

Federal State Budgetary Education Institution of Higher Education
«THE RUSSIAN PRESIDENTIAL ACADEMY OF NATIONAL ECONOMY
AND PUBLIC ADMINISTRATION»

Manuscript copyright

Amkuab Konstantin Guramovich



**PUBLIC LAW ASPECTS OF STRATEGIC PLANNING FOR
SOCIO-ECONOMIC DEVELOPMENT IN THE RUSSIA FEDERATION**

Specialty: 5.1.2. Public Law (State Law) Sciences

Abstract
of the thesis for the degree
of Candidate of Sciences in Law

Academic adviser:
Doctor of Science in Law, professor,
Chepurnova Natalia Mikhailovna

Moscow — 2025

The relevance of this research topic is determined by the fact that strategic planning is one of the most important components of public administration. It enables the system to maintain a high level of adaptability to socio-economic challenges. This mechanism defines the goals and priorities of state policy, formulates strategies for achieving the set objectives, identifies the resources required to meet them, and determines the most rational ways to utilize these resources. The development and improvement of strategic planning play a significant role in ensuring the stability and effectiveness of the entire public administration system.

Global processes affecting the world economy, growing competition in foreign and regional markets, accelerating technological progress, and an uncertain geopolitical situation necessitate changes to the established systems of public administration of socio-economic processes and a reorientation of administrative activities. The current challenge lies in finding effective methods and forms of public administration that respond to modern-day demands. In this context, strategic planning becomes of exceptional importance. Due to its intrinsic connection to public administration, it serves as an optimal tool for developing new approaches and solving problems under current socio-economic conditions.

Like any other element of the public administration system, the mechanism of strategic planning is subject to regulatory legal formalization, which determines its administrative and legal status and regulates the main aspects of its implementation. However, the strategic planning system for socio-economic development in the Russian Federation is characterized by numerous regulatory gaps, both in administrative-legal and administrative-organizational contexts. These issues include: the absence of fundamental documents as required by federal legislation; the overall inconsistency among strategic planning documents; discrepancies between the composition of participants and their powers and the optimal management structure; a mismatch between the legal content of the acts approving strategic planning documents and their importance; terminological inaccuracies; and a lack of correlation between key concepts and definitions in the law governing this legal sphere.

At a meeting of the Security Council of the Russian Federation, the President of Russia noted: “A number of documents—primarily at the regional and municipal levels—are sometimes inconsistent with each other in terms of goals and timelines, and proper interdepartmental coordination is not always achieved during their implementation»¹.

The need to address these problems creates a demand for amending the legal framework that ensures the functioning of the strategic planning system. To a great extent, the aforementioned issues result from the inadequate legal regulation of relationships arising in the field of strategic planning. It is only fair to note the seriousness of certain state actions formalized through regulatory legal documents, which indicate the state's intent to change the current situation. For example, Presidential Decree of the Russian Federation No. 633 of November 8, 2021, “On the Approval of the Fundamentals of State Policy in the Field of Strategic Planning in the Russian Federation” (hereinafter referred to as Decree No. 633), highlights the need to adopt legal and organizational measures aimed at improving the effectiveness of this mechanism².

Nevertheless, the identified problems also stem from insufficient scholarly development of the administrative and legal mechanism of strategic planning for socio-economic development. At present, there is no unified approach to defining strategic planning within the public-legal context. Moreover, its substantive aspects remain inadequately explored. For instance, there is no comprehensive theoretical and legal analysis of the strategic planning mechanism, its principles, forms, and implementation methods.

The construction of an effective and functional mechanism is impossible without a comprehensive theoretical analysis aligned with established public-legal practice and aimed at developing proposals for preparing the public administration system to operate under modern conditions. All of this underscores the relevance of the present research.

The degree of development of the research topic. Strategic planning is not a new element of public administration. However, its legal consolidation has occurred relatively

¹ Meeting of the Security Council of the Russian Federation dated 27 September 2021 (transcript) // President of Russia: official website. URL: <http://www.kremlin.ru/events/president/transcripts/deliberations/66777> (accessed 07 September 2023).

