

## **CONTENT OF CITY PORTALS AS A TOOL FOR INDIRECT EVALUATION OF THE IMPLEMENTATION OF THE STRATEGIC DEVELOPMENT PLAN OF THE TERRITORY BY THE FORCES OF MEDIA-VOLUNTEERS <sup>1</sup>**

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### **Abstract**

Strategic planning is the basis of modern development of socio-economic systems. The strategic development plan can be attributed to the management decisions of the socio-economic and political spheres. In each plan of strategic development of the territory, there are mechanisms for direct control over the implementation of the plan, but in some cases, there is a need for additional control. To do this, you can use indirect methods, such as an analysis of published management decisions. The strategic development plan is implemented at the level of tactical and operational planning, so all short-term and medium-term decisions should be linked to the strategic goals set out in the strategic plan. Forming the methodology for assessing the implementation of strategic development plans based on the example of Russian cities, we were based on the fact that any management decision should be brought to the knowledge of the management object. At a time when the Internet was not so developed, informing the public about the management decisions taken was done with the help of municipal or regional printed publications. Such a method of communication between the authorities and the population did not presuppose a dialogue; it is exclusively a subject-object form of communication. In today's world, the function of operative reporting of socially significant information is taken over by the city's portals. Such features of modern Internet communication as the ability to form and strengthen the need for new information, as well as the tendency to refrain from anonymity, make city portals a convenient tool for public policy. The authorities can not only inform the population about decisions taken relating to operational planning, but also engage in dialogue with representatives of active groups to improve the planning system at all levels. In the methodology for assessing the effectiveness of the strategic development plan, there are two main methods: content analysis of news on city portals, SWOT-analysis of the territory. The first method is needed to identify the main spheres of decision-making, determine the proportions between the spheres and the main objects to which the decisions are directed. The second method is needed to identify the problem field of the studied territory. At the next stage a general scientific method was used—a comparison: we correlated the result of our research and the priority objectives of strategic planning. Thus, based on empirical data, it was concluded that this methodology provides an opportunity to assess the degree of implementation of the main directions of the development of the municipality. Due to the availability of this method for any person, we believe that it will be of interest to public organizations and media volunteers.

**Keywords:** Strategic planning, development of socio-economic systems, Internet communication, city portals, media-volunteers.

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## **1 INTRODUCTION**

The city is a complex socio-economic system. The state structure of the Russian Federation determines the involvement of this system in larger education: city, region subject of Federation, Federation. The municipal level in relation to decision-making exists in strict subordination to the higher levels of government. The city mainly implements the programs laid down at the level of the Federation and the region, and solves the problems of local importance. But at the same time, according to the Federal law No. 172, the city independently determines the directions for its development, based on the main guidelines laid down in the plan of strategic development of the Russian Federation.

According to the Federal law No. 172, strategic planning is the activity of the participants of strategic planning on goal setting, forecasting, planning and programming of social and economic development . Thus, strategic planning is the basis of the entire system of management of socio-economic systems, regardless of the scale of the system. All actions following the strategic plan should be associate to it.

The activities of municipalities in strategic development planning are determined by the order of the Government of the Russian Federation of November 17, 2008 N 1662-p "on the Concept of long-term socio-economic development of the Russian Federation for the period up to 2020", the order of the government of the Russian Federation of October 6, 2011 N 1757-p "on approval Of the strategy of socio-economic development of the Ural Federal district for the period up to 2020". The complex programs of economic and social development of municipalities become the reference points in the work. The main purpose of the programs is to analyze the assessment of the level of socio-economic development of the municipality, to determine their capabilities using internal reserves and sources of economic growth, as well as to assess the effectiveness of measures for the implementation of socio-economic policy.

