

SOCIO-ECONOMIC DEVELOPMENT STRATEGY

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© Uskova T.V., Selimenkov R.Yu., Asanovich V.Ya.

Assessment of the regional development strategy implementation



Tamara Vital'evna

USKOVA

Doctor of Economics, Deputy Director for Science, Head of the Department, Federal State Budgetary Institution of Science Institute of Socio-Economic Development of Territories of Russian Academy of Science (56A, Gorky Street, Vologda, 160014, Russian Federation, tvu@vscc.ac.ru)



Roman Yur'evich

SELIMENKOV

Ph.D. in Economics, Deputy Head of the Department, Federal State Budgetary Institution of Science Institute of Socio-Economic Development of Territories of Russian Academy of Science (56A, Gorky Street, Vologda, 160014, Russian Federation, rus_vscc@mail.ru)



Valerii Yakovlevich

ASANOVICH

Doctor of Chemistry, Professor, Belarus State Economic University (26, Partizansky Avenue, Minsk, 220070, Republic of Belarus, asan41@gmail.com)

Abstract. The article considers the issue concerning the formation of an effective mechanism to implement the strategies for socio-economic development in the region. The authors focus on the imperfection of the regional strategic planning system. This problem has become critical in the time of

the global financial and economic crisis at the end of 2008. The article indicates the importance of monitoring as a tool to assess the implementation of the strategy on the basis of analyzed consequences of the global financial crisis for the regional economy. The authors present their own approach to estimating the strategy implementation according to the dynamic normal method. The method presupposes that it is possible to carry out the assessment on the basis of comparison of the achieved level with the reference model (matrix of domination) of the economic system functioning. Testing of the authors' method has helped assess the implementation of the strategy for the Vologda Oblast development at the tactical and strategic level and identify the main problems of socio-economic development.

Key words: region, dynamic normal, matrix of domination, strategy, socio-economic development

In the regional management system strategic planning becomes the necessary tool not only to respond to the increasing speed of current economic and social changes and grown competition in all spheres of life, but also to create competitive advantages. Traditional planning is not able to cope with these challenges. The strategy's priority over tactics is fully confirmed by the international practice. The sustainability of the regional socio-economic system and, as a consequence, the welfare of the population depends on set strategic objectives, used resources and consistent activities to achieve them. Therefore, in the conditions of unstable market environment, regional strategic planning is the key tool of public management and territorial development [14].

Nowadays in the Russian Federation the system of regional strategic planning is being formed within the new legislative framework: the Framework of strategic planning in the Russian Federation was approved in 2009 [13], the Federal Law "On strategic planning in the Russian Federation" – in 2014 [16].

The modern practice of regional strategic planning indicates positive trends in its use

for solving socio-economic problems, especially in those regions that have taken the path of the forced crisis recovery and structural modernization of their regional economy.

At the same time, the analysis of the actual practice of regional strategic planning suggests that it is far from perfect. In the Russian regions, as the author stresses [9], the methodological schemes and methods are often outdated, do not take into account key differences between strategic and traditional long-term planning and specific features of regional systems as objects of strategic planning; strategic planning is not supported by real and effective strategic management; the effectiveness of strategies implementation is not monitored; the modern possibilities of information technologies are used inadequately, etc.

The lack of the effective monitoring system to assess the effectiveness of strategies implementation and take timely decisions ensuring qualitative changes in the situation and forecasting their consequences reduces the efficiency of the adopted strategies dramatically. This problem was particularly acute for the Russian economy during the 2008 global

financial and economic crisis. Most regions of the RF Northwestern Federal District could not adjust the strategies to crisis conditions quickly that ultimately worsened the economic situation, aggravated investment activity and led to the decline in industrial and agricultural production [15].

The Vologda Oblast was not an exception. In 2009 due to the crisis the region experienced a significant decrease in the growth rate of physical volume of GDP and even in 2012 the pre-crisis growth rate was not achieved (*fig. 1*).

