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Organization of the System of Forecasting the Social-Economic Development of the RF Regions: Issues and Possible Ways to Solve Them

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Abstract: Today the world is being changed rapidly. The world economy and consumer culture of the population are changed. Informatization and high technologies exert increasingly more effect on all life spheres. The time of transition to the adaptive economy and dynamic management in all sectors of our life has come. During the last few years significant results were achieved. In the conditions of the increased competition for the sales markets, investments and intellectual capital, it is necessary to specify the strategic view of the further development and the priority trends thereof. At that it is important to ensure the continuity in the economic and social policies. The ultimate objective of such strategy is formation of the economy that is adequate to 21st century and integrated into the world economic system. Performance of the social-economic transformations in the country resulted in the enhanced participation of the regions in all sphere of the society life. The regions became the entities that may independently take political, economic, social, cultural and other decisions. Improvement of the mechanisms of regional development and forecasting becomes one of the most topical issues in the area of improvement of the general quality of the national economy management. The Russian regions feature significant potential for development that under certain conditions may become the additional source of growth of the national economy. Along with that in the longer term the existing interregional imbalances may appear to be the substantial restrictor of growth of the Russian economy. In this regard, the government policy concerning the regions shall not be reduced to establishment of inter-budget relations and implementation of separate investment projects. In the modern conditions, the development of the single regional policy aimed at achieving the key goals set before Russia in the longer term shall become an integral part of the country development strategy.

Key words: Region, economy, regional economy, forecast, forecasting methods, social-economic development, strategic planning

INTRODUCTION

Aggravating of the problem of the regional development in Russia is related to the overriding necessity of elimination of the unjustified inequality of the social-economic standing of regions, the need for development of the natural resources, ecological balance support, improvement of the territorial structure of the economy, ensuring the employment of the population, etc. (Andreyev and Borisova, 2012). This is why in the modern conditions great emphasis is put on the topicality of the study and use of the new, efficient methods of affecting the socio-economic processes in the region for example, forecasting the socio-economic development of the constituent entities of the Russian Federation.

MATERIALS AND METHODS

Procedure: The analysis and forecasting of the socio-economic development is the starting point for work on the regional development management. On the basis of the substantiated forecast the objectives of the social-economic development of the region are determined, the policy measures and priorities in the development of the regional economic complex are specified.

Forecasting the socio-economic development of a region is foreseeing the future state of the economy and social sphere, an integral part of the government regulation of the economy aimed at setting the trends of development of the regional complex and its structural components. The results of the forecast analysis are used by public authorities for substantiation of the objectives and tasks of the social economic development, working out and substantiating the social-economic policy of the government, methods of rationalization of utilization of limited production resources.

The current economic situation in Russia requires the knowledge of the prospects for development not only of the country in whole but of its separate regions in particular (Fetisov and Oreshin, 2007).

The crucial function of the executive authorities of the constituent entities of the Russian Federation is development of the scientifically substantiated forecast, the strategy and program of the social-economic development of the region (Granberg, 2000). On the basis thereof the objectives of the social-economic development of the region are determined, the policy measures and priorities in the development of the regional economic complex are specified.

Despite the rapid development of the forecasting theory the term 'forecast' has not gained the single exact definition. Different interpretations of it may be found in the literature. This is why, based on the existing approaches to the definition of a forecast it may be formulated as follows. A forecast is a scientifically substantiated judgment of the possible state of an object in the future (Azriliyan, 1997).

Forecasting the socio-economic development of a region is foreseeing the future state of the economy and social sphere, an integral part of the government regulation of the economy aimed at setting the trends of development of the regional complex and its structural components (Vladimirova, 2005). The results are used by the regional public authorities for substantiation of the objectives and tasks of the social-economic development, establishment of the relevant regional policy.

As noted in the literature, the identification of the essence of forecasting is inextricably associated with the necessity of 'design of specifically forecasting system of concepts' including the 'correct definition of the term 'forecast and delimitation thereof from such terms as foreseeing, plan, program, project, estimates, assumption, suggestion, hypothesis'.

