

National projects in the system of regional and municipal administration of the Russian Federation

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Abstract. Opportunities for the strategic development of the subjects of the Russian Federation are expanding based on the introduction and implementation of national projects. Purpose of the study: the study of the system of national projects and justification of proposals for its improvement. Based on research. 1. The connection between the administrative reform in the Russian Federation to create a strong, competitive and democratic state and the project as the basis of the mechanism of public administration was revealed. 2. It is established that changes in the internal system of executive authorities are necessary, as well as the creation of new inter-branch and sectoral management bodies. 3. The project approach does not imply the creation of new strategies but acts as a basis for their achievement, creating all the conditions for human capital development. 4. An important condition for the effectiveness of the implementation of the national projects is ongoing and public control, which implies close interaction not only between agencies but also between the business community and the population. 5. Until 2024, the national projects will remain as guidelines for the social development of the Russian Federation. This is because their implementation involves significant positive changes in state development.

Keywords. National project, efficiency, reform

1 Introduction

One of the conditions for the development of the subjects of the Russian Federation in the strategic direction is the introduction and implementation of national projects. The effectiveness of projects depends on improving the well-being of citizens and their life

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quality, as a consequence, the creation of competitive advantages of the subject and the strengthening of its economic and political position in the domestic arena of the state.

This tool serves not only as a means of achieving socio-economic goals and solving priority tasks but also allows the subjects of public administration to perform their functions and obligations due to the growing needs of production and satisfaction of the social sphere. Any change in the conditions of society's development requires their consideration in the development and implementation of national projects.

The relevance of the study is due to the need to study the problems and the main directions of development of national projects in the regional and municipal government system of the Russian Federation. Implementing large-scale and socially significant changes directly depends on project activities' quality, feasibility, consistency and timely implementation. At the same time, an important role is assigned to improving the procedures for monitoring and controlling their implementation.

Theoretical and scientific-practical studies in the field of studying the system of national projects widely cover general issues of their development and implementation, while with regard to the application of projects as a tool of regional management, the number of studies is not so great. So on the issues of the formation and development of the project approach in the Russian Federation, the following works are known: M.M. Korableva, Ya. Savchenko [1], E.V. Fakhruddinova [2], A.S. Kharitonov [3], E.S. Charkina, Ya. Shabanov, M.N. Yakimova [4], et al. The following works are devoted to national projects to achieve the country's strategic development: S.V. Balandina, Yu.V. Bychkova, V.V. Goncharova, V.S. Kusmartseva et al. Such authors developed the problems of their implementation and enforcement as: Z.S. Ayvazyan, M.E. Dmitriev, A.P. Isaev, M.O. Komin, D.V. Maslov, V.N. Nazarov, A.K. Neshcheret, V.V. Yanovsky et al. The works of the following Russian researchers are of the greatest interest in terms of the degree of development of the topic: P.M. Abakarova, E.R. Amirkhanova, V.N. Yuzhakov et al.

The scientific novelty is determined by the peculiarities of the chosen object and subject, purpose, including the following:

- analysis of the national projects system in public administration of the Russian Federation was carried out;
- it is concluded that the national projects in the regional management system are a tool that meets the conditions of social policy. It is primarily associated with the allocation of key problems, at the same time being a mechanism for their solution, and, as a consequence, the achievement of the priorities of socio-economic development;
- the need to implement a mechanism to monitor the introduction, implementation and execution of national projects has been specified;
- the problems hindering the development of the project management mechanism were identified, and ways to solve them were proposed.

The hypothesis is to determine whether there is a relationship between the project and the instrument of public administration mechanism.

Purpose: the study of the national projects system and the justification of proposals for its improvement.

Objectives: investigate national projects and their significance in the regional and municipal government of the Russian Federation;

- analyze the criteria for evaluating the effectiveness of priority national projects to highlight the problems of their implementation and monitoring;
- determine the main directions for improving the mechanism for implementing the national projects in the Russian Federation.

