Abstract—Authors of the article make and prove the assumption that just the project management in the strategic planning and for ensuring of the cities' strategies implementation is the most effective in dynamic environmental conditions. The developed method was practically tested in the Vologda city. The obtained dynamic results of the main indicators of peoplesaving in the city show the effectiveness of the project management in the implementation of the strategy of its social and economic development.

Keywords—project management; city development strategy; strategic planning; municipalities.

1. RELEVANCE OF THE STUDY

During last decades the strategic planning has been highly progressed in Russia. Thanks to the works of the Russian scientists such as L.I. Abalkin, A.G. Aganbengyan, O.T. Bogomolov, A.G.Granberg, S.U. Glaziev, B.S. Giharevich, V.V. Ivanter, G.B. Kleiner, D.S. Lvov, A.I.Tatarkin, T.V.Uskova, N.P.Fedorenko the general ways of development of regional and municipal strategies are studied and described [1,2,3]. Also the science made the basis of the theory of sustainable social, ecological and economic development of the territories, that also is the basis of the main part of current strategies. The result of the evidence that the strategic planning is necessary became the Federal law of 2014 №172 “About the strategic planning in the Russian Federation”. However, the experience of development and successful implementation of approved regional strategies in Russia is not studied enough. The same refers to realization of the municipal strategies. Science and practice can answer the “What to do?” question, it is shown in the scientific articles and officially approved documents. But the question “How to release changings with the current limits?” can’t be answered in lots of strategies. In this case practices of the strategic planning refer to the using of one of the following instruments:

- Making the general plan of the Strategy applying which includes a set of different events;
- Developing of the system of municipal target programs according to the main ways of municipal development.

In the stable social and economical situation these instruments connected to the budget and general plan let the achieving of the results. However, when the conditions on the federal and regional levels constantly change, that is usual for Russia during last decades, they lose their effectiveness. The permanent changings is objective tendency of the modern society development, because of the fast growing amount of knowledge in the World, more dynamic economic and political processes, more significant influence of technologies and new business models [4,5]. With the using of information technologies the interaction with citizens and busyness of the territories become quicker more versatile. Actually one quote in the social networks can influence on the reputation and approved decision. There are also domestic specialties of the governmental management, connected to the making of the optimal management system in the country and influence on the stability of the municipalities’ work.

1. Continuing administrative reform: municipalities are being united; there is a constant changing and moving of the authorities; the system of authorities and the rules of assignment (electing) on the main positions are changing.

2. There is an often changing of interbudget relations.

3. Periodical replacement of priorities on the federal and regional levels and as a result, changing of the financing order and dates, amount of governmental target programs and projects.

Furthermore we can add municipal, regional and federal election cycles; limits of the budget; constant changing of the legislation in the broad range of questions.

In the result we can see the situation when the development plans of the territories stale on the step of construction, but the complication of its preparing, coordinating and correction rises. Most of the longterm target programs are badly connected with the budget, because the budget is made only for 3 years. All the pointed limits define the urgency of the study, which is aimed at search and developing of effective instruments of the strategic management on municipal level.
II. PURPOSE AND CONCEPTUAL FRAMEWORK

The authors are deeply convinced (hypothetical), that the project approach to the management is the most effective for strategic planning and implementation of the strategies of the cities and other municipals.

The project management became an essential element of the modern management system including municipal level. Truly, during thousands of years cities were and are being built by the way of consistent realization of separate projects. But the introduction of the project approach into the modern practice of domestic municipal management is difficult complex target. It is difficult because of the existing management processes, increased role of the citizens and business authorities in the life of the modern city, raising of the importance of the means of communication and social projects. Couple of decades ago the decision about building of some object in the city was approved independently, not including the social opinion, but with the development of the democracy this situation has changed. Modern conditions require the adoption of the main methodological points of the project management and strategic planning for municipal level.

The purpose of the study is to make a methodology of using the project management in the strategy planning and for provision of the implementation of cities' and other municipals’ strategies.

A project is “a complex of connected events, aimed at achieving of unique results in conditions of time and resource limits”. This definition is in the government decree of the Russian Federation №1050 15.10.2016 “About organizing of the project activity in the Government of the Russian Federation”. Meanwhile, in the Federal Law №172 28.06.2014 “About the strategic planning in the Russian Federation” the state program is defined as “a document of the strategy planning which includes the complex of the planned events connected by the targets, time of realization, implementers and resources, and instruments of the government politics, that provide achieving of the targets and priorities of the government politics in the sphere of social and economic development”.

Nowadays the program-target method of management gradually gets traits of the project management. State programs are used for solving of the strategically important problems. They include separate projects with target parameters and period of realization. However, the methodology of management is not ideal and requires updates.

In our opinion the project is a complex of nonrepeating actions, that has limits in time, budget and other resources, but not limited in the membership which has particular targets and instructions of implementation.

The main characteristics of the project are:

1. Clearly established and described targets and results of the project;
2. Making of something new, that can change life, something that hadn’t been done before in the city.
3. Rigidly defined period of implementation the project, potential ability of the periodical repeating.
4. Ability of participation of lots of people and organizations, that can be changed without any negative effects during the project.
5. Special requirements for cost and quality of work execution.
6. Ability to transfer it to other municipalities.

