INTRODUCTION

The importance of the chosen research topic is determined by the fact that for the effective development and management of any state, it is necessary to pay special attention to the formation of a system of forecasting and planning the economy. The outcome of this process is the creation of a system of priorities and goals of the socio-economic development of the country, the development and implementation of national projects and government programs.

A legal regulation system of strategic planning and forecasting the socio-economic development is operating in the Russian Federation, in accordance with which strategic planning documents are drawn up, including forecasts of the socio-economic development of the state. There are also development institutions that contribute to the implementation of strategic development goals (ZHETLUKHINA et al., 2021). The forecast of the socio-economic development of the state is based on scientific theories that explain the features and consistent patterns of the functioning and development of the economy. Despite a significant number of studies in the field of forecasting the socio-economic development of the state, the methodology and technique for forecasting and planning are constantly being improved (SNURNITSYNA et al., 2021). This is especially true for forecasting the innovation processes and the development of human capital as the basis for the socio-economic development of modern society. The imperfection and inadequacy of the initial statistical data is at the same time a very complicating circumstance.

The development of forecasts of the socio-economic development has the following goals: to provide the government with the required information to make decisions in the field of economic and social policy; to develop the draft budget in view of the information on socio-economic development. The purpose of our research is to study the principles of regulating the forecast of the socio-economic development in the Russian Federation to make proposals for improving the process under study.

To achieve this goal, the following objectives are met:

- to study the goals and objectives of forecasting the socio-economic development;
- to analyze the system of legal regulation of forecasting in the Russian Federation;
- consider the methods of forecasting social and economic processes;
- to analyze the main indicators of the development of the Russian Federation for 2000-2020;
• to consider the forecast of the socio-economic development of the Russian Federation till 2024, as well as till 2036 (Forecast of the socio-economic development of the Russian Federation for the period up to 2036, 2018; Forecast of the socio-economic development of the Russian Federation for the period up to 2024, 2019);
• to identify the problems of forecasting the socio-economic development in the Russian Federation and to propose recommendations for improving the forecasting system in the Russian Federation.

The structure of the work corresponds to the goal set and the tasks to be performed. The work consists of three parts. The first theoretical part deals with theoretical and methodological issues of forecasting the socio-economic development in Russia (SHMELEVA et al., 2020). The second part contains an analysis of the results of the socio-economic development of the state over the past decade; it also presents a mid-term and long-term forecast of the development of the main socio-economic indicators of the Russian Federation. The third part reflects the main directions of improving the forecasting system in the Russian Federation (AZARNOVA, TRESHCHEVSKY, PAPIN, 2020).

**METHODOLOGICAL FRAMEWORK**

**Theoretical and Methodological Issues of Forecasting the Socio-Economic Development in Russia**

**Goals and objectives of forecasting the socio-economic development**

Forecasting socio-economic processes is the most important function of public administration. Forecasting contributes to the identification of possible future problems of the socio-economic development, substantiation, and elaboration of preventive measures of socio-economic policy, which ensures early structural, technological, institutional changes, and allows one to adapt effectively to the specifics of the future situation. Forecasting also makes it possible to get the expected estimates of the implementation results of various options for economic policy. Thus, forecasting enables one to select a policy option objectively that provides the desired trajectory of the socio-economic development (RERKE, SALAKHOVA AND DEMAKOV, 2021).

In general, a forecast is understood as a scientifically substantiated idea of the possible states of the forecasting object in the future (KARASEV, 2012). The forecast is made after studying the information about the state and previous development of the system. To make a forecast, it is necessary to study the relationship of factors that determine the socio-economic development of processes, to quantify the relationship between the factors and the results of the socio-economic development.

A specific feature of forecasts is their probabilistic nature, but since forecasts are based on scientifically grounded ideas about the development of socio-economic systems, they are quite reasonable.

Taking account of the modern conditions for the development of society, when not only the Russian Federation, but also the entire world community is faced with the problem of uncertainty of future development, the role of forecasts increases significantly. In this regard, it is necessary to create and constantly improve a scientifically grounded methodology for studying the predicted object, thereby ensuring an increase in the reliability and quality of forecasts (NOSOV, 2018).

