

Experience in Project Management of Socio-Economic Processes at the Municipal Level of Government



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Abstract. Project management of socio-economic processes is of considerable strategic importance, since it is an effective tool for solving problems in conditions of limited resources and instability in the market economy. The use of project management at the municipal level in the implementation of urban development strategies has the following advantages: high flexibility in the formation of a list of projects; ability to choose forms, methods, resources and participants in the implementation of projects; harmonizing interests, organizing constructive dialogue and pooling the resources of various social groups (government, business, society), etc. In this regard, the aim of the work is to investigate the use of project management in the activities of public authorities and its development to achieve the goals of socio-economic development of territories. We consider major theoretical approaches to project management and present a general outline of the system of levels and tools related to the strategic management of territory's development. We analyze the experience of project management in Vologda and prove the

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effectiveness of its use in the implementation of territory's development strategy. In addition, we propose main directions for the application of advanced management technologies – the implementation of project management based on ESG principles. It includes addressing environmental issues (E – environmental), social responsibility (S – social) and personnel governance (G – governance). Analyzing theoretical foundations and Russian experience, we identify directions for the development of project management based on ESG principles, reveal current problems and propose a set of measures for further improvement of project work in the field of public administration in order to address strategic tasks of territorial development. The information base includes the works of Russian and foreign scientists, project management specialists, and data from official websites of Russia's constituent entities. We use the following methods: analysis, comparison, generalization, sampling and grouping. The scientific provisions set out in the article may be useful to government officials and researchers interested in the implementation and application of project management.

Key words: project, project management, public administration, municipal authorities, large city, socio-economic development, ESG.

Introduction

The most important factor in solving a number of problems in the socio-economic development of territories and improving the quality of life and standard of living in an unstable political situation and limited resources is to improve the effectiveness of public administration through the introduction and application of new methods and approaches to management. Currently, one of the most popular tools in the implementation of the set of public authorities' actions is the project method.

An extensive discussion of the application of project management methodology in the activities of the authorities began at the end of 2016, when the Council for Strategic Development and Priority Projects was created under the RF President. At the same time, as I.V. Vinokurov notes¹, the introduction of this tool in the public sector is “actually an attempt to shift the focus of the authorities' activities from the execution of instructions to the achievement of results”.

We should note, that the feasibility of applying project management in solving specific problems is justified in the works of leading Russian scientists

(Bodrunov, 2014; Selin, 2014). Thus, A.I. Tatarkin believes that “the program-project approach can become the organizational basis for the management of territorial development. Based on the strategic priorities of regional policy, programs covering the most complex problems of regional development should be developed. The solution of specific tasks should be built exclusively on the basis of the program-project approach” (Tatarkin, 2012).

At the same time, project management has a number of features that distinguish it from program-targeted management. In particular, the project approach is aimed at a specific result. In this case it is possible to determine the degree of personal contribution of each project participant, the effectiveness of his work in general and professional competence, to optimize management processes, to establish more effective interaction between the participants. Very relevant from the methodological point of view is the observance of the management principles, including purposefulness, comprehensiveness, consistency, scientific validity. The ongoing transformation of the program-targeted method in terms of using the strengths of the project approach is designed to improve the goal-

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setting quality and the effectiveness of public administration of territories.

However, the implementation of project management in the practice of public administration is a difficult complex task and it faces a number of problems. In particular, it is associated with constant changes in management processes, strengthening the role of residents and business representatives, increasing the importance of social projects, low motivation of civil servants.

In this regard, the purpose of the work is to study issues, related to the use of project management in the activities of public authorities and its development to achieve the goals of socio-economic development of territories.

We consistently solve the following problems:

- to study the main theoretical approaches to project management;
- to reveal the practical aspects of using project management;
- to analyze the experience of project management at the municipal level of government (for example, in Vologda);
- to identify areas of project management development, based on the application of advanced management technologies (ESG-principles);
- to propose a set of measures for further improvement of project work in public administration.

Scientific novelty of the study lies in the generalization of the system of views on project management as a tool to improve the effectiveness of public administration, and substantiation of the implementation problems of the project approach at the municipal level of government and public sector in general, requiring the improvement of scientific approaches for their solution.

Methods of research

To identify trends in the project management development and to develop suggestions for its further development, general scientific methods of research (logical, systemic approaches, struc-

tural and functional analysis and synthesis), statistical (grouping, sampling, comparison and generalization), and graphic and tabular methods of data visualization were used.

The need to understand the essence of socio-economic effects from the implementation of project management observed in the municipal territory, determines the consideration of this management methodology in terms of regulatory approach, on the basis of which the system of levels and tools for managing socio-economic development of the territory is formed and the recommendations to improve the system under study are put forward.

The information base of the study includes the works of Russian scientists in the field of project management and foreign publications, describing the impact of the project approach to management in the economy of different countries. In addition, we used the operational results of the Vologda City Administration, data from information and news portals (VologdaRF, Expert RA).

Theoretical aspects of the study

In the focus of attention of scientists (D.A. Gainanov, N.B. Grosheva, G. Dithelm (Dithelm, 2004), A.M. Ignatova, D.Y. Revin, A.A. Rudakov, A.O. Skopin, A.A. Tatarkin and others) are primarily methodological aspects of project management. Thus, D.A. Gainanov (Gainanov, 2015) presented an algorithm for coordinating the interests of economic agents at each level of interaction (strategic, program, project). The scope of various aspects of project management in the socio-economic development of territories is presented in the works of P.S. Zelenskii, A. Kovalev, I. Kurdyumov. For example, the subject of research in the work of N.B. Grosheva²

² Grosheva N.B. (2011). Metodologiya integratsii proektnogo upravleniya innovatsionnoi deyatelnosti v sistemu regional'nogo upravleniya: dissertatsiya doktora ekon. nauk [Methodology of Integration of Project Management of Innovation Activity in the System of Regional Management: Doctor of Sciences (Economics) Dissertation]. Krasnoyarsk.

was an assessment of the innovative projects impact on the relevant territory and the conditions and mechanisms for the integration of project management of innovation activities in the regional socio-economic system.

The problematics of using this approach in education and science as a tool to improve the effectiveness of public administration in general is reflected in the works of such authors as D.A. Prakh, I.N. Sadovnikova, N.A. Goncharova, A.A. Geysler, L.M. Nikitina and others.

The works of V.N. Leksin and B.N. Porfiriev, S.V. Posledov, E. Savchenko, D.A. Sinyavsky and others are devoted to the issues of project implementation within a certain territory of Russia or its region.

The study of the theoretical foundations of the project approach use in territory management has highlighted the following advantages of its implementation:

- achievement of the planned results in a shorter time;
- increasing the efficiency of the resources use;
- choice of forms, methods, participants in the implementation of projects;
- validity, timeliness and transparency of decisions made by the authorities;
- compliance with and reduction of deadlines for achieving results;

- improvement of vertical and horizontal intra- and interdepartmental communications;
- possibility of organizing a constructive dialogue between the authorities, business and the population regarding socially significant projects.

Despite the existence of studies and adopted normative-legal acts in the field of project management, there is a need to systematize the theoretical foundations of this tool; to define such definitions as “management of projects” and “project management”; to substantiate the place of projects in the system of strategic management (*Tab. 1*).

For example, I.L. Surat and A.V. Tebetkin (Surat, Tebetkin, 2014) believe, that the category “project” includes many aspects and is actively used in describing a variety of processes in various areas of human activity.

As T.V. Yurieva notes (Yurieva, 2015), a project is a set of difficult, nonrepeatable processes or actions, which are designed in advance, taking into account a specific situation, a certain amount and stock of resources.

The formulations presented in Table 1 allowed us to establish the main aim (achievement of the desired result within a certain period of time under given conditions) and specific features of the project (clearly defined aim and deadline, resource constraints, combining efforts, uniqueness of elements) (Uskova, Kopytova, 2017).