This situation is partly caused by the monostructure of the industrial sector, which plays a significant role in the creation of gross regional product.

In the 2008 crisis in the region there was a significant decline in the volume of

industrial production (95.3% of the previous year), in 2009 the situation deteriorated further (90.5%). The regional industrial production began to grow only in 2010, but in 2012 it had a downward trend again (*tab. 1*).

The similar situation was observed in the regional agriculture. At the same time, this crisis contributed to a general decline in the agricultural production of the region (*tab. 2*).

The crisis also affected the amount of investment in production. If in the pre-crisis period investment grew most rapidly in the Vologda Oblast compared to the Northwestern Federal District and the Russian Federation, in the crisis period its decline was also more significant in the region. The pre-crisis level of investment was recovered in 2011 (*fig. 2*).

Figure 1. Dynamics of growth rates of physical volume of GDP, in % to 2000 [5, 8]

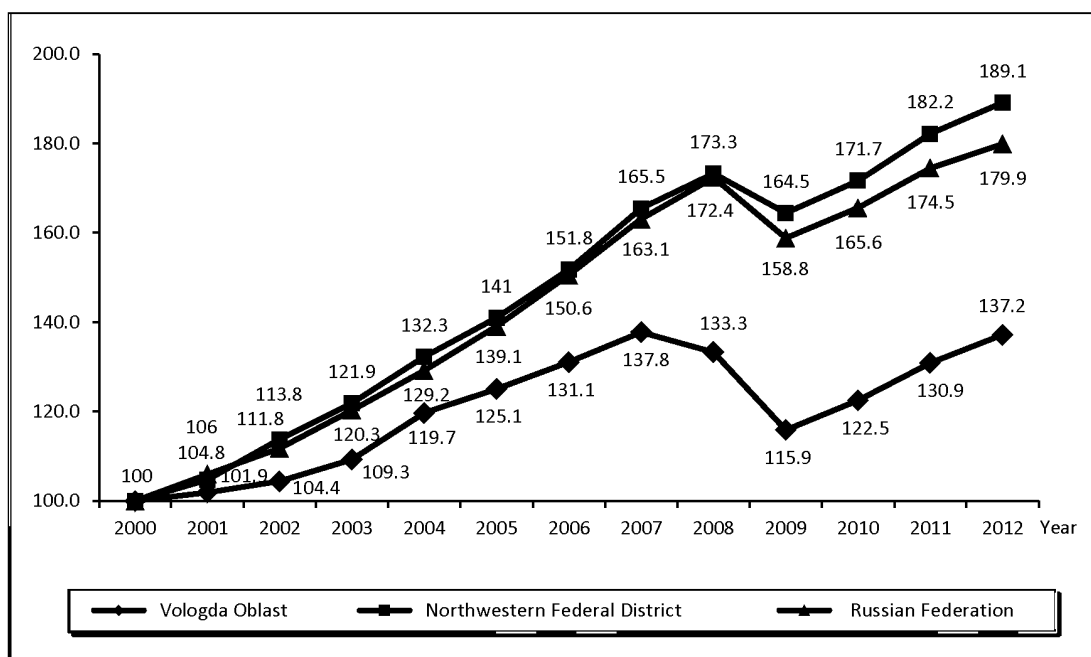


Table 1. Industrial production index in the NWFD regions in 2001–2012, in % to the previous year [5, 8]

