, all cities under consideration develop within the values of the indicators from 0 to 10% (normal distribution), and the dynamics of the indicator over 10% is above the average for the sample and the experience of socio-economic development of such cities will be of interest.

To increase the objectivity of the study, we analyzed the dynamics of specific indicators of the number of enterprises and organizations per 1,000 inhabitants of a large city, and the commissioning of residential buildings (per 1,000 inhabitants of the city).

The second stage was a search for official documents of long-term socio-economic planning of all large cities in Russia. The Registry of strategic planning documents included in GAS “Upravlenie” (State automated information system “Upravlenie”), websites of city administrations and city legislative bodies, websites of legal reference systems, and regional databases of strategic documents are used for searches. The strategy is considered found and meets the search criteria if a local legal act defining the official status of the document can be found.

The methodology developed for the study is based on an assessment of the use of five basic mechanisms of social corporatism in the adopted texts of strategies⁶:

⁶ We have chosen five main mechanisms of social corporatism out of the 39 examined (Shulepov et al., 2020a).

- project management (marker words: project, project activities) – a method of managing strategic tasks within projects and under time and resource limitations to achieve the stated results and goals (BMC sector);

- urban sociology – the study of the genesis, essence and general patterns of development and functioning of the city as an element of an integral system of socio-spatial and economic organization of society (BMC sector) (Savage, Warde, 1993);

- territorial public self-government (marker words: TPS) is a complex of formal and informal principles, norms, rules that condition and regulate the self-organization of city residents to independently carry out their own initiatives on issues of local importance (sector C2M)⁷;

- municipal-private partnership (marker words: municipal private partnership, MPP, PPP) – a set of forms and mechanisms of medium- and long-term mutually beneficial cooperation between the municipality, on the one hand, and economic entities, on the other hand, to implement socially important projects on the territory of the municipality (B2M sector);

- participatory budgeting (marker words: participatory budgeting) is a form of direct participation of residents in the implementation of local self-government through initiatives for the purpose of spending part of the budget funds with the use of the mechanism of co-financing (C2M sector).

We conduct a contextual search for the main mechanisms of social corporatism based on the texts of the strategies. If the strategic documents contain the relevant mechanism, the city earns one point. The maximum score a city can get is 5 points. At the third stage, we build a “Strategy – Development” matrix and put forward recommendations for improving the socio-economic development

⁷ “On the general principles of organization of local self-government in the Russian Federation”: Federal Law no. 131-FZ dated October 6, 2003 (as amended on December 30, 2021).

strategies for cities, taking into account their characteristics.

Results of the methodology testing

Today there are 1,117 cities in Russia, including 62 large cities⁸ (urban districts). They constitute the sample of this study because they have considerable potential and, at the same time, they are not characterized by the monopolistic position inherent in megacities.

One of the main indicators of the city's development is the number of its residents, which is considered in the dynamics. The growth of city residents is an increase in the number of citizens due to certain factors, depending on which there are natural population increase and positive migration balance. To identify demographic trends in a city, researchers usually consider fertility and mortality rates, the number of departures and arrivals. However, for strategic planning it is advisable and sufficient to consider the rate of change in the number of urban residents, as this indicator reflects both natural population increase (people stay

in the city comfortable for life, leisure and work and expand their families) and migration growth (people are willing to move to a comfortable city for permanent residence). The market, ideas, business and money, diversity and development opportunities – all this increases with the growth of the number of inhabitants.

We consider the change in the population of large cities in Russia over the past 10 years. During this period, 48 large cities⁹ in Russia (77.4%) saw an increase in the number of inhabitants (including urban and rural population), while 14 saw a decrease. In general, the population of large cities in Russia in the period from 2010 to 2019 increased from 26.1 to 28.0 million people (by 1.9 million people, or 7.3%). These facts indicate that the processes of urbanization in Russian large cities are quite active, but uneven. *Table 1* shows the results of the population size assessment in large Russian cities. Hereinafter, the leading cities according to the considered indicator (the first 10 large cities in the rating) and the outsider cities (the last 10) are presented.