Initiative and organization of some big event in the city can be also named a project, because all the characteristics and requirements are obeyed, according to our understanding of its essence.

Management of the project means sequential performing of the main managing functions: analysis, planning, organization, coordinating, registration, control, effective using of the human, material, technical, financial, informational and other resources during the whole process to achieve all the targeted results.

III. RESULTS

Cities are “competing for people”. This proved fact is circulated in lots of strategies of municipalities. Also the president of Russia V.V. Putin supports the policy of the people saving. However there is a problem of searching the most effective instruments of reaching these targets.

From our point of view for ensuring the competitiveness municipalities should concentrate their forces on 2 strategic ways:

- Developing and creating of infrastructure (city hard), conditions for comfortable work, life and rest
- Making the positive psychology climate in the city (city soft) by creating an interesting safe energetic and welcoming environment.

Alive and diversified city is much more attractive for work, life and rest than realization of the most rational urban development theory. Active citizens concentrate an innovative [6] business environment in the social sphere, involving more passive citizens. It becomes more interesting for them to live in the city, they save the city infrastructure, start investing their time and money into development of the city.

It is confirmed by the experience of lots of cities, American in particular, described over 50 years ago in the book of J.Jacobs named “The Death and life of great American cities” [7]. Here we can find arguments against of city planning, guided by abstract ideas and ignoring everyday life of the citizens.

Also it’s very important to use a participatory design, the basis of which were written in the book of H.Sanoff “Democratic design: participation case studies in urban and small town environments” [8]. Using of instruments of democratic design in the city allows to get a “win-win” strategy, when all the citizens, local communities, administration, business, investors and other groups get benefit. All participants make the targets of the city developing, find out problems and needs of the citizens, make decisions and raise the effectiveness of the ideas and project in the municipality.
Necessity of partnership between urban business municipal authorities was described in the book of J. Riddervall, K. Nordstrom “Funky business: Talent makes capital dance” [4].

Only municipal level can widely use the project approach [9], because only there is an ability of cooperation of business active citizens. And we see the corporativism policy as the most perspective approach.

This policy helps to find a compromise between government, social groups and business structures, and raises the effectiveness of management. But it has been a common point of view that there can be only a conflict of interests of different social groups. In our opinion it is important to develop partnership mechanisms, where everybody win (fig. 1).

Local authorities can’t always find out actual problems of the citizens. Different social groups have to be involved for it. With the lack of resources it is impossible to raise the comfort of living using only budget. Government has to involve business as a financial element to solve the problems of the territories.

Strategy of the city or other municipality developing must be based on the principles described in №172 Federal Law “About strategy planning in the Russian Federation”. In addition we practically tried the principle of optimism, because self-belief plays a huge role in realization of the strategy.

The obtained results were tried during realization of the Strategy of complex modernization of the city environment in the municipality “Vologda City” on the period till 2020 “Vologda is the comfortable city” (Strategy-2020) [10].

The system of strategy management was based on the fig. 2 scheme.

Realization of Strategy-2020 projects started in 2009 and continued till 2017, when the municipal administration changed. There is a sharp increase of population of Vologda (on 9.3 %) during this period (fig. 3).

In 2009 the scientists of the Vologda scientific center predicted the population, birth and death in Vologda based on the trends and demographic factors [11]. After using the project management in strategy planning and for realization of the city strategy all the values of the specified indicators were not only achieved but even exceeded: the raise of population was higher on 9%, birth increasing – on 24%, death decreasing – on 3 %, comparing to the prediction (fig. 4).

During the strategy realization period from 2009 till 2016 were following increase of the birth rate: in Russia on 4.9%, in Vologda region on 6%, in Moscow on 7.3%, in Cherepovets on 13.9%, in Vologda on 23.4%.

During the Strategy-2020 realization period on the basis of project management were created positive conditions for business developing. It is confirmed by increasing of undertakings on 63.7%, amount of which was 23,4 thousands of organizations in 2016.

Positive tendencies were formed in the sphere of tourism based on the event (project) calendar. The tourist flow has multiplied by 3.4 times from 2009 till 2016. In 2016 the amount of visitors reached 781.8 thousands of people. Comparing to Velikiy Ustug that was visited by 278.5 thousands of people.

An important resource of increasing population is migration. The migrating growth (decrease) of population in Vologda is shown on fig. 5.
Migrating growth can be less predicted but it depends on the social and economic situation and shows the attractiveness of the city. In 2014-2015 was the sudden rubble devaluation in Russia, that led to economic recession and decrease of real citizens’ income. Due to it there was a migrating decrease in this region.

IV. CONCLUSION

The benefits of using the project approach during developing of the city or other municipality strategy are:

1. Good flexibility (a list of projects can be easily changed or added)
2. Availability to choose forms, methods, resources and participants of realization of different projects
3. Availability to unify interests and resources of different social groups. It is easier to do in different local projects.
4. Availability to concentrate resources on particular more perspective projects that have concrete timing. It is easy to distribute strain and show the results.
5. Availability to organize interaction between the government, business and citizens, beause it is easier and more interesting to speak about particular projects.

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This approach lets to go in different ways not loosing concentration. And delay with one project doesn’t make any sense - it is possible to make other projects during this time.

REFERENCES