Region	2001	2005	2008	2009	2010	2011	2012	2012 to 2000, %
Kaliningrad Oblast	110.1	127.4	101.8	95.3	117	118	101.9	570.5
Leningrad Oblast	104.78	108.1	101	96.9	113.8	106.2	105.7	335.8
Arkhangelsk Oblast	98.85	117.3	105.5	115.4	102.1	82.1	95.1	254.8
Saint-Petersburg	106.97	105.7	103.6	83.4	109.4	113.8	104.7	230.1
Novgorod oblast	104.8	108.3	102.3	87.7	113.9	110	104.4	193.6
Pskov Oblast	105.2	98.7	105.1	89.6	116.9	109.8	99.6	179.8
Komi Republic	108	104.1	102.9	98.3	100.4	104.3	102.1	150.7
Vologda Oblast	96.9	106.5	95.3	90.5	111.1	104.6	101.3	148.0
Republic of Karelia	98.8	118.7	97	78.5	110.2	99.4	102	146.6
Murmansk Oblast	101.1	100.2	94.6	96.5	105.2	98.7	102.7	108.1
NWFD	<i>103.7</i>	<i>108.5</i>	<i>100.6</i>	<i>92.6</i>	<i>108.4</i>	<i>105.5</i>	<i>102.6</i>	<i>210.4</i>

Table 2. Agricultural production index in the NWFD regions in 2001–2012, in % to the previous year [5, 8]

Region	2001	2005	2008	2009	2010	2011	2012	2012 to 2000, %
Novgorod Oblast	105.8	98.7	106.1	117.7	125.8	117.3	105	161.1
Leningrad Oblast	104.4	102	101.8	104.5	102.6	108.8	108.1	135.2
Kaliningrad Oblast	93.5	100.5	119.8	109.9	100.1	100.1	105.3	129.4
Komi Republic	100.3	97.6	107.9	97.2	103.3	108.9	101.4	94.5
Murmansk Oblast	95.5	105.5	103.5	100.7	97.7	101.8	99.9	88.3
Republic of Karelia	111	97.7	104.9	96.2	99.2	99.8	94.4	79.5
Vologda Oblast	102.3	100.3	100.5	97.6	92.5	110.6	95	75.7
Pskov Oblast	98.1	86.9	98.7	101.9	100.8	105.3	105.8	69.3
Arkhangelsk Oblast	94.9	93.6	96	105	97.8	107.9	100.9	65.2
NWFD	<i>101.4</i>	<i>98.7</i>	<i>103.8</i>	<i>104.2</i>	<i>101.9</i>	<i>108.3</i>	<i>103.9</i>	<i>106.2</i>

It should be noted that the reduction of budgetary provision testifies the existence of economic problems in the Vologda Oblast. The crisis influencing the financial situation of the industrial enterprises “undermined” one of the main sources of budget revenues – profit tax.

Their amount decreased by more than 20%, and the region ranked 9th by the rate of budgetary provision among the regions of the Northwestern Federal District (*tab. 3*). Since 2011 the region has been receiving subsidies [10].

Obviously, in these circumstances the task of economy diversification, innovative development and creation of developed industrial and social infrastructure as a basis for economic growth and improved standard of life of the population become strategically important. Therefore, the implementation of the strategy for the region’s socio-economic development should be focused on the concentration of investment resources according to the priority directions and identification of “growth points”, which will bring the greatest effect.