Table 1. Population estimates for large cities of Russia (urban and rural population)

Cities-leaders		Change rate 2019 / 2010, %	Cities-outsiders		Change rate 2019 / 2010, %
Balashikha		245.8 (152.3 including Zheleznodorozhny)	Arkhangelsk		99.6
Podolsk		179.5 (137.4 including Klimovsk)	Ivanovo		99.1
Tyumen		132.8	Volzhsky		98.9
Sevastopol*		132.0	Oryol		97.4
Sochi		125.8	Vladikavkaz		97.3
Khimki		124.3	Tolyatti		97.2
Surgut		123.4	Bryansk		96.8
Yakutsk		118.4	Nizhny Tagil		96.3
Kaliningrad		113.4	Kurgan		93.9
Novorossiysk		113.4	Murmansk		93.7
Leaders (increase over 10%)	14 large cities	Average performers (increase from 0 to 10%)	36 large cities	Outsiders (decrease)	12 large cities
* Change rate 2019 / 2015, %.					
Source: Database of indicators of municipalities of the Russian Federation. Available at: https://www.gks.ru/dbscripts/munst/ (accessed: November 16, 2021).					

⁸ According to the code “Urban planning. Urban and rural planning and development” of the Ministry of Construction of the Russian Federation, large cities include cities with a population of between 250,000 and 1 million people.

⁹ Hereinafter, the term “city” also refers to urban districts.

The analysis revealed that the outflow of population comes mainly from the northern cities (Arkhangelsk, Murmansk) and those that have in close proximity the largest or more comfortable large cities (Tolyatti, Vladikavkaz, Volzhsky and others). The highest growth rates were shown by Moscow's satellite cities (Balashikha, Podolsk, Khimki), resort towns (Sochi, Novorossiysk, Kaliningrad, Sevastopol), "mining" cities (Surgut, Yakutsk). Balashikha has achieved the highest population growth compared to other large cities of Russia. Here we should give an explanation. In 2015, the city of Zheleznodorozhny with population of almost 152 thousand people joined Balashikha. Due to this, the population of Balashikha itself increased sharply from 260.7 thousand people in 2015 to 428.4 thousand people in 2016. Thus, the population growth in Balashikha over the past 10 years was 52.3% (including residents of Zheleznodorozhny). In 2015, the city of Klimovsk (56.2 thousand people) was included in the enlarged urban district of Podolsk. If we take into account the residents of Klimovsk, the dynamics of population growth in Podolsk is significant (an increase of 37.4%).

We assume that the population growth in large cities was mainly due to migration processes. This is confirmed by the results of a study of Russians' migration attitudes within the country, conducted by the Russian Public Opinion Research Center (VCIOM)¹⁰. Currently 25% of Russians, mostly between the ages of 25 and 34 (40%), are thinking about moving for permanent residence to another city of Russia. Among those expressing a desire to move to another locality in Russia, 61% would like to move to a city, and 34% would like to move to the countryside. The reasons why Russians want to move are: unemployment or remoteness of work

(18%), a higher standard of living in another locality (15%), environmental reasons (13%), as well as a preference for a more favorable climate (12%). Some respondents would like to move because they do not like their city or are more attracted to another one (7%), while others would prefer to move for a better education (7%) or in an effort to broaden their own horizons and prospects (7%). Thus, potential migrants must see the prospects for the development of a large city, laid down in a qualitative strategy. An important factor is the consolidation in the city of active residents who can create impulses for its socio-economic development.

A quality urban business environment creates and combines conditions for the long-term development of the city, in which people and businesses are interested and profitable to invest time and money in the area. It is determined by safety, livability and design of the urban environment, ecology, logistics, availability and quality of human resources and specialized services, investment incentives, predictability and professionalism of local politics, social protection system, functional diversity, etc. The business environment is also greatly influenced by the city's long-term development goals, as outlined in the strategy. The results are expressed in the creation of new jobs, an increase in tax payments to the municipal budget, and the attraction of non-budgetary investments, which ultimately contributes to the improvement of the overall socio-economic situation in the city and the well-being of its residents.

In this regard, the second most important indicator of the development level of the city is the number of enterprises and organizations, as the dynamics of this criterion shows how favorable the business environment is formed in the city.

The data presented in *Table 2* show that 14 Russian large cities (22.6%) currently have a favorable environment for business development. The satellite cities of Moscow (Balashikha, Podolsk,

¹⁰ The Russian Public Opinion Research Center's study of the migration attitudes of Russians within the country. Available at: <https://wciom.ru/index.php?id=236&uid=9976> (accessed: November 16, 2021).