Forecasting does not feature a directive nature. In other words, the fundamental distinction of a forecast from a specific plan consists in the fact that a forecast provides information for substantiation of the decision and selection of the planning methods. It indicates the possibility of one or another development path in the future and a plan specifies the decision concerning the possibility that will be implemented by the society.

A forecast of the social-economic development of the region incorporates a set of individual forecasts representing the future of different spheres of the society life and the comprehensive economic forecast representing the development of the economy and social sphere of the region in the generalized form. The individual forecasts estimate:

- The demographic situation in the country
- The status of the natural environment including such spheres as proved reserves of the subsoil resources, land, water and forest resources
- The future state of the technological solutions and possibility of integration thereof in the production
- Main factors of production (capital, labor, investments)
- The scope and dynamics of the population demand for products and services
- Effective demand of the population for particular products and services
- Rates of development of particular branches of the national economy, territories and other socially relevant areas of activity

In a comprehensive economic forecast the future development of the regional economy the future of the economy of the region as an integral formation is presented (Anonymous, 1995). The development of a comprehensive forecast is based on the scientific grounds that adequately explain the operation and development of the regional economic complex (Vasilyeva, 2008).

For the purpose of development of forecast of the social-economic development, the comprehensive analysis of the situation in the region by following aspects is performed:

- Demographic situation (birth and mortality rate, duration of life, migration)
- Natural environment (mineral deposits, climate, water and land resources, soil composition, flora and fauna)
- Social sphere (the state of education, health care, culture, science, crime rate)
- Regional finances (the state of tax potential of the territory, financial standing of the economic entities)
- Social standard of living (average income, wages, minimum subsistence income, consumer basket)
- Production sphere (overall production, sectoral structure, output indices movement)
- Ecology (volume of polluting emissions, implementation of environmental measures)

Within the forecasting theory there are a lot of criteria by which forecasts are classified. Some of them are considered in Table 1.

However, the most appropriate in respect of the socio-economic forecasts is the classification of the

Table 1: Classification of forecasts

Attributes of the forecast classification	Kinds of forecasts
Timeliness (forecasting horizon)	Short-term
	Mid-term
	Long-term
Forecasting types	Searching
	Regulatory
Degree of probability of future events	Variant
	Invariant
Method of presentation of the forecast results	Dot (point)
	Interval

socio-economic forecasts by the temporary criterion. From the perspective of this criterion the forecasts of the socio-economic development are divided into the long-term, mid-term and short-term ones (Mosina, 1985).

The long-term forecasts of the socio-economic development are made by the executive authorities of the Russian Federation once every 5 years for the 10 years long period. For the purposes of maintenance of continuity of the economic policy the figures of a long-term forecast are used by design of the mid-term forecasts, the concept and programs of the socio-economic development of the country.

The mid-term forecasts of the socio-economic development are made by the executive authorities of the Russian Federation for the period from 3-5 years with the annual adjustment of the figures. In case of the mid-term forecasting the indicators of the effective demand of the population and other participants of the reproduction activity comes to the forefront (for example: entrepreneurs, population and region in whole).

The long-term and mid-term forecasts serve as the basis for the strategic choice of the region, specification of the objectives of the sustainable, balanced development, their quantitative parameters or standards with account for the strong points and imbalances of the regional system, capabilities of financial support, suggested effect of the external conditions.

The short-term forecasts are developed by the executive authorities of the Russian Federation annually. The forecasted data serve as the basis for drafting of the regional budget. By design of the short-term forecast model the number one are the indicators characterizing the financial situation in the economy in whole and by separate groups of economic entities: households, small and medium business, entrepreneur sector, population.

The socio-economic forecasting is based on the following principles: scientific validity, systemacity, alternativeness, adequacy and purposiveness.

The principle of the forecast systemacity suggests investigation of the quantitative and qualitative regularities in the economic systems, construction of such logical chain of investigation according to which the process of working out and substantiation of any solution starts out from determination of the general objective of the system and subordinating the activity of all the constituent subsystems to fulfillment of this objective. "At the same time, this system is considered as a part of a larger system that also consists of a certain number of subsystems".

The principle of scientific validity means that in the socio-economic forecasts the comprehensive incorporation of requirements of the objective economic laws shall be based on application of the scientific tools, extensive examination of achievements of the national and foreign experience in the forecast formation.

