

DOI: [10.55643/fcapter.6.47.2022.3851](https://doi.org/10.55643/fcapter.6.47.2022.3851)
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Received: 01/09/2022

Accepted: 10/10/2022

Published: 30/12/2022

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INSTITUTIONALIZATION OF STRATEGIC PLANNING OF FOREIGN ECONOMIC POLICY: THE SWISS EXPERIENCE AND PROSPECTS FOR UKRAINE

ABSTRACT

The article is devoted to the analysis of institutionalization features of strategic planning of economic policy, particularly Ukrainian foreign economic policy, identifying problems in this direction and forming proposals for their decision. Using the comparative method, the experience of strategic planning of Swiss foreign economic policy, as a country that undoubtedly deserves the status of one of the world's leading economic centers, and Ukraine is analyzed and compared. It is proved that the lack of institutionalization of strategic planning in Ukraine leads to a breach of consistency and coherence in the implementation by state authorities as economic policy in general, and its separate directions, in particular the foreign economic policy. Based on the Swiss experience, the expediency of using the cascade model in the process of strategic planning for the implementation of state foreign policy, as well as of Ukrainian legal regulation modernization by strengthening the legal mechanisms of adoption of strategic documents is argued.

Keywords: institutionalization of strategic planning, foreign economic policy, legal mechanisms, legislative, Switzerland, Ukraine, strategic documents

JEL Classification: F17, K20, O24, O38

INTRODUCTION

As is well known, effective implementation of public policies cannot be achieved without a developed and effective system of strategic planning. The experience of foreign countries shows that the basis of their economic breakthrough was the transition to long-term strategic planning for the development of the national economy and its directions. It's about the long-term strategic nature of State economic policy, particularly foreign economic policy. The absence of a policy document (development plan) and the existence of a variety of ministerial and sectoral strategies and programs (often conflicting) is one of the main reasons for the ineffectiveness of the system of State regulation of Ukraine's foreign economic activity.

However, according to Ukrainian legislation, forecasts are only scenario-based, justifying economic options in response to changes in the external environment and the macroeconomic policies implemented in the country. In article 1 of the Law of Ukraine On State forecasting and the formulation of programs for economic and social development, it is stated that State forecasting of economic and social development is the evidence-based forecast of the direction of the country's development, separate sectors of the economy...". Therefore, the role of forecasts should be changed (to be more precise, reduced) to the mere fact that it is one of a number of other documents that are taken into account in the formulation of a country's policy strategy. Consequently, both state economic policy in general and foreign economic policy, in particular, should focus not on forecasting indicators but on indicators included in the general (strategic) plan for its implementation. This highlights the feasibility of legislative institutionalization of State strategic planning and providing the higher status of the strategy in the document hierarchy of implementation of foreign economic policy.

LITERATURE REVIEW

In general, the main concepts, tools, principles, and other elements of strategic planning have long been in the field of view of a significant number of leading scientists at both domestic and international levels.

In particular, the analysis of relevant aspects is focused in the works of such Ukrainian scientists as Gorbulin V., Dzhabrailov R., Zhalilo J., Zadykhailo D., Mamutov V., Ustymenko V., Svystovych M., and others. In their works, the authors mostly note the need to strengthen strategic economic policy planning. Among foreign studies on relevant topics should be highlighted works of John Lewis Gaddis, Charles Hill, Michael Howard, Paul M. Kennedy, William C. Martel, and others.

Despite the fact that the topic of strategic planning is not new and has been heavily discussed and researched, a unified solution for the institutionalization of strategic planning at the national level was not found. At the same time, the named thematic area turned out to be insufficiently scientifically developed from the point of view of economic and legal science, in economic and legal projection.

There are many case studies on the role of strategic planning. The work of Louis Albrechts, Alessandro Balducci, and Jean Hillier "Situating Practices of Strategic Planning" [1] particularly attracted our attention. In the mentioned research the authors discuss the merits and the pitfalls of strategic planning. The article by Daniel W. Drezner "Avoiding Trivia: The Role of Strategic Planning in American Foreign Policy" [2]) is also very profound. In the said article, the author critically assesses the past and future role and impact of long-term strategic planning in the foreign policy of the USA and discusses if it is indeed that strategic planning is a viable concept in 21st century foreign policy. Despite the fact that there is a number of articles available, features of institutionalization of strategic planning of foreign economic policy at the national level remain insufficiently researched. In particular, there is currently no legal mechanism for adopting such documents at the state level. Thus, some proposals of the researchers may be applicable in the argumentation of the expediency of strategic planning of the foreign economic policy of Ukraine.

