

Improvement of Mechanisms of Management of Socio-Economic Development

The Assessment of Effectiveness of Development of State Programs

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Abstract—The article states that the main problem of realization of the Federal law “On strategic planning in the Russian Federation” consists in ensuring coordination and interaction in the process of state programs development. The authors suggest an approach to effectiveness evaluation of coordination and interaction that will permit not only to improve their effectiveness but also to cut the state budget losses at the stage of state programs development.

Keywords—social economic development; state program; effectiveness evaluation; strategic planning; systems approach

I. INTRODUCTION

Presently, in the circumstances of acute necessity to increase the effectiveness of state budget expenses, it has become a matter of urgency to improve the quality of development of the state programs including state programs of the constituent units of Russian Federation.

In spite of the fact that the Federal Law dated 28/06/2014 No. 172-FZ “On strategic planning in Russian Federation” (hereinafter - Law “On strategic planning”, Law 172-FZ) is being realized for more than three years, several important problems impeding its realization have not yet been resolved [1]. Some of these problems have been voiced by the representatives of the Ministry of economic development during the scientific-practical seminar for the constituent units of Russian Federation and municipalities of the Siberian Federal Region on the problems of realization of Law 172-FZ (Russian Federation, Novosibirsk, 19/05/2016). As mentioned in the speech of the director of Department of strategic and territorial planning of the Ministry of economic development E.S. Chuguevskaya until present there has not been formed a unified system of documents of strategic planning that would be intertwined with the system of territorial and budget planning [2]. This situation is a result of the following:

- Clear systematization of all the documents of strategic planning;
- Hierarchically structures system of the documents of strategic planning and their typology depending on

their purpose and characteristics of vertical and horizontal connections;

- Linkage between the documents of strategic planning based on terms, stages and realization indicators;
- Clear mechanisms of realization of the documents of strategic planning.

If we try to systemize and summarize the problems of realization of the Law 172-FZ it is obvious that all of them can be summarized to the following two:

- The problem of coordination and interaction between the developers of the state programs;
- The problem of realization of the state programs.

We shall not discuss the second problem in this article and try to focus on the first one.

It is possible to point down several main sources that jointly result in the problem of coordination and interaction:

- First, it is the size of the country and the high degree of social and economic differences between the constituent units of the Federation;
- Second, the lack of technological support of coordination on the federal level;
- Third, lack of clear mechanisms of horizontal coordination and document approval;
- Fourth, deficit of specialists in the sphere of development of macro-projects in the regional executive authorities.

It should be noted that we don't consider as one of the sources of this problem (or as an separate problem) the fact that some of the constituent units of Federation lack the legislative framework on development of regional state programs which is obligatory and should exist in the form of Modalities of development, realization and assessment of effectiveness of regional state programs, as stated in p.2 art. 37 of the Law “On strategic planning”. At present there are

effective corresponding documents on the federal level and they could be used as a basis on the first stage of development of corresponding regional documents. First of all, it is the Government Decree of 02/08/2010 No. 588 “On approving of The modalities of development, realization and assessment of effectiveness of state programs of Russian Federation” (hereinafter – Decree No. 588) [3].

It is worth noting that the Decree No. 588 itself contains several provisions that lead to general reduction of effectiveness of its realization. Nevertheless, it is appropriate to be used as a basis for the development of similar documents on the regional level because this will permit to solve an important coordination problem such as to provide for the uniformity of requirements for development of state programs in the constituent units of the Federation.

Of all the named sources of the problem of coordination and interaction only the scale of the country should be considered a limiting condition determining the complexity of development of systems that permit to solve the problem. All the remaining sources could be either eliminated completely or their influence could be minimized.

In order to do so it is necessary on the first stage to focus not on the quality of the documents being developed but on the quality of their development, i.e. shift the focus of effectiveness evaluation from the final result to the process of preparation. When the process is optimized it will be possible to move the effectiveness evaluation of its result backstage and to move the effectiveness evaluation of the state programs to the front.

Another important factor should be noted. In addition to solving the problems of coordination and interaction the shifting of the focus of effectiveness evaluation to the process of preparation of planning documents will make it possible to solve one more important problem, namely to optimize expenses on the development of state programs and cut the budget losses on this stage.

