

ANTI-RECESSIONARY STRATEGY: REGIONAL ISSUES, ADMINISTRATIVE PRIORITIES AND ECONOMIC EFFICIENCY (THE CASE OF RUSSIAN FEDERATION)

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Analysis of the total gross domestic product dynamics since 1991 has been carried out here for further evaluation of economic efficiency of Russian Federation performance. Anti-recessionary activities of the Central Federal District (CFD) regions of Russian Federation are considered. The obtained results indicate that anti-recessionary stability of CFD regions is low. But consequences of the crisis in regions of various types differ substantially. Obviously, state arrangements concerning crisis resistance should be based on typical features of regions. The analysis has shown the inability of public authorities in Russia to



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react operatively to the changing environmental conditions. Besides, anti-recessionary programs do not take into account the typology of regions. In this article the authors offer to reconsider the basic approaches to anti-recessionary public management.

Keywords: public management, anti-recessionary state policy, genesis of problems, typology of regions, crisis manifestations in regions, Central Federal District of Russia.

Introduction

For the last quarter-century the economy of Russia' regions has undergone cardinal changes. Deep integration into the world economic space became one of the acquired key features. Never before regions participated in sharp struggle for leadership in global competition. Never before technical and technological backlog of industry took up so sharply. So, the dependence on external conditions in industrially developed countries in this regard is really significant.

Nowadays in the Russian Federation questions related to increasing efficiency of regional development public management gain special relevance and social importance. The activity of state authorities should be considered in the context of contemporary civil society development.

Public management at all levels should provide anti-recessionary development of regions so that all of them could achieve balanced development, thus leading to sustainable development of the country overall. Stability of relations between the centre and regions is to a larger extent predetermined by a combination of federalism and unitarism in regional policies. Federalism, in this context, implies, inter alia, the aspiration to adapt the system of administrative and territorial organization to natural, socioeconomic, geopolitical and historical specifics of various regions. From the unitarism positions, Russia is regarded as a single integral state subordinate to common laws of socioeconomic development.

The relevance of this research subject is also caused by the necessity of having a development strategy and mechanisms to increase anti-recessionary stability of the country by means of qualitative modernization of economy and improvement of its regions' management. Thereupon, the key trends in regional development public management depending on the existing type of CFD regions are also outlined in this article.

Literature review

Mutual relations and interference of person and society, the citizen and the state, their place and role in political processes have been numerous times studied since the times when the very concepts of community, power and statehood emerged. For our research specifically of particular interest and relevance are the works of Russian scientists A. Navoy (2009), O.A. Nikiforov (2009), S. A. Suspitsin (2015).

The recent period of state administration theory development is characterized firstly by the development of system approach and its application to the achievements of state administration practical purposes.

The first to apply the system approach to studying various processes and phenomena was Ludwig von Bertalanffy (1950). Later on, in the second half of the previous century the system approach became the basis for regional development management. Regional

development management began to develop as a rather independent school, closely associated though with the state theory, social management theory, management of socio-economic systems, administrative law etc.

D. Easton (1990) outlined the fundamental processes of state activity (as "input", "conversion", "output") and also described the support as "incoming" factors in state administration, while decisions and actions – as "outcoming" factors.

Spreading this point of view onto regional research and regional anti-recessionary policy implementation we will consider it as one of "proceeding" factors in public management.

The applied relevance of state administration science consists in application of theoretical evidence to state-management systems' analysis. In this regard we would like to note the papers by S. Rosefield (2002), M. Emery and C. Flora (2006), D. Yuill (1999) etc.

The following logical stage in the related research would be improvement of state administration systems and development of various stimuli to be applied in certain conditions. Here we would like to note the papers by K. Alien and D. Yuill (2007), D. Pinder (2010) etc. These researchers examined the issues of European public management improvement, focusing on the factors of promoting or hampering state administration system stability.

In Russia, already in the 21st century such researchers as A. Adamesku, A. Granberg, V. Kistanov, P. Semenov, J. Tihomirov, B. Shtulberg (2003), S. A. Suspitsin (2015) etc. examined various issues related to state-management systems' functioning.

The questions of contemporary state administration in the Russian Federation are most complex and debatable. This is because state administration today is still using the heritage of the Soviet Union governmental planning. During the early period in the formation of a post-Soviet policy of socioeconomic development for Russia theories concerning incompatibility of market economy with state administration (Yakunin et al., 2008) were used quite often. However, real managing practice shows that in all developed countries the state (represented by federal and regional authorities) initiates and supervises all economic and social reforms. The state functioning as a single control and management centre in the period of crisis overcoming is especially important.