2 Methods

Dialectical, systematic and comparative approaches, methods of data collection, analysis and interpretation, and others were used in the work. Thus, the dialectical method, in conjunction with a comparative approach, allowed to determine the nature of the development of the modern system of national projects, considering the prerequisites for its formation during the period of administrative reforms. Analysis, systematic approach and methods of data collection and interpretation were adopted as the main research methods used in most tasks and applied to a comprehensive study of national projects, their relationships, the establishment of common stable features and distinctive features.

3 Results

The study results are summarized in the table.

Table 1. Research results.

Item No.	Result	Justification
1	The project is seen as the main tool of the mechanism of public administration on the background of the administrative reform in the Russian Federation to create a strong, competitive and democratic state.	Solving large-scale problems in the shortest possible time with cost minimization and concentration of administrative, financial, labor, electronic and other resources is possible. Reforms are caused by negative qualitative indicators characterizing the degree of involvement and execution of functions and powers by state agencies in terms of social policy.
2	Implementing the project management mechanism in the public sector, changes in the internal system of executive authorities, and the creation of new inter-branch and sectoral management bodies.	An organizational and functional structure for the management of national projects has been formed, involving virtually all bodies of executive power.
3	It is clarified that the project approach does not imply the creation of new strategies, but acts as a basis for their achievement, creates all the conditions for human capital development, and provides a comfortable environment for life and economic growth.	A project can become an activity to address long-term objectives only if its expected performance meets the strategic objectives.
4	Current and public control becomes a condition for the effective implementation of national projects.	Close cooperation is envisaged not only between agencies but also between the business community and the population.
5	Until 2024, the national projects will remain as guidelines for the social development of the Russian Federation.	The introduction of projects involves significant positive changes in state development.

4 Discussion

The choice of the project as an instrument of public administration initially predetermined the need for changes in the internal structure of the system of executive power, as well as the creation of new inter-branch and sectoral management bodies.

Depending on the goal’s achievement level, all projects are divided into the types shown in Table 2.

Table 2. Project types

Item No.	Title	Content
1	National project	Ensures the achievement of strategic goals and objectives of state development in the long term
2	Federal project	Aimed at obtaining targets and additional indicators, meeting the objectives of the national project or achieving other goals
3	Departmental project	Related to the activities of the federal executive authority
4	Regional project	Aimed at implementing the goals, indicators and results of the federal project, refer to the legislatively established powers of the subject of the Russian Federation, as well as issues of local importance of municipalities.

According to Dr D. Sorokin, a Professor at the Institute of Economics of the Russian Academy of Sciences, the project in the mechanism of public administration is a qualitative transformation of society [5]. Russian researchers Butova T.V. and Erkhov M.V. share a similar viewpoint, noting that the project is a change of scale that affects everyone and is strategically important [6].

In turn, Medvedev D.A. described the national projects as priorities for the country’s development, particularly indicators that indicate areas of public life on which it is necessary to concentrate all the attention given the presence of the most acute problems [7].

Thus, the project approach in the public administration system is a new tool for implementing social policy, primarily associated with allocating key problems while simultaneously being a mechanism for their solution and achieving socio-economic development priorities [8].

Its importance for the activities of public authorities lies in achieving the planned results in a short time, increasing the use efficiency of federal, regional and local budgets, rational and reasonable management decisions, simplifying the way of interaction between all levels of government and improving the quality of their communications, reducing corruption risks.

A.S. Bedniakov argues that “Analysis of the implementation of national projects and state programs is extremely important from the standpoint of improving the efficiency of public administration and shows that in many areas there is still great potential” [9].

Although the national projects are an initiative at the federal level, their implementation is only possible with the active, interested participation of the subjects of the Russian Federation.

The system of national projects is also important because it forms the basis for the subsequent development of program-targeted management methods, primarily for the widespread use of project activities. Of course, national projects do not cancel or replace the state program system. First, the execution of the federal state program is carried out within the framework of the relevant federal ministry or several ministries, while the national priorities are created according to the principle of project management and are implemented through a specially created federal-level structure based on end-to-end planning. Secondly, there are differences in legal regulation: the federal state target program has a strictly defined form previously established by a special federal law. For national projects, there is no such regulation at the legislative level.