² See: SZ RF, 2021. No. 46. Art. 7676.

recently. In this regard, many scholars have recently devoted their work to the study of individual aspects of strategic planning, particularly its structure and regulatory framework. These scholars include: D. A. Afinogenov, Yu. V. Govorukhina, A. G. Dobkin, L. A. Dushakova, V. P. Egorov, A. S. Emelyanov, R. F. Idrisov, N. M. Kazantsev, A. V. Klimenko, V. B. Krymov, G. M. Lanovaya, A. V. Mazein, E. K. Matevosova, N. A. Molchanov, A. N. Petrov, T. A. Polyakova, V. S. Ronin, S. N. Silvestrov, S. A. Starostin, E. A. Titova, A. Yu. Ulyanov, N. M. Chepurnova, and others.

G.V. Atamanchuk made a significant contribution to the study of strategic planning. In his works, the scholar examines the strategic level of public administration, the nature and forms of strategic goal-setting, the strategy implementation mechanism, as well as various aspects of forming a "tree" of public administration goals, the goal-setting mechanism, and the hierarchy of public administration goals.

Special attention to the issues of goal-setting in public administration and strategic planning is given by I.V. Ponkin. In his works, the scholar emphasizes various approaches to setting goals in public administration.

Several dissertation studies have also been devoted to issues of strategic planning. However, from an administrative and legal standpoint, these issues have only been examined in the work of A.O. Turganbaev.

Meanwhile, I.A. Kurbatov analyzes the constitutional foundations of public planning for economic development, placing special emphasis on the principles of the social state.

In her work, E.A. Nikchemnaya views law as a tool of state strategic planning. She devotes special attention to the historical development of strategic planning, its legal organization, and legal support in general. However, this work dates back to 2012, which makes the findings somewhat outdated.

D.R. Mamyasheva, in her works, explores the legal nature of strategic planning acts, focusing on their classification, systematization, and the hierarchy of strategic planning acts.

A substantial contribution to the development of legal regulation in planning was made by O.E. Kutafin and A.F. Nozdrachyov. These scholars analyzed the experience of

legal regulation in the USSR. O.E. Kutafin viewed planning as a method affecting both material production and the non-material sphere. In turn, A.F. Nozdrachyov emphasized planning as a function of public administration, the essence of which lies in defining the goals, directions, proportions, rates, and specific tasks of economic and socialist development.

The presented analysis demonstrates the absence of a comprehensive administrative and legal study devoted to strategic planning for socio-economic development, thus highlighting the need for such research.

The object of this research is the social relations arising in the sphere of strategic planning and its implementation within the mechanism of public administration in the Russian Federation.

The subject of the research is the body of legal norms regulating the social relations arising in the sphere of strategic planning and its implementation within the mechanism of public administration in the Russian Federation.

The purpose of the research is to develop theoretical approaches to improving the mechanism of strategic planning for socio-economic development in the Russian Federation, as well as to formulate proposals for enhancing the quality of its normative legal regulation, taking into account contemporary specificities. In this regard, the objectives of the research are as follows:

- to examine the theoretical foundations and legal nature of strategic planning of socio-economic development;
- to study the normative legal foundations of strategic planning of socio-economic development;
- to characterize the features of the forms and methods of strategic planning of socio-economic development;
- to clarify the structure of the mechanism of strategic planning and to consider the system of principles on which it functions;
- to study the legal and organizational foundations of the system of public authorities engaged in strategic planning;

- to determine the place, role, and organizational-legal interrelation of the President of the Russian Federation and the State Council of the Russian Federation within the system of strategic planning of the Russian Federation;

- to identify the main directions for improving strategic planning in the Russian Federation;

- to formulate proposals for the improvement of the normative legal regulation of strategic planning under modern conditions.

The methodology and methods of this research are determined by its purpose and objectives and are based on general scientific methods of cognition: deduction, induction, analysis, synthesis, comparison, analogy, generalization, classification, and dialectics, combined with special methods: historical-legal, formal-legal, and comparative-legal.

The legal nature and essence of strategic planning were established by means of the dialectical method. In turn, the historical-legal method made it possible to examine the historical retrospective of the development of legal norms regulating the organization of strategic planning.