Mukhetdinova N. M. notes that the strategic plans for the development of regions and municipalities have a number of shortcomings. In particular, she mentioned the lack of implementation mechanisms, lack of coordination, monitoring and responsibility for achieving results. (Mukhetdinova N. M., 2014, p. 95)

Thus, we see that there is a violation of the principles of implementation of management decisions. Prescribed goals in the strategic plan very often have a poor quality of implementation, because the government cannot realize all at the same time. It turns out that one or more goals are overshadowed and are not implemented very efficiently or are not implemented at all. Accordingly, for the qualitative implementation of these goals are needed: the use in the development of solutions of scientific approaches of management; providing quality information; the correct choice of methods of development of solutions; ensuring multi-option solutions to ensure comparability of solutions; design of the mechanism of implementation of solutions; development and implementation of the system of responsibility and control over the implementation of solutions.

Of course, the strategic development plan sets out the terms and mechanisms for monitoring its implementation. But sometimes that's not enough. We propose to use as a method of indirect control the analysis of filling of city portals. City portals are an information system, the purpose of which is to meet the information needs of the audience. The main purpose of creating the city portal is to achieve a quality level of information interaction between the system of power and the economy of the city with the population, business representatives, and public organizations on the basis of the preferential use of personalized interactive Internet services. Thus, through the publication of news on city portals, decision-makers conduct public activities that demonstrate the process of their management activities. Public activity in this work is considered, on the one hand, as a socially useful, where the activities of the subjects are aimed at the population of the city, and about which citizens are informed on news portals; on the other, as PR-activities, the main purpose of which is to form and maintain the image.

Of course, the proposed method will not be of interest to the authorities: as mentioned above, they have clear control mechanisms laid down in the strategic development plan. But it can be used as a tool of control of the government by public organizations and media volunteers, focused on participation in social and political life of the society. Moreover, it can be any type of organization of volunteer activity: formal or not formal, direct or public. We assume that this method will be most interesting for those who are engaged in public journalism and have sufficient qualifications for analytical procedures.

## **2. METODOLOGY**

The research methodology is based on the approach of J. Habermas to the public sphere as "a special communicative environment where public opinion is born and circulates, performing the function of criticism and control over the state" (Webster F., 2004., p 30-33)

Habermas identifies the public sphere in a special area of social life, where, in his opinion, there is an opportunity to achieve the consent of citizens. However, the public sphere is not limited to communications of citizens and public reflection. Yu. Habermas believes that the public sphere, in addition to communication, also "goes to the level of dialogue with the state, which is transformed into practical actions for the common good."

A complex empirical study was conducted in early 2018. At the first stage, the SWOT-analysis of cities: Moscow, St. Petersburg, Vladivostok, Novosibirsk, Kazan, Chelyabinsk, Yekaterinburg, Sevastopol, Kaliningrad was carried out. Initially, a study was planned for the cities of millions, but the preliminary results generated the need to compare with the medium-sized cities with an unusual history of development. This method gives us the opportunity to outline the range of problems that urban government solves at all levels of planning. SWOT analysis is necessary to identify new areas of concern. New, because the strategic development plan includes a SWOT analysis, but the document is focused on a long period of use, so there may be additional factors that require management impact. Thus, the SWOT analysis allows us to understand, as far as operational and tactical planning responds to the challenges of the current moment, and as far as implementing the strategic objectives of the territory.

The second stage was the content analysis of news notes of the most visited urban portals of the selected settlements. In total, 60,000 articles ranging from 300 to 500 words were selected for analysis, the title and content of which contained information about the management decision. Thus, we have identified the main areas of decision-making, the proportion between these areas, the main subjects and objects of decision-making. The results of the content analysis are compared with the priorities laid down in the strategic development plan. This is necessary in order to determine the relevance of operational and tactical decisions to the corridor defined by the strategy.

The third stage is to compare the results of our study with the strategic development plan of each city to identify new problem areas that require management decisions. This is necessary in order to update the goals and objectives of the strategic development plan to form adequate conclusions for the study. And, despite the fact that in the course of the work there were no special new circumstances to which it is possible to direct the management thought in some of the cities (the results of our SWOT analysis coincide with those presented in the documents), we still do not exclude this possibility and do not refuse for the future from this stage of the study.

### **3. RESULTS**

The entire array of data obtained during the study can be logically divided into three parts. First, in the largest cities (Moscow and St. Petersburg), insufficient implementation of the function of urban portals was revealed. Secondly, the situations in which there may be a strong imbalance of operational and strategic planning. Third, the expected results of the method. Let us consider each part in more detail.