Table 1. Theoretical approaches to the definition of the category “project”

Regulatory document	Definition
RF Government Resolution 1288 “On Organizing Project Activities in the Government of the Russian Federation”, dated October 31, 2018	Project – a set of interrelated activities aimed at obtaining unique results in terms of time and resource constraints
Project Management Body of Knowledge (PMBok), American National Standard “Project Management Body of Knowledge”	Project – a temporary enterprise (there is a definite beginning and end), which is designed to create unique products, services or results
Deutsches Institut für Normung (Standard DIN 69901), Germany	Project – an intention (enterprise), characterized by the uniqueness of the conditions in their totality (example: the statement of purpose; financial, time, human and other constraints)
Projects in Controlled Environments 2 (PRINCE2), Great Britain	Project – a set of interrelated activities, which are aimed at creating a unique product or service, taking into account time and resource constraints
Source: own compilation	

In this case, if with the adoption of the regulatory framework in the field of project management the meaning of the economic category “project” has become official, the definitions of the concept of “project management” are quite numerous and varied (*Tab. 2*).

At the same time, in most studies the concept of “project management” is treated as a synonym of “management of projects”, which is a consequence of the lack of study of their essence, specificity and distinctive features (*Tab. 3*).

Table 2. Theoretical approaches to the definition of the category “project management”

Authors	Definition
D.Yu. Revin, P.S. Zelenskii	Methodology of organization, planning and coordination of material and human resources throughout the project life cycle, aimed at effective achievement of project goals through the use of modern management methods, techniques and technologies
A. Kovalev, I. Kurdyumov	Methodology for the management of human and material resources and changes in the course of the project
Yu.I. Popov, O.V. Yakovenko	A section of management theory, which examines the tools that consist of coordinating resources, providing information support for the project, achieving goals, meeting the stages and deadlines of work
Yu.N. Lapygin	Part of the management theory of socio-economic systems, which reveals the tools, forms and methods of effective management of ongoing changes
I. Ilinskaya	A set of interrelated organizational, economic, legal, scientific, technical and technological and other elements, which are aimed at the development and implementation of projects
I.I. Mazur, V.D. Shapiro, A.G. Ivasenko, Ya.I. Nikonova, M.V. Karkavin	A way of organization, planning and coordination of resources throughout the project life cycle, aimed at the effective achievement of objectives using modern methods and technologies
V.V. Il'in, K. Teit, P. Martin	Activities to apply knowledge, skills, tools and techniques in project activity in order to achieve the planned results and meet the needs of project participants
M.L. Razu	Type of management activity, which is based on the formation of a systematic model of action to achieve the goal, taking into account prior collective discussion
A.M. Libman	Application of strategic objectives, methods and techniques to implement the project
Project Management Institute	The set of knowledge, skills and abilities, and methods and tools for organizing a project

According to: (Kovalev, Kurdyumov, 2001; Martin, Tate, 2006; Revin, Zelenskii, 2010; Oberlender, 2011; Wollmann, 2003); Popov Yu.I., Yakovenko O.V. (2007). Project Management: Textbook. Moscow: INFRA-M. 208 p.; Lapygin Yu.N. (2007). Project management: From planning to effectiveness evaluation: A practical guide. Moscow: OMEGA-L; Il'inskaya I. (2010). Working for results. Project Management. Veta-Press. Available at: <http://www.betapress.ru/library/management-762.html>; Mazur I.I., Shapiro V.D. (2001). Project Management: A Reference Guide. Moscow: HSE University; Ivasenko A.G., Nikonova Ya.I., Karkavin M.V. (2009). Project Management: Textbook. Rostov-on-Don: Fenix; Il'in V.V. (2007). Project management: Practical guide. Moscow: Alpha-Press; Razu M.L. (2007). Project Management. Fundamentals of project management: Textbook. Moscow: KNORUS; Libman A.M. (2005). Project Management: An accelerated course. Moscow: Delo and Servis; A Guide to the Project Management Body of Knowledge. (2004). Project Management Institute, 3rd ed. USA.

Table 3. Distinguishing characteristics of the concepts of “management of project” and “project management”

Management of project	Project management
Concentrates on the project results	Aimed at project management organization
A team is created for each project	A structure is formed, which takes part in all projects
There is the project budget, project resources, project time, project risks	There is a project budget, a project management system is created and implemented
The basic approach is project-based	The basic approach is process-based
Source: (Kravets, Vertile, 2021).	

A distinctive feature of these economic categories is the difference in the subject of discussion: representatives of project management discuss mainly organizational norms, that affect the sequence of work. Proponents of management of projects do not discuss characteristics and sequences of actions, but plans, which they see as a set of deadlines and resources, deviations and control of their implementation.

As scholars have noted (Kravets, Vertile, 2021), the category of “project management” focuses on the object. The object of “project management” is a management activity³ (Yurieva, 2015), based on specific technologies for its implementation.

At the same time, most of the authors⁴ (Kovalev, Kurdyumov, 2001; Martin, Tate, 2006; Tsogoev, 2016) highlight the achievement of specific results through the use of modern management methods, techniques and technologies, people, equipment, materials and money as a goal for both concepts.

Consequently, over the years of its evolutionary development, the concept of project management has been gradually modified from an approach characteristic of large projects to a comprehensive methodology for managing organizational processes at all levels of government (Kozhevnikov, 2020).

Practical aspects of using project management

We should note, that project management in the activity of public authorities is used abroad in many spheres. For example, the International Project Management Association (IPMA) was created and operates to develop international and national standards, conduct conferences and seminars and promote best experience. For example, the U.S. Project Management Institute has developed a

national standard, Project Management Body of Knowledge (PMBOK). In addition, in New Zealand, project management is used as a system of “competing corporations”, where executive bodies conclude a contract with each other to provide services on a competitive basis (Tovb, Tsipes, 2003; Filimonova, Rusanov, 2011); in Britain, project management is used in government organizations (Trofimova, Makovkina, 2016); in Japan, it forms the basis of the state strategy for socio-economic development of the country (Morozov, Smirnov, 2011; Crawford, 2002). At the same time, according to the Japan Project Management Association, all projects, which are implemented as part of the strategy and programs of territorial development, are assessed and implemented on the basis of project management methodology (Gray, Larson, 2003; Shchegolev, 2016).

In Russia, the tools of project management in the process of state planning began to be actively used in the 1920s and 1930s. For example, GOELRO (State Commission for Electrification of Russia) represented classical principles of implementation of the project approach; the elimination of illiteracy can be seen as one of the large-scale projects in the social sphere. Since the mid-1930s, the methodology of project evaluation has been emerging – evaluation methods are being developed, their implementation is taking place in practice. In the early 1970s, project management software began to emerge. The period of the 1980s is characterized by the development of the concept of program-targeted management. The events of the 1990s caused a decline in the development of project management, as a result of which later (from the 2000s) not Russian, but Western approaches to project management were implemented (Zyablikova, 2022; Mironenko, Leonova, 2017).

In modern Russia, the resumption of project management at the state level was facilitated by the initiatives of the RF President in 2005 on the implementation of the first national projects:

³ Razu M.L. (2007). *Upravlenie proektom. Osnovy proektnogo upravleniya: uchebnik* [Project Management. Fundamentals of Project Management: Textbook]. Moscow: KNORUS. Mazur I.I., Shapiro V.D. (2001). *Upravlenie proektami: spravochnoe posobie* [Project Management: A Reference Guide]. Moscow: HSE University.

⁴ Mazur I.I., Shapiro V.D. (2001). *Upravlenie proektami: spravochnoe posobie* [Project Management: A Reference Guide]. Moscow: HSE University.

“Health”, “Affordable and comfortable housing for Russian citizens”, “Education” and “Development of the agro-industrial complex (AIC)”. At the same time, we should note that the state’s priority tasks have been carried out through federal target programs since 2002.

The projects, undertaken by the RF President were aimed at changing approaches to financing socially important areas of the economy, combining and concentrating budgetary and administrative resources, and also at increasing the efficiency of budgetary funds and, consequently, at ensuring a better quality of life and conditions for the formation and development of the country’s human capital. However, in practice it turned out, that there is no specific mechanism, aimed at monitoring the expenditure of budgetary funds, precisely within the framework of the national projects.

A series of GOST R ISO standards for project management, developed and adopted in 2011, was designed to correct this situation, which marked the consolidation of project management as a promising management tool in regional governments (Zyablikova, 2022). Nevertheless, it should be emphasized that these regulatory documents are aimed at the commercial sector. To follow them, ignoring the peculiarities of the public sector of the economy, is to some extent impractical.

