

Efficiency issues for managing priority national projects

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Abstract—The issue of risk assessment in public administration has now become particularly urgent. One of the objectives of public administration in the face of risk is to improve the well-being of the population. In order to improve the well-being of the country's population, reduce the risk of the consequences of the economic crisis of 2008-2010, long years of stagnation, the executive branch has come to modern methods of governance, the bright representative of which is the transition priority national projects. The use of such methods greatly strengthens the role of the state in the management of socio-economic development. Both in May 2012 and in May 2018, the President of the Russian Federation in the "May decrees" defined the planned indicators for the main socio-economic areas of the country's development. The authors considered priority national projects, which are defined in the Russian President's message as projects of social orientation.

The article considers the reasons for the decline in the effectiveness of the implementation of the "May decrees" of the Russian President in 2012, the implementation of which according to various data amounted to 70%. One of the reasons is the lack of application of project management methods. However, there has recently been an understanding of the need for project management.

The authors examine in detail the risks of implementing the "May decrees" of the Russian President in 2018, among which the inability to control the targets of most programs is highlighted. The reasons for the decline in the effectiveness of government programs at different levels of government have been identified, and there is a tendency to increase the number of risks depending on the level of governance. Unfortunately, the impact of the risks increases. Among the reasons for the decline in the effectiveness of priority national projects are organizational problems (lack of necessary vocational education, management and organization problems, features of stimulating the work of public servants, features of industry competition, a decline in the rating of public bodies in the eyes of citizens) and psychological deficiencies associated with loss of trust and

understanding between citizens and government agencies, lack of honesty and openness of activity, low executive discipline of government officials.

Of particular importance in the implementation of national program's is the responsibility of officials at all levels because of the high social importance of their decisions. At the same time, according to the authors, it is necessary to establish the personal responsibility of officials both for achieving indicators of effectiveness, goals and targets, and for the organization of work on the implementation of national projects. E that would require the development of indicators to assess the effectiveness of those responsible.

Keywords—public administration, priority national projects, project management, risks, socially significant projects, efficiency

I. INTRODUCTION

The issue of risk assessment in public administration has now become particularly urgent. This is due to periods of stagnation and crisis in the economy, which makes it difficult for the state to solve social problems. One of the goals of public administration is to improve the well-being of the population. Its achievement requires the state to raise the standard of living to the appropriate quality [1].

The system of public administration is, among other things, social governance, which is directly related to the practical resolution of issues affecting the interests of society as a whole.

A number of social studies show that the majority of the population cares about improving the standard of living, accelerating the economic development of the country, stratification of Russian society, stability in the country. The multiplicity of risks to address these problems is obvious and requires better legislative framework for change. Repeatedly in the speeches of the President of the Russian Federation sounded the

thesis about the weak efficiency of the work primarily of the executive branches of government.

II. MATERIALS AND METHODS

In order to improve the well-being of the country's population, reduce the risk of the consequences of the economic crisis of 2008-2010, long years of stagnation, the executive branch has come to modern methods of governance, the bright representative of which is the transition to the priority national projects. The use of such methods greatly strengthens the role of the state in the management of socio-economic development. In many ways, this resembles a system of planned farming adapted for modern conditions.

Both in May 2012 and in May 2018, the President of the Russian Federation defined practical targets for the main socio-economic areas of the country's development in May 2012. prepared by the Russian government with the methods of project management. We hope that this will greatly mitigate the effects of the crisis and make a breakthrough in the country's scientific, technical and socio-economic development. To date, the Russian government has allocated a number of priority national projects among all projects and programs. These are the 13 most important targets approved by the Russian Government, which must be achieved by 2024 [2].

The total amount of funds supposed to be allocated for the implementation of the programs amounted to 25.7 trillion rubles, 13.2 trillion rubles will be allocated from the federal budget, 7.5 trillion rubles from extra-budgetary sources, from regional budgets - 4.9 trillion rubles, remaining the traditional risks of implementing programmes include difficulties in financing priority national projects through extra-budgetary funds, especially through funding from regional budgets, most of which are subsidized.



Fig. 1. Share of the budget for the implementation of priority national projects (trillion rubles).

