Strategic planning system for agricultural production and agro logistic in Russia

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Abstract. The development of the agricultural sector and the entire national economy of Russia at the present stage is determined by the key realities of globalization trends and the mechanism of adaptation to them. The current confrontation of the interests of world powers under the influence of sanctions against Russia, which is a new form of global political and economic transformation, requires increased use of tools and mechanisms for state regulation of socio-economic processes, the main of which is strategic planning. The system of state planning has always been and remains the most important tool for justifying agricultural policy, both at the Federal and regional levels, which determines the search for the main trajectory of economic development of agricultural production sectors. The article deals with the deep causes of the protracted systemic crisis in the agricultural sector of the country's economy. It is revealed that the lack of effective science-based tools of the state management system is becoming the main factor hindering the development of the country's agricultural production sector. It is established that in the new Russian reality, state management of the agricultural sector of the economy should be based on its key function – strategic planning. The necessity of implementing a systematic campaign in planning is justified. Methodological aspects of the development and implementation of program-target planning in agriculture in Russia allowed us to identify the main shortcomings of the modern practice of planning and forecasting. The necessity of developing a strategy for the development of agriculture in the new macroeconomic conditions is justified. The developed model of a modern strategic planning system based on an integrated approach, including concepts, forecasts, economic orientation, plans, programs, excludes the possibility of fragmented planning and forecast management of the agricultural sector of the economy.

1. Introduction
The strategic planning system is the main tool for implementing socio-economic policy in the agricultural sector. The unjustified rejection of the General function of planning and forecasting during the transition to the market led to the fact that in 1994-2000 the management of agricultural production was not based on the principles of scientific foresight, acting ahead of time, but based on the
operational situation. As a result, the current situation does not allow reducing the risk of negative consequences and leads to continuing trends of a prolonged systemic crisis in the industry.

The inertial nature of agricultural production, which is slowly reacting to the trends of global turbulence in the world economy in the short term and slowly emerging from another protracted crisis in the long term, requires the activation of the use of tools aimed at eliminating the trends of uneven development of the country's agricultural complex [1, 2].

The analysis of literature sources has shown that in modern conditions the key instruments of state regulation of the agricultural sector of the economy, including the system of strategic planning, should be of a systematic nature and include macro-and microeconomic aspects [3-5].

Agricultural economists believe that the formation of a scientific platform for strategic planning should be based on theoretical and methodological approaches to the study of economic crises that ensure the stabilization of sustainable development of economic systems, the scale and potential of which corresponds to the domestic agri-food system. It should be noted that crises undermine the basis for the functioning of outdated structures and institutions, opening the way to new modern forms of economic interaction. Thus, the crisis phenomena of the global and national economy in the long term will preserve and improve the "generic features" of the core of the economic planning system – its conceptual foundations, transforming the approaches of state regulation of the industry while adapting to the conditions of the new economic reality.

Research has shown that currently the system of strategic planning in the agricultural sector is implemented within the framework of state social and economic programs [3-6]. Thus, in 1995, the Federal law "on state forecasting and programs of socio-economic development" was adopted, which defined the content of the system of forecasts and programs of socio-economic development of the country and its regions, the main stages of their development, key elements and structure. Since this period, the programs, as planning documents, have been widely distributed in Russia. For example, over the past decade, about forty Federal targeted programs have been developed and approved. However, most of these programs were either not implemented or did not bring the expected effect due to the lack of adequate financial support, as well as the lack of a formed and adapted to the conditions of market structural transformation of the strategic planning system in the country. The ambiguity of understanding the importance and necessity of state planning of the modern economy at the level of society and in scientific circles created certain difficulties in attempts to revive state planning. In this regard, over the next two decades, until 2014, state programs were developed in the absence of an established system of state planning [1, 3, 6].

It should be noted that the currently existing set of Federal target programs is only a fragment of the economic planning system, which, without a systematic strategic plan, introduces certain imbalances in the development of the industry. Therefore, the need to use the tools of state strategic planning at the present stage is due to ensuring the balance and proportionality of the development of agriculture as a whole in the new economic reality.