Table 2. Number of enterprises and organizations (according to state registration) in large cities of Russia

Cities-leaders		Change rate 2019 / 2010, %		Cities-outsiders		Change rate 2019 / 2010, %	
Balashikha		156.4		Surgut		78.3	
Grozny		129.0		Kirov		76.1	
Smolensk		126.6		Yoshkar-Ola		75.5	
Khimki		125.4		Volzhsky		74.9	
Naberezhnye Chelny		117.2		Tver		72.3	
Sevastopol*		116.0		Murmansk		60.9	
Simferopol*		115.0		Irkutsk		51.5	
Yakutsk		108.8		Ulan-Ude		49.1	
Saransk		108.3		Makhachkala		41.8	
Podolsk		107.6		Vladikavkaz		33.6	
Leaders (increase over 10%)	7 large cities	Average performers (increase from 0 to 10%)	7 large cities	Outsiders (decrease)	48 large cities		
* Change rate 2019 / 2015, %.							
Source: Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2020; Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2018; Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2016; Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2014; Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2011.							

Khimki) show great dynamics of growth. In 48 large cities out of 62, the number of registered enterprises and organizations was decreasing. For the whole sample, this indicator decreased by 14.1%¹¹ from 2010 to 2019, indicating insufficient efforts made by the authorities to create a comfortable business climate and promote entrepreneurship.

Significant decrease in the number of enterprises and organizations according to the state registration for the review period is observed in Ulan-Ude (50,9%), Makhachkala (58,2%), Vladikavkaz (66,4%).

The third indicator, the rate of development of the housing sector, illustrates what results can be achieved by systematically building a partnership of government, residents and businesses on the basis of urban strategy on a “win – win” principle. When residents understand and share the vision of the future of the city, notice positive dynamics in the development of infrastructure, and are confident that the government is open to dialogue and respects citizens, then they associate their future and the future of their children and grandchildren with

the city and invest in the purchase (construction) of housing. Businesses, based on the growing demand for real estate, are beginning to develop manufacturing facilities and trade. Authorities and management as a result involve land resources in circulation, increase the capitalization of urban land (thereby increasing the affordability of housing), ensure the quality of housing through the approval of design and estimate documentation, get new jobs and objects of taxation. Consequently, tax deductions to budgets grow, which can be directed to the further development of infrastructure, landscaping and improving citizens’ quality of life. Consistently ramping up this “flywheel” from year to year, it is possible to significantly increase the rate of socio-economic development of the city, even with limited resources, and vice versa, when in the most favorable conditions residents, business and government operate on the principle of “circular firing squad”, the city will degrade, losing population and prospects.

Table 3 provides an assessment of the commissioning of residential buildings in large Russian cities. In 39 cities under review (62.9%) for 2010–2019 there is an increase in the rate of construction,

¹¹ The Covid-19 pandemic in Russia began on March 2, 2020.

Table 3. Assessment of the commissioning of residential buildings in large Russian cities

Cities-leaders		Change rate 2019 / 2010, %		Cities-outsiders		Change rate 2019 / 2010, %	
Grozny		1 386.7		Vladivostok		68.8	
Sevastopol*		541.8		Kostroma		66.3	
Orenburg		298.7		Tomsk		56.7	
Sterlitamak		291.4		Oryol		56.6	
Simferopol*		268.2		Chita		53.2	
Yoshkar-Ola		229.8		Belgorod		39.6	
Nizhny Tagil		211.7		Ulan-Ude		38.9	
Yakutsk		205.4		Astrakhan		35.6	
Kaluga		205.4		Murmansk		25.6	
Kurgan		205.3		Podolsk		10.8	
Leaders (increase over 10%)	36 large cities	Average performers (increase from 0 to 10%)	3 large cities	Outsiders (decrease)	23 large cities		
* Change rate 2019 / 2015, %. Source: Database of indicators of municipalities of the Russian Federation. Available at: https://www.gks.ru/dbscripts/munst/ (accessed: November 16, 2021).							

therefore, we can say that people are planning to spend their lives in these cities. However, in 23 cities (37.1% of the sample) the commissioning of residential buildings is declining, which is an unfavorable trend in strategic terms. Slight rates of increase are observed only in three Russian cities.