Methodology of the research

Some statistical materials such as foreign and Russian analytical reviews published in public press; statistical data of the Russian State Committee on Statistics; information and analytical materials of Russian Federation authorities; statistical materials received upon the authors' inquiry etc. have served as the information base for our research.

The core problems of Russia's public management in contemporary history since 1990 have been considered in this article. Special attention has been given to the state of Russian economy and its regions since 2009. The choice of such a time period has been predetermined by several subjective and objective factors. One of the objective factors is the duration of time interval. According to experts, for revealing the results of state regulation on the basis of economic indicators, the minimum length of retrospection should be no less than 6-8 years (Logunov, 2014; Pinder, 2010).

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The subjective reasons of time interval choice are the following. The research period was characterized by some significant political, social and economic events which had exerted influence on all Russian society, including public management.

Calculating the Crisis-Resistance Ratings for Each CFD Region.

The typology of Russia's regions was developed by the Ministry of Regional Development back in 2007 (The Typology, 2007). The regions were divided into three basic types, 2 subtypes in each:

- "Growth-driving regions":
cities of global significance
Centers of Federal Importance
- "Backbone regions":
regions of primary production
regions of old industrial orientation
- "Depressed regions":
"not in crisis" regions
regions in crisis.

To assess the state of real economy (RE), we took into account the following parameters: the industrial production index, the growth rate of electricity consumption, the agricultural production index, the growth rate of companies' revenues, the percentage of past-due indebtedness to legal entities, the growth rate of loans issued to legal entities, retail sales growth, the growth rate of private sector services and the size of this market.

Investment attractiveness (IA) was calculated on the basis of average per capita investments in fixed assets, volumes and rates of growth in construction works, housing construction, and the percentage of profitable enterprises.

The indicator "Income and Employment of the Population" (IE) was formed on the basis of consumer price index, the growth rate of population real income, the ratio of salaries to the cost of a fixed basket of goods and services, past-due debts on wages and utilities, the growth rate of loans to individuals, and the unemployment rate.

The budget system (BS) was characterized by the growth rate of budget revenues and the share of current expenditures expressed as percentage of total expenditures. The composite index (CI) was formed on the basis of all the parameters mentioned above.

We suggest calculating the crisis-resistance ratings for each region by determining the total number of social and economic characteristics of the region and the share of values being higher than the median for Russia overall.

Determination of public management success through dynamics of Russia's Gross Domestic Product

It has been offered to use the value of gross domestic product (GDP) as a criterion of public management success. The value of gross domestic product is the size of aggregate market value cost of made production, performed work and services rendered per year in all the branches of national economy.

GDP indicator is significant for economy in general. It is often used as the characteristic of manufacture results, economic level, rates of economic growth, general performance analysis etc. Public management provides conditions for these results to be

achieved. Therefore, studying gross domestic product and its structure in dynamics can serve as one of the criteria of public management efficiency (Figure 1).

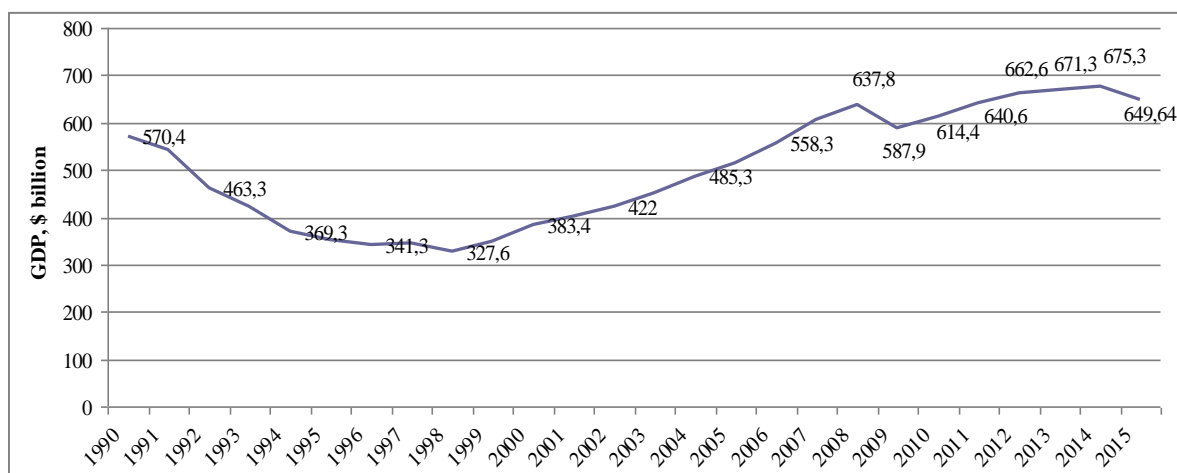


Figure 1 - Gross domestic product of Russia by years in stable prices

As of 1990 in the period 1990-2015

(Source: Russian Statistical Year-Book, 2015)