An important “pro” argument for economy based effectiveness evaluation of the systems of development of state programs is that such evaluation permits to get a numbered, easily interpreted result that could also be used in various comparative studies. On the basis of this condition the effectiveness of functioning of the planning system could be interpreted as the degree of economic validity of the expenses the subject of management has in connection with the functioning of this system. It should be noted that the degree of usefulness of the planning system could be a more adequate criteria however in this case the term “usefulness” itself needs clarification, and to evaluate “usefulness” by economic means is more convenient through the evaluation of economic validity of the expenses.

The complexity of social and economic problems that are being solved on the federal and regional level determines the complexity of the modern systems of strategic planning. All of the above leads to the choice of systems approach as the only effective methodological evaluation base. From the positions of the systems approach one can discuss three main

aspects of the evaluation of effectiveness of the state programs development process:

- Managerial;
- Organizational;
- Technological.

II. THE MANAGERIAL ASPECT OF THE EVALUATION OF EFFECTIVENESS OF THE STATE PROGRAMS DEVELOPMENT PROCESS

The managerial aspect should reflect the effectiveness of functioning of the strategic planning system as the part of the general system of state administration. Traditionally the evaluation of effectiveness of management system is carried out either by the quality of the management itself (by the result of management or management product), or by the ultimate state of the object of management, however in macroeconomic planning there exist objective difficulties with the both variants [4].

In the first case, the evaluation should be carried out on the basis of the quality of the state program development. The easiest and the most logical way to do that would be either by analyzing the number of state program adjustments in the process of its realization or by analyzing the deviations of the actual results obtained after realization of the program from the planned results. Both of these criteria could be used but one should not overestimate their importance. The complexity of the situation is connected with the fact that the state program adjustments as well as the deviations of actual results from the planned indicators not necessarily consequences of the low quality of state program preparation. It is quite possible that the above mentioned circumstances appear as a result of substantial changes in the internal and external environment which could not be taken into consideration during the process of state program development by the strategic planning system due to the immanent characteristics of its organization, or as a result of complexity of the social and economic system that is the object of management. Both of the reasons of appearance of deviations and adjustment – the insufficient quality of the state program development and the influence of the changes in internal and external environment – are not obvious and are closely intertwined, therefore it is almost impossible to evaluate the real proportion of decrease in state program quality being a specific result of the strategic planning system failure. The evaluation would become even more complicated if the evaluation of the quality of strategic planning system management will be based on the size of the lost benefit which the state has not obtained as the result of planning miscalculations.

In the second case the evaluation should be carried out on the basis of the final state of the object of management – social and economic system of the federal or regional level. The major problem here is to find the real proportion of the result obtained due to the efforts of the strategic planning system and not due to the changes in the internal and external environment, market conditions, technological changes, cycles of social and economic development etc. It

is extremely difficult to solve the problem of evaluation in such circumstances even on a single company level, while on macroeconomic level the task becomes unsolvable in principle.

Additional possibilities for assessment of the quality of management in the strategic planning system arise in case where this system is constructed so that its functions include ensuring cooperation between various participants in order to prevent overexpenditure due to the lack of cooperation in the process of state program realization.

In this case it will be possible to consider part of the obtained result to be the consequence of functioning of the planning system which prevented inexpedient expenses. To evaluate the degree of cooperation and the part that the strategic planning system played in achieving this degree is possible after analysis of work materials of intra-organization and inter-organization working groups created to solve the problems of development and realization of the state programs. However, that working groups are administering not only the problems of preventing resource losses in the process of state programs realization by means of ensuring inner cooperation and consistency of the state program, but also various problems of organizational interaction. In this case, only a part of the results of working groups work (the part pertaining to the problems of ensuring consistency of the elements and parts of the state program itself) should be used as the evaluation base.

Therefore, it is advisable to evaluate the quality of management of the process of state programs development based on analysis of the following:

- The number and the essence of the state program elements adjustments in the process of its realization or by analyzing;
- The deviations of the actual results obtained after realization of the program from the planned indicators with obligatory analysis of the causes of these deviations;
- Materials of the work of working groups whose functions include problems of coordination and interaction in the process of state programs development
- In the part pertaining to ensuring inner consistency of the state program itself.