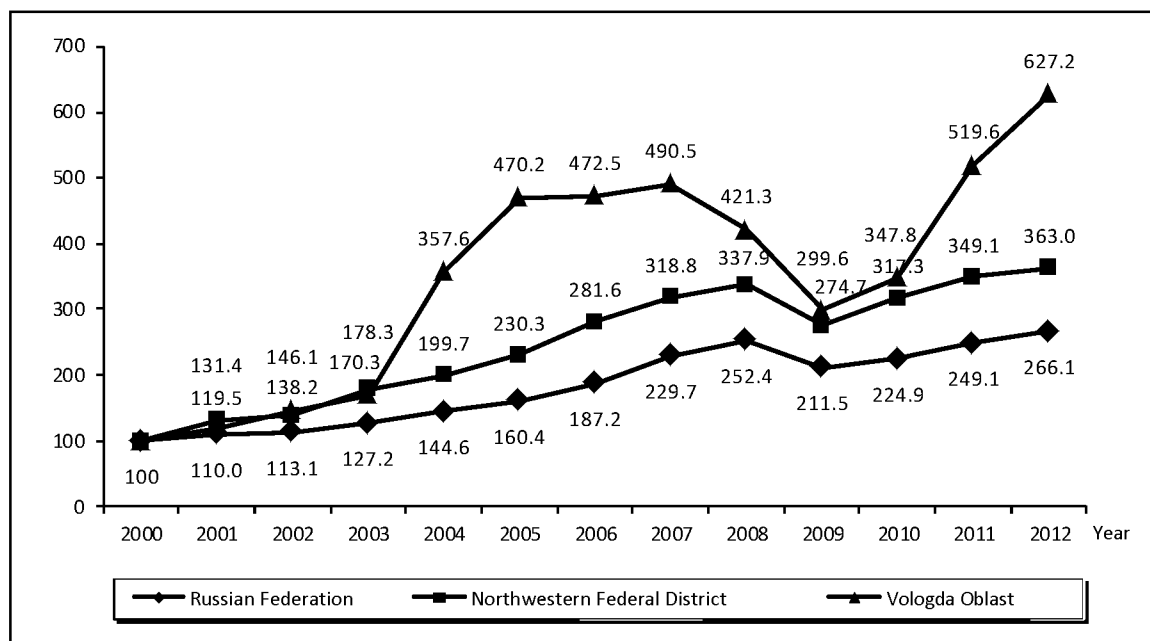
Figure 2. Index of physical volume of investment in fixed capital
 (in constant prices, in % to 2000) [5, 8]


Table 3. Consolidated budget execution by revenue per capita (thousand rubles in current prices) [5, 10]

Region	2000	2005	2008	2009	2010	2011	2012	2012 to 2000, times
Saint Petersburg	8.1	31.3	74.9	69.8	72.4	83.1	76.1	9.4
Murmansk Oblast	9.9	24.9	45.8	47.7	55	64.4	75.8	7.7
Komi Republic	6.8	19.9	55.9	55.4	65.4	71.2	67.7	10.0
Republic of Karelia	4.8	17.4	42	40.5	51.4	53	56.5	11.8
Arkhangelsk Oblast	4.7	16.7	33.7	36.9	36.4	44.4	55.1	11.7
Kaliningrad Oblast	4.6	16.1	39.7	44.9	40.9	51.6	52.0	11.3
Leningrad Oblast	7.1	25.6	39.3	37.5	49.4	55.8	51.9	7.3
Novgorod Oblast	5.6	20.3	38.8	38.2	41.7	47.9	51.3	9.2
Vologda Oblast	7.4	21.4	41.7	33.1	38.4	42.2	45.6	6.2
Pskov Oblast	4.1	12.6	26	28.8	33.4	41.3	40.7	9.9
NWFD	5.5	23.1	53	50.8	55.8	63.8	63.5	11.5
RF	7.3	21	43.7	41.8	45.7	53.5	56.3	7.7

In this regard, the evaluation of strategy implementation is an important methodological task. In our opinion, the method of dynamic normals can be used for it.

The idea to build dynamic normals was first expressed in the works of Professor I.M. Syroezhin, particularly in the concept of measuring performance. I.M. Syroezhin used the idea to arrange indicators in order for the simulation of effective implementation and functioning of the system [12].

The mode of the economic system activity can be represented by a set of economic indicators. Ranking the indicators by growth rates, one can get such an order, which is able to express the requirements to the best activity mode and act as a reference. This order is called a dynamic normal.

The dynamic normal (DN) is a model reference mode of the economic system functioning. Obviously, the strategy for the system development can serve as a reference mode. Such a DN can be considered as strategic [12]. It is possible to compare any actual order of indicators with a standard, thereby assessing the level of the reference mode implementation (in particular, the level of system strategy implementation).

