FEATURES OF APPLICATION OF TARGET PROGRAMS FOR REGIONAL DEVELOPMENT

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ABSTRACT

The development and operation of regional systems cannot be carried out solely on the basis of market self-regulation. The policy of state non-interference leads to the growth of various kinds of contradictions and asymmetries that can destroy the integrity of the national economy and regional systems, so taking care of the balanced development of the national economy and regional economic systems is an indispensable function of the state, a guarantee of its development and self-preservation. This is reflected in the existence of program-target methods of managing the socio-economic development of regions.

Keyword: target programs, regional development, federal and regional programs, system approach.


1. INTRODUCTION

At present, a fairly stable understanding of the “programs” and “program-targeted management methods” has emerged, as evidenced by the study of the theory and practice of solving the tasks of the socio-economic development of the country and regions on an inter-sectoral basis. In the regulatory acts governing the development and implementation of federal, regional and municipal programs, a large part of the subjects of the federation and municipalities adheres to one point of view, with small differences that do not change the essence. Comprehensive regional programs are one of the most complex objects of management, since, on the one hand, territorial bodies play a decisive role in managing them, and on the other hand, programs have a pronounced intersectoral character [6].
2. METHODOLOGY

The essence of the program-target approach can be interpreted as a scientific and methodological basis for managing the solution of complex problems using target programs. Then the program-target method is characterized as a method of identifying (selecting) the main goals and objectives of the state, economic, social, environmental and cultural, territorial development, developing mutually agreed activities for their implementation in a timely manner. Based on such criteria as an object of program regulation and the degree of participation of the federal, regional and municipal level in the implementation of targeted programs, it is advisable to subdivide modern target programs as a tool for regulating territorial development into: federal, regional and municipal programs.

The basis of using program-target methods for solving regional problems is a systematic approach to managing regional development, a systemic impact on the subject of regulation, and the concentration of necessary solutions around the main goal. The systems approach presupposes the primary definition of a system of goals for managing an organization in their unity and interdependence, which identify the structure of tasks and the content of management functions, an algorithm for the behavior of an organization as a system. As follows from world experience, the objectives of managing the socio-economic development of a region reflect the priorities of public administration arising from the diagnosis of regional problems, the requirements of regulating regional development, and the political and socio-economic situation. With all the variety of formulations, the objectives of managing the socio-economic development of the region express a compromise between economic efficiency and the social factor in regional socio-economic policy. The goals of economic efficiency, from our point of view, are priorities in the management of the socio-economic development of the region, and the social factor is a natural complement of the economic sphere [13-17].

The main objectives of the management of the socio-economic development of the region, voiced in the “Basic Provisions of the Regional Policy in the Russian Federation”, are: - ensuring the economic, social, legal and organizational foundations of federalism in the Russian Federation, creating a single economic space; - ensuring uniform, minimum social standards and equal social protection, guaranteeing the social rights of citizens, established by the Constitution of the Russian Federation, regardless of the economic possibilities of the regions; - alignment of the conditions of socio-economic development of the regions; - prevention of environmental pollution, as well as the elimination of the consequences of its pollution, comprehensive environmental protection of the regions; - priority development of regions of particular strategic importance; - maximum use of natural and climatic features of the regions; - formation and provision of guarantees of local self-government.

The objectives of managing the socio-economic development of regions proceed from the general goals of economic policy; ensuring high rates of economic development and maintaining a single economic space [18-22]. So, in our opinion, the program-target block should be formed, as a rule, for the type of activity characterized by ultimate goals, depending on the set of intermediate results and provided by various services; the complexity and novelty of the functions and work performed; the inconstancy of the composition of internal elements and the connections between them; targeted allocation of resources; the presence of complex relationships at different stages of ensuring the final result.

Comparison of the definitions of regional target programs proposed by modern authors allows us to single out the following features of regional programs: - are a type of targeted, integrated programs; - serve as a tool for regulating and managing a regional strategy for economic, social, and scientific and technological development; - represent a form of economic activity, a way to prioritize the concentration of resources to solve urgent, priority problems.
The specificity of regional programs lies in the fact that they are formed and implemented at the level of republics, territories, regions, cities of federal significance, derive from national and territorial interests [22-26]. The selection of regional problems for programming is carried out, as a rule, by territorial authorities and administrations. Organizational mechanisms for the implementation of the Strategy will be a set of strategic, conceptual, program, forecast documents developed and implemented now, and documents to be developed on the basis of the Regional Development Strategy with continuous improvement of the organizational and functional structure of regional management.

It is advisable to include all highly specialized programs in complex programs for the socioeconomic development of regions, which makes it possible to link all specialized programs to the need for all types of resources and to determine the priority of their solution in terms of terms [9]. Domestic and foreign experience shows that regional problems play an important role in the development of most countries of the world, especially at the stages of significant economic, social and political changes. One of the paradoxes of the modern world is that large differences between countries as a whole (in terms of total or average characteristics) are combined with significant similarities between certain types of regions in different countries. Hence the presence of many common features in the approaches of different states to their internal regional problems. Therefore, research and regulation of the regional development of Russia can and should be carried out taking into account international experience, which indicates a fairly wide use of program-targeted management methods in implementing the strategy of the region's socio-economic development [2]. The current practice of regional programming, which received some coverage by the heads of the constituent entities of the Russian Federation in the press, shows that many regions of Russia use the program-target approaches in implementing the strategy of the region’s socio-economic development.

