

Improving the Management Efficiency of the Meso-level of Implementation of State Programs

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Abstract: The importance of the risk management system in the implementation of state programs and national projects in the conditions of increasing instability of the environment is very high. This determines the importance of the formed management system as mature, flexible, adaptive, based on modern methods and principles. Performance management based on a risk-based approach allows you to solve a number of tasks to eliminate omissions and shortcomings that hinder the implementation of Programs. The purpose of such management is to establish a link between the effectiveness of risk management and the effectiveness of Program implementation. Achieving this goal requires consistent implementation of the measures justified in this work, and includes the choice of the movement strategy on the part of the top management of the program, ways and methods of achieving the desired goal, as well as constant monitoring of activities in the implementation of state programs and national projects.

1 INTRODUCTION

The change in the structure and personnel composition of the responsible persons for the implementation of national projects and state programs, which took place at the beginning of 2020, is caused by very specific reasons. According to the data of the control and coordinating structures (the Accounting Chamber, the Federal Treasury, the Ministry of Finance, the Ministry of Economic Development, regional ministries), in 2019, the regions spent less than 70% of the annual plan on national projects. According to the Treasury, for example, 731.3 billion rubles were spent on national projects, according to the Ministry of Finance, a somewhat different amount of 760 billion rubles, which in any case cannot satisfy either the pace or the quality and structure of completed projects.

Further, major omissions and shortcomings were identified when checking the implementation of state projects and national programs (hereinafter referred to as Programs) that have signs of corruption and fraud. The Prosecutor General's Office established in the same year 2019 about 2.5 thousand violations in the implementation of national projects (especially in the provision of state support, the

construction of social infrastructure, public procurement procedures, etc.). The Prosecutor General's Office considers another problem to be the already noted low disbursement of allocated funds both for national projects in general and for individual measures (for example, this applies to programs of preferential lending to small businesses, support for the agro-industrial complex, etc.). These problems determined the relevance of the work: improving the management efficiency of the meso-level implementation of state programs and national projects.

2 THE CONTENT AND RESULTS OF THE STUDY

Government regulatory measures of a managerial nature, including those aimed at reducing the risks of implementing Program activities, outline a number of urgent steps that will be presented and illustrated by the example of the program for creating accessibility conditions for disabled people and other low-mobility groups of the population. These measures include the following:

- real use of the advantages of strategic management by all participants. The co-executors of the Programs also, in accordance with the program objectives, under the guidance of the state control structure, develop long-term strategies to ensure the formation of accessibility conditions for the disabled and other low-mobility groups of the population in the relevant areas of regulatory legal regulation and ensure the control of their implementation;

- attention to the quality and content of the practice of applying legal management methods (the composition of regulatory legal acts of the federal and regional levels of increasing the responsibility of execution), contributing to the systematic solution of the Program's tasks at all levels of the executive branch;

- determining the optimal effective organizational structure for managing the implementation of the Program (composition, levels of authority and responsibility, control and oversight resources, coordination and consistency of the links at all levels of program implementation management).

The most important element of the Program implementation is the relationship between the levels of planning, implementation, monitoring, refinement and adjustment of the Program. It is at this stage that the possible threats and risks of implementing the meso - and micro-level Program are taken into account and the need for corrective responses of management bodies and structures should be determined.

As some evidence of the effectiveness of organizational measures, we can see a significant renewal of the composition of the Government in January 2020, the subsequent strengthening of the staff of the executive authorities of the regions, the consolidation of personally responsible employees not only for the general areas of program implementation, but also for each of their programs separately.

The adoption of corrective (optimizing) executive decisions within the framework of the Programs is carried out taking into account the systematic formalized monitoring reporting information received from the Program co - executors of different levels (from micro-to mega-level). This is an additional important and very necessary element of the execution control system, which reduces additional risks in the implementation of Programs. In general, this should lead to the creation of a national system for monitoring the implementation of Programs and the implementation of strategic goals for the development of the country's economy.

As an urgent task, there is a need to improve the mechanism and tools for monitoring and supervising the implementation of state programs and national projects. The formation and use of a modern control system at all stages of the Program implementation is an integral part of its implementation mechanism.

