

# Demographic policy on the city level: development and realization approaches

A. Schcherbakova

*Department of regional economy  
Vologda State University  
Vologda, Russia  
annascherbakova@mail.ru*

K. Zadumkin

*Vologda Research Center of the  
Russian Academy of Sciences  
Vologda, Russia*

I. Akhmetova

*Institute of Economics and Information  
technologies  
Kazan State Power Engineering  
University  
Kazan, Russia*

**Abstract**—Authors of the article tell and prove that demographic processes on the city level can be ruled, and the main instrument for it is strategy planning. The advised approach is based on the point that demographic indexes are defined not only by economic development of the city, but by spiritual situation in the society in general, psychological attitudes of a person. It was tried in the Vologda city. Practical results that we got prove the hypothesis.

**Keywords**—*demographic policy; approaches; demographic processes; society.*

## I. RELEVANCE AND TARGET OF THE STUDY

Nowadays Russia has a problem of fast depopulation. According to predictions population in Russia will have decreased by 5.5% by 2035. The following negative processes will help it [1]:

- Amount of men will be reduced by 4.8% , of women – by 5.9% (5 million people);
- Amount of capable Russians will be reduced by 6.4% (5.2 million people)
- The ratio of amount of capable residents to people over the working age will change from 2.1:1 in 2018 to 1.8:1 in 2035.
- Total fertility rate will be decreased from 1,587 to 1.509.

These factors tell about strategic importance of searching new approaches of demographic management in Russia.

Leading Russian experts S.I.Ribalchenko and A.V.Korotaev [2] describe current situation in the articles and interviews and show effective instruments of demographic policy on federal and regional levels. But they don't talk about the situation on municipal level, so do other explorers.

Otherwise, Rybalchenko and Korotaev [2] say that demography is managing of expectations. It makes us to look into psychology. Z.Freud noted that “There are particular ideas endowed with the property of expectation. There are 2 kinds of these ideas: belief that I'm acting (so called intentions), and belief that something is being happened to me (expectations). The supporting effect depends on 2 factors: firstly, the degree of importance of the result for me , secondly, from the level of insecure, which is inherent for the result awaiting” [3]. So it can be supposed that municipalities that contact with people and meantime have limited power

can rule demography in the city with the help of positive expectations.

In this regard there can be done a theory that on municipal level with an appropriate practical approach to demography the authorities can influence on the positive changing of demography.

It is proved by such fast growing cities as Krasnogorsk in the Moscow region (plus 55% of citizens), Kaspiysk in Dagestan (plus 37%), Tyumen (plus 35%), Essentuki in Stavropol region (plus 33%), Ulan-Ude (26%). The dynamic shows that Russian cities can grow fast and steadily in the current social and economic conditions.

Partly it was about Vologda, where the authors' approach was tried. This approach is based on theory that birth rate, life expectancy, death rate are defined not only by economic indexes , but also spiritual condition of the society, psychological attitudes of a person, his certainty in tomorrow, belief in the people around. In the result the amount of Vologda citizens grew on 9.8 thousands of people (3.2%).

## II. ROLE OF THE DEMOGRAPHIC FACTOR IN THE CITY DEVELOPMENT

Antique philosophers were the first who tried to understand the significance of the demographic factor in all spheres of social life. Their ideas were the base for the concept of demographic determinism, where were 2 opposite ways. Supporters of the first (T. Maltus [4], K. Gelvetsy, A.Barnav, J.M.Keyns, A.Smith, G.B. Sey, J. Mill, D.Ricardo) supposed that increasing of population is quite dangerous process, that can bring to overpopulation and social and economic problems. Supporters of the second approach thought that population growth is collateral of governmental wellbeing (L.Gersh, G.Spencer, M.M. Kovalevsky [5]...). Modern followers of this concept state that the balanced growth of population and appropriate material resources is necessary [6].

According to the concept of demographic transformation [6] countries and regions of the World overcome 4 historical levels of demographic development.

In the middle 70ies of XX century a theory of the second demographic transformation was created. It states that all countries, developed and are developing, will have the same way of birth rate and death rate changings.