3. RESULTS

Based on the above general theoretical approaches to the definition of the essence and features of program-target methods, we consider the practical aspects of their application. Identifying solutions to a problem is connected with the need to analyze the causes of its occurrence. According to the author, when working on a program, it is first necessary to identify the presence of a problem situation, that is, a state of an object (phenomenon) that is characterized by a certain intensity, an imbalance between its individual elements or between an object and the external environment.

At the methodological level, it is advisable to single out the following generalized sequence of procedures for the formation of program objectives:

1. Diagnosing problems: the necessary needs and the reasons for their lack of satisfaction in the framework of the established procedure.

2. Analysis of alternative needs, forecasting trends in the development of needs, determining the presence of limitations and criteria for satisfying needs, determining the structure of the problem.

3. The formulation of the objectives of the program on the elements of the structure of the problem.

There are contradictions between the goals of managing the socioeconomic development of a region, caused by limited funds for their implementation and perceptions of priority. The main thing, in our opinion, should be to ensure that each goal has its own organizational, financial, legal means of implementation, a control system and the priority of goals to be
When choosing priorities of state management of the socio-economic development of regions, there are several directions in world practice:

- Traditional (reduction of regional development asymmetries, overcoming territorial differences);
- Sectoral orientation (support for individual industries);
- Inter-institutional direction (focus on the relationship between the center and the regions);
- Integration direction (interaction between regions).

Based on the category of functionality, the following stages of work on the program can be distinguished (Table 1).

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At the stage of comprehensive examination and evaluation of the program, the question of highlighting evaluation criteria remains debatable. According to the existing provision, the main criteria for evaluating programs are - priority, validity, efficiency and attraction of extra-budgetary sources. According to some authors, the main result of the evaluation of a separate development program should be a combination of its subprogrammes and individual projects, given in various versions of its funding [3]. The next stage of work on the program is to regulate the implementation process, which consists in achieving such an activity of the system, at which all deviations of the system from the specified value are balanced by the following procedures: accounting (fixing the material and financial state of the controlled system) and the regulation procedure. At the final stage of work on the program, control is exercised, that is, monitoring the implementation of management decisions made, controlling actions, compliance with laws, rules, norms of economic behavior [5, 83].

Finally, according to the Procedure for the development and implementation of federal target programs in which the Russian Federation participates, the target programs are managed by the state customer and the program directorate established with it. The form of work with performers are government contracts. Reducing the control scheme to the interaction of the customer with the executive directorate, in fact, erases the specifics of the program-targeted method and turns it into a slightly complicated version of the traditional management. The principal feature of the program-targeted management lies in the complex effect on the control object, as mentioned above. To avoid these shortcomings, the program must have a governing body with the necessary expert advice and other structures for the operational management of the objectives and resources of the program.

4. CONCLUSION
On the basis of the conducted study, the following most significant disadvantages of using the program-target approach can be identified:

- selective implementation of program activities, changing their original intent, structure and goals;
- the lag in the creation of implementation mechanisms, especially financial (guarantee-pledge funds, “filling” foreign credit lines, etc.);
- poor coordination between federal targeted programs that are carried out in parallel in a certain territory;
- insufficient control over the use of budget funds allocated to programs, and over the compliance of the results with the objectives of the program;
- transfer of methods of nation-wide programming to the regional level;
- unsystematic in the development and adoption of territorial programs;
- the implementation of an excessively large number of simultaneously implemented not linked, among themselves, small and private programs;
- lack of objective examination of programs;
- overestimation of the need for financial and material and technical resources of the programs;
- the absence in the calculation programs of the need for all types of providing means and the efficiency of their use;
- formation of draft programs without taking into account the resource potential of the regions and the real possibilities of state support;
- lack of the necessary organizational, managerial and regulatory framework for regional programming.

Being a necessary tool for the development of a region, federal targeted programs cannot be called a perfect tool for long-term budget planning. An analysis of the practice of implementing comprehensive targeted programs reveals a number of characteristic problems. The main of which is the lack of guaranteed revenues of budget financing in a given time frame and in a given volume. Federal target programs are approved by government regulations. Thus, any changes in them must also be approved by decrees of the Government of the Russian Federation, which theoretically should ensure the relative stability of funding. In practice, the parameters of the programs are actually revised annually during the preparation of the draft budget law. At the same time, the changes made to the programs can affect both the amount of funding and more fundamental elements, up to the list of activities, and can be caused not only by factors related to the implementation of federal target programs, but also by external, unpredictable circumstances in advance [1, 4].

The expansion of the spread of regional programming as a means of regional policy was associated with the reduction of individual benefits and preferences, the establishment of a more stringent procedure for granting transfers from the federal budget. The programs gave the regions the opportunity to receive federal investments, and for the federal center they became a way of selectively supporting the regions. The use of regional programs was seen as evidence of constructive cooperation between the federal and regional levels of government. Since 2000, in the territory of the Russian Federation, more than a hundred targeted programs have been implemented. As of 2019, 23 federal targeted programs are in the process of implementation. All this allows us to conclude that the target programs proved to be a convenient and practical tool. This is also evidenced by successful experience at the regional level: currently, regional targeted programs have become a generally accepted tool for the implementation of long-term
projects at the expense of the budgets of the constituent entities of the Russian Federation. Improvement of programming should be carried out in the direction of solving a set of issues related to changes in management methodology and technology, transformation of organizational structures, development of a specific system of incentives, and economic standards, taking into account market requirements, establishing a general procedure and rules for the development and implementation of regional programs, effective use of tools regulation of the economy.

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Features of Application of Target Programs for Regional Development


