

Processes of Reforming Regional Strategic Planning in the Conditions of Digital Transformation of Public Administration in the Russian Federation: Assessment of Results and Trends

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Abstract. The author presents the results of a scientific study and assessment of the current effectiveness of modernizing regional strategic planning in the context of updating the general concept of public administration and in the context of the formation of a digital public administration platform in the Russian Federation. The author carried out a comparative analysis of the effectiveness and efficiency of achieving the planned measures to improve a public administration and achieving the key goals of social progress, which are recorded in the strategic planning documents for each Russian region. The study was conducted based on the study of regional statistical reporting of the constituent entities of the Russian Federation, digital data on planned and actual results of regional development were analyzed. A statistical and substantive assessment of the development dynamics made it possible to identify a list of problems characteristic of most regions of the Russian Federation, as well as the main causes of dysfunctions in the strategic mechanism in individual phases of development management. First of all they are associated with the imperfection of procedures and tools at the stages of goal setting, forecasting and planning, control and monitoring. The author presented a list of proposals for their solution, focused on the capabilities of digital control technologies.

1. Introduction: relevance of the study

The most important factors in the social and economic progress of the Russian Federation and its regions are the availability of an effective national model and mechanism of state development management. Their success is determined by the ability to make timely, reasonable and high-quality decisions on the correction of key national goals and plans in the face of increasing internal and external uncertainty of the development environment. The transformation of the institutions and mechanisms of state strategic management should be adequate to the complexity of the objects and tasks of regulating socio-economic systems. One of the main conditions for increasing the efficiency and competitiveness of the national economy is to ensure consistency in improving public administration with the effectiveness of the implementation of state and regional programs and projects for socio-economic development. This work is being carried out in Russia as part of the implementation of the provisions of the Federal Law "On Strategic Planning in the Russian Federation" (2014). The study of the dynamics of interrelated processes of changes in the public administration system and in the area of development effectiveness of the constituent entities of the

Russian Federation will allow us to evaluate the effectiveness of the transformation of the entire system of state development management and identify the main causes of dysfunctions in the implementation of initiatives to modernize the system and mechanisms of regional strategic planning.

2. Background and purpose of the study

The Russian scientific school of state development management, along with Russian society, experienced the effects of dramatic socio-political upheavals of the 90s of the last century [1], [2], [3]. Today, there is a significant gap between the understanding of theoretical and methodological approaches to the analysis/design of social development processes and the daily observed results/effects of their practical implementation both at the federal and regional levels. To a large extent, the assumption and dissemination of the “methodology” of trial and error in the public administration system is the result of the lack of an effective and efficient development management concept and a practical mechanism for its implementation [4], [5], [6].

Understanding by the expert community and the political elite of the scale of current problems and the criticality of the possible consequences for the Russian state associated with loss of manageability at the national level, led to a gradual restoration of the strategic management mechanism. The main legal acts (within the framework of which this activity was carried out) are the Federal Law “On State Forecasting and the Socio-Economic Development Programs of the Russian Federation” (1995), the Decree of the President of the Russian Federation “Fundamentals of Strategic Planning in the Russian Federation” (2009) and the Federal Law “On Strategic Planning in the Russian Federation” (2014).

However, we need accurate identification and diagnostics of the initial and current state of the reforming area (system or process) to assess the success of any organizational transformations. In this regard, the author analyzed the current experience in the formation of methodological and instrumental support for regional strategic planning, as well as the practice of its implementation in the federal strategic management information system as part of the state automated control system. The detection and accurate specification of the problem areas of the management mechanism are essential for the effective and timely correction of possible dysfunctions of the system of state and regional management of regional development potentials and resources, aimed at increasing the competitiveness of the national economy, strengthening the stability of the state and improving public welfare.

3. Review of Scientific Publications and Research

The theoretical basis of the study was the publication of well-known Russian and foreign scientists, experts in the field of development management, macroeconomic modeling and design of information-analytical systems.

The fundamental provisions of the concepts and trends in the formation of the foundations of contemporary systems of public management of socio-economic development, mechanisms of state strategic management, as well as an overview of the status of strategic planning tools are presented in a number of recent publications by foreign authors [7], [8], [9], [10] and domestic scientists [11], [12] [13], [14], [15] and others. The author especially emphasizes the importance of the fundamental study by J.E. Stiglitz, A Sen and J.-P. Fitoussi “Report of the Commission on the Measurement of Economic Indicators and Social Progress” [16], which is devoted to the problems of effective measurement and understanding of the true results of public administration. Actual studies of evolutionary processes of both the concepts of national/regional governance and the experience of their practical implementations are of undeniable value for the practice of creating effective public administration tools for a coordinated and balanced development of Russia and its regions [17], [18] [19], [20], [21]. This is especially important in view of the constant and growing influence of scientific and technological progress on public administration methods (especially in the field of information and communication technologies), including as a result of digitalization of management [22], [23], [24], [25], [26], [27], [28] and others.