The principle of the forecast adequacy to the objective regularities characterizes not only the process of identification but also evaluation of the sustainable trends and interrelations in the development of economy and creation of the theoretical equivalent of the real economic processes with the exact and complete simulation thereof. Implementation of the adequacy principle suggests taking into account the probabilistic, stochastic nature of the real processes. This means the necessity of evaluation of the deviations established as such that may take place as well as of the prevailing trends; specifying the possible divergence range, i.e., estimate of probability of realization of the specified trend.

The principle of the forecast alternativeness is related to the possibility of development of the enterprise and its separate links along different paths, upon different interrelations and structural relations. Upon transition from simulation of the established processes and trends to foreseeing the future development thereof there arises the necessity to design the alternatives, i.e., determination of one of the two or a few possible and often mutually exclusive paths of the economy development.

The targeting principle predetermines the active nature of forecasting since the forecast content is not reduced to foreseeing only but includes the objectives that shall be achieved in the economy by means of the active actions of the public authorities and management.

Forecasting of the regional development is performed according to the general principles of prognostics and territorial forecasting. The main among these principles are: systemacity and consistency, variability and continuity as well as reliability and accuracy of the forecasts.

The main forecast functions are: scientific analysis of the economy, social, scientific-engineering processes and trends; investigation of the objective relations between the socio-economic phenomena of the economy development in the specific conditions during a certain period; assessment of the forecast object; identification of the objective alternatives of the economic and social development, accumulation of the scientific material for reasonable choice of the specific solutions (Orlov, 2006). Let's consider some of the functions in details.

The scientific analysis is performed by three stages: retrospection, diagnosis, prospection (Azriliyan, 1997). Retrospection means the stage of forecasting at which the history of development of the forecast object is investigated in order to obtain the systematized description thereof. At the retrospection stage, the collection, storage and processing of information, sources required for forecasting takes place, optimization of both the source content and methods of measurement and presentation of the retrospective information, specification and final formation of the structure and composition of the forecast object features. Diagnose is the forecasting stage at which the systematized description of the forecast object is examined for the purpose of identification of the trends for its development and selection of the forecasting models and methods. At the diagnostics stage, the analysis of the forecast object underlying the forecast model is performed. This analysis is completed not only with design of the forecast model but with selection of the adequate forecasting method. Prospection is the forecasting stage at which according to the forecast data the forecasts of the object development in the future are made, the estimation of the forecast reliability, accuracy or validity is performed as well as fulfillment of the forecast target by means of consolidation of the specific forecasts on the basis of the forecasting principles. At the prospection stage, the missing information about the forecast object is found, the previously obtained one is specified; the adjustments are introduced to the model of the forecast object according to the recently obtained information.

Investigation of the objective relations between socio-economic phenomena is performed during the process of design of the mechanism of use of the economic laws representing the material cause-and-effect relations between the phenomena and their repeatability under particular. Along with that by forecasting it is necessary to take into account the uncertainty determined by the probable action of the economic laws, incompleteness of the knowledge thereof, presence of the subjective factor by making the planned decisions, incompleteness and insufficient reliability of information.

The evaluation of the forecast object is based on combination of the determinacy and uncertainty aspects. Determinism is the philosophical concept acknowledging the objective regularity and causality of all the natural and social phenomena. By the absolute determinism the possibility of the alternative selection of solutions is eliminated. Upon the absolute uncertainty the exact presentation of the future is not possible. This is why in the absence of either aspect forecasting loses its sense.

Identification of the objective alternatives of the process under investigation and trends for its development suggests the necessity of choosing between the mutually excluding possibilities. The economic and social processes shall be subject to control, the optimal proportions shall be determined according to the long-term goals set.

Implementation of the forecasting functions allows specifying the general and specific approaches constituting its scientific framework. The following general scientific approaches are used by forecasting: the historical and comprehensive (integrated) one. The historical approach consists in consideration of each phenomenon and process with reference to its historical forms. During the process of forecasting, one shall take as a premise that the modern state of the object under investigation is the expected result of its preceding development and the future is the expected result of its development in the past and present. The comprehensive approach suggests considering the object under investigation with reference to other processes and phenomena. Within the frameworks of it the genetic (research) and regulatory (target) approaches are distinguished.

