Management of social development of the Russian Arctic

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Abstract. The article substantiates the strategic role of Arctic territories for ensuring security and sustainable development of the Russian Federation. The authors analyze renowned and contemporary research in the field of social development management, as well as determine similar features of the Arctic policies of Arctic zone countries, separately considering the specificities of Russia. Particular attention is paid to social quality, which is presented as the main element of social development. The authors identify six key elements of social quality: social and economic security, social inclusion, social cohesion, social activity, social justice, and social authority. An interpretation of these elements structure is given. The material of the Yamalo-Nenets Autonomous Okrug (YANAO) presents the results of a sociological study of social quality components assessments. The highest rating is given to the level of regional socio-economic security (sense of personal security, protection of interests and values, resources for self-realization, etc.). While the level of social inclusion receives the lowest rating (desire to participate in regional social, economic, cultural life, satisfaction with social services system, quality of social infrastructure, territory’s comfort for living, etc.). Authors conclude that the obtained estimates correspond to the average level, but are below the normative value. The paper presents recommendations for improving social development management on the example of specific Arctic region of the Russian Federation.

1. Introduction
The industrial production of the Arctic zone has dominated Russian export for several decades, determining the country’s security and sustainable development. The Arctic zone regions play a particularly important role in ensuring the production of hydrocarbons. Advancement of Arctic economic policy structures the social space. Therefore, the study of the Yamalo-Nenets Autonomous Okrug (YANAO), as one of the Russian Arctic regions, is becoming especially relevant. Particularly important for the Russian government, projects of accelerated development are being implemented in the YANAO [1]. Despite this, the region is highly heterogeneous in economic and social aspects. Its land remains poorly modernized, since the level of technological promotion lags behind the average indicators for the world’s Arctic territories [2]. Nevertheless, this area is strategically important for Russia, as it is directly related to the country’s resource-oriented strategy [3]; because the main wealth of modern Russia – natural gas – is produced here. The Arctic zone focus on the extraction of raw materials is one of the factors of the national economy competitiveness [4]; however, a number of social problems have not been resolved here, such as a high imbalance of territorial development, a high differentiation of residents by income level, and difficult access to quality medical services [5]. Thus, the need for new approaches to managing the social evolution of the Arctic zone unique territories is increasing.
2. Theoretical interpretation of the research object

Social quality has been in the focus of scientific research not only among modern researchers, but also among recognized scholars. Ulrich Beck has placed ideas of risk society on the intellectual map [6]. Modern society creates many risks (terrorism, poverty, social exclusion), which social institutions should minimize [7]. Van der Maesen shows that risk minimization is possible only if «social quality», understood as unanimity of citizens in creating democratic legitimacy, increases [8]. In a survey of European countries, scientists revealed the category of «quality of life» as the goal of a welfare state [9]. The shift of researchers’ attention from the theory of «social quality» to the indicators of «quality of life» occurred due to fundamental reviews of European academics [10]. Social quality was considered in the context of causes of social exclusion in Asian societies according to large-scale SQSQ studies [11]. The study concluded that social factors, such as marital status, parental relationships, and interaction with local communities influence social exclusion more than politics and economics. Social quality studies have also been linked to UNDP programs for «human development» [12], «human capital» [13], «human security and well-being» [14] for various countries and regions.

These findings were later disputed by J. Delhey et al., arguing that there are universal factors (for example, economic prosperity), while others (such as inequality, trust, and politics) are significantly dependent on sociocultural characteristics [15]. In their comparative review of Asian and Western countries, they point out errors in correlations of these universal indicators. As a result, they conclude that not all recommendations on the political strengthening of social cohesion can be transferred from one society to another [15].

The social quality and well-being of citizens in the context of investments in human capital [16], human development resources [17], [18], intellectual capital [19], social capital in society [20], and civic participation in politics [21] represent a separate body of research, where economists made a huge contribution [22]. Also, economists paid much attention to the impact of learning processes on social development [23].