AIMS AND OBJECTIVES

The purpose of the article is to analyze the features of institutionalization of strategic planning of economic policy, in particular foreign economics, in Ukraine, to identify problems in this direction and to form proposals for their solution. Thanks to the comparative method, it is expedient to analyze and compare the experience of strategic planning of Switzerland's foreign economic policy, as a country that undoubtedly deserves the status of one of the world's leading economic centers, and Ukraine; determine the feasibility of introducing relevant experience at the domestic level.

METHODS

The analysis of the strategic planning of foreign economic policy of two countries – Ukraine and Switzerland - is carried out through a comparative method. The choice of Switzerland as a target and example country for comparative research is made due to its substantial place in the world financial market. Switzerland is one of the most competitive and sustainable economies in the world (in particular, according to the ranking of global competitiveness [3] in 2021, Switzerland ranks first among other countries; in terms of GDP per capita in 2021, Switzerland ranks third among other countries) [4]. In addition, Switzerland, according to the economic study "Why Nations Fail: The Origins of Power, Prosperity and Poverty" - is a country with inclusive economic institutions [5].

RESULTS

According to Article 10, paragraph 1, of the Economic Code of Ukraine, foreign economic policy is one of the main directions of economic policy. The implementation of the policy in the relevant areas is based on the provisions of domestic and international legislation and obligations assumed by Ukraine in accordance with the agreements with European and world partners.

Currently, certain issues of foreign economic policy in Ukraine are regulated by the Constitution of Ukraine, the Economic Code of Ukraine, the Laws of Ukraine "On Foreign Economic Activity", "On the Principles of Domestic and Foreign Policy", "On the Fundamentals of National Security of Ukraine", etc.

Economic strategy and economic tactics are defined as forms of implementation of such policy (as one of the directions of economic policy) at the legislative level (Article 9 of the Economic Code of Ukraine). In particular, the economic strategy

shall be understood as the state-determined line of the economic policy, long-term and targeted upon resolving of large-scale economic, social, and cultural issues, securing economic safety of the state, preserving and augmentation of its economic capacity and national wealth, an increase of the public well-being (part 2, 3 of article 9 of the Economic Code of Ukraine). In addition, the Law of Ukraine "On State Forecasting and Elaboration of Ukraine's Economic and Social Development Programs" is currently in force. According to article 1, paragraph 2, of this Law, "the forecast of economic and social development is a means of substantiating the choice of one or another strategy and making concrete decisions by state bodies, local self-government bodies regarding the regulation of socio-economic processes".

It should be noted that neither the coded act nor the Law of Ukraine "On State Forecasting and Elaboration of Ukraine's Economic and Social Development Programs" contain a clearly defined legal concept of "strategic planning document" or "strategy", distinct features of the document of strategic planning from other normative and legal acts adopted by state authorities, etc. In particular, the commentary to article 9 of the Economic Code of Ukraine states that formalization of political goals and tasks, means and methods of their realization, making their content normative character is carried out by the adoption of legal acts, provided by the Constitution of Ukraine. First of all, these are the principles of domestic and foreign policy, which are defined by the Verkhovna Rada of Ukraine (article 85, paragraph 5, of the Constitution of Ukraine), national programs of economic, scientific, technical, social, national and cultural development, the protection of the environment, which it approves (article 85, paragraph 6 of the Constitution of Ukraine), the Programme of Activity of the Cabinet of Ministers of Ukraine approved by the Parliament (article 85, paragraph 11 of the Constitution of Ukraine) [7].

At the same time, as rightly pointed out by D. V. Zadyhailo "formation of state policy, the process of coordination of its provisions with the main subjects of public relations of the respective spheres of government, taking into account the various consequences of the implementation of such policy cannot be limited only to state forecasting and development of appropriate state programs". The scientist concludes that "the content of article 9, paragraph 4, of the Economic Code of Ukraine should have a more concrete form, in particular, contain a closed list of types of special-purpose normative-legal acts to fix provisions of the state economic policy in a particular sphere of economic activity". In the opposite case, it is unclear in which category the strategic and conceptual documents that are accepted today in Ukraine and which are not in the direct sense of forecasts or programs [8].