In case of the genetic approach, the ultimate target is determination of the possible states of the forecast project over the long term with account for persistence of the existing trends of development of this object. At that the conditions that may change these trends are not taken into account.

By using the regulatory approach the objective is determination of the methods and term of achievement of the possible forecast object states in the future. The possible ways of the trend changing due to intensification of production, changes in its structure, dynamics of economic indicators, performance are investigated and forecasted. Both of the mentioned approaches are interrelated, supplement each other and as a rule are used jointly ensuring the comprehensive analysis of the forecast phenomenon or process.

The selected method and technique play an important role by forecasting. The forecasting technique is one or a few mathematical or logical operations aimed at obtaining the specific result by forecasting. The examples of such techniques are smoothing or matching the time series, calculation of the weighted average.

The scientific developments and research of the national at foreign researchers A.G. Aganbegyan, I.V. Bestuzhev-Lady, L. Klein, V. Goldberg made a great contribution to the development of methodology of forecasting of the socio-economic processes. The

forecasting methods mean the set of techniques and methods of thinking that allow making conclusions as to certain reliability of the future development of the object on the basis of analysis of the retrospective data, exogenous (external) and endogenous (internal) relations of the forecast object as well as measurements thereof within the phenomenon or process under consideration.

By estimates of the national and foreign scientists today there are over 200 forecasting methods but the number of the basic ones is much lower (Svetunkov, 1999). Many of these methods rather refer to particular techniques and procedures taking into consideration the peculiarities of the forecast object. The others represent a set of separate techniques differing from the basic ones or from each other by the number of individual techniques and the sequence of use thereof.

The available sources contain different principle of the forecasting methods classification (Mosina, 1985). One of the most important criteria of the forecasting methods classification is the degree of formalization that covers the forecasting methods sufficiently completely. The second criterion of classification is the general principle of action of the forecasting methods, the third one method for obtaining the forecasting information. Thus by the degree of formalization (by the first criterion of classification) the methods of economic forecasting may be divided into the formalized and intuitive.

The intuitive forecasting methods are used in the cases when it is not possible to make allowance for the effect of many factors due to the significant complexity of the forecast object.

In this case the experts' estimates are used. At that the individual and participatory estimates are distinguished.

The individual experts' estimates include: the 'interviewing' method suggesting the direct contact of an expert with the specialist according to the scheme 'question-answer'; analytical method when the logical analysis of any forecasted situation is performed, the analytical reports are prepared; script writing method based on specifying the logic of the process or phenomenon over time under different conditions.

The methods of the collective experts' estimates include the 'commission' method, method of 'collective generation of ideas' ('brainstorming'), 'Delphi' method, matrix method. This group of methods is based on the assumption that by collective thinking, firstly, the accuracy of the output is higher, secondly by processing of the individual independent estimates made by the experts at least productive ideas may appear.

Thus, the group of formalized methods includes the two subgroups: extrapolation and modeling. The first subgroup includes the methods: least-square, exponential smoothing, moving averages. The second one structural, network and matrix modeling.

RESULTS AND DISCUSSION

Main part: Further, let's consider the legal framework for regulation of forecasting of the socio-economic development of the regions of the Russian Federation. By analysis of the legal framework for forecasting of the socio-economic development of the regions of the Russian Federation, one shall proceed from the fact that the specified issues feature the inter-industry nature. The socio-economic sphere incorporates the issues of the health care, education, physical education and sports, development of production, social insurance, financial activity of the state. According to the Art. 71 of the Constitution of the Russian Federation in the jurisdiction of the Russian Federation are: establishments of fundamentals of the federal policy in the sphere of the national, economic, environmental, social, cultural development of the Russian Federation; financial regulation; federal budget; federal taxes and charges (p. "f", "g", "h"). In the joint jurisdiction of the Russian Federation and the constituent entities of the Russian Federation are: protection of rights and freedoms of a human and citizen; general issues of education, science, culture, physical education and sports; coordination of the health care issues; protection of a family, motherhood, fatherhood and childhood; social protection including social insurance; setting the general taxation and charging principles in the Russian Federation; administrative, administrative-procedure, labor, family, housing, land, water, forest law, subsoil legislation, environmental legislation (p. "b", "f", "g", "h", "j" Art. 71 of the Constitution of the Russian Federation). Beyond the jurisdiction of the Russian Federation and the authorities of the Russian Federation in respect of the entities of the Russian Federation the constituent entities of the Russian Federation assume all powers of government (Art. 73 of the Constitution of the Russian Federation).

