

STRATEGIC PLANNING AS A METHOD FOR SOLVING THE PROBLEMS OF INTER-LEVEL INTERACTION OF ECONOMIC SYSTEMS

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Abstract. This paper analyzes the retrospective of documents determining the priorities of Russia's socio-economic development in the long and medium term. It is shown that the plans embodied in such materials can be duplicated and not always successfully implemented. It has been established that at present there is no unified program for the socio-economic development of Russia, which would be shared by both the general public and experts. One of the reasons for this is the problem of coordination of strategic goals between levels of economic management, which in a broad sense can be understood as a problem of coordination of economic agents and systems. It is proposed to use the achievements of the system economic theory to solve this problem. A unified program of socio-economic development of the country, developed by the principles of strategic planning, organized on the basis of system economic theory, will ensure inter-zone, inter-period and inter-level coordination of economic systems.

Keywords: coordination of economic agents and systems, system coordination, system economic theory, socio-economic development, strategy, economic policy.

At present, the search for new and revision of existing strategic directions and goals of socio-economic development, allowing to achieve innovative, sustainable and balanced growth of the national economy, is taking place in Russia. Active preparation, discussion, and finalization of documents defining the course of the country's economic policy are being carried out. This process is complicated and is accompanied by errors and lengthy approvals. It is not uncommon in the process of developing documents the persons responsible for the result and departments are being changed or already prepared documents do not find their application. The problem of inter-level coordination of the strategic decisions taken at all levels of the economy is particularly pressed.

For a general assessment of the current situation, we will conduct a retrospective analysis of such documents, having presented them in chronological order according to the dates mentioned in official sources.

The first document in this list is the Concept of the long-term development of Russia until

2020 [1], approved by a resolution of the Government of the Russian Federation on 17 November 2008, and its second version [2], which appeared on 13 March 2012. The need for editing the original document, which was developed by the Ministry of Economic Development of the Russian Federation and other departments, was due to the impossibility of its implementation, caused, in particular, by the global financial and economic crisis of 2008-2009. However, the second document has not been adopted and approved by the Government of the Russian Federation; therefore, formally, the Concept of the long-term development of Russia until 2020 remains valid. It should be noted that both the original version [3] and its edition [4] were criticized.

The next key point is the "May Decrees", representing a series of 11 decrees adopted on 7 May 2012 by President of the Russian Federation V.V. Putin. In these decrees, 218 instructions to the Government of the Russian Federation were formulated, and targets for some socio-economic indicators

were set. But until now, the planned values of many of them have not been achieved, in particular, it concerns the increase in the wages of public sector employees. As noted in [5], the wage increase was not supported by the necessary funding, which led to a growth in the load, primarily on regional budgets and became the source of their imbalance. See also [6].

On 1 July 2015 Prime Minister D.A. Medvedev instructed the Minister for Open Government Affairs of the Russian Federation M.A. Abyzov to form a working group for the development of the "Strategy for Socio-Economic Development of Russia until 2030" in connection with the adoption on 28 June 2014 of Federal Law No. 172-FZ "On Strategic Planning in the Russian Federation" [7]. Despite repeated discussions, including 19 February 2016 at the plenary session "Strategy-2030. The image of the future of Russia" of the XIII Krasnoyarsk Economic Forum, the final document was never made public. At the end of 2016, the planned horizon of the strategy was increased until 2035, and the responsible departments were changed. The Ministry of Economic Development of the Russian Federation and the Center for Strategic Research (CSR) became responsible for the development of the strategy. Until today, public consultations on the discussion of key issues of the long-term development of the country in the framework of the development of this document are continued.

On 7 May 2018 a new "May Decree" was issued – Presidential Decree No. 204 "On the national goals and strategic objectives of the Russian Federation for the period until 2024" [8], the essential provision of which is to ensure the growth rate of the Russian economy above the world average and its entry into the top five largest economies in the world by 2024. A similar task was formulated in the context of instruction No. Pr-2346, p. 1 b) of 1 December 2016 on the implementation of the Presidential Address to the Federal Assembly. Even though the country's GDP growth rates went out of the negative zone in 2017-2018, the specified goal is still far from reaching. Thus, in [9], it was shown that without cardinal changes in the cabinet of ministers, the

fulfillment of plans for the country's social and economic development for the next six years seems hardly probable. Nevertheless, on 18 May 2018, President of the Russian Federation V.V. Putin signed decrees on the appointment of new deputy prime ministers and ministers of the Government of the Russian Federation. These changes can hardly be called significant, but the structure of the Government of the Russian Federation, one way or another, has been updated. However, it is too early to talk about its effectiveness and readiness for the reforms.