**Legal regulation of forecasting in the Russian Federation**

In the process of forecasting socio-economic processes, various legal acts have been adopted today (OFFICIAL SITE OF THE MINISTRY OF ECONOMIC DEVELOPMENT, 2021; SINELNIKOV-MOURYLEV et.al., 2014). State macroeconomic forecasting, as a constantly organized process, is legally enshrined:
• in the Federal Law of June 28, 2014 No. 172-FL (FEDERAL LAW, 2014) “On Strategic Planning in the Russian Federation”;

• Decree of the President of the Russian Federation of May 12, 2009 No. 536 “On the Strategic Planning Fundamentals in the Russian Federation” (DECREE OF THE PRESIDENT, 2009).

In accordance with the Federal Law of June 28, 2014 No. 172-FL “On Strategic Planning in the Russian Federation”, forecasting is the activity of participants in strategic planning to develop scientifically based ideas about the risks of the socio-economic development, about threats to the national security of the Russian Federation, about directions, results and indicators of the socio-economic development of the Russian Federation, territorial entities of the Russian Federation and municipalities (OJAGVERDIEV, LOZHECHKO, 2017; LENCHUK, FILATOV, 2018).

Legal regulation of planning and forecasting is also carried out in accordance with other documents. The development of state forecasts is carried out by the Government of the Russian Federation. In the framework of socio-economic forecasting, forecasts of the development of the state, regions, municipalities, national economic complexes, and industries are made (OJAGVERDIEV, LOZHECHKO, 2017).

According to the forecasting periods, there are divided into short-term, medium-term, long-term forecasts. Socio-economic forecasting is the basis for budget planning.

Article 170.1 of the RF Budget Code regulates the process of long-term budget planning. Long-term budget planning is carried out by forming a budget forecast of the Russian Federation for a long-term period, a budget forecast of a territorial entity of the Russian Federation for a long-term period, as well as a budget forecast of a municipality for a long-term period (OJAGVERDIEV, LOZHECHKO, 2017). The budget forecast of the Russian Federation, of a territorial entity of the Russian Federation for a long-term period is made every six years for twelve or more years based on the forecast of the socio-economic development (Budget Code of the Russian Federation, 1998).

In accordance with Article 179 of the RF BC, the authorized executive body forms the list of federal target-oriented programs subject to funding from the federal budget in the next financial year, simultaneously with the draft federal budget for the next financial year and planning period (Budget Code of the Russian Federation, 1998).

The annual message of the President of the Russian Federation to the Federal Assembly contains a section devoted to the analysis of the implementation of the socio-economic development program of the Russian Federation in the medium term and a detailed explanation of this program with the identification of tasks for the coming year (TSYDYPOVA, 2013).

**Forecasting methods for socio-economic processes**

Today there are many forecasting methods, however, about 20-30 methods are used in the practice of socio-economic forecasting (STEGNY, 2018).

In accordance with the classification criterion, the degree of formalization, forecasting methods can be divided into two groups: intuitive (individual expert assessments and collective expert assessments) and formalized (mathematical) methods (TVERDOKHLEBOVA, 2013).

In the process of socio-economic forecasting, modern computer forecasting technologies are widely used, based on statistical forecasting methods with the application of econometric databases. At present there are many software and technical solutions that allow making forecasts. These are widespread standard software products Microsoft Excel, OpenOffice.org, and specialized statistical software - Statistica, SPSS, E-views, Gretl, as well as research neural networks requiring the use of special mathematical education - Matlab, ForecastPro, ForecastX, products for business forecasting - iLog, AnyLogic, iThink, Matlab Simulink, GPSS.