Based on the specified constitutional provisions the public authorities of the Russian Federation may determine the system of forecasting of the socio-economic development of the Russian Federation. Thus, the Federal Law 'Concerning the government forecasting and the programs of the socio-economic development of the Russian Federation' determines the

targets and content of the system of the government forecasting of the socio-economic development of the Russian Federation as well as the general procedure of design of the specified forecasts. At that it was established that the government forecasting of the socio-economic development of the Russian Federation is the system of the scientific substantiated ideas of the trends of the socio-economic development of the Russian Federation based on the market economy laws. The results of the forecasting of the socio-economic development of the Russian Federation are used by making by the legislative and executive authorities of the Russian Federation of the specific decisions in the area of the socio-economic policy of the state.

It shall be noted that the above-mentioned provisions of the Constitution of the Russian Federation also predetermine the norm-setting competence of the public authorities of the Russian Federation in terms of setting the fundamentals of forecasting of the socio-economic development in the constituent entities of the Russian Federation. However, the specified issues are not subject to regulation by the Federal Law 'Concerning the government forecasting and the programs of the socio-economic development of the Russian Federation'.

Along with that the federal law contains provisions concerning separate forecasting documents of the constituent entities of the Russian Federation.

Requirements to the specific documents incorporated in the system of forecasting of the socio-economic development of the constituent entities of the Russian Federation are contained in the budget legislation of the Russian Federation (Tsygichko, 1986).

According to paragraph 1 Art. 169 of the Fiscal Code of the Russian Federation the budget estimate is made on the basis of the forecast of the socio-economic development of the Russian Federation, a constituent entity of the Russian Federation and municipal district is prepared for the period of no <3 years in the procedure specified by the supreme executive authority of a constituent entity of the Russian Federation, the local administration. In the explanatory note to the forecast of the socio-economic development there is provided the substantiation of the forecast parameters including the comparison thereof with the previously approved parameters with indication of the causes and factors of the forecasted changes (Art. 173 of the Fiscal Code of the Russian Federation).

Thus, based on the constitutional provisions, taking into account the specified provisions of the legislation of the Russian Federation the constituent entities of the Russian Federation are authorized to adopt the regulatory acts concerning the regulation of the system of forecasting the socio-economic development of the constituent entities of the Russian Federation (Husainova and Sazanov, 2014).

For the purpose of implementation of the above-mentioned norm-setting competence the relevant legislative acts have been adopted in a number of the constituent entities of the Russian Federation.

Summary: Therefore, another important aspect shall be mentioned that has political complexion and has an adverse effect on the performance of the forecasting functions. It consists in the fact that forecasting as an important component of strategizing is often considered by the public authorities of the constituent entities of the Russian Federation as an efficient instrument in the competition with other regions aimed at attracting the government financial support and investments. As the result in the regional strategies the excessively ambitious goals and tasks are set that are not supported by the real capacities and the forecast estimates are adjusted to these tasks (Kukarekaya, 2013).

In the conditions of the complex federative structure of the Russian State consisting of the territorially, politically and economically separated yet connected by an important role is assigned to the regional forecasting surveys. Identification of the compromise alternatives of development that would meet the common national and regional interests is possible as the result of the joint efforts by the public authorities of the federal and subfederal levels. In this regard the most labor-intensive and detailed portion of work is formed directly by the constituent entities of the Russian Federation as it is important to represent in the regional forecasting documents the targets and possibilities of development of the specific territory.

A forecast is the tool for analysis of the economic policy. It allows obtaining the analytical information that is necessary for managerial solutions. By forecasting of the socio-economic development of territories the objective trends of development of the branches of economy and social sphere are identified, the comprehensive assessment of the socio-economic development of territories is performed, the actions promoting to the operating solution of issues are prepared. This is why, it is important to work out the single understanding of the procedure of making the socio-economic forecast for a region.