The analysis has shown that after the Soviet Union breakdown back in 1991 the gross domestic product began to decline sharply. According to some experts, during this period Russia has been overtaken (in GDP) not only by economically developed countries, but also by some developing ones such as Republic of South Africa, Thailand, Mexico etc. In the early 1990s, according to the results of the first years of economic reforms, about 30 countries left Russia behind in terms of gross domestic product size (Glazyev, 2010).

By 2000 the economy of Russia has fully shifted to the market way of administration. New external and internal economic ties providing country's further development have been established. Accordingly, gross domestic product growth had been outlined. However, only in 2008 Russia gross domestic product in comparable prices exceeded the value of 1990.

The world financial crisis in 2007-2009 affected Russia with some delay. Only in the second half of 2008 the economic indicators of the country's development decreased. The most essential economic fall was observed in 2009. Only in 2011 the indicators of gross domestic product have reached the pre-crisis point and continued growing till 2013. In 2014 only 9 countries - USA, China, Japan, Germany, France, Great Britain, Italy, India and Brazil overtook Russia in terms of gross domestic product volume (Kalabekov, 2016).

Further breach of foreign economic relations caused by the Ukrainian and Middle Eastern military conflicts in parallel to sharp reduction of oil prices led again to the crisis in 2015. It is natural that gross domestic product of Russia has decreased again. However, the fall was not that essential as compared with the 2009 crisis.

Economic crises are clearly visible if we present the data on gross domestic product per capita graphically (Figure 2).

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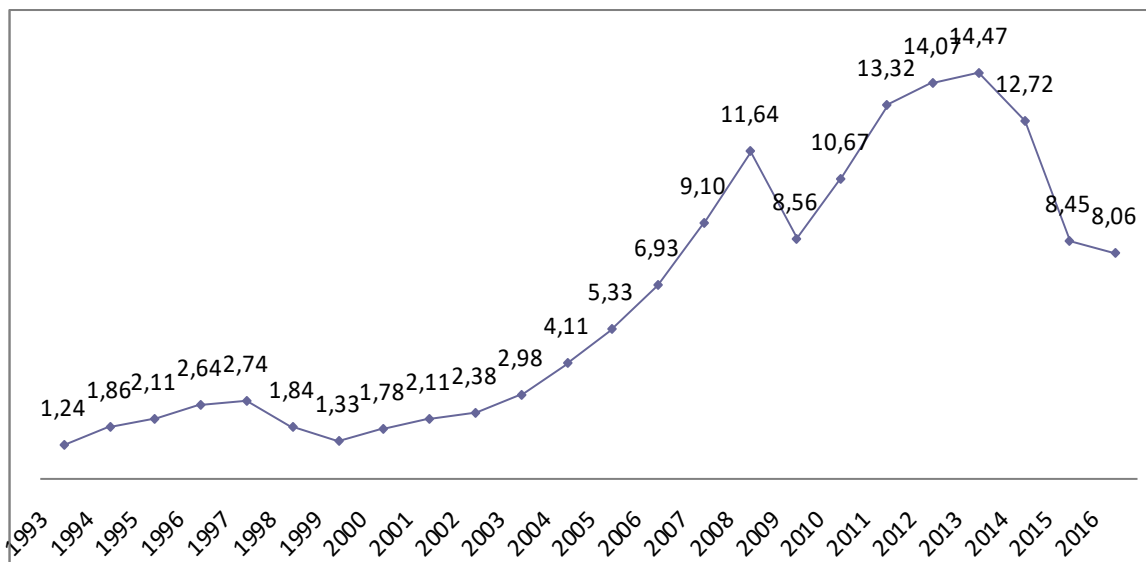


Figure 2 – RF gross domestic product per capita during 1993-2016, thousand USD
(Source: International Monetary Fund, 2016)

Russian gross domestic product per capita in 2015 was lower than back in 2009 (GDP of Russia per Capita in Years: 1993-2016, InvestorSchool.Ru).

Thus, the analysis of the indicator of the country economic efficiency has shown the inability of governmental authorities of Russia to react operatively to quickly changing external conditions. Therefore, the key approaches to state anti-recessionary management should be revised.