**RESULTS AND DISCUSSION**
Analysis of trends and forecast of the socio-economic development of Russia (Order of the Ministry, 2016)

In the Russian Federation since 2000 there has been a tendency for the growth of GDP. Although in 2009 and 2015, the outcome of economic development was a decrease in GDP, which was a consequence of the influence of unfavorable factors in the development of the world economy in general (Fig. 1). On average for the period 2000-2019 the growth of GDP amounted to 3.6% annually.

Figure 1. GDP growth rates at constant prices 2000-2019, in % (Official site of the Federal State Statistics Service, 2021)

Source: Search data.

After an actual halt in growth against a background of a deficit in aggregate demand, the Russian economy returned to its growth in 2019. The spread of coronavirus infection and tough restrictive measures in 2020 negatively affected economic growth. The sharp drop in effective demand was the main factor behind the economic decline.

Figure 2 shows the dynamics of physical investment in fixed assets in 2000-2019. When considering the drop in effective demand, it was believed that the main driver of growth in the Russian economy would be investments. However, there is a very ambiguous dynamics of investments in fixed assets. If the drop in GDP in some crisis years has a short-term character, then this crisis has a significant effect on the drop in the investment activity in Russia, for example, in 2009, in 2015-2017.

On average, over the period under review, investments in fixed assets grew by 6.7%. Such an increase in the investment activity is associated, in our opinion, primarily with a decrease in business administrative costs, active support of investments by regional authorities, an increase in investment lending, and stable inflationary expectations of economic entities.
Strategic planning and forecasting as a tool for the economy development of the state

Figure 2. Dynamics of the physical volume of investments in fixed assets in 2000-2019, in % (Official site of the Federal State Statistics Service, 2021)

Source: Search data.

Analysis of the inflation dynamics in the Russian Federation for the period 2000-2019 shows the effectiveness of the policy pursued by the Central Bank of Russia.

Figure 3. Indices of consumer prices for goods and services in 2000-2019, in% to December of the previous year (Official site of the Federal State Statistics Service, 2021)

Source: Search data.

However, the growth of real incomes of the population has slowed down. This relates to a slowdown in economic growth, a decrease in the profitability of economic entities, an increase in energy prices and, as a result, an increase in the total costs of commodity producers.
In general, the Ministry of Economic Development of the Russian Federation makes a forecast of a gradual slowdown in the world economic growth. Especially in the context of the pandemic and the spread of a new coronavirus infection, the decline in foreign trade turnover of countries and an increase in imbalances in the development of individual states are becoming more noticeable. The economic growth rates in developed countries are influenced by a rather low growth in labor productivity and the demographic problem of an aging population. The policy of curbing the growth of public expenditures and reducing budget deficits, pursued by the European countries, will be an additional constraining factor in economic growth. The general slowdown in the growth of the world economy will undoubtedly influence the social and economic development of the Russian Federation. The Ministry of Economic Development has made a forecast for the socio-economic development of the Russian Federation till 2024. We will consider the main parameters of this forecast. The mid-term forecast of the socio-economic development is made in three scenarios: baseline, target and conservative. Table 1 presents a comparative description of various forecast scenarios (Russian economy: influenced by the credit cycle, 2019).

**Table 1.** Brief characteristics of socio-economic development scenarios in the Russian Federation for the period till 2024

| Baseline scenario | Target scenario | Conservative scenario |
|-------------------|-----------------|-----------------------|
| **The prerequisite of the further development of the foreign economic situation** | • further gradual slowdown in world economic growth; • downward dynamics of oil prices; • as well as an extremely moderate rise in prices for the main goods of Russian export. | • more negative one further deceleration of world economic growth is expected; • “global recession”; • the premise of the unfavorable conjuncture of world commodity markets. |
| **GDP growth** | • acceleration of the GDP growth rate up to 3% per year; • outstripping growth of investments in fixed assets; • increase in the competitiveness of the Russian economy and the implementation of foreign economic potential; • implementation of structural reforms. | Slowdown in GDP growth |
| **Inflation** | • 4 percent per year; • implementation of the monetary policy, which presupposes the reorientation of the loan portfolio from consumer loans to mortgage and corporate loans. | Will remain close to the target level |
| **Goal setting** | Successful implementation of structural measures aimed at achieving national development goals and other priorities set in Decree No. 204 | |

**Source:** Search data.
Both the baseline and target scenarios include the successful implementation of structural economic policy measures aimed at achieving national development goals and other priorities outlined in Decree No. 204. The implementation of these measures should provide an increase in the investment activity, on the one hand, and the growth of incomes of the population on the other hand.