The above documents are designed for a long-term period, herewith only the "May Decrees" of the President of the Russian Federation, adopted on 7 May 2012 and 7 May 2018, are implementable and most significant of them. This fact is reinforced by the "Main areas of activity of the Government of the Russian Federation for the period until 2024" approved on 29 September 2018. At the same time, intense competition between documents defining the priorities of Russia's socio-economic development in the medium term is now taking place.

19 May 2017 Prime Minister D.A. Medvedev presented to the President of the Russian Federation V.V. Putin Plan of the Government for Accelerating the Pace of Economic Growth until 2025, but the document did not receive support from the President and was sent back for the revision without official publication.

30 May 2017 the head of the Stolypin club B.Yu. Titov and the head of the CSR A.L. Kudrin presented to the President of the Russian Federation the programs for the socio-economic development of Russia – Medium-Term Program for the Social-Economic Development of the Russian Federation until 2025 (the "Growth Strategy" program) [10] and the Strategy for Russia's Socio-Economic Development 2018-2024 respectively. Comparison of the key provisions of these programs is presented in [11]. A critical review of the strategy of the CSR by experts of the Financial University can be found in the article [12]. At this meeting, according to the materials of ITAR-TASS [13], the president brought into focus that the Plan of the Government for

Accelerating the Pace of Economic Growth until 2025 is a priority strategic document, and the proposals of expert groups will be studied and, possibly, used in one or another form in the joint program.

It should be noted that "Strategy-2035", developed by the CSR in coordination with the "National Development Strategy for 2018-2024", was claimed to be the leading document, but the options proposed by A.L. Kudrin to the President of the Russian Federation V.V. Putin has not been approved, and its development continues.

There is no doubt that the underlying and fundamental document defining the principles, tasks, and participants of strategic planning in the country is the already mentioned Federal Law No. 172-FZ "On Strategic Planning in the Russian Federation" [7]. However, despite the fact that the law indicates specific documents of strategic planning at the federal, regional and municipal levels, the form of their preparation is determined locally. Moreover, the content of these documents in most cases conflicts with each other. In other words, the problem of coordinating strategic goals between levels of economic management, which in a broad sense can be understood as a problem of coordination of economic agents and systems, manifests itself. It should also be noted that in economic discourse a different division of the economy into levels that differ from the levels of economic management is used.

To solve this problem, we propose to use the achievements of the system economic theory [14, 15], which presents tools to the researcher for structuring socio-economic systems. According to its provisions, on the

basis of the space-time characteristics, it is possible to distinguish only four basic types of economic systems: object, environmental, process, and project. By performing their functions and exchanging space and time resources, systems of four basic types are combined into stable configurations (complexes, patterns), called tetrads. Thus, any economic system can be considered as a tetrad, because it includes subsystems of four basic types, presented in varying degrees, and as a part (subsystem) of a higher level tetrad.

This approach, on the one hand, is less expensive in comparison with traditional system analysis, and on the other hand, it provides ample opportunities to ensure the coordination of economic systems [16].

On the basis of a retrospective analysis of strategic documents in the field of the economic policy of the country, it can be concluded that today there is no consolidated position shared by state authorities, academic world, business, industry representatives and citizens, the same as a unified program of Russia's social and economic development. In our opinion, such a document should be developed by the principles of strategic planning, organized on the basis of system economic theory, which will ensure not only inter-zone (spatial), inter-period (temporary), but also inter-level coordination of economic systems. Inter-zone coordination is intended to eliminate imbalances in the territorial development of economic systems, inter-period coordination is to support the continuity of their development, and inter-level coordination to agree upon strategic goals between economic systems of different levels.

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