The purpose of the research is to identify the main problems of the formation of the national system of strategic planning in the agricultural sector of the economy and substantiate the main directions of its improvement.

2. Research result
Stages of formation of the strategic planning system in the agricultural sector of the economy. Agricultural economists associate the formation of the national system of strategic planning in agriculture with the adoption in 2006 of Federal law No. 264-FZ "on the development of agriculture", which not only defined the main goals of agricultural policy at the present stage, principles, priorities and tools for their implementation, one of which was state support for agricultural producers, but also facilitated the transition from operational (situational) management of agriculture to strategic planning. According to the law, the Doctrine of food security of the Russian Federation was developed, which justified the target indicators-indicators of providing the country's population with the main types of agricultural products of domestic production, as well as the first sectoral programs of agriculture.
Thus, the national project "development of agriculture" was an example of a short-term program for the development of the industry. Its transformation into the medium-term five-year program "Development of agriculture of raw materials and food markets for 2008-2012" not only contributed to the development of the first state sectoral program, but also marked the transition to program-targeted management of the agricultural complex on the principles of an indicative approach.

For the first time in the modern history of Russia, a single document defined strategic goals for the development of the industry, guidelines, production parameters of the state program and its financial support in the areas of state support. However, this program cannot be called a comprehensive development plan that covers all sectors and spheres of agricultural production, since stimulating the development of particularly important priority sub-sectors in the country did not involve specific areas of support for meat and dairy farming, closed and open-ground vegetable growing. All this has aggravated the existing imbalances in the agricultural sector. In this regard, when developing the long-term state program "Development of agriculture, raw materials and food markets for 2013-2020", the identified shortcomings were taken into account, and starting from 2013, all sectors of the national economy were transferred to program and target planning.

The adaptation of the Russian economy to the conditions of global turbulence on the world stage, accompanied by sanctions confrontations and the implementation of the food embargo policy, contributed to the revival of the system of strategic state planning in the framework of the adoption of the law "on strategic planning in the Russian Federation" (Federal law No. 172 of June 28, 2014) [1, 2]. The system of state strategic planning of the industry acquires a special status in the context of shifting the emphasis of import substitution policy in the agricultural sector of the economy towards the expansion of domestic agricultural products to world markets, accompanied by the formation of an appropriate institutional environment that contributes to the achievement of goals and objectives [7-9].

In 2017, there were more than 40 industry programs in the country. The complexity of the mechanism of their realization, unclear objectives, shortage of adequate budget funding, deadlines, lack of administrative responsibility for non-compliance and poor motivation contributed to the planned effectiveness of these programs. In this regard, a course was taken to strengthen the target orientation of the state economic planning system and increase the effectiveness of its activities with the transition to project methods of developing state programs and managing them. So, since 2018, the Russian Government has approved five state programs as "pilot" for conversion to project methods, including the state program for agricultural development for 2013-2020, extending its validity period until 2025 and changing the structure. The document contains the design and process (operating) parts. The project part includes priority Federal and departmental projects, and the process part includes areas that support them.

The main directions of improving the national system of strategic planning in the agricultural sector of the economy. The current targeted approach in the system of economic planning in the agricultural sector of the Russian economy does not correspond to scientific planning theories and contradicts Federal law No. 172 of June 28, 2014 "on strategic planning in the Russian Federation". In particular, the basis for the development of socio-economic programs should not be priority projects, but sectoral strategies, such as the "strategy for the development of agriculture in the Russian Federation for the period up to 2030", "Strategy for the development of agricultural machinery in the Russian Federation for the period up to 2030", or strategies for individual areas of socio-economic development, as well as production and financial indicators that are interconnected.

Academicians G. V. no-till, V. V. Kuznetsov, A. F. Serkov believe that contemporary program in agriculture should be based on long-term concepts with the guidance and the trajectory of the development of the agricultural sector, sectoral strategies with reasonable solutions to the key problems of agrarian sector of economy, forecast scenarios and assessment of options the main directions of development of branch in the conditions of the existing challenges and threats [3-5]. In this regard, the effectiveness of implementing state programs could significantly increase.