It should be noted that some regulations contain the concept of thematic strategies. In particular, the Law of Ukraine "On the national security of Ukraine" defines the strategies of national security, military security, cyber security, public security and civil defense, development of the defense-industrial complex of Ukraine. At the same time, domestic practice is aware of cases of adoption by the Cabinet of Ministers of Ukraine the documents called "strategy", in which the definition of such a document is not provided either in the Law regulating such activities or at the level of the such strategy document. In this case, the "Strategy of State Migration Policy of Ukraine" for the period up to 2025 attracts attention. It is stated in the text of the normative legal act that the "Strategy of State Migration Policy of Ukraine" is a "conceptual document in the field of migration" and is developed "in accordance with the Constitution and laws of Ukraine, international obligations of the state, long-term programs of socio-economic development of the state". As you can see, the developers of the "Strategy of State Migration Policy of Ukraine" for the period up to 2025 equate strategic documents with conceptual documents. But they are different in structure, content, and hierarchy. In addition, neither the Constitution of Ukraine nor the legislation referred to in the text of the strategic document contains the term of the strategy, the mechanism of its development, and its adoption.

Appropriate legislative approaches have created a kind of vacuum in the implementation of certain areas of economic policy, in particular, foreign economic policy. Thus, according to the results of the analysis of the development of the foreign economic activity, particularly in 2010-2011, a number of negative factors (which, according to experts' positions, caused the necessity of developing the framework of Ukraine's foreign economic policy for the medium- and long-term periods) were identified. On this basis, the Concept of the draft Law of Ukraine "On Principles of Foreign Economic Policy of Ukraine for the mid- and long-term periods" was developed (the document approved by the Cabinet of Ministers of Ukraine resolution № 413-r dated June 27, 2012). The purpose of the Concept was "to define the ways of legislative regulation of the formation of a coherent state foreign economic policy for the medium and long term periods", in particular, development and adoption of the basic law of Ukraine "On bases of foreign economic policy of Ukraine for the medium and long term periods", in which it is necessary to provide: (1) definition of the concept "state foreign economic policy"; (2) principles of implementation of state foreign economic policy; (3) directions of foreign economic policy in integration processes and relations of Ukraine with the EU, CIS, Asia-Pacific region, Latin America, Africa, Near and Middle East, as well as within the framework of interstate agreements; (4) main directions of development of domestic production, service sphere, as well as increase of export potential; (5) stages and tasks of realization of state foreign economic policy; (6) mechanism of realization of foreign economic policy of Ukraine at the state and regional level; (7) the system of interaction between state and local authorities during the formation and implementation of foreign economic policy of the state [11].

However, until today the provisions of the above-mentioned normative-legal act remained only on paper (without execution).

Subsequently, the draft law "On State Strategic Planning" was registered in the Verkhovna Rada of Ukraine "...[12], which defined the legal, economic, and organizational principles of formation of the coherent system of state strategic planning of the country's development, established the general procedure of development, adoption, implementation, monitoring, evaluation, control of state strategic planning documents, as well as the powers of the participants of such planning", and would have to start developing and implementing the strategy, including foreign economic policy. However, the relevant document never became the law, in particular, because of the absence of the term "strategy" in the Constitution of Ukraine (Article 85, paragraph 6, of the Constitution of Ukraine, provides for the development of national programs) [13].

The next attempt at legal institutionalization of state strategic planning took place in 2017. Thus, the Department of Economic Strategy and macroeconomic Forecasting of the Ministry of Economy of Ukraine has developed and published on the official website the draft Law of Ukraine "On State Strategic Planning" dated 05.12.2017 for discussion [14]. However, information about the results of such discussion as well as what became of this document not available.

On the basis of the above, it is possible to conclude that the issue of legal regulation of the formation of a coherent system of state strategic planning of Ukraine's development, in particular, implementation of foreign economic policy, has been initiated several times, but has never received the form of implementation in the form of a law. As a result, it should be noted that there is no single approach to the adoption of the relevant documents. However, there is no doubt about the necessity of its (approach) legislative expression, including preventing cases of the legislative inconsistency of the actions of state bodies, and the President when developing and implementing strategic documents.

This can be clearly shown in the example of strategic documents that mediate the implementation of Ukraine's foreign economic policy.

For example, some aspects of the implementation of the relevant policy, in particular international cooperation, are reflected in Direction 5 "International economic policy and trade" of the National Economic Strategy for the period up to 2030, which was approved by the order of Cabinet of Ministers of Ukraine on March 03, 2021, № 179. The previous strategic document on relevant issues called the Strategy for Economic and Social Development of Ukraine "Towards European Integration" for 2004-2015, was adopted by the President's Decree № 493/2004, April 28, 2004.