National projects fully took a fundamental place in the socio-economic policy of the state after the Presidential Decree 204, dated May 7, 2018 “On the national goals and strategic objectives of the development of the Russian Federation for the period up to 2024”. They are aimed at increasing the function of state programs “as a tool, which most closely reflects the relationship of resource provision and expected results and helps to constantly assess the effectiveness of budget expenditures on specific program activities” (Zakharchuk, Pecherkina, 2021).

It should be noted that, at present, the Russian practice of project management is characterized by lagging behind the world processes of integration

into the project-oriented society. However, recently, a favorable regulatory and institutional environment has been created at the federal and regional levels for the development of this approach in the activities of the authorities (Kozhevnikov, 2020). Project management of the economy becomes a tool for implementing the objectives of socio-economic development of the country. This is substantiated by the fact, that the country’s development strategy is concretized by a number of target indicators, for the achievement of which national projects are developed, approved in the Decree “On the national goals and strategic objectives of the development of the Russian Federation for the period up to 2024”, later supplemented by Presidential Decree 474, dated July 21, 2020 “On national development goals of the Russian Federation for the period until 2030”. National projects are decomposed into federal and regional projects for practical implementation (Leonov, 2022).

At present, project activities are regulated by Government Resolution 1288, dated October 31, 2018 “On the organization of project activities in the Government of the Russian Federation”. The law approved a functional management structure for project activities:

1. Presidium of the Presidential Council for Strategic Development and National Projects.
2. Project Committee.
3. Project Office of the Government of the RF / constituent entity of the RF.
4. Ministry of Economic Development of the RF (monitors the projects implementation).

According to the Decree, the development and implementation of new technology of national projects management can significantly reduce paperwork and increase the project management efficiency. In this regard, no less urgent, in our opinion, is the task of introducing project management at the municipal government level, where the result of the work is evaluated not only by the higher authorities and regulatory authorities, but also directly by the residents of the territories.

However, the transfer of national, federal and regional projects to local self-government level is fraught with a number of difficulties. On the one hand, the Resolution stated from the very beginning the participation of municipal entities in the implementation of regional projects. On the other hand, these provisions in fact limited the coordination of their participation in project activities until 2020.

At the same time, the concept of a “municipal project”, similar to federal and regional projects, was not defined by the Resolution, which became an obstacle to the inclusion of municipalities in regional projects, similar to the connection of regional projects to federal projects. Consequently, little attention was initially paid to the municipal component in the process of introducing the project management system in the country. The result was the actual elimination of municipal entities from participation in national and federal projects in 2018–2019 (Zyablikova, 2022).

Subsequently, a federal and regional regulatory framework (including those of a recommendatory nature) was adopted, establishing rules for the participation of municipal entities in the implementation of national and regional projects. By RF Government Resolution 391, dated March 17, 2022, a new version of the Provisions on the Organization of Project Activities in the RF Government was published, which expanded the participation of municipal entities in the implementation of regional projects and specified the forms of such participation. In particular, a mechanism of connecting municipal entities to the vertical structure of project activities through a system of project offices is formulated. This created a basis for systemic interaction between municipalities and RF constituent entities in this area.

As researchers note (Shulepov et al., 2020), the project approach to management at the municipal level makes it possible to combine the initiatives of

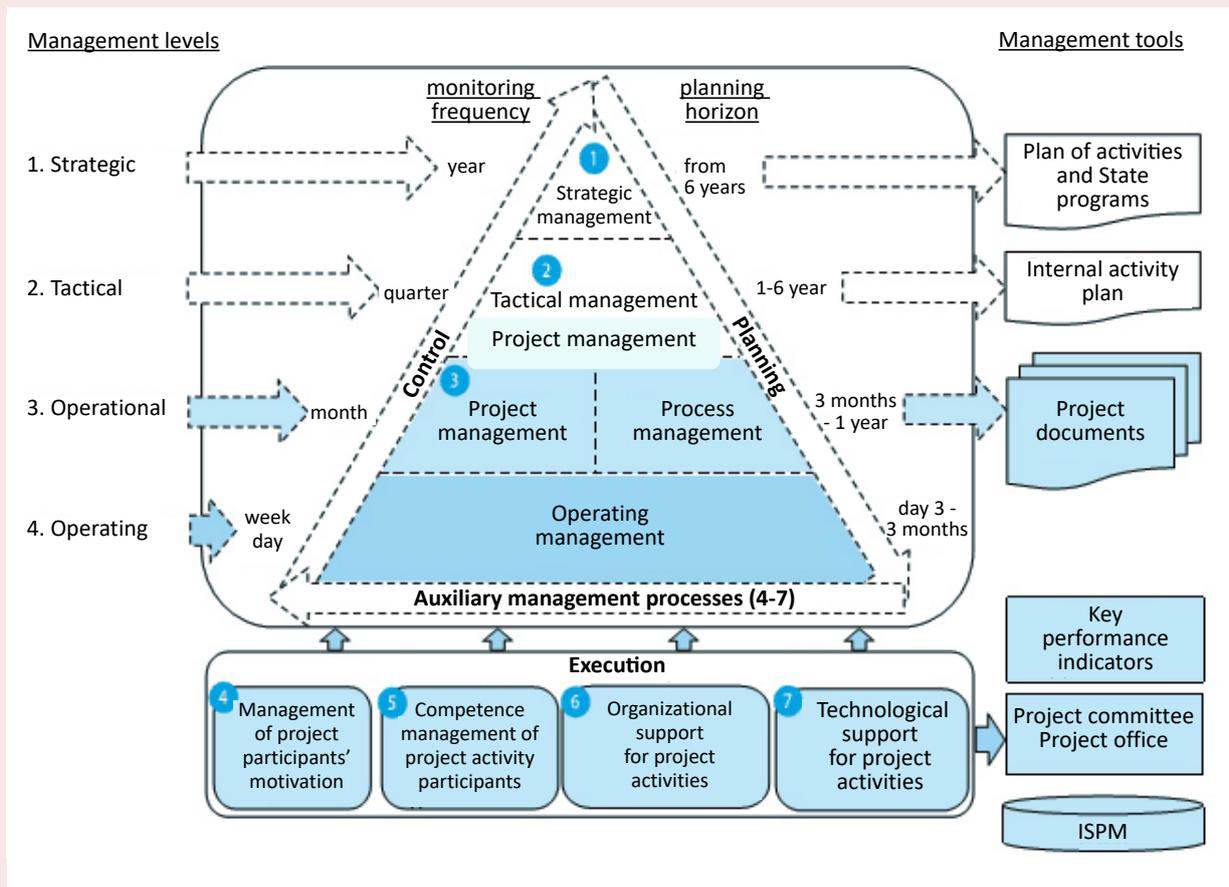
the authorities, business structures and the population and to combine them with existing measures of state support at the federal and regional levels. Undoubtedly, the behavior of authorities’ representatives and residents is one of the main levers in the city development, because it forms the attitude to the urban environment, affects the socio-psychological climate in the city.

We should note, that the directions of a municipal formation/city development should be based on the principles, designated in the Federal law 172-FZ “On strategic planning in the Russian Federation”. In our opinion, the implementation of the territory development strategy will contribute to the creation of a multi-level planning system, including four levels: strategic, tactical, operational and operational (*Fig. 1*). The formation of such system makes it possible to consider the development of projects for the medium term and for one year as one of the effective tools for implementing the strategy (Uskova, Kopytova, 2017).

The results of an earlier study, devoted to the consideration of the best Russian experience in project management (Uskova, Kopytova, 2017), allow us to conclude that this process is implemented within the general system process of territorial management and is most effective on the basis of the creation and functioning of a special authority. Therefore, in order to organize the work at different levels, project offices are created in the authorities. They include industry and project managers, and supervisors from the customer and the contractor, interacting with each other. Based on the Project Management Information System (PMIS), the offices perform the following functions:

- participate in the formation of goals and indicators of the program, plan or project;
- prepare documentation and a schedule;
- provide management of project portfolios, coordinate the efforts of various contractors and resolve problematic issues;

Figure 1. The system of levels and tools for managing the socio-economic development of the territory



According to: (Uskova, Kopytova, 2017); Pakhnina S.Yu. (2023). Eco-standard of Vologda as a tool for implementing the city development strategy: The report at the conference “Legal regulation of “green economy” in the context of sustainable development: National and international experience”. March 22, 2023, Vologda (Moscow State Law Academy).

