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MAIN ASPECTS OF DEVELOPMENT PROCESSES OF STRATEGIC PLANNING SYSTEMS IN UKRAINE

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Abstract. *This study examined the potential for modernization of the state strategic planning system in Ukraine, to form an integrated system. Its purpose was to create a comprehensive definition of state strategic planning, provide an analysis of current structures and procedures in Ukraine, offer directions and principles for modernizing them, and develop an institutional framework for successful implementation. The research used methodologies such as comparative analysis of various approaches and viewpoints on strategic management and strategic planning, hierarchy analysis across different levels of planning documents, and document analysis. Results showed that national level documents should constitute the primary focusing point for other planning documents at regional and sectoral levels such as Ukraine's 10-year Development Strategy. The study*

proposed rules that set out roles between government bodies and other actors throughout this implementation process. These findings will provide valuable insights into improving Ukrainian governance performance in the long run

Keywords: *Governance, decision-making, policy strategy, regional development, performance measurement*

Introduction

Today, no country can do without strategic planning. Modern world trends of the society development influenced by the processes of transformation in Ukraine. Having set itself the ambitious task of being a member of the world community with high standards of living, Ukraine must solve a large number of problems through the implementation of public administration reform (Sych et al. 2020, p. 127-141). The state strategic planning is the crucial factor of effective public governance for society. The progressive socio-economic development of Ukraine and the achievement of a high standard of living for its citizens depends on its quality (Diegtiar 2020, p. 672-678; Kolesnikova et al. 2020, p. 1-7). In today's society, saturated with fast-moving changes, state strategic planning is an effective means of forecasting future problems and opportunities, which ensures the creation of a long-term strategic plan, the unity of strategic goals at the state, regional and sectoral levels, and the basis for making policy decisions. The state strategic planning should be carried out constantly to provide a reliable basis for the implementation of other types of management activities. Particularly important is long-term strategic planning, which outlines the general vectors and priorities of the country's development for a long period and in general determines its historical perspective (Nepomnyashchyy et al. 2019, p. 405-414; 2020, p. 57-70; Klochko et al. 2019, p. 165-175).

During the independence of Ukraine, many strategies and government programs aimed at stimulating economic growth and improving the social status of citizens approved. However, most of the stated goals in these programs and strategies not achieved. The reason for this consists in a number of problems in the state strategic planning. The main ones are:

1. the long-term strategic planning of the country's development is not institutionalized;
2. the systematic forecasting of economic and social development is absent;
3. the legislation does not determine links and mechanisms of coordination between strategic documents at national, regional and sectoral levels;

In this regard at the current stage of development of Ukraine, issues of conceptual vision and practical ways regarding the modernization of the state strategic planning in Ukraine are of particular relevance (Kuzmenko et al. 2020, p. 43-56). At the national level, an interrelated and coordinated set of strategic directions and goals is to be elaborated, covering all spheres of society. This is to be the ground and benchmark for developing strategies at the regional, sectoral and local levels (Romanenko 2016, p. 25-31; Dankevych et al. 2020, p. 511-522; Reznik and Oleksandr 2020, p. 7034-7038).

For achieving the aim of this study, the rest of this paper is organized to perform following tasks:

- 1) generalization of the approaches, principles, methods and domestic legal-normative base (empirical ground) for studying current conditions of the state strategic planning in Ukraine and determining its modernization directions (the section “Materials and Methods”);
- 2) collection the literature about general understanding the modernization and the strategic planning (the section “Literature Review”);
- 3) suggestion the definition of ‘state strategic planning’ for using it to recommend modernization directions of such planning in Ukraine (the section “The Concept of State Strategic Planning”);
- 4) determination of these modernization directions to form the System of State Strategic Planning in Ukraine and appropriate system of strategic planning documents at national, regional and sectoral levels with emphasis on making and executing the long-term Development Strategy of Ukraine (the section “Modernization of the State Strategic Planning in Ukraine: The Main Directions and the Legal Base”);
- 5) short presentation of the main results and recommendations of the study (the section “Conclusions”).

Literature Review

In this article, the concept of modernization of the state strategic planning based on the views of the classics (Sztompka 2010, p. 112-118; Danyl'yan 2007, p. 61-71; Harkusha et al. 2018, p. 1962-1971; Kachala et al. 2020, p. 725-732), modern scholars (Surmin 2011; Obushna 2015, p. 36-44; Nikonenko et al. 2020, p. 206-225; Khmelko and Bonnal 2020, p. 344-359) and other. P. Sztompka (2010) understands the idea of modernization as a synonym for virtually all progressive social changes. In another sense, the notion of “modernization” means the identical movement to “modernity”. In addition, the term “modernization” refers to reforms carried out in underdeveloped or underdeveloped societies in order to catch up with advanced, developed countries.