In addition, some aspects of the foreign economic policy are reflected in the Strategy of the foreign political activity of Ukraine on August 26, 2021 (in particular, the strategy outlines economic diplomacy as one of the directions of foreign political activity, which purpose is to "represent Ukrainian goods (works, services) on key world markets, ensure the protection of Ukrainian economic interests", certain paragraphs provide for deepening of cooperation in trade and economic spheres with Romania (paragraph 122); People's Republic of China (paragraph 125); Japan (paragraph 126); Brazil (paragraph 127), Republic of India (paragraph 128); Belarus (paragraph 136); Balto-Black Sea region (paragraph 131), the Balkan region, etc.) Thus, the structure and connection of strategic documents that mediate Ukraine's foreign economic policy can be presented as follows (Figure 1).

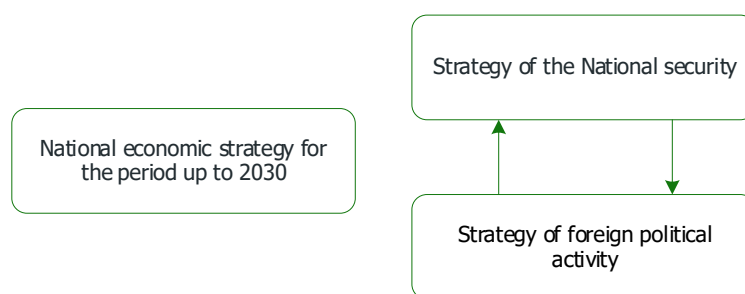


Figure 1. Structure and connection of strategic documents that mediate Ukraine's foreign economic policy. (Source: compiled from the data of the website: <https://www.rada.gov.ua/>).

It should be noted that the Strategy of Foreign political Activity was developed by the National Security and Defense Council and implemented by the Presidential Decree № 448/2021 of August 26, 2021.

At the same time, according to paragraph 1 of the Regulation on the Ministry of Foreign Affairs of Ukraine, approved by the Cabinet of Ministers of Ukraine decree № 281 of March 30, 2016, the Ministry of Foreign Affairs of Ukraine is the main body in the system of central executive bodies, which ensures the formation and implementation of state policy in the

sphere of foreign relations, in particular by elaboration and provision in due course to the President of Ukraine, the Verkhovna Rada of Ukraine and the Cabinet of Ministers of Ukraine proposals and recommendations on the strategy and tactics of relations and cooperation of Ukraine with foreign states and international organizations (paragraph 3, item 33).

Meanwhile, the Cabinet of Ministers of Ukraine, as the supreme body in the system of executive bodies, should ensure (1) implementation of the principles of such policy (defined by the Verkhovna Rada of Ukraine), as well as (2) development and adoption (in order to implement these principles) of draft normative legal acts (Article 12 of the Law of Ukraine "On the Principles of Domestic and Foreign Policy").

In turn, in accordance with Article 12 of the Law " On the Principles of Domestic and Foreign Policy ", "the President of Ukraine exercises authority to determine and implement the principles of foreign policy by addressing with annual and extraordinary messages to the Verkhovna Rada of Ukraine on the internal and external situation of Ukraine, proposing the definition, adjustment of the principles of domestic and foreign policy taking into account the internal and external situation of Ukraine...", and the National Security and Defense Council of Ukraine – "by consideration at its meetings strategic issues of national security and defense, coordination and supervision of central and local executive bodies in the areas of national security and defense".

As we can see, when the decision of the National Security and Defense Council of Ukraine dated July 30, 2021 "On the Strategy of Foreign Political Activity of Ukraine" was developed and implemented, state bodies (President and NSDC) exceeded the powers to determine and implement the principles of foreign policy.

It is also noteworthy that the National Security Strategy of Ukraine approved by the Decree of the President of Ukraine of September 14, 2020, № 392/2020 (the document having lower legal force than the law), inter alia considers the Strategy of foreign political activity as documents of "planning in the areas of national security and defense (paragraph 66), which should be developed by the National Institute for Strategic Studies (paragraph 68)". Such an approach can be identified as an attempt to legalize the possibility of violation of the requirements of the Law of Ukraine "On the Principles of Domestic and Foreign Policy" in terms of the powers to determine and implement the principles of foreign policy. At the same time, it should be noted that, for example, the Strategy of State Migration Policy of Ukraine for the period up to 2025, which includes issues on the national security of the state (in particular, measures on border control are aimed at (1) preventing and counteracting a wide range of threats to the state border security; (2) identification of persons who could pose a threat to the national security of the state, etc.), was developed by the relevant ministry and approved by the order of the Cabinet of Ministers of Ukraine of July 12, 2017, № 482-r).

The above examples illustrate the existence of conflicts of competence between state bodies and the President of Ukraine in the adoption of strategic documents. Moreover, the absence of a legally defined mechanism (the order of acceptance, binding nature, time frame, etc.) of their adoption leads to the chaoticness of this process (in particular, strategic documents either are not developed in general or are developed on an irregular basis) (Table 1).