The impact of the world economic crisis of 2008-2010 on the Central Federal District regions' development

As a result from the 2008-2010 crisis, the overall production and capital investment in CFD regions fell dramatically when the crisis extended to Russian economy. Most of the regions saw their industrial production index drop by more than 20% in the first half of 2009 (Table 1). In January 2009, none of the regions in question managed to achieve industrial-output growth. Not many of the CFD regions managed to maintain their capital investment growth rates. In most of them, the decline exceeded 20% by September 2009 (Reports on the social and economic situation, 2009).

During the crisis the state actively helped these regions. In 2008-2009, all CFD regions received financial support from the federal budget, including funding of anti-crisis measures. All 18 CFD regions were subsidized and got grants from the federal budget for further budgetary security leveling.

As a way out of the serious economic crisis the public authorities developed “The Program of Anti-Recessionary Measures of the Government of the Russian Federation for 2009” (The Program of Anti-Recessionary Measures). The program provided essential help for regions. The package of measures was supposed to provide more favorable conditions for regional industries' activation and services' more active development.

Table 1 - Economic Development Indicators for CFD Regions in 2009
(Authors' Calculations)

Region	Industrial Production Index												Capital Investment Growth Rate											
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII
Belgorod Region	D	G	G	G	D	G	G	G	G	G	G	G	G	G	DD	DD	DD	DD	DD	DD	G	G	D	G
Bryansk Region	DD	DD	DD	DD	DD	DD	DD	DD	D	DD	D	G	D	DD	DD	D	D	D	D	DD	D	D	D	D
Vladimir Region	DD	DD	DD	DD	DD	DD	DD	DD	D	DD	D	D	D	G	DD	D	D	D	D	G	D	D	D	D
Voronezh Region	D	D	D	D	D	G	G	D	D	G	G	G	D	DD	D	D	D	D	D	G	D	D	D	D
Ivanovo Region	DD	DD	DD	D	D	DD	DD	DD	DD	DD	D	D	G	G	G	G	G	G	G	DD	G	G	G	D
Kaluga Region	D	G	G	G	DD	DD	DD	DD	DD	DD	D	D	G	G	D	D	G	DD	DD	G	G	G	G	G
Kostroma Region	DD	DD	DD	DD	DD	D	D	DD	D	G	DD	D	D	DD	DD	DD	DD	DD	DD	DD	D	DD	DD	DD
Kursk Region	DD	D	DD	D	D	D	D	G	G	G	G	G	G	G	DD	D	G	D	D	DD	G	G	D	D
Lipetsk Region	DD	DD	DD	DD	DD	D	D	D	D	D	D	D	G	DD	G	D	DD	DD	DD	D	G	D	D	G
Moscow Region	D	DD	D	D	DD	D	D	DD	DD	D	D	D	DD	D	DD	DD	DD	DD	DD	DD	DD	D	DD	DD
Orel Region	DD	DD	DD	DD	DD	DD	DD	DD	G	D	D	DD	G	DD	DD	DD	DD	DD	DD	DD	G	G	D	D
Ryazan Region	DD	DD	DD	DD	D	D	D	D	DD	D	DD	D	G	DD	D	D	D	DD	DD	DD	G	G	D	D
Smolensk Region	DD	D	D	D	DD	D	D	D	DD	DD	D	D	G	DD	DD	DD	DD	DD	DD	DD	G	D	D	G
Tambov Region	D	DD	D	G	G	D	D	D	G	G	D	D	G	G	G	DD	DD	G	DD	D	G	D	G	G
Tver Region	D	DD	DD	DD	DD	D	D	DD	D	DD	D	D	G	G	G	G	G	DD	G	D	G	G	G	G
Tula Region	D	DD	G	D	D	D	D	DD	G	G	D	D	G	DD	DD	DD	G	DD	DD	G	G	G	G	G
Yaroslavl Region	DD	D	D	DD	DD	DD	DD	DD	DD	D	D	DD	D	DD	G	G	D	DD	DD	G	D	D	DD	D
Moscow City	DD	DD	DD	DD	DD	DD	DD	DD	DD	D	DD	DD	G	DD	D	DD	DD	DD	D	DD	G	D	G	G
Regions with G	0	2	3	3	1	2	2	2	5	6	3	4	12	7	5	3	5	2	2	5	12	8	6	8
Regions with D	7	4	5	6	6	9	9	5	6	6	12	11	5	1	4	7	5	4	5	3	5	8	10	8
Regions with DD	11	12	10	9	11	7	7	11	7	6	3	3	1	10	9	8	8	12	11	10	1	2	2	2

Legend: G=growth; D~decline of less than 20%; DD=decline of more than 20%

In 2010, only 16 regions remained to be subsidized. Moscow City Region and Lipetsk Region returned to the category of donor regions. The greatest amount of subsidies per capita was assigned to Ivanovo, Tambov, Orel and Bryansk regions.