The Forecast pays special attention to such areas of raising the investment activity as improving the investment climate, including the restoration of confidence in the business community. This can only be achieved by creating a stable regulatory environment and a predictable tariff policy. Reforming the control and supervision system should lead to a decrease in administrative costs and the removal of administrative barriers to development. The development of infrastructure, as well as the availability of resources for financing investments will also contribute to the growth of investment activity.

The implementation of investment projects will contribute to the creation of new highly productive jobs and, as a result, an increase in the income of the population. The widespread introduction of technological innovations - artificial intelligence technologies, robotization and other kinds will also contribute to the growth of labor productivity and growth of wages. As a result of such processes, there will be a redistribution of labor resources from labor-intensive sectors of the economy with low wages to sectors with high labor productivity and high added value, and, consequently, with a higher level of wages.

The priorities of the socio-economic development of the Russian Federation for the period up to 2024 are the development of human capital and the improvement of the quality of life. Achieving the objectives set is impossible without reaching high and stable rates of economic growth, transition to an investment-oriented model of economic growth. Economic growth is also associated with an increase in consumer spending because of income growth rather than consumer loans. A global recession and a delay in structural reforms are related to the key risks of the baseline forecast scenario implementation.

Long-term forecast of the socio-economic development of the Russian Federation for the period up to 2036

One of the main priorities of state policy in the long term is the scientific and technological development of Russia. The long-term forecast of the country’s socio-economic development indicates a significant increase in the role of scientific and technological development and its impact on economic growth. The creation of technologies that are the basis for innovative development of the economy, according to the long-term forecast, should become the priorities of the scientific and technological development of Russia. The scientific and technological development of the Russian Federation for the forecast period is determined by the Strategy for the scientific and technological development of the Russian Federation, approved by the Decree of the President of the Russian Federation on December 1, 2016 N

Source: Search data.
642 (Decree of the President, 2016). Other measures under the national projects “Science” and “Digital Economy of the Russian Federation” will also be focused on the strategy implementation (EFIMOVA, BULGAKOV, 2019; GAMIDULLAEVA, 2019).

The long-term forecast of socio-economic development is based on the expected trends in the development of the world economy, as well as the development of world commodity and financial markets, namely:

- a gradual slowdown in the growth rates of the world economy;
- further change in the structure of world demand towards the service sector;
- the continuing trend of population ageing, in connection with which the demand for health services and new forms of education will increase, and the demand for durable goods will decrease;
- a decrease in demand for energy resources, the spread of energy-saving technologies and the development of alternative energy, associated with a decrease in the growth of the world economy;
- a decline in oil prices and an increase in dollar inflation.

The implementation of a set of measures aimed at achieving national development goals outlined in the Decree of the President of the Russian Federation dated May 7, 2018 No. 204 “On national goals and strategic objectives for the development of the Russian Federation for the period up to 2024” is a prerequisite for the development of forecast scenarios (Decree of the President, 2018).

The baseline scenario for the development of the Russian Federation provides for the acceleration of GDP growth rates because of the implementation of socio-economic policy measures aimed at:

- a constant growth in the number of work force with an increase in life expectancy, an increase in healthy life expectancy and, accordingly, an increase in the level of economic activity of the population;
- modernization of fixed assets achieved due to a higher level and efficiency of investments in fixed assets;
- higher labor productivity due to technological modernization, digitalization of economic processes, the use of innovative technologies, as well as an increase in the efficiency of business processes. The fine-tuning of the education system will also play an important role here (GUBEIDULLIN, 2019).