Table 1. The procedure for adopting strategic documents that mediate Ukraine's foreign economic policy. (Source: compiled from the data of the website: <https://www.rada.gov.ua/>)

The name of the normative legal act	The authority that approved the normative legal act	Periodicity of the normative legal act
National economic strategy for the period up to 2030	The Cabinet of Ministers of Ukraine order № 179 of March 3, 2021	Not defined
Strategy for Economic and Social Development of Ukraine "Towards European Integration" for 2004-2015	The President's decree of April 28, 2004, № 493/2004	Not defined
Strategy of foreign policy activity	The President's decree of July 30, 2021, № 448/2021	Not defined

Thus, Article 253 of the Strategy of Foreign Political Activity of Ukraine (developed for the first time [15]) states that this document is a "medium-term planning document", but the period of validity of such a strategy is not clearly defined, which undermines the ability to implement its vectors in real-time. At the same time, paragraph 3 of the above-mentioned document includes the task for the Cabinet of Ministers of Ukraine to approve, within two months, the action plan for implementation of the "Strategy of Foreign Political Activity of Ukraine" for the mid-term period. However, until now, this task remains a challenge. As a result, we can confidently speak about the formal nature of the Strategy of Foreign Political Activity of Ukraine (in particular, the document does not provide clear time frames for its implementation, and implementation plans are not prepared (with violation of the terms of such preparation), which makes it impossible to assess the

results of the implementation of the strategic document, identify responsible subjects and bring them to justice in case of non-compliance, etc.).

In the analysis of the domestic experience of strategic planning of foreign economic policy implementation, it would be prudent to undertake a comparison with the relevant process in Switzerland, where the Federal Council of the country provides greater coordination in foreign and domestic policy using the cascade model of strategic planning.

In general, the cascade methodology was first introduced in 1970 by the American computer scientist Winston W Royce - although he did not actually use this term for its description - in his article entitled "Managing the Development of Large Software Systems" [16]. The first mention of "Cascade" is often attributed to the article written by Thomas E. Bell and Thomas A. Thayer in 1976 [17].

The Cascade method is a traditional project management methodology that takes a clear idea of the project to completion through a sequential series of linear steps, tasks, and hand-offs. This simple and somewhat rigid method uses early planning and evaluation to define and document project requirements for execution. The cascade methodology is based on the visual timeline – or Gantt chart – of the project. This allows you to easily see how much time each task should take, who should be working on it, and in what order work should be done in [18].

Since then, cascade methodology has been widely used in various industries and has proved to be an effective method, including strategic planning of state policy, particularly in Switzerland.

Starting with the analysis of Swiss experience in strategic planning of foreign economic policy implementation, it should be noted that, unlike Ukraine's experience, the strategic vision of the relevant policy is described in a separate thematic document – Foreign Economic Policy Strategy. The overall aspects of its implementation are reflected in the long-term 2030 Sustainable Development Strategy and the Foreign Policy Strategy 2020-2023. In general, the 2030 Sustainable Development Strategy, unlike the experience of Ukraine, is a basic strategic document for all thematic strategies (in particular, foreign policy and foreign economic policy). As a cross-cutting strategy, it formulates the main directions of federal policy and sets goals for the relevant period, as well as strategic directions of domestic and foreign policy with corresponding political priorities [19]. Thus, the structure and link between strategic documents that mediate Swiss foreign economic policy can be presented as follows (Figure 2).

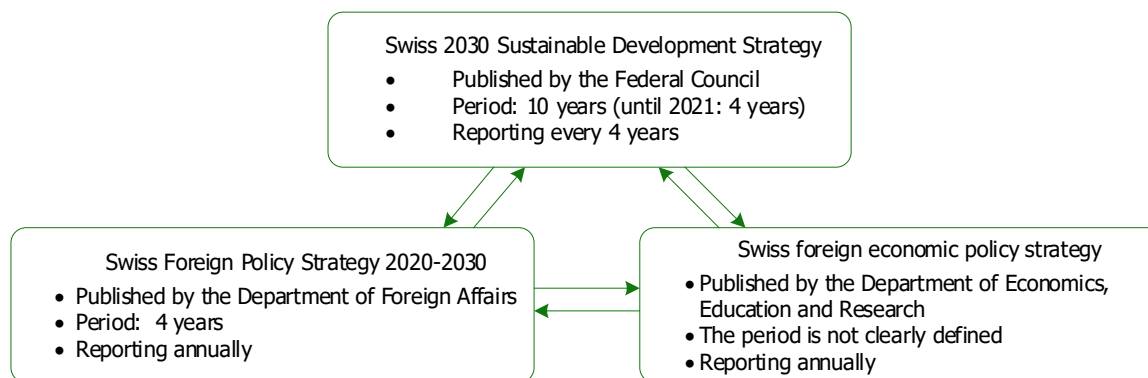


Figure 2. Structure and link between strategic documents that mediate Swiss foreign economic policy. (Source: compiled from the data of the websites: <https://www.eda.admin.ch>; <https://www.seco.admin.ch>)