The empirical basis of the work has become a wide range of diverse sources: regulatory legal and strategic planning documents, statistical data, scientific and specialized publications, reference and methodological materials of international organizations. First of all, the author used for analysis and processing the data provided by the Federal State Statistics Service (<http://www.gks.ru>), materials from the Ministry of Economic Development (<http://www.economy.gov.ru>), information from the State Information System (SIS) - “Management” (<http://gasu.gov.ru/stratplanning>), data from regional registers of state information systems included in the communication infrastructure of interagency cooperation (<https://smev3.gosuslugi.ru/portal/>). This is also the data of the websites of a number of international organizations: the UN (<http://www.un.org>), the OECD (<http://www.oecd.org>), etc., reports on the conduct of national and international scientific, practical and expert events, as well as the base of legal acts of Russian computer reference legal systems «Consultant Plus» and «Guarant».

To study the current state of problems and achievements in the subject area of research, to process qualitative and quantitative information in the framework of a general system approach, the author applied methods of content and semantic, logical and statistical, economic and expert analysis; the author studied normative legal acts, used the method of comparative analysis to compare objects in order to classify them and build a typology of the studied entities, etc.

4. Research methodology and its results

The specific object of the author's research was the information provided at the beginning of 2019 in the regional registers of state information systems. Today in Russia there are more than 2600 automated information systems (reference, analytical, managerial, etc.) that are involved in the document exchange processes of public administration bodies (state and municipal) and included in the communication system of interagency interaction. As of July 21, 2019, the SIS Register of Strategic Planning Documents (SPD) already contained 64 955 registered documents, including: at the federal level - 104 (taking into account planned decisions for macro-regions and federal districts); regional level - 2,565 documents; municipal level - 62,286 documents. An illustration of the involvement of the constituent entities of the Russian Federation in the process of implementing the provisions of the Federal Law “On Strategic Planning in the Russian Federation” (2014) is presented in Table 1.

Table 1. Generalized dynamics of registration of the documents on the portal of the federal strategic planning information system.

<i>Document level</i>	<i>Date</i>			
	on 02.2016	on 08.2016	on 11.2017	on 07.2019
Federal	14	32	79	104
Regional (subject of the Russian Federation)	256	703	2 319	2 565
Municipality	1768	6900	53 875	62 286
Total documents	2 038	7 635	56 273	64 955

A selective analysis of strategic planning documents presented in the registers revealed the composition and nature of the deformations that are most specific to the main stages of the management cycle: goal-setting; forecasting; planning and programming; monitoring and control. Summarizing the processed information in the field of practice of regional strategic planning, we can outline the following list of problems that are typical for most regions of the Russian Federation.

In the field of goal setting are found: the lack of a single/cross-cutting ontology, semantic fuzziness and immeasurability of goal formulations, the fuzziness of inter-level relations and the lack of requirements for their mandatory indication in cascades (vertical decomposition) and ensembles (horizontal decomposition) of SPD within a fixed sphere / subject of planning for socio-economic development, the plurality of nominal representations in the chipboard of the same semantic entities; the presence in the chipboard of a large number of non-standardized indicators: the lack of methods

for collecting and calculating the values of indicators; the lack of a clear hierarchy of goals, objectives and activities; the plurality of nominal representations in SPD of the same semantic entities; the presence in the documents of strategic planning of a large number of non-standardized indicators: the lack of methods for collecting and calculating the values of indicators; lack of a clear hierarchy of goals, objectives and activities.

In the field of forecasting are found: the absence in the system of SPD of a top-level document - the strategic forecast of the Russian Federation; the lack of a single / cross-cutting ontology of forecasting; the presence of significant discrepancies in the values of forecast indicators, related documents of strategic planning; insufficient regulation of the schedule for the correction of forecast estimates with a general inadequate interpretation of nature and the role of predicative information.

In the planning/programming area, the following are detected: the lack of a unified / cross-cutting ontology of planning/programming; the absence in the system of SPD of territorial planning schemes of the constituent entities of the Russian Federation; the lack of standards for cost planning and the results of socio-economic development at all levels of government; contradictions of the concepts of strategic and program management; the imbalance of the principles and mechanisms of process and project management; the weak coordination of strategic and financial planning processes.