In conducting the research, particularly in developing its conceptual and categorical framework, methods of analysis, synthesis, deduction, analogy, classification, comparison, description, and generalization were applied. Methods of deduction, induction, analogy, and generalization were used to identify the most general patterns arising in the implementation of strategic planning and in the study of fundamental scholarly works devoted to this issue. Analysis, synthesis, comparison, and classification made it possible to disclose the legal essence of such concepts and categories as “functions of the state,” “strategic planning,” “mechanism of strategic planning,” and others.

The comparative-legal method was employed for the purpose of comparing models of legal regulation of strategic planning in Russia and abroad, as well as for comparing the organizational and legal foundations of planning in the USSR and in the Russian Federation.

The historical-legal method was used to study the evolution of normative legal regulation of strategic planning of socio-economic development in the Russian

Federation. In particular, with the help of this method, the stages of formation of the system of strategic planning were analyzed—from the collapse of the USSR and the abandonment of centralized planning in the early 1990s to the present time.

A significant role in the research was played by the formal-legal method, which made it possible to identify structural interrelations and to study legal relations arising between the subjects of strategic planning in the course of their activities, as well as in the formulation of the main directions for improving strategic planning of socio-economic development.

Through the applied methods, both individual elements and phenomena, as well as their interrelation in the complex, were analyzed. This made it possible to identify the specific features of the system of normative legal regulation of strategic planning and to propose solutions to the existing problems.

The theoretical foundation of the research consists of the works of Soviet and Russian scholars and researchers, such as S. S. Alekseev, A. P. Alekhin, A. G. Ataeva, G. V. Atamanchuk, D. N. Bakhrah, A. B. Vengerov, D. A. Gaynanov, A. A. Dembitsky, O. M. Doroshenko, R. V. Engibaryan, T. A. Zanko, V. A. Zyuzin, A. A. Karmolitsky, O. E. Kutafin, V. V. Lazarev, V. Ya. Lyubashits, A. V. Malko, A. Yu. Mamychev, M. N. Marchenko, N. I. Matuzov, Yu. I. Migachev, A. N. Mironov, A. Yu. Mordovtsev, L. A. Morozova, S. Yu. Naumov, A. F. Nozdrachev, V. I. Oseichuk, E. V. Okhotsky, I. V. Ponkin, A. N. Petrov, L. L. Popov, B. V. Rossinsky, A. V. Seregin, Yu. N. Starilov, A. I. Stakhov, V. M. Syrykh, Yu. A. Tikhomirov, S. V. Tikhomirov, S. N. Tumanov, M. S. Fomina, N. M. Chepurnova, V. S. Chetverikov, I. S. Shalygina, and others.

The normative foundation of the research includes the Constitution of the Russian Federation, federal constitutional laws and federal laws of the Russian Federation, decrees of the President of the Russian Federation, resolutions and orders of the Government of the Russian Federation, normative legal acts of ministries and agencies (the Ministry of Economic Development of the Russian Federation, the Ministry of Industry and Trade of the Russian Federation, the Ministry of Energy of the Russian Federation, etc.), other subordinate normative acts, as well as normative legal acts of the constituent entities of the Russian Federation.

The empirical basis of the research includes:

- law enforcement practice;
- official statistical data published by government authorities;
- materials of legal practice;
- decisions of the highest judicial bodies.

Scientific novelty of the research. The work is aimed at conducting a theoretical and methodological analysis of strategic planning for the socio-economic development of the Russian Federation. Through scientific analysis, the research addresses and develops the issues related to the legal regulation of strategic planning in the Russian Federation.

As a result of the conducted research:

- the interrelation of strategic planning with the main directions of state activity has been defined;
- the specificity of the forms and methods through which strategic planning of socio-economic development is implemented has been identified;
- the legal nature and structure of the mechanism of strategic planning of socio-economic development have been examined;
- the elements comprising the structure of the mechanism of strategic planning of socio-economic development have been clarified;
- the main directions of improvement of strategic planning of socio-economic development have been determined;
- proposals have been formulated to improve the quality of legal regulation in the sphere of strategic planning of socio-economic development.