According to the long-term forecast, it is assumed that Russia’s involvement in the world economy and international trade will grow. Changes in the structure of merchandise exports are predicted - a decrease in the share of exports of fuel and energy resources, an increase in the share of products of the chemical and food industries and the machine-building industry (GUBEIDULLIN, 2019).

Changes will also take place in the structure of the produced GDP in favor of the service sector and the share of the manufacturing industry, while the share of mineral extraction will go down. Such conditions which are favorable for the socio-economic development of the Russian Federation, in our opinion, should be significantly revised in connection with the impact of the coronavirus infection pandemic on the world economy and the economy of Russia.

**The main areas of improving the socio-economic development regulation in Russia**

Forecasting as a complex management function is primarily associated with the problem of choosing forecasting methods, since it is the correctly chosen methodology that makes it possible to consider all (or most) of the patterns of socio-economic development. Identifying objective patterns and the logic of development are also serious problems in predicting the
development of socio-economic systems. The lack of reliable statistical information also complicates the forecasting process.

The socio-economic system consists of subjects with a more or less high degree of independence. Each subject strives to achieve his own goals, which implies a greater or lesser degree of awareness and success in managing his own behavior. This is confirmed by the fact that in practice, for the overwhelming number of subjects of economic relations, management is an important and costly type of activity. Forecasting, in turn, is an important component and function of management, the impact of which on the efficiency of management and economic activity progresses as the complexity and acceleration of social development intensify (SIMCHENKO, 2001). Forecasting socio-economic processes is based on the use of a large amount of information.

Due to the growing significance and demand for forecasting socio-economic processes, forecasting techniques are being improved, and the accuracy of forecasts is increasing. Therefore, to improve the forecasting mechanism, further work is needed on the development of new software products that allow constructing a qualitative forecast of the parameters of the socio-economic development of the state.

**Taking account of risks in forecasting the socio-economic development**

Forecasting socio-economic processes is based on the premise that the identified main development trend, as well as the factors influencing this trend, persist in the future. But the instability of the market economy, and political and economic instability in general, have a significant impact on the accuracy of forecasts. In view of the complexity of interrelated socio-economic processes, taking account of risks and instability in forecasting is a necessary element of this process (SHEPELEVICH, 2019).

The main risk factors that must be considered when making forecasts are the quality of research, economic instability, corruption, inflationary processes, natural and man-made disasters. Due regard to these factors will make it possible to identify bottlenecks and problems in forecasting socio-economic processes and take preventive measures to reduce their impact on the quality and reliability of forecasts. Risk management in forecasting includes the following main areas of activity:

- risk assessment and analysis, which makes it possible to prevent crisis phenomena even at the stage of planning and forecasting, implementing the necessary management decisions;
- risk prevention and their minimization.

Predicting and making management decisions in socio-economic forecasting often occurs in conditions of limited information. This is, in a way, the main risk in the forecasting process. Improving the quality of the information used contributes to the accuracy and reliability of forecasts.

**CONCLUSION**

Forecasting is one of the important functions of public administration. Forecasting allows identifying possible future problems of socio-economic development, substantiation, and development of preventive measures of socio-economic policy, which ensures early structural, technological, institutional changes, and allows adapting effectively to the specifics of the future situation. Forecasting also allows getting the expected estimates of the results of the implementation of various options for economic policy. Thus, forecasting helps to select a policy option objectively that provides the desired trajectory of socio-economic development.

In the process of forecasting socio-economic processes, various legal acts have been adopted today. The existing laws and other legal acts governing the forecasting system in the Russian Federation represent a complex system that interconnects all levels of government and various spheres of the state’s life. Forecasting socio-economic development is carried out in the framework of strategic planning activities.

Based on the assessment of the results of the socio-economic development of the state in the Russian Federation, a medium-term and long-term forecast of socio-economic development is
made, taking account of current internal and external trends, as well as a forecast of the development of the world economy and external economic conditions. The forecast is made with options, i.e., baseline, target and conservative scenarios are being developed (TEREKHINA, SOLDATENKO, 2018).