The integrated assessment of the strategy implementation level can be obtained on the basis of comparison of the normative order of indicators movement and the actual order by means of Spearman and Kendall' rank correlation coefficients:

Spearman's coefficient takes into account the differences in variance and is calculated by the *formula (1)*.

$$R_{dev} = 1 - \frac{6 \sum D_s^2}{n \times (n^2 - 1)}, \quad (1)$$

where

D_s is a difference between actual and optimal ranks;

n is a number of indicators.

Kendal's coefficient is calculated on the basis of inversion by the *formula (2)*.

$$R_{inv} = \frac{4 \sum R_s}{n \times (n - 1)} - 1, \quad (2)$$

where

R_s is inversion of the S -th indicator.

The assessment of R varies in the range from 0 to 1. The coincidence of the actual and specified order of indices indicates the highest level of system strategy implementation, when all regulatory ratios of growth rates indicators are fulfilled and $R = 1$. The actual order of indicators, completely opposite to the reference one, gives the value of R equal to 0.

It should be noted that the quality of DN depends primarily on the composition of the indicators included. They should meet the following requirements:

- the list of indicators should reflect the comprehensive nature of the system's activity;
- the indicators should be available in the current reporting and have a single observation period;
- the DN should include not secondary, but primary indicators;
- the number of indicators should be reasonable.

Table 4. Matrix of domination of strategy implementation in the region

Indicator	1	2	3	4	5	6	7	8	9	10
1. GRP					1	1	1	1		
2. Personal income				1						
3. Budget revenues				1			1			
4. Retail turnover		-1	-1							
5. Industrial production	-1						1		1	
6. Agricultural products	-1									
7. Investment	-1		-1		-1			1		
8. Population size	-1						-1			1
9. Natural resources (FER)					-1					
10. Number of unemployed								-1		

Source: developed by the authors on the basis of [12].

Having defined the list of indicators to include in the DN, we rank them on the basis of the indicators movement with the help of expert methods, or pairwise comparisons.

To present the DN we can use the preference graph or the corresponding matrix, with each element revealing the normative ratio of indicators. This matrix is called a matrix of preferences or matrix of domination:

In this case, the matrix elements define the normative dynamics of indicators pairs that reflect the level of implementation of the following regional development objectives. To identify the dynamics of the indicators we use basic chain growth rates (T):

$$T_b = (x_i/x_0) \times 100\%, \quad (3)$$

where T_b is a basic growth rate of;

x_i is a value of the indicator in the i -th period;

x_0 is a value of the indicator in the base period.

$$T_C = (x_i/x_{i-1}) \times 100\%, \quad (4)$$

T_C is a chain growth rate;

x_i is a value of the indicator in the i -th period;

x_{i-1} is a value of the indicator in the $i-1$ -st period.

This is caused by the fact that the choice of the “reference point” to estimate the dynamic structure of indicators affects the analysis results. The application of basic growth rates characterizes the monotony of the change in the function implementation level, which reveals stable patterns and trends of the regional strategy implementation process. These estimates correspond to the strategic level of analysis and diagnosis of regional development (*tab. 5*).

The strategy implementation at the tactical level should be studied by means of chain growth rates, which help estimate the change in the strategy implementation level between two adjacent periods. The chain growth rates characterize the

Table 5. Normative dynamics of indicators and objectives of the regional development

Normative order of indicators	Objectives of regional development
T (gross regional product) > T (volume of industrial production)	Increase in the effectiveness of industrial production
T (gross regional product) > T (amount of agricultural production)	Increase in the effectiveness of agricultural production
T (gross regional product) > T (investment in capital)	Rise in the effectiveness of investment
T (gross regional product) > T (population size)	Growth of aggregate labor productivity
T (population size) > T (number of the unemployed)	Reduction of unemployment
T (industrial production) > T (consumption of natural resources)	Decrease in technogenic burden on the environment
T (personal income) > T (amount of retail sales)	Improvement of consumption patterns of the population
T (investment in fixed capital) > T (population size)	Growth of investment
T (revenue part of the regional budget) > T (investment in fixed capital)	Increase in investment yield
T (volume of industrial production) > T (investment in fixed capital)	Increase in the effectiveness of capital investment
T (revenue part of the regional budget) > T (amount of retail sales)	Social orientation of the regional budget

variability of economic policy and identify the dynamics of the structure of realized and disordered normative ratios.