A special place is given to increasing the responsibility of the Program performers during its implementation. It can be noted that the adopted documents until recently did not specify the performer in terms of authority, responsibility, available resources, risk assessment of execution, etc. To somehow correct this provision, it is proposed to solve the tasks and assign the Performer of each of the levels of the function:

- 1) - manages the implementation of the Program, coordinates the activities of the co-executors of the Program, executive authorities of the subjects of the Russian Federation, local self-government bodies and public organizations of persons with disabilities;
- 2) - develops, within its competence, the regulatory legal acts necessary for the implementation of the Program;
- 3) - analyzes and forms proposals for the rational use of the Program's financial resources;
- 4) - prepares, in accordance with the established procedure, a program implementation plan containing a list of Program activities, including those of departmental target programs, indicating the timing of their implementation, budget allocations, as well as information on expenditures from other sources;
- 5) - specifies the mechanism of implementation of the Program and the amount of costs for the implementation of its activities within the approved limits of budget obligations;
- 6) - prepares an annual report on the progress of implementation and on the effectiveness assessment. The Program together with the co-executors until March 1 of the year following the reporting year, and sends it to the Government of the Russian Federation, the Ministry of Economic Development of the Russian Federation and the Ministry of Finance of the Russian Federation;
- 7) - checks the progress of the Program implementation by the Program's co-executors-federal executive authorities, state authorities of the constituent entities of the Russian Federation and public organizations of persons with disabilities;

- 8) - organizes the electronic publication of information about the progress and results of the Program implementation (content support for a specialized website);
- 9) - interacts with the mass media on the issues of coverage of the implementation of the Program's activities.

The functions of co-executors are also defined, which in some projects even only at the macro level up to 10-12 structures or more. They are also assigned the tasks of implementing the programs and are responsible for performing the following functions:

- 1) adopt, within their competence, the normative legal acts necessary for the implementation of the Program;
- 2) summarize and analyze the results of the Program implementation on a quarterly basis and submit relevant reports to the responsible Program executor, including on the use of budget funds;
- 3) before February 1 of the year following the reporting year, prepare and send to the responsible executive of the Program an annual report on the progress of implementation and on the evaluation of the effectiveness of the Program's activities;
- 4) organize control over the implementation of the Program's activities in relation to the objects under their jurisdiction, including those located on the territory of the subjects of the Russian Federation.

Legal support for the implementation of Programs and national projects was also criticized. The implementation of the Program's activities is carried out in accordance with the legislation of the Russian Federation, but their compliance requires increased supervisory work. To ensure the control and independent evaluation of the Program, a Coordinating Council (with control functions) is created, formed from representatives of state authorities at all levels and public structures (stakeholders).

The chairman of the coordination council is usually the deputy head of the federal executive authority-the responsible executive of the Program. The rules of procedure of the coordination council and its personnel are approved by the order of the head of the federal executive body-the responsible Program executor.

The Coordinating Council performs the following functions:

- 1) - interdepartmental coordination of the activities of the federal executive bodies-co-

executors for the implementation of the Program;

- 1) consideration of the topics of the Program's activities;
- 2) - consideration and examination of programs of the subjects of the Russian Federation developed on the basis of the terms of reference of the pilot project on working out the formation of an accessible environment at the level of the subject of the Russian Federation;
- 3) - consideration and examination of the programs of the subjects of the Russian Federation submitted for participation in the Program, developed on the basis of the sample program of the subject of the Russian Federation and providing for the implementation by the subjects of the Russian Federation of the main targets and indicators that allow achieving the values of the targets and indicators of the Program;
- 4) - preparation of recommendations for finalizing the programs of the subjects of the Russian Federation, developed on the basis of the sample program of the subject of the Russian Federation;
- 5) - review of materials on the implementation of the Program's activities and provide recommendations for their clarification, as well as review of the results of the Program's implementation;
- 6) - identification of scientific, technical and organizational problems during the implementation of the Program and development of proposals for their solution;
- 7) - preparation of the annual report on the implementation of the Program;
- 8) - maintaining quarterly reports on the implementation of Program activities;
- 9) - analysis of quarterly reports of co-executors of the Program;
- 10) - assessment of the socio-economic efficiency of the results of the Program implementation.

The importance of the risk management system in the implementation of Programs and national projects in the context of increasing instability of the environment is very high. This determines the importance of the formed management system as mature, flexible, adaptive, based on modern methods and principles. Including using a risk-based approach. The risk of the absence of expected Program outcomes is typical in the implementation of long-term and complex programs, and its regulation is aimed at planning work, in particular, the formation of an implementation plan containing a list of

Program activities, including those of departmental target programs, indicating the timing of their implementation, budget allocations, as well as information on expenditures from other sources. It is possible to notice insufficient methodological elaboration of risk-analytical management, since probabilistic characteristics, critical and threshold indicators, the necessity and sufficiency of the management resource, and the effectiveness of its use are not evaluated.

In addition, in the process of regulating the implementation of the federal target program by the federal executive authorities and the executive authorities of the constituent entities of the Russian Federation, it is necessary to:

- 1) - develop measures to support organizations of private forms of ownership that provide services in a format accessible to disabled people and other low-mobility groups of the population;
- 2) - develop a plan for the gradual formation of conditions for the availability of facilities and services for the disabled and other low-mobility groups of the population in order to avoid unjustified excessive costs on the part of the private sector of the economy;
- 3) - develop a mechanism that will allow the greatest extent to ensure compliance with the requirements of accessibility of the living environment for the disabled and other low-mobility groups of the population (including the requirements of technical regulations, state standards, etc.), with the involvement of representatives of public associations of disabled people;
- 4) - provide a mechanism for timely adjustment of the plan for the gradual formation of conditions for the availability of facilities and services for the disabled and other low-mobility groups of the population, taking into account the views of public associations.