The scientific novelty is reflected in the following main provisions submitted for defense:

1. The specific legal nature of acts of strategic planning of socio-economic development has been defined. These acts do not constitute an independent type of administrative legal act through which their adoption is ensured, but instead express the functional purpose of the corresponding document within the mechanism of strategic planning of socio-economic development. A classification of such acts has been proposed

according to their legal properties into normative (acts developed within the framework of goal-setting, planning, and programming) and non-normative (acts developed within the framework of forecasting).

This provision corresponds to items 3 and 14 of the research areas under the scientific specialty 5.1.2. Public-law (state-law) sciences.

2. The principles of strategic planning provided for by legislation have been substantively supplemented to reflect the contemporary needs and patterns of development of public administration. The following principles have been introduced:

- the principle of the priority of public interests, which determines the orientation of the goals and objectives of strategic planning toward ensuring public welfare, social development, and the protection of national interests;
- the principle of consideration of alternative socio-economic costs, which presupposes mandatory analysis of the long-term consequences of strategic decisions adopted and the degree of their impact on achieving the stated goals;
- the principle of innovativeness, which requires the continuous adaptation of information-analytical systems of strategic planning to current technological capabilities in order to increase its effectiveness and to strengthen the coordination of actions of the subjects of strategic planning.

This provision corresponds to items 3 and 14 of the research areas under the scientific specialty 5.1.2. Public-law (state-law) sciences.

3. It has been demonstrated that the mechanism of strategic planning of socio-economic development possesses its own structure and represents a system of subjects of strategic planning operating on the basis of normatively enshrined principles, through which the state exercises its powers to formulate and achieve strategic goals in the socio-economic sphere.

The structure of the mechanism of strategic planning of socio-economic development includes:

- the subjects of strategic planning of socio-economic development;
- legal acts through which the approval of strategic planning documents is ensured and the procedures of its implementation are regulated;

- resource components, including informational, human, organizational, and financial resources;
- institutionalized forms of implementation (goal-setting, forecasting, planning, programming, monitoring, control).

This provision corresponds to items 2 and 14 of the research areas under the scientific specialty 5.1.2. Public-law (state-law) sciences.

4. 4. It has been established that the current model of legal regulation of strategic planning of socio-economic development is characterized by constructive uncertainty, manifested in the absence of an institutional separation of powers between the bodies formulating strategic goals and the bodies approving and supervising their implementation. This hinders the involvement of a broader range of public authorities with independent status in the process of formulating strategic goals and priorities, including those of regional development, and also weakens the legal mechanisms for ensuring objective control over the implementation of strategic decisions.

This provision corresponds to items 2 and 14 of the research areas under the scientific specialty 5.1.2. Public-law (state-law) sciences.

The theoretical significance of the research lies in the fact that it is one of the few comprehensive theoretical studies of the legal aspects of the organization of strategic planning and its mechanism within the public administration system in the Russian Federation. The development of theoretical aspects of legal regulation of strategic planning in the system of public authorities of the Russian Federation can serve as a scientific basis for a more detailed study of specific problems, legal phenomena, and trends identified during the research.

The theoretical significance of the research lies in the fact that it represents a comprehensive theoretical study of the legal aspects of the organization of strategic planning and its mechanism within the system of public administration in the Russian Federation. The dissertation proposes conceptual approaches that make it possible to consider strategic planning as a function of public administration, which ensures clarification of its legal nature. The provisions formulated in the dissertation may be

applied in further theoretical research in the field of organizational and functional aspects of strategic planning and public administration as a whole.

The practical significance of the research lies in the possibility of applying its main provisions, conclusions, and recommendations to improve the normative legal regulation of strategic planning of socio-economic development. The proposals developed concern both the adjustment of individual legislative provisions and the optimization of the organizational and legal component of the system of strategic planning, which significantly supplements the existing scholarly developments in this field and may contribute to increasing the coherence of public authorities' actions and enhancing their effectiveness in achieving strategic goals.

The formulated proposals may be used in lawmaking activities, as well as in the development and implementation of strategic planning documents.

The materials presented in the dissertation may be applied within the framework of such academic disciplines as: Administrative Law; Theory of State and Law; System of State and Municipal Administration; Local Self-Government within the Unified System of Public Authority.