- identify and assess risks, promptly respond to them;
- control the implementation of processes at all stages and their compliance with standards;
- provide contractual activities, accept the results of the activities;
- are responsible for document management and report preparation.

Thus, we should note that an integral element of the strategic planning system are projects, which become one of the effective tools of the territorial

development strategy. In this case, at the operational level of management, the discussion and control of the deadlines and resources of the project are carried out, while the tactical level involves the organization of a comprehensive methodology for project management of socio-economic processes.

The problems of our study can be explained by the paradox between the task of improving the efficiency of public administration and the lack of recommendations to improve project management.

Main results of the research

Despite the identified shortcomings and contradictions in the regulatory and legal sphere, there are brilliant examples of the introduction of advanced management technologies that prove the possibility of further improvement of project work in public administration, aimed at solving national strategic objectives. In particular, the Belgorod, Volgograd, Penza and Ryazan oblasts were among the first to implement the project approach and entered the top ten in the maturity assessment of the organization of project activities in constituent entities of the Russian Federation.

Vologda also has positive experience in the use of project management tools in solving problems of territorial development. Thus, it is on the project principles the Strategy 715 for a comprehensive modernization of the urban environment of the municipal entity “Vologda city” for the period up to 2020 “Vologda – a comfortable city” (Strategy–2020), approved by the decision of the Vologda Duma, dated July 1, 2011, was formed. Its basis were 178 projects, agreed with representatives of the business community and residents, united by the common task of improving the comfort of life in the city. At the same time, the implementation of projects under the Strategy 2020 began in 2009 (before the approval in parallel with its development).

In the period from 2010 to 2022, the number of implemented projects increased by 1.6 times; the

number of organizations involved in projects – by 3 times; the number of activities under major projects – from 20 to 122, i.e. 6.1 times (*Tab. 4*). However, the number of project participants, including youth representatives, decreased by 54.4% and 35.7% respectively in 2022 compared to 2010, which indicates a weak interest and decreased involvement of residents in this process.

At the same time, joint projects are becoming the most important tool for developing the territories’ economies, attracting investment and improving the quality of life.

Despite the fact that in Vologda a number of partnership projects of the authorities and business are implemented, in particular, the modernization of public transport, reconstruction of unused premises, development of coastal areas, etc. (*Tab. 5*), the business participation in solving socio-economic problems of territorial development can be much greater. This is confirmed by the results of earlier studies and surveys (Kopytova, 2017) and indicates the presence of negative stereotypes, which are an obstacle to the development of productive dialogue in the project management of the territory’s economy.

Nevertheless, the implementation of projects on the basis of collective financing can provide a positive effect on the socio-economic development of the territory – the implementation of major investment projects, budget savings, reduction of unemployment, etc. (*Tab. 6*).

Table 4. Summary indicators of socially significant projects implemented in Vologda

Indicator	2010	2012	2016	2018	2020	2022	2022 to 2010, times
Number of projects, units	5	25	17	7	10	8	1.6
Number of participating organizations, units	15	65	40	40	43	45	3
Number of activities	20	70	122	122	122	122	6.1
Number of project participants, thousand people	11	53	4	4	4	5	0.5
including representatives of youth, thousand people	7	16	3	3.5	3.5	4.5	0.6
The number of visitors to the activities, implemented in the framework of the project, thousand people	10	20	7	7	7	10	-
According to: operational information of the Vologda administration (vologda-portal.ru); (Uskova, Kopytova, 2017).							

Table 5. Joint projects of public authorities and business in Vologda

Project name, year of implementation	Amount of financing	Name of the investor	Number of created jobs, people	Achieving the planned results of the project
Vologda – reducing accidents on the road network (2020, 2021, 2022)	158.5 million rubles	Budget funds and private investments	-	95%
Digital transformation: Urban management center (2020)	0 rubles	Budget funds	-	100%
Creating a School of Street Art in Vologda (2021)	240.0 thousand rubles	IE Osiev V.G.	-	100%
The first farmers' market in Vologda	25.0 million rubles	LLC "Universam"	11	100%
Public transport of the city: Modernization and development	3.0 million rubles	Budget funds and private investments	-	100%
Preservation of objects of cultural heritage – wooden architecture (2020–2023)	490.0 million rubles	Private investments	10	100%
Revitalization of the Sodema river with the development of coastal areas (2020–2024)	45,400.0 million rubles	Including investments of MUEs – 2.5 million rubles	-	80%
Energy efficiency and conservation (2021–2023)	44.0 million rubles	Budget funds and private investments	2	80%
Green frame of the city (2021–2023)	3.5 million rubles	ANO "Native Forest"	4	100%
Creative space "SALUT"	18.5 million rubles	Including private investments – 500.0 thousand rubles	2	100%
According to: operational information of the Vologda administration (vologda-portal.ru).				

Table 6. The largest projects, implemented on the principles of partnership of government and business in Vologda

Project name	Sources of funding	Initiator, participants	Volume of investments	Number of created jobs, people	Implementation timeframe
Renovation of production areas of former plants in a derelict condition	Extrabudgetary sources	Administration of Vologda, 21 participants: LLC "Vologodskii Les", LLC "TechnoOpt", LLC NPO mechanical engineering "Svarog", GC "Bakor", LLC "Megaservice", LLC "Sota", LLC "VZMK", LLC "Region-Instrument", LLC NPF "Tekhpromservis", LLC "SMN", etc.	4 billion rubles	1000	2021–2030
Development of electric transport in Vologda	Extrabudgetary sources	Vologda city administration, 15 organizations: Association of owners of electric, unmanned and connected vehicles and infrastructure of the Vologda region, GC "Logasoft", LLC "SSK", PJSC "Rosseti Severo-Zapad", LLC "Avto-AI'yans", LLC "Impul's", LLC "NordCity", PJSC "TGK-2", LLC "Aiti Chardzh", JSC "VOEK" and more than 100 individuals	136.2 million rubles	30	2021–2030
According to: operational information of the Vologda administration (vologda-portal.ru).					

An illustrative example is the project “Urban Discount Card “Zabota”, which is implemented by the authorities together with representatives of the business community. The project contributes to meeting the consumer demand of low-income groups for goods and services of daily use. It is implemented by providing business discounts for citizens – holders of this card. Since 2009, the number of project partners has increased 4.5-fold (Tab. 7). Thanks to the cooperation between the authorities and organizations, card holders saved an estimated 200 million rubles (Shulepov, Uskova, 2015). The benefit to business from participation in this project is, first, to increase turnover, which

increases the profitability of the business. Second, it is additional advertising and reputation, as participation in social projects increases the attractiveness of the organization with the consumer and among the business community. Authorities are the initiators of partnerships, and as a result, such interaction contributes to the fulfillment of the powers vested in them.