Another specific feature of the implementation of the programs includes discrepancies in the system of government. approval of national project passports is held with a lag of six years. This dissonance can have a negative impact on the final results of priority

national projects. According to the data of the Ministry of Finance of the Russian Federation, the budget amount 2019-2021 for the implementation of priority national projects (see table 1).

TABLE I. BUDGET FOR THE IMPLEMENTATION OF PRIORITY NATIONAL PROJECTS FOR 2019-2021 (BILLION RUBLES)

Name	2019 year	2020 year	2021 year	Total for 3 years
Total	1685,5	1862,7	2084,8	5633,0
including:				
Health	159,8	299,1	238,8	697,7
Education	103,2	117,6	127,7	348,4
Demography	512,0	522,2	528,8	1563,0
Housing and urban environment	105,3	105,3	108,4	318,9
Small and medium enterprises	57,3	32,5	46,8	136,5
Ecology	49,6	77,8	113,7	241,2

That is in the country's budget for 2019-2021. 42% of all funds planned for the implementation of priority national projects are 5.6 trillion rubles. 13.2 trillion rubles, which increases the likelihood of an increase in the risk of underfunding in the second phase of implementation. Risks remain even with the projected possibility of using the National Welfare Fund in the future, with the plan to increase the volume of the National Welfare Fund to 14.2 trillion rubles by 2021.

The authors highlight priority national projects, which are defined in the Russian President's message as social projects. The Russian budget is expected to have 3305.7 billion dollars for the implementation of projects. rub. - 58.7% of the total amount of funds for the implementation of priority national projects, which once again emphasizes the priority of social programs in the development of the national economy.

1. A new national health project - reducing the mortality of the population, digitizing health care, setting up national research centers, eliminating the staff shortage of health workers, combating cancer and cardiovascular diseases, the introduction of standard treatment protocols, the elimination of staff shortages of medical professionals.

2. National Education Project - Russia's entry into the top 10 leading countries in terms of the quality of general education, the construction of new schools and dormitories, the use of digital teaching methods, training courses and textbooks.

3. Demographic national project - increasing the population of the country, increasing the birth rate to 1.7, increasing the proportion of citizens leading a healthy lifestyle, building a nursery for children under three years, completely eliminating the deficit schools and pre-school schools.

4. National housing and urban environment project - providing affordable housing for middle-income

families, increasing the volume of housing construction to 120 million m² m per year, the introduction of technology standardized housing, reducing the un in habitable housing stock, providing a comfortable urban environment.

5. The National Small and Medium Enterprise Development Project - increasing the share of people employed in the field of small and medium-sized businesses, simplifying tax reporting, access to preferential financing, state support for farming.

6. Environmental national project - reducing the number of landfills, improving the environmental situation in large industrial centers, solving problems with drinking water in the country, ecological rehabilitation of water facilities, relocation of rare species of animals, the creation of infrastructure for ecotourism, reproduction of forests in all areas, felled and dead forest plantations.

According to the Chairman of the Even Chamber A. Kudrin, the results of the previous May 2012 decrees were not fully achieved. productivity increased by only 3.8% compared to 2011 instead of the planned 50%. Despite the planned growth of investments to 27% of GDP, their actual value was less than 22%. The alarming factor is especially given the annual outflow of capital from the country in the amount of more than 60 million rubles. a year. One of the orders of the Presidents of the Russian Federation required to achieve an increase in the share of high-tech and knowledge-intensive industries in GDP by 1.3 times. Compared to 2011, the actual the share of such products was Only 21.7%. Several indicators of the implementation of social programs, in particular, the national project "Demography", "Resettlement of dilapidated housing" and a number of others have not been achieved. the state level requires a significant correction, both organizationally and methodologically. One of the reasons is the lack of application of project management [3] methods. Management. It seems that this was one of the reasons for the weak implementation of the "May decrees" of the President of the Russian Federation. Unlike the departmental approach, real inter-agency planning for the implementation of government programs, monitoring their implementation at every stage of the program's life cycle would undoubtedly lead to improved performance. The project methodology for implementing government programmes would largely offset the risks involved and facilitate management decisions that minimize their impact on the result. Comparative analysis during the implementation of the above government programs 2012-2018. showed that there were both external risks (the adoption of sanctions by Western countries against Russia) and domestic (continued stagnation of socio-economic development).