The practice of developing the domestic agricultural sector of the economy, which is the main life-supporting sphere, shows that this object of economic planning is very delicate and it is not reasonable
to test untested models on it. In this regard, the key goal of economic planning is to justify the vectors of industry development that prevent ill-considered decisions. The conceptual provisions of modern agricultural policy of Russia and key aspects of its strategic development come to the fore: domestic, related to the problems of effective functioning of agricultural production and ensuring food security, and international, involving the integration of the country into the world economic space, the vector of which is aimed at a non-resource model of economic growth [6, 10, 11]. Therefore, the fundamental basis for the development of the state program for the development of agriculture should be the "agribusiness development Strategy", which contains scientifically based conceptual provisions for the development of the industry in the long term and the main elements of the economic planning system, which exclude the possibility of its fragmentary use. It should be noted that the lack of a strategy for the development of the agricultural sector of the economy in the medium and long term in modern economic conditions will contribute to the strengthening of negative sustainable trends in the agricultural sector and will require huge financial resources to restore it. Consider the proposed system of strategic planning of the agricultural sector of the economy (Figure 1).

We agree with the opinion of some scientists who believe that the basic goals of strategic planning should cover the main areas of agricultural production, including economic, social, land relations and the development of multi-layered forms of management [12-14].

It should be noted that the main tasks of strategic development of the industry, emerging in the Message of the President of the Russian Federation, in which the agricultural sector is defined as a key strategic sector of the economy, ensuring the national security of the state, reflected in the areas of socio-economic reforms in agriculture and contribute to the selection of strategic priorities of agro-food policy of Russia (Figure 1).

According to the scientific foundations of the economic planning system, the "concept of agribusiness development", which contains targets and reflects the General idea, plan, trajectory, main path of development of the domestic agricultural sector, should include scientifically based conceptual provisions for the development of certain priority sectors, markets, territories, integration and cooperation processes, for example, "the Concept of development of the dairy and meat cattle industry", "the Concept of development of closed-ground vegetable growing", "the Concept of development of the food market», "The concept of development of rural territories" and others.

Another, no less important document of long-term strategic planning is the Master plan for the location and specialization of agricultural production in the context of spatial development, which takes into account not only the diversity of natural, climatic and economic conditions, but also the impact of territorial and macroeconomic aspects on the development of the agricultural economy.

Priority problems of industry development and ways to solve them should be reflected in long-term targeted socio-economic state programs that include a set of projects and activities, the concentration of resources and funds, their effective use, and a rigidly constructed algorithm of necessary actions to solve the identified problems in a specific time frame. Examples of the development of long-term target programs of the government along with the Federal target program "Sustainable development of rural territories for 2014-2017 and for the period till 2020" and the Federal target program "Development of reclamation of agricultural lands of Russia for 2014-2020" should be, for example, Federal target program "Development of agricultural machinery and industrial equipment for the food industry", "State Program on development of dairy product subcomplex agribusiness and the dairy industry" and other.

Monitoring trends of globalization of the world economy and patterns of development of the agrofood markets of the EAEU, SCO and BRICS analysis of macroeconomic situation in the country and other specific features of functioning of agricultural production in the new Russian reality of economic can serve as guiding principles in the development and substantiation of parameters of long-term indicative budgets and forecast scenarios of development of agrarian sector of economy. Thus, the state plan in the new Russian reality will respond objectively to changes in the global market environment and the macroeconomic situation in the country.
The unstable dynamics of economic growth rates in agriculture is due to the fact that the strengthening of state regulation of social and economic processes at the present stage of development is not based on the large-scale use of tools of macroeconomic foresight [14-16]. In our opinion, the forecast in the agricultural sector of the economy is a tool of scientific foresight and variant analysis, which is necessary for stabilizing the work of the agricultural sector of the economy.