In the field of control and monitoring are found: the lack of a unified / cross-cutting ontology of control and monitoring; the inconsistency of models and methods for assessing the effectiveness of the implementation of SPD and the activities of strategic planning participants; the weak linking of the performance assessment of the heads of executive bodies with the results of the implementation of SPD; the lack of a mechanism to ensure meaningful and chronological implementation of the results of the assessment of the implementation of strategic planning documents.

A clear illustration of the effectiveness of the current strategic planning system in the Russian Federation can be the results of the implementation of development targets for the period from 2012 to 2017. In table 2, the author gives a generalized description of the dynamics of achieving officially declared development goals in the strategic planning documents of the constituent entities of the Russian Federation, determined in accordance with the May decrees of the President of the Russian Federation in 2012 for the period from 2012 to 2017.

Table 2. Dynamics of the achievement by the constituent entities of the Russian Federation of development targets from 2012 to 2017.

Characteristic	Period					
	2012	2013	2014	2015	2016	2017
Regions that completed all 38 indicators	7	2	1	0	0	0
Regions that performed part of the indicators	76	81	84	85	85	85
Including:						
from 19 to 37 indicators	76	81	82	84	80	75
from 1 to 18 indicators	0	0	2	1	5	10
Regions that have not completed a single indicator.	0	0	0	0	0	0
<i>The degree of success in achieving the goals of socio-economic development (decrees No. 596-600, 606)</i>						
Percentage of completed indicators,%	66,44	42,17	31,60	22,02	23,02	23,20
The proportion of partially met indicators,%	32,53	56,11	65,88	72,77	69,08	70,25
The proportion of failed indicators,%	1,03	1,72	2,52	5,21	7,90	6,55
<i>The degree of success in implementing goals in the areas of public administration reform (Decree No. 601)</i>						
Percentage of completed indicators,%	61,45	39,76	43,37	43,37	55,42	56,63
The proportion of partially met indicators,%	38,55	60,24	56,63	59,04	43,37	42,17
The proportion of failed indicators,%	0,00	0,00	2,41	0,00	3,61	3,61

In table 3, the author gives the results of analytical calculations of relative performance indicators of the strategic planning system, obtained on the basis of processing the averaged data of table 2.

Table 3. Assessment of the performance functioning of the strategic planning system in the 2012-2017.

Characteristic	Period					
	2012	2013	2014	2015	2016	2017
<i>Integrated assessment of the functioning of the strategic planning system</i>						
Development Goal Performance Index	0,664	0,422	0,316	0,220	0,230	0,232
Public Administration Reform Success Index	0,614	0,398	0,434	0,434	0,554	0,566
Development Regulation Effectiveness Coefficient	1,081	1,061	0,728	0,508	0,415	0,410

To obtain this analytics, the author used the method of technical analysis, which consists in calculating an integral assessment based on the ratio of the private index of success in achieving goals in the strategic planning document areas (defined in the May decrees of the President of the Russian Federation № 596-600, 606) and the private index of success in achieving goals in areas public administration reform (as defined in May Decree № 601). Indices were calculated as dividing the number of completed targets by the total number of indicators in a separate strategic planning document or in the aggregate of compared documents.

5. Conclusions and recommendations

The objective picture of the implementation of the development targets of the Russian regions, presented in the strategic planning documents, indicates the presence of systemic problems both in the construction and functioning of the development management mechanism in the Russian Federation.

The information presented in Tables 2-3 indicates an unsatisfactory state of efficiency and effectiveness in organizing the activities of strategic planning participants in the phases of goal setting and programming: the proportion of fully completed indicators decreases, and the proportion of partially completed indicators substantially prevails. In particular, we can observe a paradoxical, but very striking fact. By the end of the planning period under review, there has been an increase in the success rates of the implementation of measures to reform the public administration system. At the same time, there is a clear downward trend in the actual target indicators of the real progress of the regions. Thus, the first results of the implementation of the Federal Law (2014) clearly cannot be called positive unfortunately.

The author believes that the following suggestions could serve to correct the existing negative trends in the practice of forming a strategic development management system:

- carrying out work to improve the regulatory framework of strategic planning, taking into account the generalization of identified methodological errors and the indicated organizational shortcomings;
- carrying out holistic and systematic work on the formation of an ontological model of the subject area of strategic management;
- development and implementation of a unified standard for the description and storage of heterogeneous data on the parameters and characteristics of participants, processes and documents of strategic planning, as well as unification of access to structured statistical, sociological and expert information of the system;
- carrying out systematic and comprehensive work to regulate activities in the field of technical, technological and socio-economic standardization based on the capabilities of digital technologies;
- transformation of routine processes and solutions into the format of a service-oriented digital development management platform.

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