Recently, there has been a tendency to have a better understanding of project management methods. The most striking example is the "Digital Economy of the Russian Federation" program adopted in 2017,[4] the implementation of which focuses on the methods of

project management with the involvement of all interested parties.

According to the Auditor of the Accounts Chamber, the achievement of 65% of the goals set in 2018 is impossible to control. About some national projects budget 2018 Only 40% can be achieved only by the joint work of the authorities. All levels under the leadership of the Russia.

National Health Project. By the end of 2020, medical care should be available in all settlements of Russia. high-tech help. So complex operations using the latest equipment are successfully done not only in federal, but also regional clinics and centers. However, in the field of primary care, it is not yet possible to get rid of problems, there is still difficulty to write to specialists, the inability to pass tests quickly and free of charge, and in many localities of health workers because of the reduction in the mind not effective clinic operation. The country has never developed a rehabilitation system and today there is no rehabilitation center allowing patients to recover from a serious illness. The acute issue for the primary health care sector is the shortage of highly qualified personnel.

National Education Project. According to various studies, Russian schoolchildren achieve high results in various sciences. All this shows structural changes in school education. However, in many in sparsely populated areas there are schools without heating, running water and sewerage. The program has been highlighted by the problem of teacher shortages, and the Earth Teacher Project is actively progressing in the country, as well as the Earth Doctor project in the Health program.

Demographic National Project. Now Russia is in a difficult demographic period. Rates most and have not met the planned expectations approved in the state program, and going decline. The growth of the country's birth rate in 2018 compared to 2000 increased by 1.5 times. in recent years to Russia stat, in 2018 the population of the country (excluding migrants) began to decline, the main reason is the decline in fertility (in 2018, the mortality rate in Russia exceeded birth rate at 193,000 2019 forecasts that this trend will continue. At the same time, the plan is to reach natural population growth by 2024. The solution to the demographic problem is directly dependent on the standard of living of the population. working people make up more than half - about 60%. However, experts believe that about 35 million people are below the poverty line, as official statistics consider incomes, and you need to focus on purchasing power recent years, this figure has increased with 15 million people in 2012.

Another example of not working effectively on priority projects is pension reform in 2019. If the pensioner's income as a result of indexation of the pension exceeded the subsistence minimum, he was reduced or not paid a social co-payment. As a result, the increase in pension was either much less than expected or the pensioner was deprived of it. This has been repeatedly noted by the President of the Russian

Federation as an indicator of the weak efficiency of work on the implementation of state programs. Frequent changes in the methods of calculating pension savings of citizens lead to a complete misunderstanding of the population. A person loses faith in state pension guarantees, and therefore in the state bodies that oversee the pension program.

The national project "Housing and Urban Environment". not enough is being done. For example, the Housing Certificate programme is in place, but it only covers a narrow range of citizens, namely members of the armed forces. To increase interest in mortgage lending, it is planned to reduce the rate to 9 and 8%. The proposal made by the President of the Russian Federation in February 2019 on the introduction of "mortgage holidays" and the proposal of state subsidies for mortgage loans for large families is a promising one. At the same time, it is expected to spend 7.6 billion rubles in 2019 on subsidizing the loan, 21.7 billion rubles in 2020 and 30.6 billion rubles in 2021.

At the same time, the government has not yet developed financial instruments to carry out individual housing construction. solve the housing issue.

Experts have calculated and concluded that measures to support large families and pensioners who have taken out a mortgage will not lead to an increase in their income, which fall for several years in a row. Revenues fell by 0.2% in 2018. At the same time, the growth of real wages (taking into account inflation) decreased to 0.2%, while the average salary increased by 6.8%.

Environmental national project. Today, the population imposes high demands on the environmental situation. One of the biggest problems is the problem of municipal waste. The problem of landfills, especially those near residential buildings, has not yet been solved. A new system for handling solid municipal waste has been introduced since 2019. Plans for the next two years are to close and rehabilitate 30 major problem landfills within the city limits, and in six years - all. At the same time, it is planned to increase the share of processing of ooohs from today's 8-9% to 60%. For now, however, everything is limited to the increase in the fee for garbage disposal. The problem of eliminating organizations that carry out illegal waste disposal is not solved. The Clean Country program provides for the reclamation of 191 landfills by 2024. The program does not have data on which landfills are to be rehabilitated, in what sequence and in what time frame. The implementation of the project "Complex system for the treatment of solid household waste" for the implementation of which is planned 291 billion rubles, 104.3 billion rubles is questionable. Federal budget funds. There is a risk that the targets for the processing of solid municipal waste and the reduction of the impact of stationary and mobile sources of pollution may not be met due to the lack of appropriate infrastructure. According to the authors,

by the end of 2021 it is almost impossible to prepare the infrastructure for waste management [5].