The works of T. Stiglitz and his co-authors introduced the world to the manifold manifestations of human capital, prosperity and economic development [24]. Later, the role of human capital in regional development was substantiated [25]. Scientists all over the world agreed with the thesis that comparing the development of countries and regions only in terms of GDP is incorrect, and it is necessary to «go beyond GDP» [26], [27], [28].

Russian scholars have contributed to the progression of social quality research in theoretical and practical sense, studying cities’ social development [29] and asymmetry of northern regions progress [30].

For balanced management of social development at the regional level, it is necessary to take into account the complex of public interests when using regional resources. Region’s social development management is one of the types of management that functionally satisfies the need for progress of regional community as a whole and its subsystems. In this regard, one of the primary tasks of social development management is the identification of specific factors, as well as the search for ways to relieve social stress with the least loss. It is also possible to create a system of indicators for measuring changes in an urbanized environment, based on systems of autoregressive equations [31]. These indicators allow making forecasting models and representing regions and cities as manageable structures.

Social management is based on society’s concerns and needs and regulates the interrelation of its sociocultural, economic, social, and technical aspects, which ensures the synergy of group and individual interests through increasing the level of social quality – a key indicator of management effectiveness. When analyzing regional social reality, it is convenient to use cluster mapping of social quality [32].

For positive social advancement, a well-formed and well-functioning management system is needed. Existing scientific approaches to social development management of [29], [39] make it possible to determine the main aspects that are addressed when constructing a model for managing social development, including obligatory application of individualization principle (because needs can
be both objective and subjective) and evolutionary nature of social development. In the course of using regional resources, social development should lead to improvement in qualitative characteristics and increase in the quality of life.

The specificity of Arctic territories requires the authorities to take into account environmental parameters (and their internal processes), when creating the structure of life quality elements. The relationship between natural environment change and anthropogenic effect is proved in some articles with reference to the extraction of energy resources in particular [34]; the impact of quality management on corporate environmental indicators is also shown [35]. Within the framework of the article’s topic, these issues determine the level of social development. Therefore, the studying of global factors affecting the direction of social development [36], and the assessment of relationship between environmental and social indicators [37] are especially relevant. It is also necessary to address the level of digitalization of ongoing processes, hence Russian authors introduce the concept of «digital (neural network) economy» [38].

Regional social development management is carried out through a focused policy of officials in conjunction with business community, public institutions and local communities [39]. Obviously, each region has specific features that determine a set of factors and conditions for its social development, that need consideration when creating a management model. For example, issues of improving the quality of life in rural areas of the Russian Federation Arctic can be revealed through specific spatial conditions [5]. Arctic territories are significantly behind the pace of modernization, even for the Russian Federation, although the living standard of their inhabitants is often higher than the Russian average [1], [2]. Furthermore, the problems of social development management are different for urban and rural areas [40].

Besides eleven Russian regions, some regions of the USA, Norway, Canada and Denmark are also located in the Arctic zone. Thus, the study of world experience is useful for designing measures for managing the social development of these territories. Over the past decade, these countries have thought through and are implementing acceleration strategies for their Arctic territories. Documents review shows that ways to solve the Arctic zone problems are similar in different countries. The analysis of Arctic region countries social development demonstrates the resemblance of their administrative provisions. All these countries recognize the Arctic’s strategic role at the global, international level. They plan its economic and social development, environmental protection, and management efficiency. All countries have sufficiently common problems in their Arctic zones: declining birth rates, population outflows to the southern regions, and increase in incidence rate. All countries, except the USA, recognize Russia as a partner and offer cooperation in the Arctic [41].

For the effective functioning of human capital as one of the indicators of social development, a sufficiently high standard of living is necessary, therefore, the goal of the Arctic social policy of foreign states is to invest in population welfare, presuming the principles of equal opportunities and balanced life [42]. Arctic problems analysis shows that for the Arctic territories effective management, countries need a nationwide strategy that includes the principle of compensation, resources optimization, and the establishment of relations with businesses aiming to improve social live and solve specific territorial issues [30].

The planning of social development management should be of regional level, and its primary function is to implement a state social policy, aimed at improving citizens’ life and working conditions, increasing prosperity, and ensuring social progress.