#### **3.1 Some Words about the Role of City Portals in the Formation of the Public Sphere of the City**

During the collection and analysis of information, we have found that not every city's city portals perform their functions to the full. This situation has developed in Moscow and St. Petersburg. The two largest cities in Russia are building a completely atypical social reality, which is reflected in the virtuality. The administration of Moscow declares the following provision: "the main purpose of creating a city portal is to achieve a quality level of information interaction between the system of power and economy. Moscow with residents of the city, representatives of business, public organizations on the basis of the preferential use of personalized interactive Internet services". ("E-Moscow" in the documents: Moscow Government decision of June 14, 2005 No. 439, p 56). This statement fits into two main directions of strategic development of the city: improvement of quality of the urban environment and improvement of human capital of the city. (Strategy of society-economic development of Moscow for the period up to 2025, p. 11). 14) But we have recorded a completely different situation.

In particular, the city portals of Moscow are full of news of Federal importance. This is provoked primarily by the confusion of categories: decisions at the Federal level are made in the capital and concern the population of Moscow in the same way as any other city. But on the other hand, in comparison with the portals of cities far from the Federal center, here the proportion of local and Federal news is significantly different. On average, the ratio of Federal and local news on all city portals of the capital of Russia is 3:2. We have not seen such a shift in the information environment towards Federal events in any other city. This picture makes it difficult to search for and analyze the content we are interested in, but at the same time

makes the population of Moscow look for news from the city in other places.

The problem of the urban environment formation exists in St. Petersburg. Each city has about the same areas of decision-making: education, health, environment, housing, "Good case" (articles on assistance to people with disabilities, children from orphanages, people without a certain place of residence and with complex housing conditions), Finance, industry, sports and others. But the proportions of the number of solutions between the spheres vary. On the one hand, it is set by the strategic development plan, and on the other – the development of the market. So in the second most important city of Russia, most of the city's portals are aimed at covering the cultural life of the city and tourism. All Internet portals tell about the news related to exhibitions, performances and other entertainment events, satisfying the needs of tourists. The needs of the local population for information about the daily problems of the city remain in the shadows. Thus, insufficient awareness of the local population is formed,

Among other things, the city portals of Moscow and St. Petersburg are poorly developed and inconvenient to use. To find the right section, you have to make an effort, as the desired topic is not highlighted and is lost against the background of the overall flow of news. The lack of a mechanism for distributing news on the topics on the portals of Moscow leads to a General confusion of visitors to the site, as citizens entering the city portal, expect to see the news of the city, not the country, and even more so, another city. Unsystematic work of the portals of St. Petersburg leads to a decrease in their attendance, daily practices of visiting these resources are not formed. Looking through the news portals, we noticed that all the first pages are filled with information about the cultural life of the city. And the topics of interest are far from the surface, the news of the social sphere has to be searched.

### **3.2 Conflicts of Operational and Strategic Development**

In some cities, different levels of planning were found to be inconsistent. The situation in Sevastopol and Vladivostok can be cited as the most interesting examples. Two distant cities found themselves in a situation of inconsistency for different reasons and come out of it in different ways. Let us consider these examples in more detail.

The specificity of Sevastopol as a city within the Russian Federation is in its "transition" state. It was joined to the Russian Federation in 2014, and for Sevastopol the practice of drawing up Strategic plans is new (the Strategic plan was adopted in 2017). The environment of the city is formed by its historical past, the features of the warm climate, which allows year-round fishing, growing fruits and grapes, as well as allows the development of the tourism industry. Of course, there are also quite serious problems in the city, such as the lack of funds for infrastructure development or the growth of tariffs for housing and communal services, and in connection with these problems there are threats that are associated with such things as the strengthening of political and diplomatic sanctions or the threat of terrorism. However, if you make management decisions will be focused on the use opportunities of the city, the number of weaknesses can be reduced, thereby to decrease the number of threats.