As a result of the analysis of the three indicators (Citizens – Business – Municipality), the directions of strategic planning efforts for different cities are clearly visible. For more substantiation of the

conclusion made, it is advisable to consider the relative indicators that characterize the socio-economic development of cities from the perspective of strategic planning. *Table 4* shows the dynamics of changes in the number of enterprises and organizations per 1,000 residents of the city. Smolensk and Grozny retained their leading positions by a comparable indicator, while the three outsiders by the level of development of the business environment remained unchanged.

Table 4. Assessment of the number of enterprises and organizations, per 1,000 residents of a large city

Cities-leaders		Change rate 2019 / 2010, %		Cities-outsiders		Change rate 2019 / 2010, %	
Smolensk		127.0		Tver		68.8	
Grozny		114.8		Yoshkar-Ola		68.6	
Simferopol*		114.4		Balashikha		68.3	
Naberezhnye Chelny		112.8		Murmansk		65.0	
Sterlitamak		106.2		Surgut		63.5	
Cherepovets		103.5		Podolsk		61.0	
Tolyatti		101.2		Irkutsk		48.7	
Khimki		100.9		Ulan-Ude		45.5	
Saransk		100.9		Makhachkala		40.1	
Vologda		100.1		Vladikavkaz		34.5	
Leaders (increase over 10%)	4 large cities	Average performers (increase over 10%)	6 large cities	Outsiders (decrease)	52 large cities		
* Change rate 2019 / 2015, % Source: Database of indicators of municipalities of the Russian Federation. Available at: https://www.gks.ru/dbscripts/munst/ (accessed: November 16, 2021); Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2020; Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2018; Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2016; Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2014; Regions of Russia. The main socio-economic indicators of cities. Stat. Coll., <i>Rosstat</i> . Moscow, 2011.							

Table 5 presents an assessment of the dynamics of changes in the commissioning of residential buildings in square meters per inhabitant of the city. According to this relative indicator, the main leader and outsider cities remained practically unchanged.

The following is a grouping of cities according to the dynamics of the most important indicators for strategic planning over 2010–2019 (Tab. 6). The point estimate was taken as the basis. If there is a positive trend in the indicator over the analyzed

period, the city is assigned one point. If the trend is the opposite, the city does not receive a point. Thus, we formed four groups of large cities:

- effectively developing or successful cities (3 points; 10 cities);
- cities that have some problems in their development, or “catching-up” cities (2 points; 26 cities);
- cities at risk (1 point; 21 cities);
- “dying” cities (0 points; 5 cities).

Table 5. Assessment of the commissioning of residential buildings per 1,000 residents of the city

Cities-leaders		Change rate 2019 / 2010, %		Cities-outsiders		Change rate 2019 / 2010, %	
Grozny		1 233.9		Oryol		58.2	
Sevastopol		410.5		Sochi		56.7	
Sterlitamak		288.5		Tomsk		51.9	
Orenburg		287.2		Balashikha		49.3	
Simferopol		266.9		Chita		49.1	
Nizhny Tagil		219.8		Ulan-Ude		36.0	
Kurgan		218.8		Belgorod		35.9	
Yoshkar-Ola		208.7		Astrakhan		35.0	
Kaluga		200.3		Murmansk		27.3	
Yaroslavl		195.6		Podolsk		6.1	
Leaders (increase over 10%)	32 large cities	Average performers (increase over 10%)	7 large cities	Outsiders (decrease)	23 large cities		

Source: Database of indicators of municipalities of the Russian Federation. Available at: <https://www.gks.ru/dbscripts/munst/> (accessed: November 16, 2021).

Table 6. Ranking of large cities according to the dynamics of the most important indicators for strategic planning for 2010–2019

City	Commissioning of residential buildings	Population	Number of enterprises and organizations	Total score
Successful cities (3 points)				
Naberezhnye Chelny	1	1	1	3
Sevastopol	1	1	1	3
Simferopol	1	1	1	3
Yakutsk	1	1	1	3
Saransk	1	1	1	3
Grozny	1	1	1	3
Sterlitamak	1	1	1	3
Khimki	1	1	1	3
Balashikha	1	1	1	3
Cherepovets	1	1	1	3
“Catching-up” cities (2 points)				
Saratov	1	1	problem	2
Izhevsk	1	1	problem	2
Ulyanovsk	1	1	problem	2
Yaroslavl	1	1	problem	2
Orenburg	1	1	problem	2