Since 1997, the Federal Council has applied a Sustainable development strategy as a basis for implementing its constitutional goal of sustainable development in Switzerland. Together with the main directions of federal policy, the current strategy also includes an action plan with specific goals for the current legislative period [20]. Every four years, the Federal Council prepares a report outlining developments, progress, and setbacks in implementing the 2030 Agenda [21].

Drafting of strategic planning documents for Swiss foreign policy begins on March 18, 2010, when Walter Müller, a member of the National Council, submitted a motion N° 10.3212 to the Swiss Federal Assembly "On the development of a clear foreign policy strategy" [22]. The fact is that the country's foreign policy, which at the time was characterized by disjointed measures, could not further confront the challenges of a globalized world. That is why it became necessary to develop a coherent strategy for its implementation [22]. The proposal noted that the foreign policy strategy of the Swiss Federal Council (as the body responsible for its implementation) should be based on Article 54 of the Federal Constitution. In particular, to promote the preservation of independence and sustainable development of the country [23]. With the adoption of motion N° 10.3212 "On the development of a clear foreign policy strategy", on May 11, 2011, the Swiss Federal

Council instructed the Federal Department of Foreign Affairs to develop a Foreign policy strategy at the beginning of each legislative period (note – the legislative period in Switzerland is four years) [24].

Since 2012, the Swiss Federal Department of Foreign Affairs has been drafting and publishing a document entitled "Swiss Foreign Policy Strategy" [25].

It is important to note that the strategic planning of Swiss foreign policy since 2020 has undergone significant changes in the structure of documents covering such issues. The Swiss foreign policy strategy for the period of 2020-2023 is represented by a system of documents, which are based on a three-level cascade principle, where each lower level of the strategy specifies the Swiss foreign policy strategy to a specific action plan (Table 2). The purpose of choosing such a principle for developing strategic documents on the country's foreign policy strategy is to increase its transparency, consistency, and coherence [26].

Table 2. Switzerland's foreign policy strategy is implemented at three strategy levels. (Source: compiled from the data of the website: <https://www.eda.admin.ch/eda/en/dfa/foreign-policy/implementing-foreign-policy.html>)

Level 1. (Strategic, Federal Council) Foreign Policy Strategy	
Level 2. (Strategic, Federal Council) Geographic and thematic strategies	
Geographic strategies (FC) MENA Strategy China Strategy Sub-Saharan Africa Strategy Americas Strategy	Thematic strategies (FC) Arms Control and Disarmament Strategy Digital Foreign Policy Strategy IC- Strategy Strategy for Communication Abroad
Level 3. (operational level, departments) OSCE Action Plan The SDC and Private Sector Human Rights Guidelines	

Certain directions of Swiss foreign policy strategy are reflected in a number of geographic and thematic strategies for further action (follow-up strategies). These strategies constitute the second level in the structure of the foreign policy strategy of Switzerland. In the third stage of the process, departments are finalizing approaches to the implementation of the Federal Council's strategies at the operational level [26].

Different departments of the federal government have the right to adopt their own documents in order to ensure proper implementation of the Federal Council strategies at the departmental level. For example, they can take the form of guiding principles, general guidelines, or action plans. Such documents constitute the third level of the cascade process [27].

In addition to the detailed content of the foreign policy strategy, it is worth noting the legally regulated procedure for reporting on its implementation. As noted above, the Swiss Federal Council reports to the Federal Assembly (National Council) on the implementation of the Swiss foreign policy strategy. Such a report is published in accordance with Article 148, paragraph 3, of the Federal Act on the Federal Assembly [28] and is based on the structure of the Swiss Foreign Policy Strategy.

The issue of implementation of Swiss foreign economic policy is addressed in a separate report. This report is called the Foreign Economic Policy Report [29] and is part of the annual report of the Swiss Federal Council. It is developed on the basis of Article 10 of the Federal Law on measures of Foreign Trade (Bundesgesetzes über aussenwirtschaftliche Massnahmen) [29]. For example, the 2020 report highlights the impact of the Covid-19 crisis on international trade and global value chains and considers important changes in Swiss domestic economic policy related to foreign trade, economic relations with the EU, international organizations, bilateral economic agreements, sustainable and responsible corporate governance, cooperation in economic development, export controls, sanctions, and arms policy.