Modern scholar N. Obushna (2015, p. 36-44) understood “Modernization” as a systemic process of various kinds of shifts and transformations of specific institutional areas of society, which ensures the transition of the social order from one conditions of development to another in the direction of its modernization and constant quality improvement. In modern conditions, modernization considered as a conscious effort of the state to carry out qualitative transformations in society taking into account the experience of advanced countries in order to modernize the operating system (Radchenko 2011, p. 393-394; Khadzhyradieva et al. 2020, p. 81-108; Suray et al. 2020, p. 108-119). Modernization of the state is most appropriate in such areas as political system, politics, state administration, state ideology and values (Madaeva and Tunis 2019, p. 3119-3123). Some researchers consider among main directions of modernization of the state forming the system of strategic planning, which envisages the formulation of goals and building programs for the development of society. Given the above, modernization of the state strategic planning in Ukraine is expedient to understand as its qualitative transformation into an effective system of long- and medium-term strategic planning at state, regional

and sectoral levels, which can provide a clear vision of Ukraine's future and ways to achieve it. This system has to include the set of institutional, procedural and value components, in particular: 1) subjects of state strategic planning; 2) officially approved mutually agreed strategic documents; 3) the value of the development of these documents; 4) normative legal acts and normative-methodical documents, which regulates activities related to state strategic planning.

It was mandated with passage of the Government Performance Results Act (GPRA) of 1993. GPRA requires agencies to develop strategic plans, performance plans and conduct gap analyses of projects. Federal agencies also are required to conduct performance management tasks such as setting objectives, measuring results against the objectives, and reporting progress against the overall strategic plan. According to Yarotskiy and others, strategic planning can be applied to organizations, collaborations, functions (e.g., transportation or health), and to places ranging from local to national to transnational. Effective strategic planning needs to be harmonization with the political level and the public (Yarotskiy et al. 2021, p. 73-90).

Useful for our study is an analysis of public management in Norway realized by Mishchuk and Osaulenko. "All central governmental organizations are required by regulation to formulate goals, measure performance, evaluate their outcomes and secure that their decision-making is based on sound evidence. Local authorities are annually required by regulation to report accounts, activities and performance to central government in a mandatory performance management system. There is no formal requirement for local authorities to use management by objectives and benchmarking, but most do" (Mishchuk et al. 2020, p. 289-303; Osaulenko et al. 2020, p. 129-148).

Patsuriia and others prove influences on effectiveness seem to vary depending on the criterion of effectiveness used, overall, the most important dimensions were system capability, or a system's orientation toward creativity and control; resources provided for planning; and functional coverage. The system of key performance indicators determines strategic efficiency. Key performance indicators, when designed properly, can often still provide management at various levels of the organization with effective feedback and insights to gauge the overall health of the enterprise (Patsuriia et al. 2018; Hnatkovych et al. 2021, p. 57-78).

Materials and Methods

Achievement the aim of this study is based, first, on conceptual approaches to the modernization process in modern society and state. These approaches allow general understanding the modernization of state strategic planning in Ukraine. Comparative analysis of various approaches (decision-making, process, activity, target) and viewpoints concerning strategic management and strategic planning, including in public governance, and logical generalization of appropriate concepts are used for suggestion the definition of 'state strategic planning.' System approach to the state strategic planning, its suggested definition, and problem analysis of current organization structures and procedures of planning in Ukraine assume as a basis of recommended modernization directions to

form the System of State Strategic Planning in Ukraine. Existing elements of the state strategic planning in Ukraine are summarized from the lots of different Ukrainian Laws.