End of Table 6

City	Commissioning of residential buildings	Population	Number of enterprises and organizations	Total score
Kemerovo	1	1	problem	2
Ryazan	1	1	problem	2
Cheboksary	1	1	problem	2
Kaliningrad	1	1	problem	2
Tula	1	1	problem	2
Tambov	1	1	problem	2
Petrozavodsk	1	1	problem	2
Tyumen	1	1	problem	2
Barnaul	1	1	problem	2
Penza	1	1	problem	2
Kaluga	1	1	problem	2
Vologda	problem	1	1	2
Kirov	1	1	problem	2
Belgorod	problem	1	1	2
Surgut	1	1	problem	2
Tver	1	1	problem	2
Podolsk	problem	1	1	2
Nizhneartovsk	1	1	problem	2
Novorossiysk	1	1	problem	2
Yoshkar-Ola	1	1	problem	2
Magnitogorsk	1	1	problem	2
Cities at risk (1 point)				
Tolyatti	1	problem	problem	1
Lipetsk	1	problem	problem	1
Khabarovsk	problem	1	problem	1
Vladivostok	problem	1	problem	1
Makhachkala	problem	1	problem	1
Kursk	problem	1	problem	1
Kostroma	problem	1	problem	1
Stavropol	problem	1	problem	1
Sochi	problem	1	problem	1
Chita	problem	1	problem	1
Nizhny Tagil	1	problem	problem	1
Arkhangelsk	1	problem	problem	1
Smolensk	problem	problem	1	1
Irkutsk	problem	1	problem	1
Tomsk	problem	1	problem	1
Novokuznetsk	problem	1	problem	1
Astrakhan	problem	1	problem	1
Ulan-Ude	problem	1	problem	1
Vladimir	problem	1	problem	1
Kurgan	1	problem	problem	1
Vladikavkaz	1	problem	problem	1
"Dying" cities (0 points)				
Murmansk	problem	problem	problem	0
Bryansk	problem	problem	problem	0
Ivanovo	problem	problem	problem	0
Volzhsky	problem	problem	problem	0
Oryol	problem	problem	problem	0
Source: own compilation.				

Thus, the analysis of socio-economic development of large cities in Russia showed that 10 of them, or only 16.1% for 2010–2019, can be attributed to effectively developing. “Catching up” cities represent also a significant proportion (42%). However, still critical is the percentage (33.9%) of cities that are in the risk zone and may become “dying” without the intensification of processes for their strategic development. According to our methodology, five cities can be classified as “dying” cities. All three of their most important indicators of socio-economic development for the period under analysis have downward trend.

At the second stage, we consider the formed base of strategic documents, which included 60 strategies for the development of large cities (96.8% of all cities in the study group). We have not found strategic documents for Vladikavkaz and Balashikha. In the context of social corporatism, this circumstance is indicative of the fact that the availability of the content of the strategy for the

residents of the city and its business community is a necessary condition for the use of mechanisms of social corporatism.

The evaluation of strategic documents of large cities in Russia, based on the mechanisms of social corporatism, is as follows: 4 points – 6 strategies (10% of 60 strategies); 3 points – 15 strategies (25%); 2 points – 19 strategies (31.6%); 1 point – 16 strategies (26.7%); 0 points – 4 strategies (6.7%) (Tab. 7). Below are the mechanisms of social corporatism, laid down in the strategic documents under study:

- a) project management – 56 strategies (93.3% of 60 strategies);
- b) urban sociology – 14 strategies (23.3%);
- c) territorial public self-government – 20 strategies (33.3%);
- d) municipal-private partnership – 29 strategies (48.3%);
- e) participatory budgeting – 4 strategies (6.7%).

Table 7. Assessment of strategic documents of large cities in Russia in terms of the use of social corporatism mechanisms