It should be noted that the Swiss foreign economic policy strategy although a part of the foreign policy strategy, is not a part of its cascade model.

This document sets goals and outlines different priority areas for the implementation of Swiss foreign economic policy [30]. The foreign economic policy strategy is updated and published periodically by the Federal Department of Economics, Education and Research, based on economic, geostrategic, technological, and socio-political changes taking place in the international arena, that require revision and redesign of the strategy. The previous Swiss foreign economic policy strategy

dates back to 2004. It was updated in 2009 and 2014, to include considerations of sustainability and global value chains. The last update took place on November 24, 2021.

Switzerland's Foreign Economic Policy Strategy consists of a strategic context and strategic areas of action. The strategic context, in turn, outlines the objective of the foreign economic policy strategy and challenges for the country in the context of foreign economic policy. Strategic areas of action are revealed in: (1) principles of foreign economic policy, (2) outlined thematic areas, (3) selected geographical priorities, and (4) participatory foreign economic policy.

As mentioned above, the Swiss foreign policy strategy is closely aligned with the foreign economic policy strategy. Within the framework of the chosen thematic priority "prosperity" of Swiss foreign policy strategy Swiss foreign policy "is based on foreign economic strategy and financial market policy, guided by principles of economic freedom and competitive neutrality" [21].

Thus, as an example of strategic planning of foreign economic policy implementation in Switzerland, we see a fairly balanced mechanism of development and adoption of strategic documents, that regulate the policy indirectly. At the same time, thanks to the cascade model of the foreign policy strategy, the processes of strategic planning at the macro- and micro-level are harmonized, preventing their different directions, confrontation, and conflict, so that in the end these processes were aimed at a single vector of sustainable economic development. Hence, Swiss experience proves that strategic planning should be institutionalized first of all from the position of a systemic approach.

Only under such conditions, it (strategic planning) will act as a function of public administration, as an important instrument of regulation of socio-economic processes, as well as a methodology, as a form of realization of state policy and relevant subjects of management. That is why the main approach to the development of the strategic planning system should be such a construction of the appropriate interaction of forward and backward linkages between the multiplicity of elements and sub-systems, which together will be able to ensure the integrity and viability of the economic system under the negative influence of external and internal factors [31].

At the same time, foreign economic policy is an integral part of foreign policy, which in particular can be traced from the content of the Swiss Foreign Policy Strategy. In view of this, and in order to ensure consistency and coherence in the implementation of Swiss foreign policy, it is expedient to include the foreign economic policy strategy in the cluster of thematic strategies within the framework of its (foreign policy strategy) cascade model.

DISCUSSION

Present research reveals a lack of strategic planning institutionalization in Ukraine, which leads to inconsistency and incoherence in the implementation by state authorities of economic policy in general, and its individual directions, in particular, foreign economic policy. Thus, the authors provide an in-depth analysis of the experience of Switzerland and propose a model of strategic planning of state foreign policy implementation. In addition, the paper reflects the arguments for the modernization of constitutional-legal and economic-legal support of the implementation of the state policy, including a foreign economic policy of Ukraine, by providing the legal mechanisms for the adoption of strategic documents.

It should be noted that previous research on the relevant issues is mainly devoted to the various aspects of strategic planning for the development of the territories and recommendations on the application of strategic planning tools in the process of elaboration of the strategic plan of the territory etc. [32; 33; 34; 35; 36]. Additionally, it covers the importance of strategic planning in the state regulation of the economy. For instance, V. Mamutov in his research "Economic and Legal Aspects of the Economic Complex" (2001) [37], "Improvement of the Legal System of the Economy" (2013) [38], and others commented: "If we want to reach the level of development achieved by advanced European states, strategic planning should be linked to the concept of Europeanization of the country. However, that is not enough - plans must be feasible, not just conceptual. There is a need for a working mechanism for their progressive implementation, supported by an appropriate legal framework. It is necessary to foresee in the laws the order for the development of plans, their recommendatory (indicative) value for some economic entities and mandatory for others (state structures)". The monograph under the edition of O. Ashurkov "Economic Sovereignty of the State and Directions of its Legal Support" also emphasizes the importance of strategic planning and defines conceptual principles for the formation of the strategy for the development of foreign economic activity (p. 8.3 section 8) [39].