It is important to understand that any national project is strictly non-commercial and exists to improve the life quality of the population. Currently, the main goal of economic development of the subjects of the Russian Federation is to improve the life quality of the population. The process of socio-economic development includes the following components: increasing incomes, improving the health of the population and increasing their level of education; creating conditions conducive to the growth of self-respect as a result of social, political, economic and institutional systems; increasing the degree of people freedom, including economic.

The last two components of life quality are not always considered when assessing the degree of socio-economic development of regions.

Often the tactical goals of regional development are intermediate objectives [10]. Among the tactical goals of regional or city development are attracting new types of business, expanding an existing business, small business development, developing the city center, industrial development, development of services, and increasing regional employment.

Of particular importance in determining the level of economic development of the region are traditional indicators that assess the level of production and consumption of goods and the growth of this level per capita (gross national income (GNI), gross domestic product (GDP), real GNP per capita, the growth rate of these indicators). To assess the development dynamics, it is advisable to use indicators assessing the rate of economic growth in the region: the growth rate of per capita income, labor productivity, and the rate of structural transformation of production and society.

Indicators such as GDP, per capita income, labor productivity, and growth rates cannot fully assess regional socio-economic development. Equally important are indicators of life expectancy, the population's health, education, and qualifications [11].

As part of the implementation of national projects, these indicators have specific values that must be achieved.

The success of priority national projects directly depends on the functioning of all mandatory components of project management. To date, it has been possible to achieve goal-setting (setting goals and forming plans), organization (assigning responsible persons, distribution of roles), and resource provision (allocation of budgetary funds). With regard to control, the formal approach of assessing the performance of budgetary obligations remained [12].

Consequently, from now on, the focus should be on specific results for implementing priority projects. This means that fundamentally new subjects will be involved in monitoring and control.

Meanwhile, in the bodies of state management of project activities in the Russian Federation, there is interdepartmental control, which follows the methodological recommendations for project management organization is a system to measure results, calculate deviations and assess their causes, define the stages of project activities, and make decisions in education, coordination and possible project adjustment [13]. In turn, much attention is paid to preliminary objective monitoring, which involves the preparation of monthly, quarterly and annual reports on the implementation of national projects.

Such reports contain the status of implementation, the dynamics of achievement of key indicators and intermediate results, and information on budget execution, problems, and risks identified during the project implementation, and are subject to review, except monthly, at a meeting of the project committee.

The consequence of monitoring all kinds of risks and deviations of the established indicators is a timely response from the project management bodies, reducing costs and further eliminating the identified problems [14]. The impact is possible in the early stages of the project when major project decisions are made, and the actual costs are low. Most of

the actual costs occur at the stage “Project implementation” stage, and the opportunity to influence them almost disappears (Figure 1).

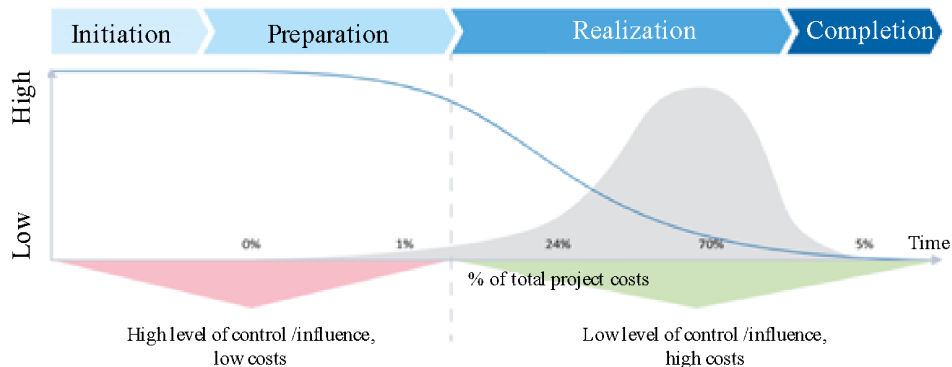


Fig. 1. Dependence of the level of control and costs at different stages of project activities.