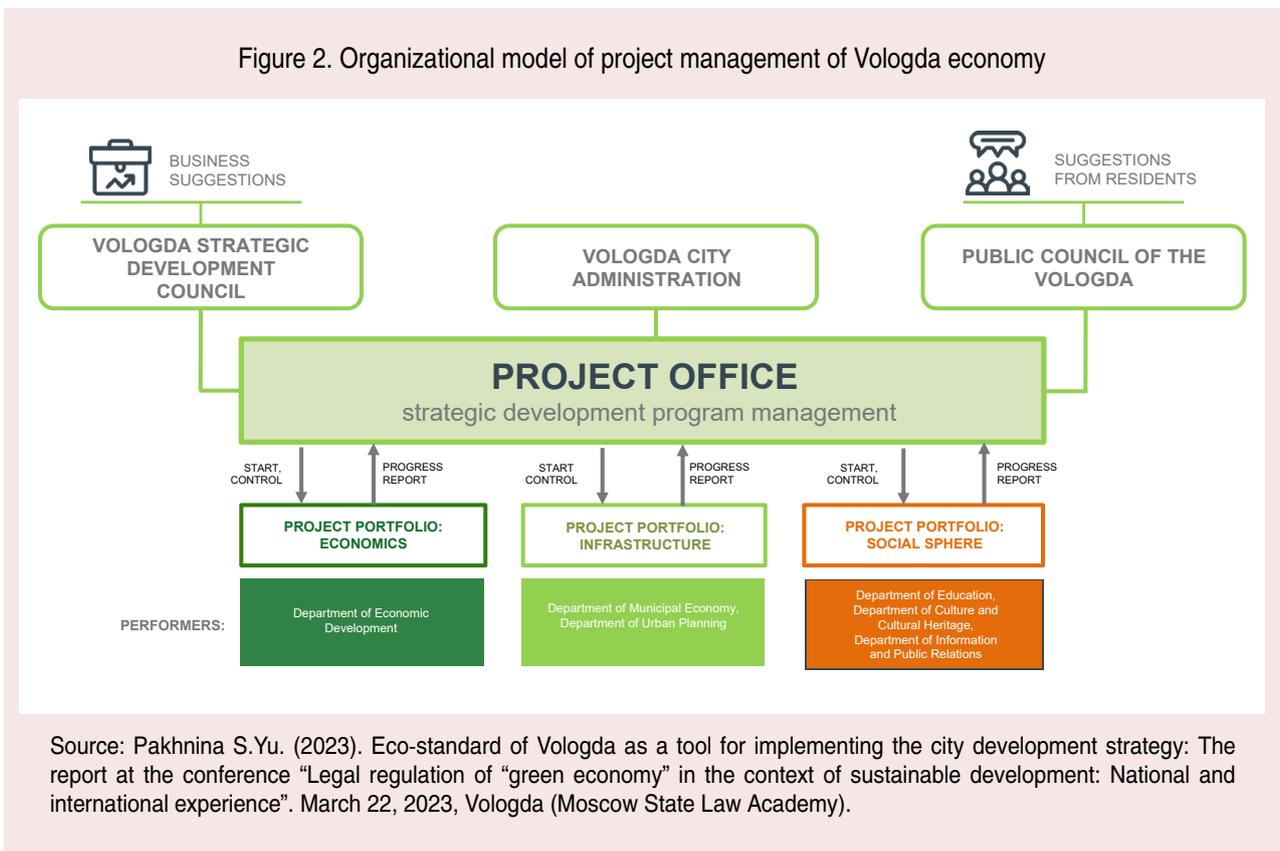
However, nowadays most of the projects are initiated by the authorities, which requires significant efforts to involve businesses and the population. At the same time, with a large number of projects, the authorities do not have enough resources to implement them. For this reason, a

Table 7. Indicators of the implementation of the project “City Discount Card “Zabota”

Indicator	2009	2012	2014	2016	2018	2020	2022	2022 to 2009, times
Number of project partners	22	208	251	111	122	91	99	4.5
Number of sales points	86	506	590	168	190	163	170	1.98

According to: operational information of the Vologda administration (vologda-portal.ru); (Uskova, Kopytova, 2017).

Figure 2. Organizational model of project management of Vologda economy



Source: Pakhnina S.Yu. (2023). Eco-standard of Vologda as a tool for implementing the city development strategy: The report at the conference “Legal regulation of “green economy” in the context of sustainable development: National and international experience”. March 22, 2023, Vologda (Moscow State Law Academy).

promising option for the implementation of project management at the municipal level is the transition to a model in which the population and businesses will also act as initiators and participants in projects (Fig. 2).

Insufficient involvement of citizens in the implementation of project activities and the low level of youth activity determines the need to develop an effective and adequate management system to involve participants in project activities. Citizens in Vologda can be activated through their participation in contests, grants, public discussions, international environmental projects (“Chistye igry/Clean games”), the development of a system of supplementary education for children and adults (“Quantorium”, DNA named after Il’yushin, VSU, “Impul’s”, IT-KUB), etc.

In addition, in our opinion, the involvement of the population in the development of territories will be facilitated by the established City Management Center, the main purpose of which is to respond quickly and competently to the citizens’ appeals. The objectives of the center are to increase the satisfaction level of citizens by reducing the processing time of appeals; the formation of a

summary of analytical data on the problems of the population for the adoption of operational management decisions; improvement of mechanisms of “feedback” with the population, affecting the speed of solving urban problems, and aimed at preventing the causes, contributing to their emergence.

In order to implement these tasks, a digital platform has been developed in Vologda to systematize citizens’ appeals and respond to them promptly. The platform combines the reception of appeals from different channels: official letters, VK group “Vologda is OK”, messages from social media, appeals through the system “Incident Management”, calls to the city call center. The analytical service “Heat Map” was also developed and began to operate. It is the information basis for making management decisions, through which incoming applications are sent to specialists of the relevant departments (Fig. 3).

However, in our opinion, for today it is not enough. It should be noted, that the presence of a whole complex of environmental, economic (low incomes of inhabitants, the existence of industries from the past technological mode, etc.), social

Figure 3. The model of the City Management Center of Vologda



Source: Pakhnina S.Yu. (2023). Eco-standard of Vologda as a tool for implementing the city development strategy: The report at the conference “Legal regulation of “green economy” in the context of sustainable development: National and international experience”. March 22, 2023, Vologda (Moscow State Law Academy).

(insufficient quality of education, medical care, high levels of migration, etc.) and environmental (global climate change, conservation of ecosystems, etc.) problems in the development of administrative centers creates risks of extinction of Russian cities. This, in turn, entails key problems at the state level: loss of territorial control at the state level; reduction of national security; loss of the cities' role in the nation's economic security framework; reduction of social cohesion; negative environmental impacts and biodiversity loss.

At the same time, Vologda has problems, common with similar municipalities: industries from the past technological mode in the city's economy; the city budget provides only minimal infrastructure maintenance tasks; a high share of state employees in the employed population (over 30%); falling GDP per capita, etc.

Thus, measures to eradicate poverty must go hand in hand with efforts to increase economic growth and address a range of issues in education, health, social protection and employment, climate change and environmental protection.

In this regard, further development of project management of socio-economic processes is required. We believe, that in today's rapidly changing geopolitical and macroeconomic environmental conditions the use of project approach in territory management based on ESG-principles, which are to protect the environment (E – environmental), create favorable social conditions, fair attitude to employees and customers (S – social) and high quality of corporate governance (G – governance) will be relevant.

This is the approach that allows us to simultaneously solve a set of problems and respond quickly to the high speed of environmental, social and public problems at the international and local levels. In particular, attention to health, poverty and hunger eradication, reducing inequality, providing quality education, etc., will contribute positively to the society development. Improving

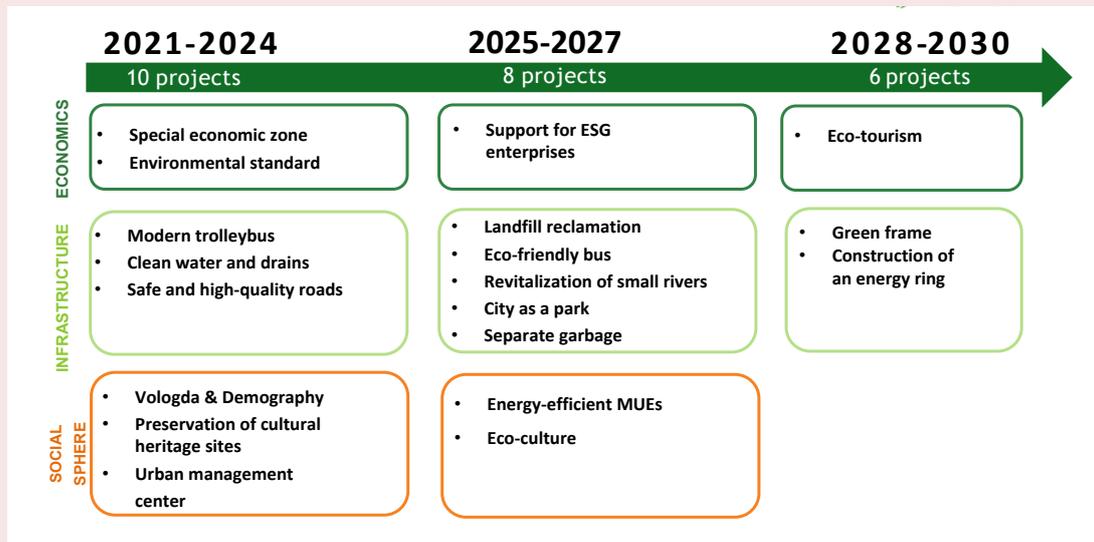
the environment through the formation of a responsible attitude to nature, conservation of ecosystems, etc. will provide cities and settlements with clean drinking water, low-cost and clean energy. The harmonization of interests and the organization of a constructive dialogue between the project participants will make it possible to achieve significant results in improving the quality of corporate management.