Let us consider the sequence and results of the analysis of the Vologda Oblast regional strategy implementation in the post-crisis period. *Table 6* shows the initial statistical information to be analyzed.

According to the obtained results, the effectiveness of the strategy implementation at the tactical level is determined by the average indicator of rank correlation coefficients. The fluctuations during the analyzed period are caused by the inversion of regional economy subsystems while solving tactical problems of socio-economic development (*tab. 7*).

The effectiveness of the strategy implementation at the strategic level is characterized by a vivid upward trend (*tab. 8*). Spearman's rank correlation coefficient was 0.59 in 2012, which was higher by

0.98 points than 2009. The positive dynamics of the effectiveness of the strategy implementation suggests that the solution of tactical problems is aimed at achieving strategic goals of socio-economic development.

The analysis of the strategy implementation level discloses the positive and negative trends that have led to this assessment. Let us construct the matrix of domination of the strategy implementation (*tab. 9*).

Comparing the actual order of the matrix with the normative one, we have identified the problems to implement the strategy for socio-economic development of the region (*tab. 10*).

Thus, taking into account the identified problems of socio-economic development of the region, we can single out strategic objectives of the Vologda Oblast development. In our opinion, economic

Table 6. Statistical values of the indicators included in the matrix of domination (on the materials of the Vologda Oblast) [5, 8, 10]

Indicator	2008	2009	2010	2011	2012	2012 to 2008, %
Total gross regional product, billion rubles	294.9	213.4	262.4	323.1	356.1	120.7
Index of physical volume of GRP, in % to previous year	96.7	87.1	105.7	106.9	104.8	103.1
Personal income, total, billion rubles	178.6	177.9	204.1	225.2	262.2	146.8
Revenue side of the budget, billion rubles	50.8	40.1	46.2	50.7	54.6	107.4
Population size, thousand people	1214.0	1208.0	1201.0	1198.0	1196.0	98.5
Number of the unemployed registered with the employment service, thousand people	12.6	24.6	16.0	11.6	9.5	75.4
Volume of industrial production in current prices, billion rubles	397.2	259.9	349.8	428.0	419.6	105.6
Indices of industrial production, in % to previous year	95.3	90.5	111.1	104.8	100.5	105.9
Agricultural production in households of all categories, billion rubles	20.0	19.3	20.0	23.3	21.6	108.3
Indices of agricultural production, in % to previous year	100.5	97.6	92.5	110.6	95.0	94.9
Investment in fixed capital in 2012 comparable prices, billion rubles	100.9	72.1	83.7	125.1	151.0	149.7
Retail turnover in current prices, billion rubles	70.8	69.6	85.5	100.0	125.7	177.4
Indices of retail trade turnover, in % to previous year	108.5	89.4	116.3	107.6	119.7	133.9
Spent fuel and energy resources, billion cubic meters	7736.7	7111.3	6252.9	6244.4	6217.2	80.4

Table 7. Dynamics of the indicators to evaluate the effectiveness of the regional strategy in the Vologda Oblast (tactical level)