Similar approaches could be found in the studies of scholars-economists. In particular, A. Taranych in the article "Countries' Economic Growth Strategies in the Context of Global Challenges of World Economy Development" notes that the documents of strategic planning should form a single integral system with other normative acts, which are enacted for the development and implementation of strategies. This will create a non-controversial, internally logical, and promising way of developing

the socio-economic system and ensuring national security. The acting legislative acts of Ukraine on strategic planning are not specified in the part of forming a mechanism of interaction between the participants of this activity, which creates doubts in conformity with legal certainty and regulation of the relevant procedures" [40]. The above-mentioned studies increase the relevance of this research.

The conclusions obtained in this article can serve as a basis for further research, which is focused on the problems of the development and improvement of legal regulation of the economy, in particular foreign economic policy.

CONCLUSIONS

The analysis allows us to reach the conclusion that the lack of institutionalization of strategic planning in Ukraine leads to a violation of consistency and coherence in the implementation by the state bodies of both economic policy in general and its specific directions, in particular foreign economic policy. Strategic documents are adopted in practice, but with violation of the hierarchy, order, terms of their adoption, etc. This, in turn, makes it impossible to ensure the integrity and viability of the domestic economy under the negative influence of external and internal factors.

In addition, the lack of clarity in the categorical and conceptual apparatus of strategic planning at the legislative level in general complicates the coordination and complementarity of state bodies in the implementation of state policy and reduces the effectiveness of the entire system of public administration.

On the basis of Swiss experience, the feasibility (1) of using the cascade model in the process of strategic planning for the implementation of state foreign policy, as well as (2) of modernizing the constitutional and economic-legal framework to ensure the implementation of the state policy, including the foreign economic policy of Ukraine, by strengthening the legal mechanisms for adopting strategic documents is argued.

In particular, it is proposed: (1) to provide at the legislative level that "the legal consolidation of economic policy is carried out by means of definition of the basis of domestic and foreign policy", including in the strategies of the Cabinet of Ministers of Ukraine; (2) to legislate the following hierarchy of strategic documents that mediates the model of foreign economic policy: National Economic and Social Development Strategy – Foreign Policy Strategy (based on the cascade principle) – Foreign Economic Policy Strategy (as a subset of thematic strategies of the Foreign Policy Strategy), and also to determine the terms of adoption of relevant documents (National Economic and Social Development Strategy – 10 years; Foreign policy strategy, Foreign Economic Policy Strategy – each legislative period) and reporting on their implementation (National Economic and Social Development Strategy – each legislative period - once every 5 years; Foreign policy strategy, Foreign Economic Policy Strategy – once a year); (3) to attribute to the authority of the Cabinet of Ministers the obligations to develop and implement national strategies (in particular, the obligation to develop foreign policy strategy should be attributed to the Ministry of Foreign Affairs, and the development of foreign economic policy strategy - to the Ministry of Economic Development, Trade, and Agriculture of Ukraine) and provide annual reporting on their implementation.

This approach will be able to balance the interaction of state bodies on the way to promoting economic development of the country in the implementation of foreign policy, in particular foreign economic policy.

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ІНСТИТУЦІОНАЛІЗАЦІЯ СТРАТЕГІЧНОГО ПЛАНУВАННЯ ЗОВНІШНЬОЕКОНОМІЧНОЇ ПОЛІТИКИ: ДОСВІД ШВЕЙЦАРІЇ ТА ПЕРСПЕКТИВИ ДЛЯ УКРАЇНИ

Стаття присвячена аналізу особливостей інституціоналізації стратегічного планування економічної політики, зокрема зовнішньоекономічної, в Україні, виявленню проблем у цьому напрямі та формуванню пропозицій щодо їх вирішення. Завдяки порівняльному методу проаналізовано й порівняно досвід стратегічного планування зовнішньоекономічної політики Швейцарії як країни, що, безсумнівно, заслуговує на статус одного з провідних світових економічних центрів, та України. Доведено, що відсутність інституціоналізації стратегічного планування в Україні призводить до порушення системності та узгодженості в здійсненні державними органами й економічної політики загалом, і окремих її напрямів, зокрема зовнішньоекономічної політики. На підставі досвіду Швейцарії аргументовано

доцільність модернізації конституційно-правового та господарсько-правового забезпечення реалізації державної, у тому числі зовнішньоекономічної, політики України шляхом закріплення правових механізмів прийняття стратегічних документів.

Ключові слова: інституціоналізація стратегічного планування, зовнішньоекономічна політика, правові механізми, законодавство, Швейцарія, Україна, стратегічні документи

JEL Класифікація: F17, K20, O24, O38