The successful experience of project implementation in Vologda allowed us to test a new technology of project management based on ESG-principles during the development strategy “EcoVologda–2030”. On the basis of the created institutional environment for the realization of the development strategy of Vologda it is planned to implement projects, divided by ESG directions, affecting such issues as revitalization of small rivers, preservation of cultural heritage sites, construction of the energy ring, etc. (*Fig. 4*).

It is worth noting that as part of the implementation of the Vologda development strategy, the authorities have set a goal to make Vologda one of the most environmentally friendly cities in Russia. However, in the environmental sphere of the city revealed a problem such as extremely low landscaping (less than 10%)⁵. Along with Vologda, Orenburg, Kaliningrad, Makhachkala, Tyumen, Astrakhan, Krasnodar, Salekhard and Anadyr are the cities with the lowest degree of landscaping. For comparison, the group of the greenest administrative centers of the country includes Gorno-Altaysk, Kemerovo, Magadan, Murmansk, Penza, Saransk, Stavropol, Ufa and Khanty-Mansiysk. In these constituent entities, the area of green spaces is more than 50% of the total area of the city.

⁵ ESG Assessment of Russian Cities: New Realities, New Challenges for Urban Areas. (2022). JSC “Expert RA”. July, 2022. Available at: https://raexpert.ru/researches/sus_dev/esg_city_development_2022/ (accessed: April 13, 2023); calculations by “Expert RA” based on data from Rosstat of Russia, EMISS, and the citylifeindex.ru website.

Figure 4. Directions for the implementation of projects until 2030 in accordance with ESG principles



Source: Voropanov S.A. (2023). ESG agenda and implementation strategy: The report at the International Conference “Ecology and society: Balance of Interests”, Vologda, April 27, 2023; Pakhnina S.Yu. (2023). Eco-standard of Vologda as a tool for implementing the city development strategy: The report at the conference “Legal regulation of “green economy” in the context of sustainable development: National and international experience”. March 22, 2023, Vologda (Moscow State Law Academy).

Realizing these dangers, the Vologda City Administration is actively working to change this situation. Thus, in July 2022, the Environmental standard of the regional capital, developed with the support of the Russian Ecological Society, was approved. Vologda was the first city in Russia to adopt such a document, which at the municipal level establishes the implementation of ESG principles in the territory. This is a kind of social contract, voluntary for its participants. It concerns the preservation of clean air, water, natural areas and a favorable environment for residents, improving the waste management system, but to achieve this is important in the further economic and social development of the city.

In addition, there is such a problem as an underdeveloped culture and practice of separate waste collection. One of the reasons is the low level of residents’ and business representatives’ knowledge, and also their weak interest in the

organization and use of this process. Therefore, it is necessary to form an environmental culture of the population and a harmonious relationship between human and environment, including the principles of respect for nature, the preservation of traditions of ethical attitude to the natural heritage, the knowledge regarding the rational use of natural resources.

We believe that authorities, environmental institutions, public associations and organizations in the field of culture, education, sports and tourism, and the media should be involved in environmental education activities.

In order to organize continuous environmental education, we consider it necessary to develop this direction at all levels of education, and in the framework of educational programs for all population categories. As a tool to popularize the principles of responsible attitude toward the environment, we can use the creation of Internet

resources, social media communities, dedicated to the ecology of Vologda; promoting the importance of nature preservation and ways for city residents to participate in this process; creating educational environmental education programs for different categories of citizens, from pre-schoolers to retirees; organizing and making environmental education centers accessible to the public; increasing the involvement of residents and businesses in solving specific environmental problems of the city; developing and implementing educational programs on environmental culture on radio and television channels and in the print media; organizing and conducting mass cultural environmental events; supporting initiatives and projects aimed at popularizing an environmentally responsible way of life; posting objective and reliable information about the state of the environment (environmental information) in Vologda in the public domain on official Internet sites.

Thus, the contribution of each resident helps to achieve the overall goal of socio-economic development of the territory. At the same time, the main task of the authorities is to create conditions for residents and businesses to act as partners in socially and environmentally significant initiatives. In particular, in order to create environmentally comfortable living conditions for Vologda residents, it is necessary to develop interaction between the authorities and the population by establishing a constructive dialogue on environmental issues, supporting civil initiatives in the field of environmental protection and environmental management, involving citizens in solving environmentally significant issues (*Fig. 5*).

In our opinion, within the framework of the project approach development in the Vologda economy management on the basis of ESG-principles the following projects can be implemented.

1) Promoting environmentally responsible business development in Vologda.

In Vologda there are companies that produce unique equipment for water disinfection by ultrasound, equipment for dust and gas purification and waste recycling, thermal insulation materials from recycled foam, etc. There are enterprises that switch to 100% recycling of waste. In addition, three new directions of study at universities in Vologda for the green economy and educational courses on the basics of ESG-business were opened. The project will create a register and map of green enterprises, and a special economic zone of industrial-production type (production of export-oriented high-margin and import-substituting products).

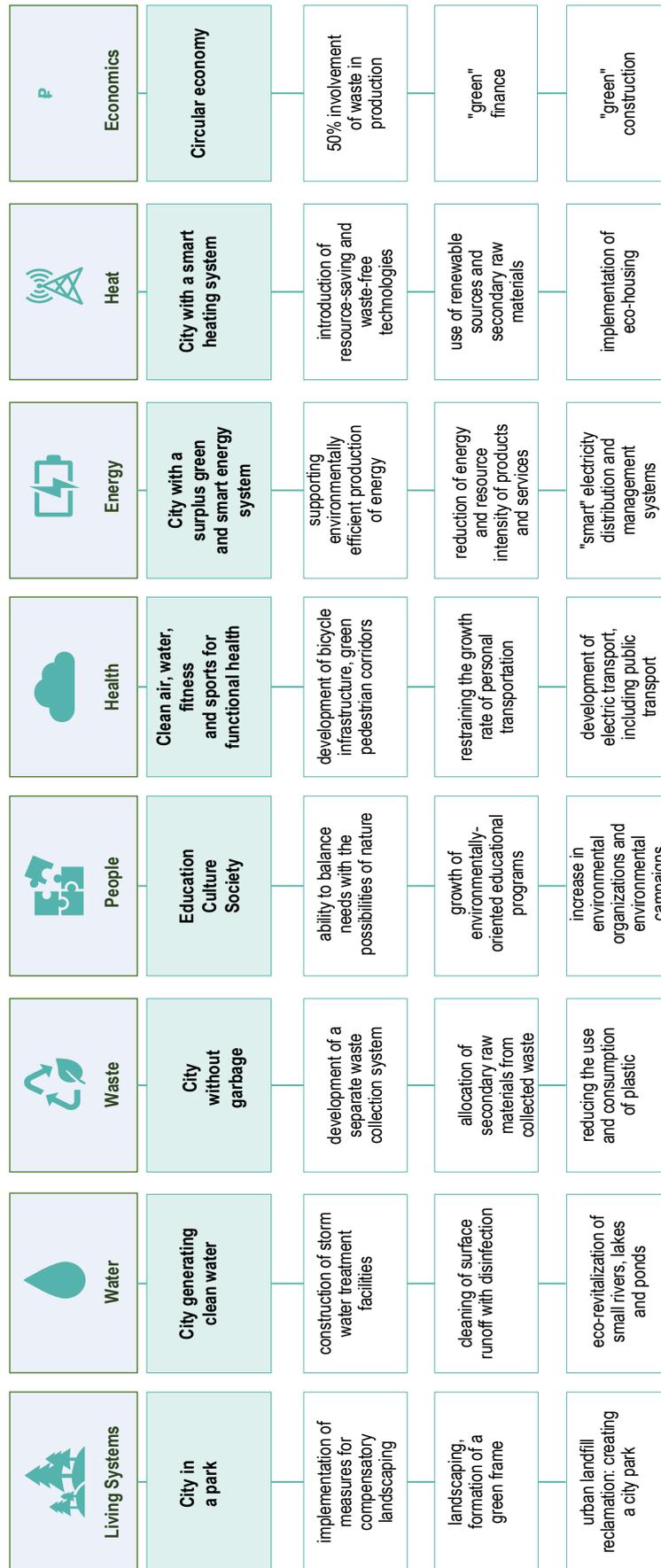
The result of these activities will be an increase in the proportion of businesses (up to 90% by 2030), conforming to the principles of ESG, and the creation of new jobs.