At the same time, since 2017, the Accounts Chamber has joined the existing control system over national projects, whose main task is to determine the real effects resulting from the execution of budgets.

Table 3. Activities within the control of the Accounts Chamber.

Item No.	Essence of the event
1	Monitoring the development and implementation of priority national projects
2	Expert-analytical activities (analysis of the organization of project management, interaction between participants, financial support, compliance with deadlines, etc.).
3	Assessment of the project development quality, its progress, stages and results of implementation
4	Interaction with the control and accounting bodies of the subjects of the Russian Federation, etc.

For this purpose, the Methodological Recommendations on monitoring and controlling the development and implementation of priority projects and programs in the main directions of strategic development of the Russian Federation were developed.

In addition, the automated “Information and Analytical System of Remote External State Audit (Control) of the Accounts Chamber of the Russian Federation” was introduced since some projects involve the participation of the subjects of the Russian Federation, on which the effective current audit and the annual comprehensive assessment of project activities depend.

It is worth noting that priority national projects are assessed for their effectiveness during control activities. Checklists, project information requests, surveys of project participants and stakeholders, and interviews are used to assess project effectiveness [15].

The launch of the Accounts Chamber website, which allows tracking the dynamics of the key indicators of the national projects and monitoring the achievement of national goals, is quite significant.

Anyone can use this tool, making the project management process more open and transparent.

In conclusion, society can control the implementation of planned project activities. For this reason, in 2019, the Civil Chamber initiated another type of independent control over priority national projects – public scrutiny. Public control is a source of feedback from civil society, including sociological surveys, actions and meetings with citizens, monitoring and

expert evaluations, which will further increase pressure and control over the project implementation.

However, its effectiveness depends directly on how actively the Civil Chamber is used, for example, to assess issues of public concern.

While the agencies controlled by each other can come to a consensus, civil society plans not just to observe the decisions made by the authorities but to demand concrete useful results.

Such an important step in developing national projects will further increase their effectiveness.

As D.V. Alabin, a candidate in political sciences, notes: “The use of more effective mechanisms and technologies in the implementation of priority national projects should contribute to a dynamic improvement in the political and social spheres. However, the effectiveness criteria used to evaluate the national projects are focused on the short and medium term, which does not allow to fully evaluate the effect and impact of the national projects on the life of society. Therefore, for a comprehensive assessment, it is also necessary to use the final development indicators, long-term planning” [16].

It follows that systematic and ongoing monitoring of the implementation of national projects is becoming increasingly important and relevant. It promotes managerial decisions supported and approved by the population, assists government agencies in developing and adjusting social policies, and is one of the main conditions for the development of the country’s economy.

Its most important component is a responsibility, as the strategic decisions taken presuppose a high level of responsibility for immediate and long-term consequences and social effectiveness.

5 Conclusion

The following results were obtained during the study of the national project system and the justification of proposals for improvement. 1. Conducting an administrative reform in the Russian Federation to create a strong, competitive and democratic state has led to the choice in favor of the project as the main tool of the mechanism of public administration. This minimized costs and resources. Reforms are predetermined by negative qualitative indicators that characterize the involvement and execution of functions and powers by state agencies in terms of social policy.

2. During the implementation of the project management mechanism in the public sector, it became clear that changes were needed in the internal system of executive authorities, as well as the creation of new inter-sectoral and sectoral management bodies. Consequently, the government has formed an organizational and functional structure for managing national projects, which involves virtually all bodies of executive power.

3. The project approach does not imply the creation of new strategies but acts as a basis for their achievement and creates all the conditions for the development of human capital, providing a comfortable environment for life and economic growth. However, a project can become such an activity to address long-term objectives only if its expected performance meets the strategic objectives.

4. An important condition for the effectiveness of the implementation of the national projects is ongoing and public control, which implies close interaction not only between agencies but also between the business community and the population.

5. Until 2024, the national projects will remain as guidelines for the social development of the Russian Federation. This is due to the fact that their implementation involves significant positive changes in state development.

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