A new wave of General economic crises associated with a slowdown in the global economy, trends in the manifestation of macroeconomic instability in the country, due to both internal and external factors, constantly demonstrate the vulnerability and weakness of the national economy. There is a threat of disruptions in the implementation of the set strategic goals. Therefore, in the long term at the Federal level, as part of the development strategy for the agricultural sector of the economy (Figure 1), it is advisable to introduce systematic development of forecasts into the practice of strategic planning.

The inability to estimate the situation on the world markets of raw materials and food due to the effects of a large number of unaccounted for external factors in the long term in terms of implementation of export-oriented course in agriculture involves the development of the forecast balance of production and consumption of raw materials and food.

Global trends of urbanization and objective preconditions of modernization of material-technical base and, as a consequence, increase productivity, lead to a reduction in the rural population and increasing unemployment in rural areas. The outflow of highly qualified specialists from the agricultural sector to other sectors of the economy makes it necessary to give a long-term forecast for the reproduction of labor resources and the renewal of fixed assets [8, 9, 17].

Trends in the de-occupation of rural areas, the retirement of agricultural land from circulation, and the need for a long-term perspective to fundamentally change the attitude to land in the agricultural sector of the economy, as a unique national asset under close state protection, require the development of a forecast for the reproduction of land resources.

The significant dependence of the agricultural sector of the economy on natural and climatic conditions makes it necessary to study the problem of strategic risks in the long term, and to reflect the adaptation changes in Russia's agricultural policy to global climate change in long-term forecast scenarios for the development of the industry.

An important area of long-term strategic planning is budgeting, i.e. linking strategic priorities with the financial capabilities of the state. It is impossible not to agree with the opinion of academician G. V. Bespakhotny that the strategic task of the state in this matter is not only to find additional financial resources for the development of the industry, but also to create favorable conditions for attracting money to the industry from leading players in the financial markets [18, 19].

In the medium term, there is a need to specify the quantitative indicators of priority state programs and adjust them in accordance with the capabilities of the state budget (Figure 1). The current framework of budget planning in Russia allows these measures to be carried out once every three years.

Separate documents of the medium-term strategic planning should be the pilot Federal projects "Export of agricultural products", "Creation of a system of support for farmers and development of rural cooperation", as well as programs to support the income of agricultural producers, their financial recovery, support for agricultural insurance, and depressed territories.

Quantitative and qualitative assessments of the medium-term program for supporting agricultural producers’ incomes, in particular, subsidy standards that take into account the differentiation of natural and climatic conditions, restrictions on the growth of prices for raw materials, fertilizers, fuel, energy, as well as guaranteed grain prices, certain aspects of credit and financial relations, should contain indicative plans (Figure 1).
Figure 1. Strategic planning system in agricultural sector.
In the medium term, it is advisable to develop plans for regulating agri-food markets at the Federal level, including for the member countries of the common economic space. These plans should include measures for quotas and tariff restrictions, as well as take into account the dynamics of import and export of basic agricultural raw materials and food. A detailed plan of such measures will allow agricultural producers to look to the future with confidence, successfully building their development trajectory. The feasibility of medium-term plans should be supported by the calculation of the projected level of prices for agricultural products and raw materials, forecasts of the development of the agricultural sector, market conditions in the domestic and foreign markets, the balance of raw materials and food.

Short-term planning is aimed at eliminating uneven dynamics of development of the agricultural sector of the economy associated with natural and climatic conditions, changes in market conditions and budget financing. Operational planning involves monitoring the current situation in the agricultural sector of the country. The main planning documents at the short-term planning stage are plans for public procurement and commodity interventions, guaranteed prices for agricultural products, and collateral operations [6, 20]. The main tools for implementing current plans are forecasts of crop yields and their pricing policy in the domestic and global markets, labor productivity, the financial condition of economic entities, debt on loans, and the level of investment.

3. Conclusion
Currently, the system of strategic planning in the agricultural sector of the economy, which determines the vector of its long-term development, is fragmented and does not act as an intermediate link linking other economic levers of the market mechanism of management.

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