But these theories don't explain all the processes in the society. For example they don't explain the difference in the birth level in economically developed countries (the USA, western and eastern European countries ); in depth and period of escape from the crisis of population life expectancy of the USSR and central and eastern European countries , etc.

Russian economist and demography specialist M.A. Klupt [7] notes that these views don't contradict each other. If the concept of demographic transformation lets to find out the most significant characteristics of the modern demographic processes, so the institutional aspect shows the role of social institutions in organization of necessary demographic policy.

It is well known that demographic processes are hardly controllable, because the amount of children depends on the amount of women that are able to give birth, the amount of death is set by the natural aging processes. It is also important to understand how many women of reproductive age there are, when and how many children they will have. For having a child it is necessary to create a family and conditions. Studies of the leading Russian demography specialists such as A.I. Antonov, V.V. Bodrova, V.M. Medkov and others show that with inappropriate conditions will lead to the less amount of children. N.V Zvereva and A.V. Arhangelsky tell [8] that using of "maternity capital" increased the amount of birth-giving for 1 woman on 80 %. It shows that active state demography policy can change the reproductive behavior of people.

Also the increasing of birth rate was influenced by the free giving of parts of the land to the large families. Society needs large families. In our opinion such families should be a standard.

The amount of deaths can be also controllable. It can be decreased by elimination of the fast death causes, such as bad habits, traumas, suicides etc. For example, realization of events about traffic safety in the Russian Federation led to decreasing of death amount.

So we can state that demographic situation can be controlled. Authorities should build the value environment, educate and foster people. The best way for this is building of the city development strategy connected with citizens and business, and bringing it to life by the principles of the social partnership.

In western and local demography there is an approach which is concentrated on economic and infrastructure factors of demographic development. But we think that it is also important to pay attention on socially psychological and spiritual needs of the citizens, on traditions. That's why it is proposed to concentrate on 3 directions in demography policy: economic development, infrastructure modernization, changing of demographic behavior of people. These directions were described by the authors during development of strategic documents of the Vologda city. In the development strategy "Vologda is a comfortable city" [9] the main target was to change Vologda into the comfortable city for citizens, effective companies and guests. Mainly the infrastructure was developed, because it creates the base for improvement of the people's life level.

Besides the common development strategy in Vologda there was organized and accepted "Concept of the active long

life on territory of municipality "the Vologda city" for the period till 2035 "Vologda is the city of the long-livers" [10]. The main idea is that with following of the list of requirements: a) balanced regional eating, b) optimal and systematic physical exercises, c) regular medical check-up, d) supporting of the good psychological wellbeing, e) lack of bad habits, f) presence of the life targets – Vologda citizen can live up to 100 years and have an active life.

The target of the concept is attracting people to the health problems, building a personal responsibility for the health, getting knowledge and skills of long and active life. Among main targets are:

- Building of knowledge and skills about healthy food;
- Making physical exercises popular and spreading information about effective programs;
- Creating a system of common medical check-up;
- Prevention of spreading bad habits;
- Making the system of the city psychological help;
- Developing of the social connections system.

"Strategy of development Physical education and sport on the territory of "the Vologda city" municipality for the period till 2035 "Vologda is the city of good physical culture" supplied the Concept.

The Strategy's target is to create abilities for the comfortable physical trainings in the city and increasing of citizens that systematically do sports and physical exercises (from 32.3 % in 2015 up to 40% by 2020 and 60% by 2035).

To reach the target can be possible by solving some problems:

- To provide support and development of the main kinds of sport in Vologda.
- To build sustainable behavioral attitudes to sport.
- To make infrastructure for doing sports and physical exercises, also with the principles of state-private partnership.
- To update the system of sports events in the city.
- To support talented youths in Vologda as a great instrument of popularization of sports.
- To update the system of sports management in the city.
- To provide a complex development of the system of preparing staff for the sphere of physical education and sports, for mass and school.
- To create possibilities for the market of sport goods and services.