National Project for the Development of Small and Medium Enterprises. The effectiveness of the president's orders to protect business from unjustified criminal prosecution causes his discontent. P Half of the cases (45%) brought against entrepreneurs are dismissed before the trial.

III. DISCUSSION

According to experts, in reality the programs do not concern very many groups of the population. For example, a small proportion of large families will benefit from the state's assistance in repaying mortgage loans. They rarely take out a mortgage because most of their income goes to the maintenance of their children. It is expected that the implementation of the proposed measures will not be burdensome for the budget.

Meanwhile, the new edition of the national projects for the next six years has changed. The budget for 2019-2021 provides for the sequestration of a number of expenditures. Thus, 13 national projects account for about 10 per cent of expenditures, whereas previously it was planned to allocate 15 per cent of the total budget for this purpose. Further adjustment of national projects is expected.

The largest part of the regions' claims to national projects is predictable due to financing. Although the regions account for a small part of these expenditures, the discrepancy in the funding figures of national projects in 2019-2021 on passports and in the budget (in 2019 - by 182 billion rubles, in 2020 - by 325 billion rubles, in 2021 - by 379 billion rubles) raises fears that that in the future the requirements of co-financing national projects for regional budgets will be increased. All this demonstrates the lack of efficiency of work on the implementation of priority national projects already at the planning stage.

The theory says that the reason for the poor efficiency of public administration, and therefore the management of national priority projects is organizational:

1. lack of necessary vocational education: poor knowledge in project management, knowledge and skills in public procurement, auditing, accounting and reporting, as well as irresponsibility and inability to work in the new conditions of the officials responsible for their implementation;
2. management and organization problems: inefficient structure of state agencies, absence of the threat of bankruptcy, no goal of maximizing profits, lack of incentives to increase efficiency, difficulties of long-term planning, influence of policy, Low risk-averse, bureaucracy;
3. features of stimulating the work of public servants: fixed wages, weak threat of dismissal, difficulties in determining the results of the work of public servants, corruption, which in our country,

among government officials and officials have become almost massive;

4. features of industry competition: lack of competition, operation in a monopolist's environment;

5. reducing the credibility of government officials in the eyes of citizens.

The above factors are the reasons for the decline in the effectiveness of government programs, and there is a tendency to increase the number of risks depending on the level of management. The lower the level of management, the unfortunately the impact of risks increases.

In addition to organizational problems, there are some psychological shortcomings in public administration related to the loss of trust and understanding between citizens and representatives of the state structures, lack of integrity and transparency of the activities of government officials.

However, the main reason for the poor efficiency of government of the state is the low social responsibility of officials for the decisions made at both the federal and regional levels. One of the main consequences, according to social surveys - 52% of Russians do not trust [6] officials.

The impact of participants on the implementation of priority national projects is presented in Figure 2.

In practice, the main reason for the low effectiveness of the implementation of priority national projects is the low executive discipline and the lack of effective control over the executive power by society. For an official-solution. Public servants are not interested in the end result of their work, because performance indicators are either uncertain or blurred or difficult to achieve. implemented. A big problem is the need to overcome the contradictions between the personal interests of officials and the demands of the position imposed on government officials. The interaction of managers responsible for the implementation of government programs is rare and only on the orders of a senior management. Many agencies prefer to evade work, and those who take responsibility bear all the costs, the benefits of the implementation of the programs are distributed proportionally among all, and the moral motivation involved in the [7]. "common cause" is not. As a result, agencies, citing a crisis or other causes, actually stop working on the implementation of national projects projects and meeting targets. Hence the constant non-compliance with the orders of the Russian government.