City	Date of strategy adoption	Scores	The mechanisms of social corporatism, inherent in the strategy				
			Project management	Urban sociology	TPS	MPP	Participatory budgeting
Yaroslavl	June 3, 2010 (amended on November 7, 2016)	4	1	1	1	1	no
Cherepovets	November 29, 2016	4	1	1	1	1	no
Sochi	Project through to 2030	4	1	1	1	1	no
Kirov	November 24, 2010	4	1	no	1	1	1
Bryansk	Project through to 2030	4	1	no	1	1	1
Belgorod	January 30, 2007 (amended on February 27, 2018)	4	1	no	1	1	1
Chita	November 22, 2018	3	1	1	no	1	no
Ulyanovsk	September 8, 2015	3	1	no	1	1	no
Surgut	June 8, 2015	3	1	no	1	1	no
Smolensk	Project through to 2030	3	1	no	1	1	no
Penza	September 29, 2017	3	1	no	1	1	no
Novokuznetsk	December 25, 2018	3	1	1	no	1	no
Nizhny Tagil	January 31, 2019	3	1	no	1	1	no
Kurgan	December 24, 2014	3	1	1	no	1	no
Ivanovo	December 26, 2008 (amended on July 1, 2015)	3	1	1	1	no	no
Vladimir	Project through to 2030	3	1	1	1	no	no

Continuation of Table 7

City	Date of strategy adoption	Scores	The mechanisms of social corporatism, inherent in the strategy				
			Project management	Urban sociology	TPS	MPP	Participatory budgeting
Vladivostok	Project through to 2030	3	1	no	1	1	no
Arkhangelsk	13.02.2019	3	1	no	1	1	no
Orenburg	September 6, 2011	3	1	no	1	1	no
Murmansk	May 30, 2012	3	1	1	no	1	no
Oryol	October 3, 2011	3	1	1	no	no	1
Tula	Project through to 2030	2	1	no	no	1	no
Tomsk	June 27, 2006 (amended on July 07, 2020)	2	1	no	no	1	no
Tver	Project through to 2030	2	1	no	no	1	no
Sterlitamak	Project through to 2030	2	1	1	no	no	no
Sevastopol	June 24, 2016 (amended on October 25, 2017)	2	1	no	no	1	no
Saratov	February 16, 2017	2	1	no	1	no	no
Saransk	April 30, 2013 (amended on July 27, 2016, May 24, 2017)	2	1	no	no	1	no
Naberezhnye Chelny	April 07, 2016 (amended on October 07, 2019)	2	1	no	no	1	no
Magnitogorsk	October 27, 2018	2	1	no	no	1	no
Lipetsk	August 2, 2016	2	1	1	no	no	no
Kursk	November 19, 2019	2	1	no	no	1	no
Kaluga	February 2, 2018	2	1	no	1	no	no
Yoshkar-Ola	February 28, 2018	2	1	no	1	no	no
Izhevsk	April 14, 2016	2	1	1	no	no	no
Grozny	September 30, 2016	2	1	no	no	1	no
Vologda	May 30, 2019 (amended on June 27, 2019)	2	1	no	1	no	no
Astrakhan	December 29, 2011 (amended on June 27, 2017)	2	1	1	no	no	no
Yakutsk	February 6, 2019	2	1	no	no	1	no
Petrozavodsk	February 18, 2015	2	1	no	no	1	no
Cheboksary	October 27, 2009	1	1	no	no	no	no
Khimki	July 30, 2014	1	1	no	no	no	no
Khabarovsk	January 31, 2017	1	1	no	no	no	no
Ulan-Ude	December 20, 2018	1	1	no	no	no	no
Stavropol	July 21, 2017	1	1	no	no	no	no
Simferopol	Project through to 2030	1	1	no	no	no	no
Ryazan	March 26, 2009 (amended on April 22, 2010, July 18, 2013, October 29, 2015, January 28, 2016, April 26, 2016, February 22, 2017, April 27, 2017)	1	1	no	no	no	no
Podolsk	November 28, 2019	1	1	no	no	no	no
Makhachkala	December 27, 2012	1	1	no	no	no	no
Kostroma	November 28, 2019	1	1	no	no	no	no
Kemerovo	December 27, 2019	1	1	no	no	no	no
Kaliningrad	October 09, 2013	1	1	no	no	no	no

End of Table 7

City	Date of strategy adoption	Scores	The mechanisms of social corporatism, inherent in the strategy				
			Project management	Urban sociology	TPS	MPP	Participatory budgeting
Irkutsk	February 22, 2018	1	1	no	no	no	no
Barnaul	December 19, 2013 (amended on August 31, 2017)	1	1	no	no	no	no
Tyumen	Project through to 2030	1	1	no	no	no	no
Nizhnevartovsk	December 26, 2014	1	1	no	no	no	no
Tambov	April 23, 2012 (amended on April 28, 2015)	0	no	no	no	no	no
Tolyatti	January 25, 2019	0	no	no	no	no	no
Novorossiysk	July 16, 2019	0	no	no	no	no	no
Volzhsky	November 29, 2019	0	no	no	no	no	no
Vladikavkaz	–	0	We have not found any strategies for the development of these cities				
Balashikha	–	0					
Source: own compilation.							