Development and realization of the Strategy is based on some principals:

- the continuity and consistency of education of the citizens of Vologda at all stages of life norms of behavior and skills of physical culture, as well as responsibility for their own health and physical fitness;
- systemic transformation of the urban environment in the direction of maximum stimulation of residents to engage in key sports;

- project approach with a clear focus on achieving the goal;
- social partnership expressed through the cooperation of budgetary, commercial, public institutions and organizations, as well as residents of the city of Vologda by combining efforts and resources to achieve the goal of the Strategy with a clear allocation of responsibility;
- maximum efficiency of use of sports infrastructure and human resources available in the city;
- maximum involvement of the city in existing inter-municipal and other sports projects and programs, as well as active initiation of own projects and events;
- openness of the system of physical culture and sports of the city for the introduction of innovative technologies, for new sports and exercises, for the forms of organization of competitions and physical education of residents;
- maximum efficiency in solving the problems of the Strategy, that is, achieving the highest compliance with the goals and results at the lowest cost;
- Organized and systematic inclusion of physical culture and mass sports in the activities of groups of organizations of all forms of ownership.

The dynamics of social and economic indexes in Vologda (Fig. 1, 2) shows the effectiveness of our approach. However it didn't become a common practice of municipal management. So the results of the study in 2016 showed that only half of 130 strategy documents of Russian cities has chapter about demography.

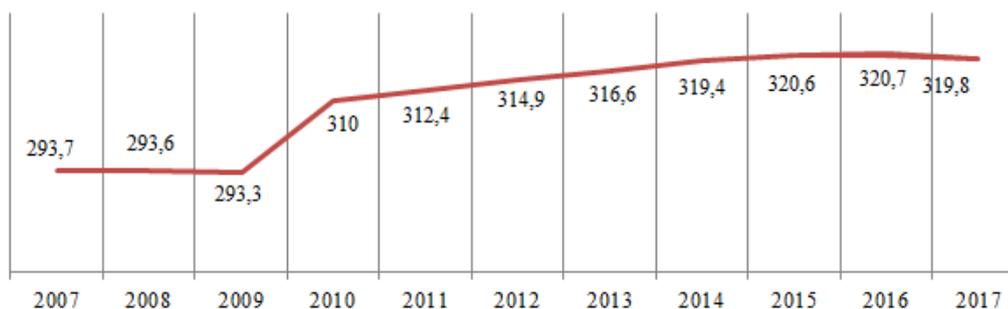


Fig.1. Dynamics of the population of the city of Vologda, thousand people (data of the Territorial body of the Federal state statistics service of the Vologda region).



Fig.2. Dynamics of depopulation coefficient of the population of the city of Vologda (data of the Territorial authority of the Federal state statistics service of the Vologda oblast).

At the same time, the dynamics of the population is often considered as just one of many other particular indicators, in importance goes with them in the same row. In this regard, it should be noted that the possibility of a comprehensive

assessment of the overall level and dynamics of social and economic development of the territory is the dynamics of demographic processes, in our opinion, in the domestic strategic planning is underestimated.

Remark: The depopulation coefficient gives information about if the population decreasing is inherent for the city. If this coefficient is over 1, the population decreases, if it is under 1 it grows. During the period of the Strategy realization from 2009 till 2016 there were the following birth rate increasing: in Russia – 4.9%, in the Vologda region – 6%, in Moscow – 7.3%, Cherepovets – 13.9%, the Vologda city – 23.4%.

### III. RESULTS

The development of any territory, be it a country, a region or a city, is impossible without its inhabitants. At the Federal level, Russia has adopted a clear policy of active demographic policy aimed at increasing the population, increasing the birth rate, reducing the death rate of people of working age, and improving the health of the population.

The main legal document regulating activities in the field of population in Russia is the Concept of demographic policy of the Russian Federation for the period up to 2025, approved on 09.10.2007 №1351. Later it was supported by the Decree of the President of the Russian Federation from 07.05.2012 №606 "On measures to implement the demographic policy of the Russian Federation." Also in 2018, the implementation of the National project "Demography" started.

The analysis of the state demographic policy shows that at the Federal level the issues of national saving are a priority. This is also followed on the regional level.