2) Environmental education for Vologda residents and their active involvement in implementing the “EcoVologda” strategy.

The essence of the project is to create a system, aimed at the formation of ecological thinking as a basic skill of city residents. The project is organized in the form of special events, contests involving conversations, lectures, meetings, roundtables on the principles of environmental responsibility of every citizen. In particular, special education and educational eco-programs for children “Green School” were developed; the ANO United center for development and support of environmental initiatives and projects “EcoLogic” and the Association of ecological squads were created; an interactive map of eco-points of the city, where environmental organizations and eco-volunteer groups are marked, and the collection points for paper, plastic, batteries, lids, etc., were developed.

The result of the project will improve the quality index of the labor potential (physical health, mental health, cognitive potential, creativity, communication skills, cultural level, moral level, etc.). In addition, by 2030 it is planned to increase the number of eco-oriented educational programs by

Figure 5. Directions for the implementation of projects in the environmental sphere of Vologda



Source: Pakhmina S. Yu. (2023). Eco-standard of Vologda as a tool for implementing the city development strategy: The report at the conference "Legal regulation of "green economy" in the context of sustainable development: National and international experience". March 22, 2023, Vologda (Moscow State Law Academy).

Voropanov S.A. (2023). ESG agenda and implementation strategy: The report at the International Conference "Ecology and society: Balance of interests", Vologda, April 27, 2023.

20%; reduce plastic consumption by 30%; involve 25% of active citizens in significant projects; and organize and implement separate waste collection and recycling (100%).

3) Energy-efficient urban businesses and households.

The economic development of Vologda consists in providing consumers with the necessary energy resources at minimal expenses for their production, transportation and distribution. The project is planned to be implemented in all educational institutions through the conclusion of an energy service contract.

As a result of the project by 2030, the energy efficiency of buildings will increase by 20%; a transition to 100% smart street lighting. It is expected to reduce municipal budget expenditures and lower household expenses due to energy-efficient technologies in the housing and communal services.

4) Corporate culture in the Vologda City Administration.

According to the CFA Institute survey, one of the key barriers to the use of ESG criteria is an underdeveloped corporate culture⁶. In this regard, it will be relevant to implement a project, aimed at increasing the involvement of employees in the implementation of the tasks, facing the City Administration, and their commitment to the requirements of office conduct and the principles of professional business ethics.

The main tools of the project implementation are:

- development of a corporate logo (emblem) and a motto of the City Administration;
- development of the Charter of municipal employees;
- fixing the mission of the Vologda City Administration – “Ensuring the well-being of citizens” in the Internal Labor Rules;

- visualization of unofficial symbols of the City Administration (stand at the entrance to the building, office signs, labels, pins, etc.);

- development and conducting trainings on team building;

- organization and implementation of the “Best Municipal Employee” and “Best Mentor” contests;

- involvement of employees in corporate events.

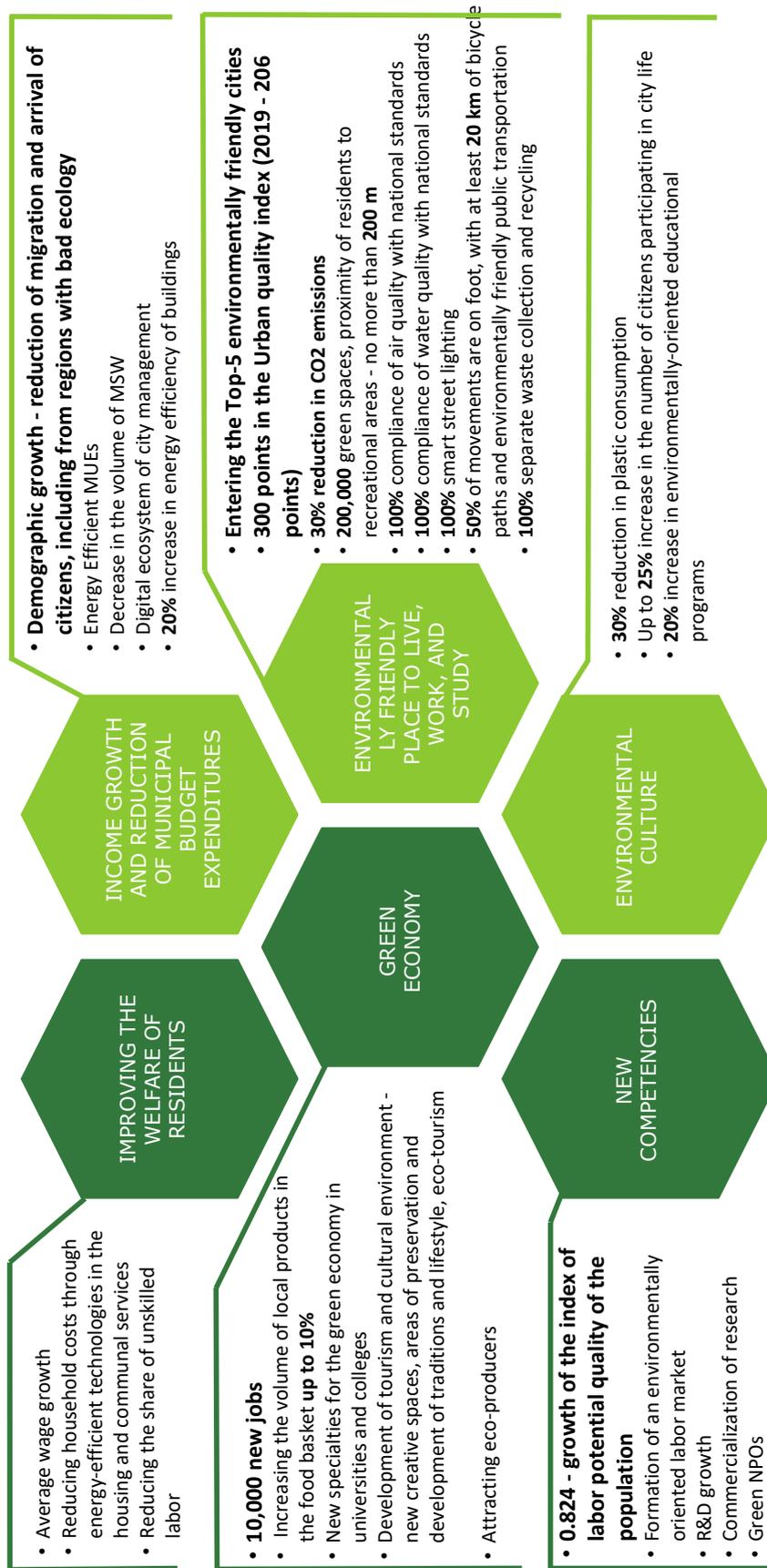
The results of the project “Corporate culture in the Vologda City Administration” will be strengthening the relationship between employees and the organization, understanding the principles of responsibility and raising awareness of the possible participation in projects for the territory’s development; the formation of a positive image of the representatives of the authorities.

The formation of a sense of patriotism, responsibility for the territory’s development, including the development of environmental culture, family values among young people, etc. is considered as the long-term goals of the proposed projects (*Fig. 6*).