The anti-recessionary program of Russia's government has yielded positive results. Economic situation in the world has also changed for better. The data analysis (Table 1) demonstrates that CFD regions have started to show some improvement of their economic development indicators already in November-December 2009.

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Key trends in anti-recessionary public management

The most widespread concept of anti-recessionary regional development regulation, fixed in most managerial documents and programs lately, is either crisis management, or management directed to withdraw the region from its critical state. In this case anti-recessionary measures, as a rule, have the character of intervention operation directed at prevention of further deterioration in regional activity (Navoy, 2009; Alien & Yuill, 2007). In this case, long-term strategy of regional development is not considered as such.

Anti-recessionary programs in nearly all cases do not take into account regional typology. In general, anti-recessionary stability of CFD regions is quite low today. But, as our research has shown, consequences of crisis in regions of various types differ substantially. Obviously, state arrangements concerning crisis resistance should be based on typical features of regions.

In our opinion, according to these types of anti-crisis measures, the administrative logic in the process of anti-recessionary activities development within regional policy can be based on three essentially different positions:

"Passive". Such approach is based on the expectation of crisis termination (Glazyev, 2010). Regional authorities actually avoid active means of management as such. Backward regions, being quite satisfied with the federal grants obtained, count on the situation improvement in the country and subsequent further finance inflow. Newly "depressed" subjects of the Russian Federation count on the stabilisation of economic processes at the international level which should later generate a new wave of demand and better prices for the leading products of regional export.

State intervention under this anti-recessionary regional policy model choice adds up to development of mechanisms of "geo-fair" grants providing social living wage. However, it also means expenses' reduction and budget cuts as well as closer monitoring of the social and economic situation and political stability in regions.

"Half-hearted". In this case anti-recessionary measures are directed at crisis lightening and (in the longer term) at overcoming its consequences. The crisis causes are not analyzed properly. Hence, a new regional policy that cardinally change management structure and functions is not developed either. In this situation the state fairly actively develops and realizes stabilization efforts, which provide integrity of the country and its economic space. However all these efforts are directed at problems lightening only. Thus, anti-recessionary measures have a rather "catching up" character. Firstly, halfness of such measures does not touch on the crisis principal causes. And secondly, it is not able to prevent future crisis.

"Active". It is the most labor-intensive and cost-based policy. In the light of this position it is necessary to use cleaning and mobilizing instruments as much as possible. Development and realization of this policy demands the fullest set of state and regional retaliatory anti-recessionary measures. The crisis causes are carefully analyzed and removed; the new model of regional development is elaborated.

Anti-recessionary regional management from the point of "active" position includes the following key stages:

- diagnosis of long-term and operative causes of crisis situations in the society, economy, regional natural environment;
- analysis of character and depth of crisis penetration in various regional activity;

- detection of internal and external control problems which have led to changing properties of the regional socioeconomic system and lowered (or strengthened) its anti-recessionary resistibility;
- determination of targeted guidelines for socioeconomic development regulation;
- setting the regional development priorities;
- development of mechanisms and methods to be further used in all "improvement" procedures;
- control over anti-recessionary actions at regional and state levels.

Only "active" position of a regional economy promotes its way out of the crisis not only with minimum losses, but with acquired development potential, it also reduces crisis vulnerability in the future. Thus, economic and financial regional stability raises, while economic, social and political sovereignty of the country improves as well.

Conclusion

Our research revealed the economic crisis patterns of influence on various types of regions. On the one hand, the crisis impact on depressed regions was softened due to their low level of integration into the global economy. On the other hand, high dependence on uncontrollable external conditions caused a number of industrialized and affluent CFD regions to fall far behind; thus, Russia faced the emergence of newly depressed territorial entities in 2009. Our research has shown that the key reason behind the emergence of these newly depressed regions was the disparity between state and interstate structures. The development gap is expanding most rapidly and most unexpectedly in this area. It is difficult to prevent regions from becoming depressed, as this process depends mostly on external factors. In this situation, the role of the state as a central administrator and coordinator always grows.

The support for economic development through the extraction and primary processing of natural resources exacerbates the environmental problems in most of the CFD regions. In the old industrial and mining regions, this can lead to direct violations of environmental safety. Concentration of economic activity in individual growth hotspots, most of which are located in the relatively affluent CFD regions, tends to exacerbate the developmental imbalance among the regions. Furthermore, this violates the principle of territorial justice, which asserts that conditions of fundamental equality must be created among the regions as they are in pursuit for their own development strategies.

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