Therefore, the authors claim that the underlying feature of region’s social development management discloses itself in the administration of expanding reproduction of social life, focused on the enhancement of human capital and improvement of life quality. Specific regional characteristics are the reference point when designing the social development management strategy, aimed at enhancing evolution and preserving regional qualitative specificity. Thus, the assessment of territorial social development management can be proceeded through a balanced system of indicators, obtained from sociological surveys, which is the direction of the authors’ efforts in this paper.
3. Data and analysis methods
Empirical data were obtained from a mass survey of the YANAO residents, Russia. The survey was conducted in 2018. The total population of the Yamalo-Nenets Autonomous Okrug as of January 1, 2018 was 538.5 thousand people (266.9 thousand – male, 271.6 thousand – female) [43].

Respondents were selected by means of quota multi-stage sampling. 1065 processed questionnaires were accepted for analysis (891 – urban population, 174 – rural population; 534 – males, 531 – females). Respondents were categorized into 3 groups: younger than working age (up to 16 years old), working age (17-59 years old) and older than working age (more than 60 years old).

The sample represented the regional residents by sex and age structure, as well as by types and territory of settlement.

The consideration of social development theoretical concepts allowed the authors to reveal 6 indicators, characterizing social development through the category of «social quality»; these are social and economic security, social inclusion, social cohesion, social activity, social justice, and social authority. Thus, in the questionnaire, consisting of 6 corresponding blocks, respondents were asked to evaluate components of each indicator on a five-point scale, where the maximum possible score is 5 and the minimum is 1. The value for each indicator is defined as the arithmetic average of the received estimates for this block.

4. The analysis of Russian Arctic social development indicators, example of the Yamalo-Nenets Autonomous Okrug (YANAO)
How do Russian citizens live in the Arctic region? What problems bother them? In fact, regional social development is aimed at making residents as satisfied as possible with various aspects of their lives. The effectiveness of administrating regional social development is analyzed on the basis of indicators system presented above. It should be noted that scores of less than 4 reflect problems that need to be addressed.

The main empirical results are presented in Fig. 1. As we can see, respondents gave the highest rating (3.6) to social cohesion and socio-economic security (3.6).

![Figure 1. The YANAO residents’ assessments of social quality elements
Source: conclusions of the author’s sociological research](image)

In Russia, at the beginning of the 21st century, the importance of socio-economic security has sharply increased. In our research, the level of socio-economic security was calculated through an
individual estimation of personal security; regional protection of their interests and goals; resources for self-realization; accessibility of quality food, clothing, housing, education, and medical services; opportunities for participation in local government; trust in local authorities in solving social problems. So, region’s residents estimated socio-economic security on 3.6. This is the highest value in our estimates, but it still does not reach the normative level of 4-5. Among the components of this indicator, medical services availability obtains the lowest level (2.9), while personal security obtains the highest level is a (3.9).

Social authority is characterized by accessibility of support from local authorities and self-government bodies; opportunities to protect rights when interacting with administrators; the effectiveness of public organizations; cooperation of citizens with authorities in defending interests and rights. Social activity is investigated through understanding of public interests; concern for solving regional problems; conditions for dialogue with local authorities; participation in social events, non-profit organizations, social communities; civic initiative and willingness to participate in public projects.

On average, respondents rated social authority (3.4) and social activity (3.4) slightly lower than socio-economic security. At the same time, social inclusion was rated lower than others (3.2); it indicates the need for urgent management measures to increase the inclusion of different population groups in regional social processes. According to self-assessments, women are more socially active than men (which is quite typical), but the differences are not significant (3.5 and 3.3, respectively). It turned out that regional social initiatives are low (3), which characterizes the poor willingness to start public projects. Residents of rural areas are more satisfied with assistance from local authorities in solving problems (3.6) than urban residents (3.2). In the category of «social authorities», respondents gave the lowest rating (3.1) to the opportunity to protect their rights when interacting with local authorities and self-government bodies. Citizens gave a rather high rating to the effectiveness of regional public organizations in solving social problems (3.8). The score is higher among rural population (3.9), compared to 3.7 for urban residents. Meanwhile, citizens evaluate the protection of interests and rights when interacting with authoritative bodies at 3.4.