The structure and content of the long-term Development Strategy of Ukraine is proposed to elaborate in line with such methodological principles as orientation to quality of citizens' life, interconnections between development directions, their axiological and functional significance, convergence from abstract to concrete, forecasting, composing the image of country's future. Process approach to the state strategic planning, modelling method and structural-functional analysis are the methodological foundations for appointing all state bodies and other public actors consisting the institutional mechanism of preparation, approval, implementation, and results evaluation of the Development Strategy of Ukraine, and for proposing distribution of functions between these actors. The main legal grounds for suggested institutional composition and actors' functions are the Constitution of Ukraine (1996) (articles 85, 106, 116, 119, 143); the Ukrainian Laws "On the Cabinet of Ministers of Ukraine" (2014), "On Central Executive Bodies" (2014), "On Local State Administrations" (1999), "On Local Self-Government" (1997); Resolution of the Cabinet on Ministers of Ukraine "On the Ministry of Economic Development, Trade and Agriculture" (2019). The analyzed Ukrainian legal-normative base consists of the Ukrainian Law "On Appeals of Citizens" (1996); Resolution of the Cabinet of Ministers of Ukraine "On ensuring public participation in the formation and implementation of state policy" (2010); Resolution of the Cabinet of Ministers of Ukraine "On Approval of the Procedure for Facilitating Public Examination of the Activities of Executive Bodies" (2008); the set of draft laws in this field etc.

Results and Discussion

The Concept of State Strategic Planning

Some authors understand the essence of strategic planning in short as forming of the organization's future, e.g., "determination of firm's future status depending on external conditions" (Ansoff 1989), "formal consideration of an organization's future course", "designing of probable or logical future – generalized scenario – and desired future conditions" (Kuzmenko et al. 2020, p. 43-56). Such future forming requires a set of fundamental and vital decisions aimed at effective organization's functioning in long-term perspective (Steiss 2003; Makhmudova 2020). Thus, it may be marked out the decision-making approach to strategic planning. According to this, strategic planning is "a deliberative, disciplined effort to produce decisions and actions that shape and guide what an organization or other entity is, what it does, and why it does it".

Making a set of mentioned decisions requires a special sequence of actions therefore the process approach to strategic planning is used in many scientific publications. As shown in (Karpuhin and Milner 1997), strategic planning is a process consisting in determination of long-term organization's perspective, formulation of specific objectives of activity, development of strategy to achieve assigned objectives in given internal and external conditions. elaborating implementation plan.

As B. Schultz (2016) claims, all variations and approaches to the strategic planning process should start with the desired end state that all stakeholders share. In A. W. Steiss (2003) view, a vision statement is a guiding image of organization's success expressed in terms of social utility in appropriation to mission and consistency with values. Compelling vision is very important because it clearly articulates the future end state and motivates the organization personnel to joint efforts (Steiss 2003; Schultz 2016; Akimbekova et al. 2021, p. 1-7). In public governance, strategic planning is considered as necessary tool that allows governing institutions and territorial communities to effectively use public resources, respond to changes in society and achieve the significant social goals (Peleshenko et al. 2017, p. 42-52). Various definitions of this strategic planning adapt mentioned general viewpoints and approaches. First, strategic planning in public governance intends to form the future of some social system. In V. Malynovskyi' (2000) definition, strategic planning is "a systematic process by means of which state governing bodies forecast and plan their activity on the future".

However, scholars mainly use the process approach noting in definitions specific kinds of public bodies' planning activity, such as determining strategic goals and objectives in some social sphere, identification of public stakeholders and theirs demands, analysis of public environment, deciding on acquisition and allocation of public resources, social issues management, creating and selecting policy alternatives of social system development etc. (Steiss 2003; Johnsen 2016; Shalbolova et al. 2020). The Encyclopedia of Public Administration marks out especially goals determination among mentioned activities considering strategic planning in public governance as planning goals of the state development and optimal set of appropriate trajectories with real resource constraints (Bakumenko and Kravchenko 2011, p. 609-610; Zaporozhets et al. 2020, p. 85-110).

State strategic planning is a sequence of fundamental long-term decisions at the state level with participation of wide range of governmental and non-governmental stakeholders that creates the compelling vision of country's future according to mission of the state and national values, forms the system of national goals, priorities and derived objectives, and elaborates the state strategy, appropriate set of policies and programs for integrated development of country, its regions, spheres of society, and territorial units.

Modernization of the State Strategic Planning in Ukraine

The main legal document for state strategic planning should be the Law of Ukraine "On State Strategic Planning". It must determine the legal, economic and organizational principles for the formation of a comprehensive System of State Strategic Planning of the country's development, and it has to establish the general procedure for the development, approval, implementation, monitoring, evaluation, control of documents of state strategic planning, as well as the powers of participants in such planning. The purpose of the Law is to provide the legal basis for clear and coordinated strategic planning across the national, regional and sectoral levels of public governance in Ukraine with linkage to available resources.