It should be noted that the evaluation of all the three directions can be carried out only by experts who increases subjectivity and decreases exactness and accuracy of evaluation. However, this complication is quite solvable through elaborate approach to forming evaluation indicators and development of evaluation procedure.

III. THE ORGANIZATIONAL ASPECT OF THE EVALUATION OF EFFECTIVENESS OF THE STATE PROGRAMS DEVELOPMENT PROCESS

The organizational aspect of evaluation refers to the fact that modern planning system is a complex process covering

all spheres of activities and demanding coordinated interaction between numerous actors (state authorities, social institutions, international cooperation bodies, etc). Disruption of coordination of interaction between various actors leads to a series of negative consequences, primarily to over-expenditure of resources on state program creation and to decrease in its quality.

The evaluation of quality of organizational interaction can be carried out in various directions, but it is advisable to identify two of the most important ones:

- Organization of work of the strategic planning system itself: the main accent should be on finding out the specific planning resource losses, for example as a result of functions duplicating inside of the system [5];
- Organization of information interaction between the planning system participants, which should be evaluated on the basis of analysis of qualitative characteristics of the information and the channels of information exchange: promptness, completeness, relevancy, timeliness of reporting, form and possibility to make corrections, comparability etc.

The main problem of an adequate evaluation of the organizational aspect of strategic planning system functioning is the fact that the evaluation criteria in this sphere are primarily of a qualitative character. Consequently there appears a need for setting adequate threshold values of "quality" ranges. Which means in problem solving (the simplest case) – which quantitative values of evaluation criteria are acceptable and with which the planning process organization system needs immediate adjustment.

IV. THE TECHNOLOGICAL ASPECT OF THE EVALUATION OF EFFECTIVENESS OF THE STATE PROGRAMS DEVELOPMENT PROCESS

This final important aspect is connected with the evaluation of technologies used in the strategic planning system because in modern planning systems the technologies determine not only the amount of expenses connected with development of planning document but also an efficient salvation of numerous problems of consistency, approval and coordination.

We can suggest several general indicators for the evaluation of technological support of state programs development that are suitable for use in any case:

- Frequency of adjustment of the used technologies;
- Share of special research during state program development that required non-standard technologies for their realization;
- Share of operations in the system of state program development and management that are effected outside of the planning system due to imperfections of the technologies used, etc.

- It has to be noted that usage of special technological solutions substantially expands possibilities of the planning system;
- Increases the speed and precision of information processing, permits to substantially increase the volumes of the processed information;
- Permits to utilize the scenarios approach as well as carry out a priori model experiments [6];
- Decreases the level of subjectivity in planning, etc.

However, these special technological solutions should be used on a permanent basis, i.e. in every case where their use is appropriate, and on a typical basis. The use of these technologies chaotically, on a situation basis and in a targeted way will inevitably lead to additional expenses connected with state program development as well as to increased probability of mistakes.

Three aspects of evaluation of effectiveness of state program development process organization were analyzed above. They do not overlap and they mutually add to each other. In the final stage of evaluation it is necessary to make conclusion regarding the general effectiveness of the strategic planning system on the basis of consolidated evaluation results of all of the three aspects [7] [8]. Such complex evaluation can be made through one of the three widespread methods:

- Experts evaluation: the advantages of this method are simplicity and low resource intensity, disadvantages – subjectivity of evaluation result;
- Scoring evaluation: the advantage is possibility of simple joint consideration of results that cannot be directly added to each other; disadvantages are typical for all the scoring evaluation systems (first of all it is the complexity of scoring scales development, etc.);
- Weights evaluation: the major advantage of the method being possibility of various-weight consideration of different evaluation aspects or positions being evaluated, disadvantages – complexity of determination of weighting factors [9].

V. CONCLUSION

Summarizing the above we can note that the suggested approach permits, on the one hand, to increase effectiveness of coordination and interaction in the process of state program development and, on the other hand to increase the efficiency of the budget expenses on state program development. The approach itself is characterized by low resource intensity because it requires almost no special research that could demand substantial resource expenditures.

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