Comparing the results of the SWOT-analysis, content analysis and Strategic development plan of the city of Sevastopol was discovered some inconsistency sphere of managerial decision-making coincide, but there are areas that are left without attention in the Strategic plan or in the content analysis. Namely, the areas that were reflected in the content analysis, but not reflected in the strategy: the development of internal and external partnership, leisure. This can be explained by the fact that most likely the city authorities believe that the development of cooperation, as well as the conclusion of new contracts that could help in the development of business, for example, do not need the city in the near future. Also about leisure-most likely, the city authorities believe that this area is not paramount, and therefore left it without attention in the city's development strategy. However, it should be noted that despite the fact that the development of these areas is not in the Strategic plan, the city and citizens need attention of the city authorities to these areas, otherwise there would be no discrepancy.

As for the areas that are reflected in the Strategic plan for the development of the city, but not reflected in the content analysis, it is: policy in the field of public administration, policy in the field of public security, policy in the field of civil defense and protection of the population. The above discrepancy can be explained by the fact that in Sevastopol, as in principle in any other city, there may be such situations that require surgery. Because of this, operational planning can sometimes take precedence over strategic planning.

And so, the late inclusion in the strategic planning system, the lack of experience of management personnel in this area, the weaknesses and threats of the city, which were considered, cause the discrepancy of current management decisions to strategic goals. Assigning Sevastopol the status of a Federal city requires immediate solution to the current problems in order to fulfill its tasks as a city with a special status, so we

assume that the revealed contradiction will soon be resolved.

If we talk about Vladivostok, the contradiction between operational and strategic planning will be different. To date, the state policy aimed at the accelerated development of the far East and the Baikal region, supported by significant financial resources, has been clearly formulated. Vladivostok is a recognized leader among the far Eastern cities is rapidly changing, as is the world around. The positive trends of Vladivostok are in the formation of the Vladivostok city agglomeration, which would provide investment and migration attractiveness and conditions for the development of innovation and highly skilled labor market in the Primorsky territory. In the emergence of new activities that can accumulate innovative resources, in the synchronization of the development of the Vladivostok transport hub, there are also positive trends in this city. In these circumstances, strategic planning does not keep up with operational planning. Dynamic area is constantly set himself new challenges. This forms the specifics of strategic planning. Vladivostok does not have a single document that would have been in force for quite a long time. The work on updating the strategy and strategic development plan is constantly being carried out: until 2020, 2025 with the extension of the term until 2030. On the basis of the analysis of socio-economic development of the city and assessment of its potential, the mission, as well as the strategic goals and objectives of the development of the city of Vladivostok are updated. Thus, the mission of Vladivostok is being implemented, which is to ensure the interaction of the Russian Federation with the Asia-Pacific region through the most productive inclusion of Russia in the Asian markets of goods, Finance, labor, technology and information.

### **3.3 Incomplete Implementation of Strategic Planning Plans**

The proposed method helps to assess the completeness of the strategic planning. This provision is best illustrated by the material collected on the portals of Chelyabinsk and Novosibirsk. The priorities of the development strategy of both cities include improving the quality of life of the population, the formation of the urban social environment, the growth of human capital, the creation of conditions for improving the level of the urban economy and its competitiveness. These goals are implemented through decision-making in the main areas: health, education, culture, housing and environment.

The main mechanism for the development of the urban educational system was the city target program for the implementation of the national project "Education", in which the use of new information technologies. The main part of the articles is those that describe the stages of preparation, implementation, passing, delivery and delivery of the exam results. Their number is 68% of the total. The remaining 32% of articles in this area are devoted to the development of systems for improving pre-school education, improving the level of educational programs and the quality of teaching both in secondary and professional education.

The optimization of the health care system is an important part of the social and economic policy of the state. In an industrial city such as Chelyabinsk, it is necessary to create a health industry that meets the changing needs and demands of Chelyabinsk and its citizens. The program of improvement of citizens is aimed at the formation of a healthy lifestyle, prevention and early diagnosis of diseases, quality treatment. Good health of citizens will contribute to the improvement of the situation in the labor market and reduce the cost of enterprises and organizations to pay employees due to temporary disability. A separate task is the construction of new modern medical centers, in particular the Federal cardiology center, and the organization of effective work on these sites. Optimization of the number of staff of medical institutions of the city, bringing it to the standards of developed countries.