An important role in the implementation of the project approach on the principles of ESG in the management of a large city is given to business. It is necessary to take into account the synergistic effect – to increase the environmental activity of economic entities with the help of tax incentives, support for the introduction of “green” technologies, assistance in voluntary eco-certification, eco-audits, etc. It is advisable to compensate for the lack of qualified personnel in this area by creating new jobs in the “green” economy, renovation of production facilities, and work with educational institutions to open new areas of training for the “green” economy. Attracting additional funds to implement projects is possible through participation in federal projects, contests and grants.

⁶ CFA Institute, *The Impact of ESG Factors on Capital Markets and Investment Practices*, 2019.

Figure 6. Planned effects from the implementation of projects within the framework of the Eco-standard of Vologda



Source: Pakhmina S.Yu. (2023). Eco-standard of Vologda as a tool for implementing the city development strategy: The report at the conference "Legal regulation of "green economy" in the context of sustainable development: National and international experience". March 22, 2023, Vologda (Moscow State Law Academy).

However, it should be taken into account that project management, typical for public authorities, differs from the implementation of initiatives by businesses: the need to act within the regulatory framework; accountability to higher-level authorities; public reporting and public control; involvement of state and local budgets; scale of projects; focus not on financial profit, but on the social effect.

In addition, public authorities of both Vologda and other municipal entities are often faced with the difficulty of forming project performance indicators due to the lack of an approved system of indicators for monitoring project implementation, and the rapid changes in the regulatory framework and its imperfections. We should note that there is no qualitative statistical information for municipal entities in the areas of implementation of the national projects in the territorial and type of municipal entities, which is necessary to assess the achievement of the national projects' goals.

As S.L. Postnikov, Deputy Head of the Analytical department of the Central Office of the Federation Council, noted in his report, the following problems of project management can be noted in the Russian Federation as a whole:

1) public officials have no experience in participating in project organizations and no understanding of what project management should be like;

2) there is no knowledge of what uniqueness is and at what level in the implementation of the project, at what hierarchy this uniqueness is completed;

3) the project office of the Government of the Russian Federation is the only organizational and staff unit in the country with a set structure and salary fund, established according to all the rules of project management; all other project offices are essentially temporary working groups;

4) there is a tendency for the established project offices to be structures, which will be mainly engaged in reporting activities⁷.

However, despite these difficulties, understanding the benefits and integrating the ESG-agenda into the socio-economic development of municipalities will have a positive impact on their development. Competent management of the city and municipal development, the implementation of projects, related to the positive impact on the environment, the development of social relations and other areas will improve the technology of project management and increase the ESG-status of cities.

Cities with the highest level of ESG-development are already more attractive to residents and businesses, and in the future the importance of all components (environment, society, quality of management) will only increase. Many investors are interested in responsible investment and prefer areas where the authorities share their interest and follow environmental behavior. In addition, a responsible approach to ecology, management and social issues leads to a better transformation in the current environment.

Since everyone is interested in responsible sustainable development of territories, there was a need to systematize ESG-principles at the state level in a unified document. In this regard, in 2022 the draft ESG Charter of Russian cities – a document containing the basic principles of sustainable urban development as an element of a comprehensive ESG-transformation in Russia – was presented on the platform of VEB.RF.

⁷ Krivov V.D. (2019). Materials of the seminar-meeting of heads of analytical services of the legislative (representative) and executive bodies of state authorities of the constituent entities of the Russian Federation, dated April 3, 2019. Federation Council. Available at: <http://council.gov.ru/media/files/bDf1zHgJAFmccgwsMu6Ohz0eK5AEAkB.pdf> (accessed: May 16, 2023).

At this time, representatives of heads of cities need to actively participate in the discussion of the draft Charter. A unified approach, on the one hand, will promote the development of interaction between city administrations, business and the population; on the other hand, it will help to use the best practices to develop competitive advantages, improve the quality of life in cities, and find their own way in the implementation of sustainable development agenda for territories.

Suggestions and conclusion

Thus, our contribution to the development of theoretical and applied science is as follows.

1. In an unstable geopolitical and economic situation in the world, ensuring economic development of territories as a prerequisite for improving the quality of life is possible through the improvement of management methods.

2. The use of project management at the municipal level of government in the implementation of urban development strategies is justified and effective, provided that all projects are linked to each other and subordinate to the general goal of the strategy. At the same time, all interested parties: authorities, business and residents need to increase the level of trust in each other. This will reduce the costs of implementing joint projects and promote a constructive dialogue between the main stakeholders.

3. In connection with the need to find a balance of interests between economic development and preservation of nature, increasing economic growth and solving complex issues in the fields of education, health, social protection and employment, the use of the project approach in area management based on ESG-principles will be relevant. It is this approach that allows us to simultaneously solve a set of problems: the restoration, rational use and protection of natural resources; ensuring the welfare, safety and comfort of human life; quality solution of management problems.

4. Currently, the implementation of the project approach based on ESG-principles in the management of socio-economic processes in Russia is at the initial stage of implementation and approbation in the pilot areas⁸, and it is facing a number of difficulties, requiring the development of a set of measures aimed at creating favorable conditions for the use of this method in the activities of public authorities.

First, due to the undeveloped awareness of the relevance of the transition to ESG principles and the weak interest of government officials, it is essential to scale positive practices to other cities. We consider that the experience of Vologda in implementing ESG principles in the practice of project management of a large city is an example for other regions and municipalities.

Second, the improvement of the project approach in solving socio-economic problems of territorial development requires the formation of methodological tools. In this case, it is necessary to involve the scientific community to develop tools for assessing the effect of the implemented ESG-activities.

Third, it is necessary to organize vocational training to improve the skills of management personnel in the implementation of project management on ESG-principles in order to form a staff capacity with knowledge, skills, competencies and the ability to develop the territory, using modern management methods, and discuss them within the city administration, with the involvement of business and residents.

5. It was found that the main problems of project management implementation in public authorities are the lack of a flexible management system and low motivation of employees. Consequently, in order to mitigate risks and most effectively implement new management technologies, it is necessary:

⁸ The ESG investment market in Russia: Present and future. July, 2021. Available at: <https://frankrg.com/>

- to develop a project management model, which will take into account the unique features of the authority, the RF constituent entity / municipality, including established management traditions and experience of program-targeted budgeting;
- to form a package of normative-legal acts and methodological documents, which are necessary for the continuous functioning of the project management system;
- to ensure the link of project activities in the public authorities of the municipal entity / constituent entity of the RF with the priorities, goals and objectives of socio-economic development of the territory, as reflected in strategic documents, with state programs and national projects;
- to improve the level of methodological and informational support of the state and municipal authorities' participation in the implementation of activities within the framework of national and other projects;
- to create conditions for stimulating the introduction of project management in public authorities of RF constituent entities and municipal entities by introducing a system of rating and encouraging authorities and municipal entities⁹.

6. Often, due to the lack of proper interaction between the main participants, the implementation of projects is reduced to the implementation of individual activities, the feasibility of which is not obvious. Consequently, one of the main tasks of the authorities is to create favorable legal and organizational conditions for increasing the active participation of residents, representatives of the business community and government agencies as partners in socially and environmentally significant initiatives at the local level.

Despite the above-mentioned difficulties and the turbulent situation in the world, the project approach, undergoing a significant transformation following the changing geopolitical and macroeconomic conditions, opens up new frontiers of territorial development.

The use of a new and more modern type of management activity can give a significant economic effect in the form of improved quality and efficiency of work, increasing the investment attractiveness of the state as a whole and its regions, job creation, GDP growth. Another positive side of this is increased efficiency and openness of public authorities, the formation of a favorable administrative environment. In addition, a competent organization of project management based on ESG-principles will make the project management process more predictable, as a result of which the authorities can more rationally manage the available resources.

Thus, we can conclude that the use of project management of socio-economic processes at the municipal level of government can achieve higher rates of territorial development. For this purpose, it is necessary to involve representatives of various social groups, scientists with a high level of knowledge, unique organizational competencies and successful experience in the development of management decisions.

In this regard, to achieve synergistic effects, public authorities need to ensure the equal development of the project approach in the management of the economy of the municipal entity, which will definitely help to accelerate the pace of socio-economic development of the territory.

⁹ Moiseev I. (2017). Implementation of project management in the public sector. LLC "BFT". Available at: <https://bftcom.com/expert-bft/3588/>

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