Social inclusion assesses the desire to participate in the social, economic and cultural life of the region; quality of social infrastructure; satisfaction with the social services system; the comfort of territory for living; the level of knowledge about region’s history and its unique features; security of labor and social rights. The lowest rating (2.6) is given to the comfort of the YANAO for living. This is primarily due to climatic and natural factors. Satisfaction with social services and social infrastructure are slightly higher (3). Almost the same score (3.1) is given to the protection of social rights (including labor rights) of urban and rural residents.

Social cohesion is analyzed through the satisfaction of individual interests and needs, confidence in the future, availability of prospects in life, non-isolation and non-discrimination of the unemployed, disabled, and migrants social initiatives and population. Regional residents give higher assessments to conditions for achieving life prospects (3.3), confidence in the future (3.4), satisfaction of interests and needs (3.4).

The results obtained make it possible to assess the potential involvement of population in the process of social problems solving, using such indicators as participation in the operation of public organizations, involvement in social events, and possibility to protect civic rights. Respondents rate cooperation with authorities in protecting rights and pursuing personal interests at 3.4. The «social authorities» analysis results allow to trace the potential for participation in overcoming regional problems, using various indicators, for example, ability to protect one’s rights, participation in social events and in the operation of public organizations.

5. Recommendations for the Russian Arctic social development management

As noted above, region’s social development relies heavily on social quality. The authors highlight its key elements in the research framework: social justice, social authorities, social activity, social cohesion, and social inclusion. The analysis of sociological study results enables us to propose a
project model of the YANAO social development management system, which defines areas of responsibility for various subjects of power. The project model represents the most significant indicators of social quality in the context of regional social development management system. The main problem areas are:

- the need to diversify social functions that meet the requirements of social well-being, as well as the transformation and improvement of social infrastructure quality;
- the necessity to provide access to public institutions, in order to achieve balance of conditions for social growth and social space advancement, allowing residents’ participation in region’s cultural, economic and social life;
- the call for increased attention to migrants (domestic and foreign), people with disabilities, unemployed individuals and other excluded groups for social tension reduction;
- the requirement to search for and implement new economic approaches, based on modern technologies, that enables businesses not to use personnel in remote geographical areas;
- the need to provide citizens with wide range of opportunities to solve their problems, protect personal interests and rights;
- the necessity of regular monitoring of socio-economic conditions to address the needs, strengthen dignity and social confidence, honor values and norms of various groups in the context of identity and trust.

Protection of individual interests and personal security are important conditions for improving socio-economic situation of the region’s residents. In this regard, the acceleration of regional digitalization with innovative technologies, as well as design and implementation of modern services that meet the requirements and respect the interests of population are becoming more and more relevant.

An equally important component of socio-economic security development is the improvement of legal regulation: minimization of crime and strong stratification. In the YANAO, it is vital to facilitate the growth of population well-being, which implies the availability of the most relevant elements of today’s life: necessities, quality food, housing, medical services, and education.

The results of the study show that regional respondents give low estimations of social inclusion. If the basic comfort of life is improved, it will contribute to struggle against exclusion. In addition to the high-quality social services for all population groups and territories, it is also important to provide conditions for self-realization, equal access to information on every developing social project of regional or local level.

Multifunctional projects, accessible for population, may contribute to the advancement of social infrastructure and increase peoples’ willingness to take an active part in cultural, economic and social life. At present, unfortunately, urban and rural populations have unequal access to social services.

Social activity, initiative, participation in the development of social projects and public councils operation are also not high among the YANAO residents. A very important task in the Arctic zone, as a remote and unfavorable territory for people to live, is to maintain and strengthen social cohesion.

Authors argue that closer social interaction will prevent isolation of the unemployed, disable, migrants and help social groups to rally for solving important problems. Therefore, adaptation of local migrant communities and their families becomes a significant issue. Such policy is based on the partnership of individuals with local authorities and business-community in a joint effort to ensure interests and needs of region’s population and assist people in achieving their life prospects.

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