Reliable prediction is possible in case of providing the statistics authorities with the quality information. This is why the system of interaction of the territorial state statistics committees with the public authorities of the constituent entities of the Russian Federation and local government authorities shall be improved.

Therefore, forecasting plays the key role in the system of managing the processes of the socio-economic development of a region as the objective function of the decision-making process. Selection of the wrong managerial decisions based on a false forecast may result in negative consequences of development of the regional system.

CONCLUSION

The analysis of the regulatory and legal framework regulating the issues of forecasting the socio-economic development of the Russian Federation and its constituent entities showed the presence of problems that significantly reduce the forecasting efficiency. On the basis of the regulatory documents adopted in the constituent entities of the Federation, it was established that in a number of regions the organization of the forecasting procedure is regulated by documents describing the process of the strategic planning in whole with the minimum concretization in terms of forecasting; in the other regions a separate document with a more detailed description of the forecast design stages has been approved. Moreover, the regulatory acts significantly differ from each other by the logic of construction, definition of the principal terms, the list of the forecast documents as well as by description of the sequence of procedures by the forecast design. Thus on the one hand, different experience in forecasting is accumulated in the constituent entities of the Russian Federation which will allow selecting the best practice in the future and implementing it universally; on the other hand, we observe different interpretation of the forecasting activity defined by the legislation of the regional level and some lack of integration in the methodological procedures of design of the regional forecasts.

During analysis of functioning of the established system of forecasting the socio-economic development of the Russian regions there was also detected a number of other factors hindering or significantly impairing the quality of the regional forecasts. They include: insufficient completeness and quality of the source forecast data, small period for forecasting, insufficient use of methods of the economic-mathematical modeling, absence of the single to all entities of the federation methodological platform for regional forecasting, software and information environment, absence of monitoring and assessment of the actual achievement of the forecast parameters by an independent authority, etc. Table 2 briefly presents the significant problems of forecasting the socio-economic development of regions and possible solutions are formulated.

In the opinion, the implementation of the specified measures aimed at improving the forecasting of the socio-economic development of a region will allow improving the quality of the forecasts designed, ensuring the effective use of calculations in the managerial activity of the regional public authorities.

Table 2: The issues of forecasting the socio-economic development of regions and possible solutions

Issues	Possible solutions
Out-of-datedness, non-uniformity, inconsistency of the legal framework within which the system of forecasting the socio-economic development of regions functions	Improvement of the federal legislation in terms of defining • The conceptual framework • The list, content and structure of the forecast documents for each level of public authorities • Liability for preparation of documents and their adequacy • Criteria of assessment of the forecast quality and procedure of control of the quality of forecast documents prepared
Insufficient quality, completeness and transparency of regional forecasts involvement of the forecasting experts	Continuous monitoring of the economic situation in the region and publication of the monitoring results in the mass media; public discussion of the forecast drafts with
Diversity of the information-software support of the forecasting activity in the regions and scientific-research institutes specializing in forecasting	Implementation on the territory of all constituent entities of the Russian Federation of the single information-analytical complex designed by efforts of commercial structures
The absence of the possibility to perform the deep retrospective analysis of separate socio-economic indicators because of changes in the procedures of indicator calculation, misreporting of the hidden economy	Operative removal of the problem of the data incompatibility for different periods of time by the statistics authorities by means of the data re-calculation according to the new procedure, development and application of the methods of estimation of the hidden economy
Low level of systemacity and flexibility of the forecast estimates, forecasting is performed by the scattered groups of indicators without deep systemic matching	Design and wide application of the economic-mathematical models describing the comprehensive alignment of the socio-economic parameters and allowing to flexibly re-arrange the system of relations in the changeable conditions
Absence of conditions for the active participation in the design of the strategic documents for the region on the part of the representatives of the science, business, civil society	Consolidation of efforts of the regional authorities, higher educational institutions, representatives of the leading economic sectors, banking sector aimed at improving the socio-economic forecasting by means of creation of an independent collective body

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