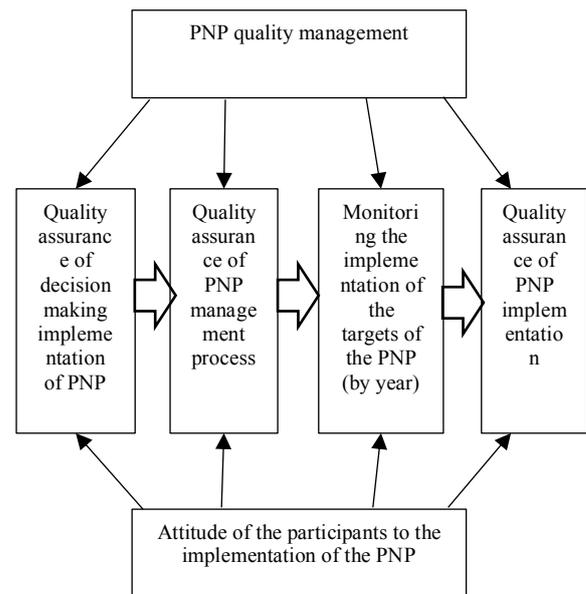


Fig. 2. The impact of quality management and participants on the implementation of priority national projects.

According to Deputy Prime Minister T. Golikova, the main reason for the poor efficiency of public administration is the low quality of governance institutions, both state (administrative) institutions, and established and government-backed to manage the economy.

Work in public structures requires the continuous, continuity and competent work of professional employees to implement the tasks, functions and power of public bodies in the implementation of priority national Programs [8].

The solution to the above problems and the new organization of work on the implementation of President's Decree No. 204 are the principles of project management. Offices should be self-employed units with full-time employees and assigned to them to organize project activities in the implementation of priority national projects. If necessary, design offices should be organized in subordinate organizations.

The obligatory introduction of the methods and methods of the project management was confirmed at a meeting of the Presidency of the Council under the President of the Russian Federation on strategic development and priority projects held in June 2018: "In June 2018, Prime Minister D. Medvedev: "In June 2018, Prime Minister D. Medvedev each entity plans to form a project office, which will organize the project activities."

IV. RESULTS

Although in our opinion the organization of only departmental design offices will be ineffective, it is also necessary to create and raise the status of temporary interagency offices with the involvement of practitioners in the research field of knowledge. This will ensure effective monitoring of priority national projects. At the municipal level, it is necessary to create a system of public-expert councils, which will

include not only specialists, but also members of the public [9].

Of particular importance in the implementation of national programmes is the responsibility of officials at all levels because of the high social importance of their management decisions. The personal responsibility of each individual performer plays a significant role. In the system of public administration, there is one criterion that determines its effectiveness - the ability of performers to act independently in a rapidly changing environment. At the same time, it is necessary to establish the personal responsibility of officials both for achieving performance indicators, goals and targets, and for the organization of work on the implementation of national projects. It will require the development of indicators to assess the effectiveness of senior officials in meeting the goals and targets for the implementation of priority national projects, including depending on the proportion of its contribution and participation, as the Chairman of the Counting Chamber A. Kudrin said, as well as to determine the types of responsibility for non-compliance with indicative indicators. "Personal responsibility for decisions made and for meeting targets must be strengthened... Personification should be obvious," Russian President Vladimir Putin said.

In order to address the problems of poor performance of public servants on the implementation of priority national projects, the following measures need to be implemented:

1. Adopting design management methods.
2. Creation of structures capable of coordinating government structures, following the example of design offices.
3. Under federal and local governments, a community initiative unit should be set up. The unit should encourage the public to express their views on the work of public bodies, in particular the implementation of national projects.
4. Develop a public-private partnership [10]. system in the implementation of public projects.
5. Public scrutiny over the work of public servants has been shaded.
6. The leader of all levels needs to set specific goals with clear and fairly easily defined results.
7. The work of officials should be evaluated according to the rating.
8. To improve both the moral and professional qualities of public servants, through the training of high-quality specialists in management and project management.
9. The system of motivating public servants by increasing the share of intangible incentives.

V. CONCLUSION

The preparation and implementation of large-scale projects, such as priority national projects, requires

managers at all levels of the management system with expertise in design management and risk assessment.

In the Russian education system, there are higher education institutions that train highly qualified management professionals. A special place is occupied by the State University of Management - the first management university with 100 years of history, which for more than twenty years has been training specialists of various levels in the field of project management.

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