Based on our data, we can conclude that the strategy is being implemented quite fully, since the news published for 2017 reflects and reveals most of the development directions. The most popular task is the development of this sector is strengthening the prevention of all segments of the population, the education of the people responsible for health, the distribution of various programs, actions for the diagnosis and treatment of the citizens of the city of Chelyabinsk. Based on such available methods as actions, projects, you can quickly solve the problems with the program of improvement of citizens. For example, to form a healthy lifestyle, to carry out prevention and early diagnosis of diseases, quality treatment in all segments of the population. Also important is the fact that this event is free, which is of high interest for the population

The implementation of the strategy 2020 in the field of culture is fully reflected in the events (promotions, concerts, festivals) held during the year in Chelyabinsk. Strengthening the material and technical base of cultural institutions, ensuring free access to information, preservation of cultural heritage, development of youth subcultures, improving the quality of services, etc. – all these points of the strategy are developed, financially supported, updated and adjusted. Does not adequately address the problem of optimization of network of establishments of culture, formation of multipurpose institutions.

The state of ecology of the city of Chelyabinsk today is the most important aspect that determines its future.

Many negative social and economic phenomena are predetermined by the fact that the city has the image of one of the most environmentally disadvantaged in Russia. This is confirmed by numerous statistics. The development strategy of the city of Chelyabinsk outlines measures to improve the environmental situation of the urban environment, including the introduction of strict environmental standards in the city life support system (water quality, waste disposal, street cleaning, promotion of environmental technologies in the field of transport, public monitoring of the water and air environment with online-publication of data on the Internet and on city portals, etc.).

In 2017 at the city portals of Chelyabinsk was recorded about 1500 articles that affect the field of ecology. Based on our data, we can highlight the priority in the direction of development. The authorities pay the greatest attention to the introduction of strict environmental standards. Unfortunately, such an implementation may not always speak about improving the situation as a whole. Since at the moment the violation of environmental standards involves small fines, and businesses are easier to pay a fine than to increase the cost of the export of "garbage" from the plant, the purchase of environmental equipment, etc. As for the least attention, here the city Administration does not pay due attention to the promotion of environmental technologies in the field of transport. The problems of environmental safety of transport are an integral part of environmental safety in General.

A similar situation is observed in Novosibirsk-a city far from the Federal center, which is another example of the socio-economic system with an imbalance of planning. The largest number of decisions were made in the areas of housing and communal services (this is really the most problematic area of urban infrastructure), education, health, economic problems (in particular low income). But, as in Chelyabinsk, very little attention is paid to solving environmental problems.

If we consider the goals of strategic development of Novosibirsk, we have to admit that the efforts to achieve them were not evenly distributed. The growth of well-being of the city's residents and human capital (educational, scientific, cultural and spiritual potential) is provided by a sufficiently large number of management decisions of different levels. And, although the administration is constantly improving the system of housing and transport network, the city remains unattractive for further employment and residence in the eyes of young people. Therefore, we are seeing an outflow of economically active population, which makes it difficult to increase economic potential. Novosibirsk is a forge of personnel for Siberia and Central Russia. With a strong higher education system, it attracts young people from all over the Eastern part of the country. The lack of attention to environmental issues levels efforts to improve the health system, which also reduces the attractiveness of the city for young people. Thus, in this city the strategic plan is implemented, but not in full.

#### **4 CONCLUSION**

The independence of municipalities in the formation and implementation of the concept of strategic development provides ample opportunities for improving the urban environment and the formation of a prosperous economic climate of the territory. During the testing of the methodology, we found that the use of a set of methods allows us to assess the volume and direction of management decisions for a certain period. From our point of view, this fits well into the framework of media volunteering, expanding the opportunities of this area of activity. At the moment, media volunteers are engaged in coverage of events related to volunteer activities, checking the news published in the Internet and the dissemination of socially significant information. The use of additional research methods will bring media volunteers to the level of media journalism, the level of dialogue with the authorities and solutions to current socially significant problems. From our point of view, this will allow to expand the possibilities of interaction between the authorities and the population and increase the effectiveness of strategic planning of municipalities.

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