The co-executors of the Program ensure relevance in the planning and implementation of the Program activities, prevent duplication and organize the dissemination of the results obtained by individual co-executors. To implement these functions, co-executors also need to determine the corridor of authority and responsibility, available resources for the implementation of Programs.

Most organizations are not able to quantify their exposure to risk, and do not have a common platform for comparative assessment of their exposure to risk (risk exposure) and the need for them (risk appetite). The need for risk is the risk that an organization is

willing to take in order to generate the expected profit.

Thus, the goal is not to exclude all risks altogether, but to find a reasonable balance between exposure to risks and the need for them. Of the numerous types and groups of risks, the key ones, in our opinion, are operational risks at the level of interaction from macro-to micro-execution. They allow to find a balance in the execution of Programs between the organization's exposure to risks and the need for them. This is exactly the area where organizations can take significant risks when implementing Programs. Operational risks include both the potential benefits of the risks taken and the lost opportunities due to the risks not taken. This raises many questions: whether it is necessary to enter a market in which the organization is not yet represented; whether it is worth offering an innovative product or service without being sure of the size of the market or the reaction of competitors; how much should we rely on technology to automate a particular process; whether suppliers will ensure the delivery of materials or services in a timely manner and of proper quality?

3 CONCLUSION AND SUGGESTIONS

In order to answer all these questions, the organization first needs to assess its exposure to risks and its willingness to manage them.

Performance management based on risk-based management allows to solve a number of important management tasks listed earlier. The goal is to establish a link between the effectiveness of risk management and the effectiveness of Program implementation. Currently, performance management does not include risk management as a mandatory element of mature management. But it must be done. Achieving this goal requires the consistent implementation of four steps and includes the choice of the direction of movement on the part of the company's top management and the ways and methods of achieving the desired goal, as well as constant monitoring of activities during the movement towards this goal.

We characterize each of these stages.

1. Risk management. At this stage, the company's managers need to assess the market and the environment. This process involves the identification of key risk indicators (KRI). Their identification is absolutely necessary to

understand the underlying causes of risks. Working with these indicators requires predictive capabilities. They are necessary in order that, constantly observing discrepancies between the predicted and actually expected values of KRI, the organization can take actions before, and not after the occurrence of this or that event.

2. Strategy and management of established utility (value). The key component of the performance management methodology includes the following components: the organization's vision of its activities and role, the organization's mission and its strategic plan. This allows managers to communicate with their managers and employees and involve them in the implementation of their plans. Based on the strategic plan, the organization collectively identifies several of the most important and feasible projects and selects key processes that will help achieve multiple strategic goals that are causally related in the strategic plan. At this stage, design and innovation projects are born.
3. Investment assessment. You should always keep in mind the limited resources, both financial and material. This helps to choose them carefully. This means that all subsequent incremental costs or investments should be considered as contributing to a project that requires an acceptable return on investment, including capital cost recovery. Spending limits are everywhere. Consumer value and shareholder value are not equivalent; there is also no positive correlation between them. Rather, there is a trade-off between these concepts with an optimal balance that companies are trying to achieve. This is why the annual budget and the inevitable rolling spending forecast must necessarily be linked to the strategy of senior managers, although this connection is usually absent.
4. Optimization of efficiency. At this final stage, all the components of the methodological portfolio of performance management are brought together to ensure functioning. Among others, these methodologies include quality management, organization resource planning, marketing management, supply chain management, the use of functional cost analysis in management, and other advanced management technologies. Since the main projects and selected key processes that the corporation should effectively implement will

already be selected at stage 3, at this stage, a balanced scorecard will become a mechanism that contributes to the development of the organization. It has a key role to play, since it includes pre-defined Key Performance Indicators (KPI). In addition, the balanced scorecard includes instrumental measurements of deviations of real KPI values from the planned ones, as well as analysis with the possibility of going deeper into the data and alarms with color indication. Evaluation panels provide feedback on operational performance. This means that any employee who has access to information about how they personally participate in the implementation of the senior management strategy can receive a daily answer to the question about the effectiveness of their work in a particular important area. A repetitive sequence of internal steps, such as improvement, alignment, and secondary monitoring, allows employees to work together to continuously adjust their activities, priorities, and resource allocation to achieve the strategic goals identified in stage 2.

These four steps are a closed cycle in which the risks are dynamically reassessed and the strategy is adjusted accordingly.

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