Thus, none of the strategies reviewed received a maximum score of 5, indicating the need to improve the quality of strategic planning at the level of large cities.

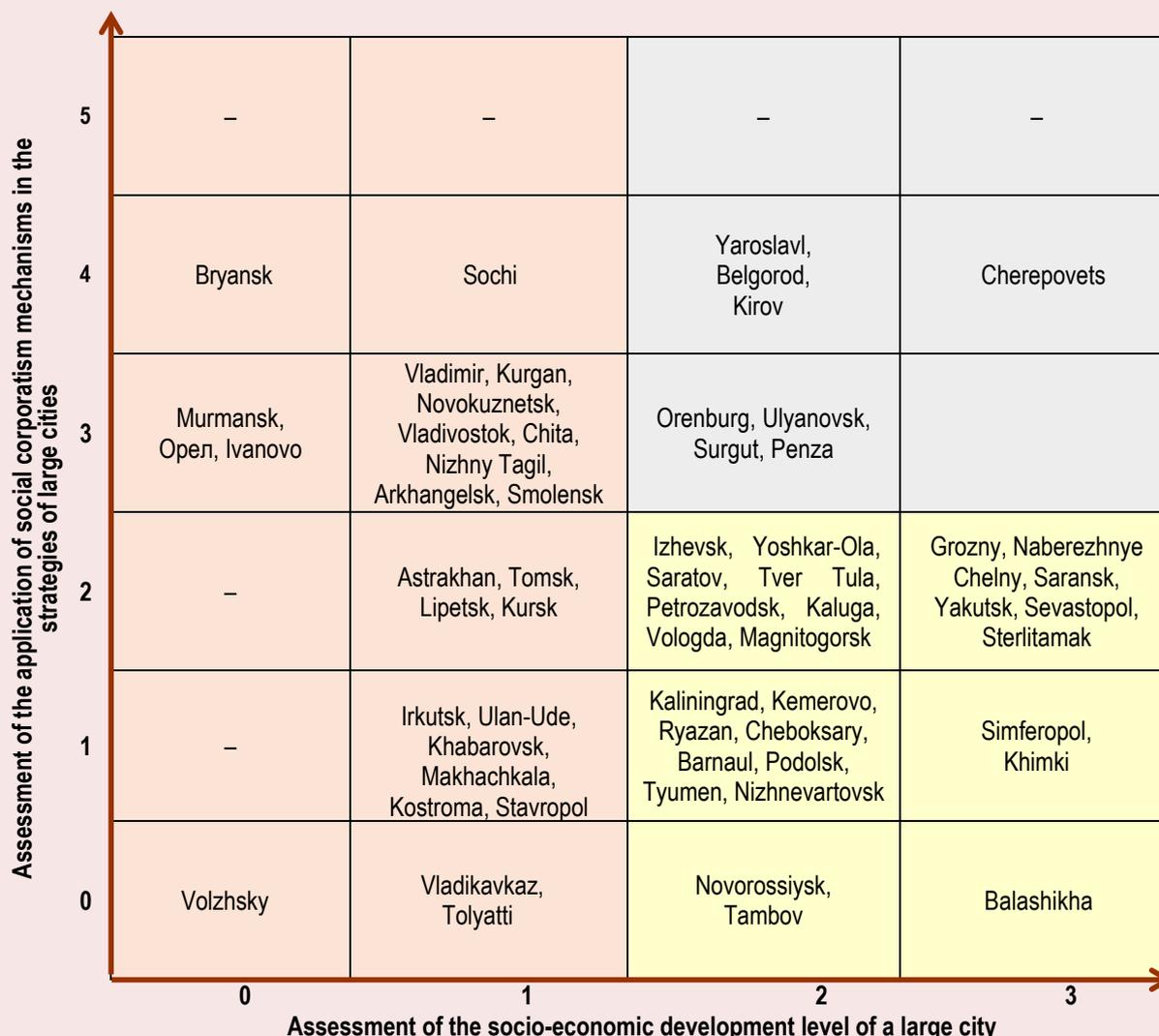
The most commonly used mechanism of social corporatism is project management¹². Least frequently mentioned in the strategies of large cities is participatory budgeting. As noted earlier, the urban sociology is virtually not used (Stolbov, Starosta, 2017). In this regard, the data of sociological research are scattered, the municipal statistics do not allow getting correct feedback from residents and businesses, conducting a qualitative analysis of the processes occurring in the city and making effective management decisions. This area can and should become the key to the application of modern information technology in municipal government in the coming years, especially since the collection of primary data from residents and businesses from various sources and databases is constantly growing. Initiative budgeting is a fairly common practice, but it is not adequately reflected in strategic documents.