To implement the policy of saving people by creating the most comfortable conditions for life, self-realization, business and leisure in the city, we consider it appropriate to

apply the methodology of strategic planning and recommend the authorities to focus on the following tasks:

1. Improving the quality of urban infrastructure. This direction reflects the level of convenience of life in the city, which depends on the quality of the urban environment, its comfort. The implementation of a balanced urban development policy, the development of the urban economy, the integrated development of transport infrastructure, the improvement of the environment, the improvement of urban areas and the safety of living are relevant for every citizen.

2. Increasing opportunities for the development and use of human capital. The human person is the Central subject and the productive force in the economy of the city. The development of human capital is the provision of conditions for healthy, educated, cultured, professionally competent people to live in the city, capable of generating new ideas and projects. Urban policy in the field of human capital development affects the system of education, culture, physical culture and sports, social support and public services in the city.

3. Formation of conditions for dynamic and sustainable economic growth, effective interaction between business and government. Sustainable growth of the city's economy is the basis for its life.

4. Ensuring the preservation of the authentic culture and identity of the city. In the conditions of unification of cities, preservation and translation of the values of the authentic culture of Vologda is an important task. The traditional culture of the city is a true source of identity of the Russian North, which, in turn, is the main value that attracts tourists.

5. Creation of a strong brand and strengthening of inter-municipal cooperation. The brand is formed on the basis of a pronounced positive image of Vologda and ensures the creation of a friendly environment around the city.

6. Ensuring conditions for the development of civil society. Modern effective management of the city involves the active participation of the urban community. The promotion of civic initiatives will ensure the sustainable development of the city and guarantee the economic rights and freedoms of citizens.

7. Improving the efficiency of municipal management. It consists of high-quality and timely provision of municipal services, effective management of municipal property and land, competent and open budget process.

#### IV. CONCLUSION

Thus, having analyzed the key concepts of demographic development, the most important documents determining the demographic policy at the Federal and regional levels, as well as summarizing their own experience, the authors came to a number of conclusions:

1. Demographic indicators comprehensively characterize the social and economic development of any territory.

2. Demographic development of the city can and should be managed.

3. The development of the city's economy certainly affects the demographic behavior of its residents.

4. The development of social (education, health, culture, housing, etc.) and engineering (landscaping, transport, landscaping, lighting, etc.) infrastructure of the city has a great impact on demography.

5. Demographic attitudes of people directly depend on the norms and values prevailing in society.

6. Strategic planning is the basis for the implementation of demographic policy at the city level.

#### ACKNOWLEDGEMENTS

The authors' research and practical activities of the Vologda city Administration prove that an integrated approach is important in conducting an active demographic policy – taking into account economic, institutional and socio-psychological factors. It allows us to overcome the inertia of demographic processes. At the same time, despite the importance of economic factors, it is the development of infrastructure and socio-psychological tools that most effectively affect the demographic attitudes of residents.

#### REFERENCES

- [1] Rosstat's demographic forecast to 2035 (2018).
- [2] S. I. Rybalchenko, A. V. Korotayev. Demography is the management of expectations, Russia (2015).
- [3] R. Dilts. Language tricks. Changing beliefs through NLP, St. Petersburg, Russia (2010).
- [4] T. Malthus. Experience on the nature of population, Moscow, Russia (2010).
- [5] M. M. Kovalevsky. Spencer's social doctrine, St. Petersburg, Russia (1905).
- [6] E. B. Shulepov. Let's talk about demography: the city of Vologda and its inhabitants, Vologda, Russia (2016).
- [7] M. A. Klupt. Theory of demographic development: institutional perspective, Moscow, Russia (2005).
- [8] N. V. Zvereva, V. N. Arhangelskij. Preliminary results and prospects of modern fertility policy in Russia, Moscow, Russia (2010).
- [9] Strategy of complex modernization of the urban environment of the municipality «City of Vologda» for the period up to 2020 «Vologda - comfortable city» from July 1, 2011 №715.
- [10] The concept of active longevity on the territory of the municipality «City of Vologda» for the period up to 2035 «Vologda – city of centenarians» from December 29, 2014 №129.
- [11] Strategy of development of physical culture and mass sports in the territory of the municipality «City of Vologda» for the period up to 2035 «Vologda – the city of high physical culture» from July 12, 2016 №873.