The main long-term document should be the Development Strategy of Ukraine developed for a 10-years period. It has to be based on following scientific principles (Karlova 2012). The principle of interconnections between development directions (it

will allow to consider the systemic influence of individual components of the strategy on the achievement of the ultimate goals). The principle of convergence from abstract to concrete (it contributes to the definition of tactics for achieving a strategic goal). The principles of axiological and functional significance (by which the role and place of certain directions in the common strategy will be determined). While forming the Strategy, a systematic approach, a situational approach, methods of system-structural and comparative analysis, methods of functional analysis, economic and statistical methods should be used (Kendyukhov 2009, p. 3-6; Babak et al. 2020, p. 1-22). It is crucial that the Strategy must be elaborated proceeding from results of the long-term Forecast of Economic and Social Development of Ukraine. O. Kendyukhov (2009, p. 3-6) proposes also the very ambitious goal of Strategy as to form one of the world's fastest post-industrial economies in Ukraine with a standard of living, higher than the average in ten leading countries of the world.

It is worth to mention that existing of the Development Strategy of Ukraine in itself will increase a public confidence in state authorities and government's ability to implement successfully its functions in the problem solving for society development. The objectives of the Strategy are suggested to be specified in detail in the Activity Program of the Cabinet of Ministers of Ukraine, and the latter has to be grounded also on the Forecast of Economic and Social Development of Ukraine developed for the mid-term. The Activity Program should include the directions of the state policy at the sectoral level within five years. For implement the Activity Program, strategies for the development of certain spheres and sectors of society are to be developed. These documents specify the strategic tasks and policies in each area of government activity at the sectoral level. The forecasts of development of separate branches of society have to constitute also the basis of the sectoral strategies.

Functions of the President of Ukraine must be initiating the definition and approval of long-term strategic priorities in the form of Development Strategy of Ukraine, and political advancing its implementation. The Verkhovna Rada of Ukraine is proposed to perform function on adoption the basic Law on State Strategic Planning and adjusting it timely if needed, and on approval the additional legislation for effective making and executing the Development Strategy of Ukraine. The Cabinet of Ministers of Ukraine should carry out overall organization functions concerning preparation and implementation the Development Strategy of Ukraine, and elaboration and approval forecasts of economic and social development of Ukraine for the long-term and mid-term periods, and adoption the Activity Program of the Cabinet of Ministers of Ukraine as concretization the Development Strategy directions on mid-term period.

The Ministry of Economic Development and Trade is a key central state executive body responsible for formation and implementation of general state policy for country's economic and social development. The main functions of this Ministry are necessary to cover activities on practical coordinating long-term and medium-term forecasts of country's economic and social development, and on coordinating preparation, implementation and results evaluation of the Development Strategy of Ukraine across central and local public authorities. Ministries, other central state executive bodies,

regional state administrations, and local public authorities are suggested to take part in development of the forecasts of economic and social development of Ukraine (long-term and mid-term), to participate in elaboration of the Draft Development Strategy of Ukraine, to implement appropriate sections of this Strategy, and to report on their results.

Conclusions

1. In this research, the modernization directions of the state strategic planning in Ukraine are proposed. In whole, these directions mean formation of the integrated planning system. For the theoretical viewpoint, development of such system is based on the concept of state strategic planning, and this concept is proposed in this article. At present, separate elements of the state strategic planning are existing, but appropriate effective system is absent. Accordingly, main problems may be noted in this field as absence of the systematic forecasting and long-term strategic planning of the country's development, undetermined links and mechanisms of coordination between strategic documents, lack of clear and unified standards, procedures and distribution of functions between governmental and other actors in the state strategic planning process.
2. The peculiarity of the proposed system is that the forecasting and planning of the socio-economic development of the state for the long-term period should be carried out, as well as harmonization of strategic documents across national, regional and sectoral levels should be achieved. Among mentioned modernization directions, we choose the national level as the main subject of analysis because national strategic directions and goals constitute general framework for strategic documents at regional and sectoral levels and influence crucially on effectiveness of governance results for society. In this relation, the main document of national level should be the long-term Development Strategy of Ukraine developed for a 10-years period. This will allow to define the main goals and priorities of Ukraine's development over the long-term, and, in general, to compose the image of country's future.
3. Effective preparation, approval, implementation, and results evaluation of the Development Strategy of Ukraine requires clear institutional mechanism in which all state bodies and other public actors must participate. Effectiveness of the state strategic planning is impossible without interaction between the public and authorities. This trend is currently underdeveloped in Ukraine therefore it may be strongly recommended to include in procedures of making, realizing and results evaluating strategic documents modern mechanisms of consultation, partnership, and citizens' control.

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