Indicator	2009		2010		2011		2012	
	GR (chain)	Rank	GR (chain)	Rank	GR (chain)	Rank	GR (chain)	Rank
GRP	87.1	8	105.7	6	106.9	6	104.8	5
Personal income	99.6	2	114.7	4	110.3	3	116.5	3
Revenue part of the budget	79.0	9	115.1	3	109.8	4	107.7	4
Retail turnover	89.4	7	116.3	1	107.6	5	119.7	2
Volume of industrial production	90.5	6	111.1	5	104.8	7	100.5	6
Production agriculture in households of all categories	97.6	4	92.5	8	110.6	2	95	9
Investment in fixed capital	71.5	10	116.1	2	149.4	1	120.7	1
Population size	99.5	3	99.4	7	99.8	9	99.8	7
Use of fuel and energy resources	91.9	5	87.9	9	99.9	8	99.6	8
Number of the unemployed	195.2	1	65.0	10	72.5	10	81.9	10
$R_{dev.}$		-0.39		0.59		0.48		0.58
$R_{inv.}$		-0.33		0.42		0.33		0.42

Table 8. Dynamics of indicators to evaluate the effectiveness of the regional strategy in the Vologda Oblast (strategic level)

Indicator	2009		2010		2011		2012	
	GR (basic)	Rank	GR (basic)	Rank	GR (basic)	Rank	GR (basic)	Rank
GRP	87.1	8	92.1	6	98.4	8	103.1	6
Personal income	99.6	2	114.3	2	126.1	1	146.8	2
Revenue part of the budget	79.0	9	90.9	7	99.7	6	107.4	4
Retail turnover	89.4	7	104.0	3	111.9	3	133.9	3
Volume of industrial production	90.5	6	100.5	4	105.4	4	105.9	5
Production agriculture in households of all categories	97.6	4	90.3	8	99.8	5	94.9	8
Investment in fixed capital	71.5	10	83.0	9	124.0	2	149.7	1
Population size	99.5	3	98.9	5	98.7	7	98.5	7
Use of fuel and energy resources	91.9	5	80.8	10	80.7	10	80.4	9
Number of the unemployed	195.2	1	127.0	1	92.1	9	75.4	10
$R_{dev.}$		-0.39		0.14		0.45		0.59
$R_{inv.}$		-0.33		0.20		0.33		0.47

Source: compiled by the authors.

Table 9. Matrix of domination of the strategy implementation (strategic level)

Indicator	1	2	3	4	5	6	7	8	9	10
1. GRP					-1	1	-1	1		
2. Personal income				1						
3. Budget revenues				-1			-1			
4. Retail turnover		-1	1							
5. Industrial production	1						-1		1	
6. Agricultural production	-1									
7. Investment	1		1		1			1		
8. Population size	-1						-1			1
9. Natural resources (FER)					-1					
10. Number of the unemployed								-1		

Table 10. Analysis of the region's development problems

Normative order of indicators	Actual order of indicators	Strategic issues
T (gross regional product) > T (volume of industrial production)	T (gross regional product) < T (volume of industrial production)	Reduced industrial output of the region
T (gross regional product) > T (investment)	T (gross regional product) < T (investment)	Decreased effectiveness of investment in the region's economy
T (budget revenues) > T (retail turnover)	T (budget revenues) < T (retail turnover)	Reduced social orientation of the regional budget
T (budget revenues) > T (investment)	T (budget revenues) < T (investment)	Reduced investment yield in the region's economy
T (volume of industrial production) > T (investment)	T (volume of industrial production) < T (investment)	Decreased effectiveness of capital investment

development should be innovative, the mechanism to attract investment and implement investment projects – more effective and the economy, on this basis, – more competitive. It presupposes structural reorganization, technological upgrading and industrial production restructuring.

In our opinion, the author's conclusion [9] is still relevant that it is necessary to develop scientific and methodological foundations of regional strategic planning, elaborate recommendations on strengthening its consistency and information security in order to strengthen institutional, legal and organizational

support, expand a range of economic-mathematical modeling methods that forecast future trends and assess effectiveness of the regional strategy implementation. The method to construct dynamic normals provides the systematic approach to the analysis and diagnosis of the region's development strategy implementation. Its basic concept is connected with the formation of the integral estimate of the system functioning that reflects its long-term effectiveness and includes dynamic characteristics of the factors, which give a comprehensive description of various aspects of its activities.

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