As a result of considering the process of forecasting socio-economic development, the main problems were identified: the uncertainty of the methodology, inconsistent actions of the legislative and executive authorities, the lack of organizational and information support, the problem of staffing.

Most of the problems in forecasting also arise due to the instability of the economy development of the country and the world economy in general, the emergence of unforeseen circumstances that significantly change the usual contours of the system and development trends. In this connection, taking account of risks in macroeconomic forecasting is of great methodological significance.

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Strategic planning and forecasting as a tool for the economy development of the state

Planejamento estratégico e previsão como ferramenta para o desenvolvimento da economia do estado

Planificación estratégica y prevision como herramienta para el desarrollo económico del estado

Resumo
A importância do estudo apresentado no artigo é determinada pelo fato de que para o efetivo desenvolvimento e gestão de qualquer sistema, inclusive o estadual, é necessário implementar um conjunto de metas e objetivos estratégicos. O ritmo crescente de globalização e digitalização do mundo contemporâneo determina a necessidade de todos os países responderem aos desafios e riscos modernos. A estagnação da tendência econômica causada pela disseminação da infecção por coronavírus COVID-2019 e a diminuição da qualidade de vida da população, o crescimento de problemas ambientais, tecnológicos, demográficos e outros estão relacionados a tais ameaças. A busca por respostas tão necessárias para superar os desafios globais, em geral, determina a segurança nacional de qualquer país e, em particular, seu desenvolvimento e prosperidade. Os autores do artigo provaram que é possível encontrar as respostas necessárias apenas no quadro da formação de um novo modelo de desenvolvimento do Estado. Este modelo deve garantir o fortalecimento e o desenvolvimento do setor real da economia, a criação de novos pontos de crescimento a partir da introdução de tecnologias inovadoras e de atividades de investimento.

Palavras-chave: Planejamento estratégico. Previsão estratégica. Gestão de riscos. Governo. Gestão de projetos.

Abstract
The importance of the study presented in the article is determined by the fact that for the effective development and management of any system, including the state, it is necessary to implement a set of strategic goals and objectives. The increasing pace of globalization and digitisation of the contemporary world determines the need for all countries to respond to modern challenges and risks. The stagnation of the economic trend caused by the spread of coronavirus infection COVID-2019 and the decrease in the quality of life of the population, the growth of environmental, technological, demographic and other problems are related to such threats. The search for answers so necessary to overcome global challenges in general determines the national security of any country and, in particular, its development and prosperity. The authors of the article proved that it is possible to find the necessary answers only in the framework of the formation of a new model of state development. This model should ensure the strengthening and development of the real sector of the economy, the creation of new growth points from the introduction of innovative technologies and investment activities.

Keywords: Strategic planning. Strategic forecasting. Risk management. Government. Project management.

Resumen
La importancia del estudio presentado en el artículo está determinada por el hecho de que para el desarrollo y la gestión efectivos de cualquier sistema, incluido el estado, es necesario implementar un conjunto de metas y objetivos estratégicos. El ritmo creciente de la globalización y la digitalización del mundo contemporáneo determina la necesidad de que todos los países respondan a los desafíos y riesgos modernos. El estancamiento de la tendencia económica causada por la propagación de la infección por coronavirus COVID-2019 y la disminución de la calidad de vida de la población, el crecimiento de los problemas ambientales, tecnológicos, demográficos y otros están relacionados con tales amenazas. La búsqueda de respuestas tan necesarias para superar los desafíos globales en general determina la seguridad nacional de cualquier país y, en particular, su desarrollo y prosperidad. Los autores del artículo demostraron que es posible encontrar las respuestas necesarias solo en el marco de la formación de un nuevo modelo de desarrollo estatal. Este modelo debe garantizar el fortalecimiento y el desarrollo del sector real de la economía, la creación de nuevos puntos de crecimiento a partir de la introducción de tecnologías innovadoras y las actividades de inversión.

Palabras-clave: Planificación estratégica. Previsión estratégica. Gestión de riesgos. Gobierno. Gestión de proyectos.