The degree of reliability is ensured through the use of theoretical and normative legal sources, analysis, comparison, and correlation of the normative legal framework and scholarly works in the field of administrative-legal regulation of strategic planning, the theory of state and law, the theory of public administration, as well as through the application of various methods and techniques.

Approbation of the research results. The main findings and provisions of the dissertation were presented and discussed at all-Russian and inter-university theoretical and practical scientific conferences, and have also been reflected in the author's published works, including scholarly journals peer-reviewed by the Higher Attestation Commission, in which the main scientific results of dissertations for the degree of Candidate of Sciences must be published.

The main provisions and conclusions of the dissertation are reflected in the following publications of the author

1. Amkuab K.G. Administrative and Legal Foundations of Strategic Planning in the Public Administration System: Institutional and Functional Aspects // Eurasian Law Journal. 2021. No. 12. Pp. 171–174.

2. Amkuab K.G. Preconditions for Reforming the Strategic Planning System: Administrative and Legal Analysis // Bulletin of the Volga Region Institute of Administration. 2022. No. 6. Pp. 57–64.

3. Amkuab K.G. Strategic Planning as a Mechanism for Ensuring State Functions // Education and Law. 2022. No. 12. Pp. 33–36.

4. Amkuab K.G. Features of the Strategic Planning Mechanism // Education and Law. 2023. No. 5. Pp. 103–106.

5. Amkuab K.G. History of the Development of the Strategic Planning System as a Form of Public Administration. Interdisciplinary Approach in Legal Science: Economics. Law. Court: Conf. Proceedings in Memory of V.F. Yakovlev / Ed. by O.V. Zaitsev and D.S. Farafontova. Moscow: Statut, 2022. Pp. 34–40.

6. Amkuab K.G. Constitutional and Legal Aspects of the Strategic Planning System // Public Administration and Development of Russia: Designing the Future: Int. Conf.-Session Articles. Vol. 1. Moscow: Scientific Library, 2022. Pp. 702–707.

7. Amkuab K.G. The Principle of Unity of Public Power as the Basis for Creating a Unified Value and Goal System for State Development // Public Administration and Development of Russia: Global Trends and National Perspectives: Int. Conf.-Session Articles. Vol. 1. Moscow: Scientific Library. 2023. 948 p.

8. Amkuab K. G. On the Legal Nature of Strategic Planning of Socio-Economic Development. Public Administration. 2025. No. 2 (154). Pp. 68–72.

Other publications by the author:

Amkuab K.G. Strategic Planning of the Socio-Economic Communication Model Development // Kommunikologiya. 2020. No. 3. Pp. 63–72.

Participation in international and national conferences:

1. Constitutional and Legal Aspects of the Strategic Planning System // International Conference Session “Public Administration and Development of Russia: Designing the Future” (Moscow, RANEPa, May 17–21, 2021).

2. History of the Development of the Strategic Planning System as a Form of Public Administration // International Postgraduate Conference in Memory of V.F. Yakovlev “Features of the Interdisciplinary Approach in Legal Science: Economics. Law. Court.” (Moscow, RANEPA, December 3, 2021).

3. The Principle of Unity of Public Power as the Basis for Creating a Unified Value and Goal System for State Development // International Conference Session “Public Administration and Development of Russia: Global Trends and National Perspectives” (Moscow, RANEPA, May 16–20, 2022).

4. Functional Basis of Strategic Planning: Theoretical and Philosophical Aspect // II International Postgraduate Conference in Memory of V.F. Yakovlev “Interdisciplinary Approach in Legal Science: Economics. Law. Court.” (Moscow, RANEPA, December 2, 2022).

5. Issues of Incorporating Strategic Planning into the Public Administration System // International Conference Session “Public Administration and Development of Russia: New Horizons and Vision of the Future” (Moscow, RANEPA, May 20–24, 2024).

6. On Certain Features of Strategic Planning Forms // International Conference Session “Public Administration and Development of Russia: Challenges, Strategies, and Prospects” (Moscow, RANEPA, May 19–23, 2025).

Dissertation structure. The chosen topic and goal of the research determined the structure of the dissertation. It consists of an introduction, three chapters comprising eight paragraphs, a conclusion, and a bibliography.