¹² Our results correlate with the conclusions of B.S. Zhikharevich (Zhikharevich, Pribyshin, 2019).

Next, we consider how the strategic documents of large Russian cities correlate the designations of the mechanisms of social corporatism with the level of socio-economic development of the city. The correlation between these two blocks has not been sufficiently investigated, since the development of the city also depends on other factors – natural and climatic characteristics, geographic location, and others. However, the visual representation of the results is quite interesting (*Fig. 2*).

Thus, the formed matrix shows the heterogeneity of the quality of strategic planning and the dynamics of socio-economic development of large cities in Russia. This may indicate that they are all at different stages of the evolution of social corporatism. Consequently, it is necessary to use different approaches, tools and directions in the development of city strategies, taking into account their characteristics and potential. For example, cities characterized by a high level of socio-economic development and a relatively high level of social corporatism (green quadrant) are recommended in strategic planning documents to focus on the formation of their own identity through the development and implementation of

Figure 2. "Strategy – Development" Matrix for large cities of Russia



Source: own compilation.

jackpot projects¹³. Cities in the yellow quadrant should pay attention to improving the quality of strategic planning, the development of dialogue between government, business and society through the development and implementation of urban social projects. Cities in the red quadrants are

¹³ The authors (Shulepov et al., 2020b) show how one (or a series of) successful projects dramatically change the living conditions and dynamics of development in a city for the better.

characterized by negative dynamics of two or more key indicators of socio-economic development and are in the risk zone. They require the development of strategies that are essentially anti-crisis.

Discussion and conclusion

The strategy is the most important document of socio-economic development of a large city, so it must be developed on the principles of social corporatism, that is, in cooperation with the authorities, residents and businesses.

In science and practice, various methods are used to assess development strategies for large cities, using both quantitative and qualitative data. However, due to the extremely scarce information base of municipal statistics and urban sociology and a number of other factors, these tools do not provide an objective result, and therefore there is a need to improve tools for assessing the quality of strategies. In the article we attempted to solve this problem.

The developed methodology for assessing the quality of strategies for socio-economic development of large cities promotes a comprehensive approach, there is a comprehensive assessment at two levels: a) application of social corporatism mechanisms based on contextual analysis; b) socio-economic development of a large city based on a nominal set of indicators. The methodology proposed for use is not devoid of flaws, but with certain assumptions it allows solving the necessary problems and is up-to-date.

The formed matrix shows the heterogeneity of strategic planning quality and the dynamics of socio-economic development of large cities in Russia. This implies the use of different approaches, tools and directions in the development of city strategies, taking into account their characteristics and potential.

The quality of city strategies varies, but we can conclude that it generally characterizes the competence, intellectual level and openness of the city administration headed by the mayor. Currently, most strategies emphasize analysis and description of the current state of the city. There is a clear intention to develop all areas at the same time. Hence the voluminous and complex documents with a large number of indicators and the lack of emphasis on the main ones. At the same time, the ways to achieve the set goals are poorly defined. Often municipal authorities do not have the ability to influence the declared indicators at all.

The use of various forms of social corporatism in municipal strategic planning in many large cities is at an initial level, which raises the question of their development (what to do?) and testing (how to do?).

The methodological approach we have developed corresponds to global trends in the development of strategic planning focused on the Sustainable Development Goals¹⁴.

This methodological approach for assessing the quality of socio-economic development strategies of large cities can be applied to different municipalities. However, in rural settlements the community of dacha residents is added to the groups considered.

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¹⁴ The UN Sustainable Development Goals. Available at: <https://sdgs.un.org/goals> (accessed: February 25, 2022).

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