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**ПОДХОДЫ К СОВЕРШЕНСТВОВАНИЮ
ФОРМИРОВАНИЯ ПЛАНОВ
ДЕЯТЕЛЬНОСТИ ФЕДЕРАЛЬНЫХ ОРГАНОВ
ИСПОЛНИТЕЛЬНОЙ ВЛАСТИ**

**APPROACHES TO IMPROVING THE
FORMATION OF ACTIVITY PLANS OF
FEDERAL EXECUTIVE AUTHORITIES**

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Аннотация

В статье рассматриваются актуальные вопросы институциональных преобразований в структуре функциональных задач органов исполнительной власти. В результате анализа функциональных задач федеральных органов исполнительной власти сформулированы выводы о необходимости усиления контрольно-надзорной деятельности и об упорядоченности нормативных правовых актов РФ.

Обсуждение. В статье аргументированы выводы по определению точек взаимодействия функционала ФОИВ с результатами нацпроектов. Ключевыми решениями явились: задачи по закреплению основной «точки взаимодействия» – горизонта планирования бюджетных инвестиций, которое является атрибутом оценки эффективности партнерства государственных органов с исполнителями национальных проектов. Исследование всех точек взаимодействия функционала ФОИВ с результатами нацпроектов позволило установить типы связей функциональных изменений в полномочиях государственных органов.

Заключение. Определена роль федеральных органов исполнительной власти при формировании и контроле достижения целевых показателей документов стратегического планирования РФ. Разработаны практические рекомендации по совершенствованию процесса формирования планов деятельности федеральных органов исполнительной власти.

Ключевые слова: государство, государственные органы, органы исполнительной власти, национальная экономика, результативность.

Abstract

The article deals with topical issues of institutional transformations in the structure of functional tasks of executive authorities. As a result of the analysis of functional tasks of federal executive authorities, conclusions are formulated on the need to strengthen control and supervisory activities and on the regularity of regulatory legal acts of the Russian Federation

Discussion. The article substantiates the conclusions on determining the points of interaction of the FOI functionality with the results of national projects. The key solutions were: tasks to consolidate the main «point of interaction» – the horizon of budget investment planning, which is an attribute of evaluating the effectiveness of partnership between government agencies and the executors of national projects. The study of all points of interaction of the FOIV functionality with the results of national projects made it possible to establish the types of connections of functional changes in the powers of state bodies.

Conclusion. The role of federal executive authorities in the formation and control of the achievement of targets of strategic planning documents of the Russian Federation is determined. Practical recommendations have been developed to improve the process of forming plans for the activities of federal executive authorities.

Key words: state, state bodies, executive authorities, national economy, effectiveness.

Introduction. In the modern system of national strategic planning, the executive authorities of the Russian Federation mediate government decisions to determine the quantitative and qualitative criteria for assessing the effectiveness of achieving the country's long-term economic goals as part of improving the state industrial policy. At the same time, the state economic policy should be aimed at increasing the effectiveness of priority national projects being implemented in Russia.

From the standpoint of a modern state, the evolutionary process based on the principle of expanding the functionality of the federal executive authorities without linking the scope of their powers to the results of the implementation of state programs, federal and national projects is not able to ensure the proper level of quality of public administration, taking into account the effectiveness of the administrative reform [1], implemented in Russia.

The largest number of strategic documents implemented under the auspices of the federal executive authorities falls on state programs: the National Project "Ecology" – 27.27%, the National Project "Education" – 18.18% (Figure 1).

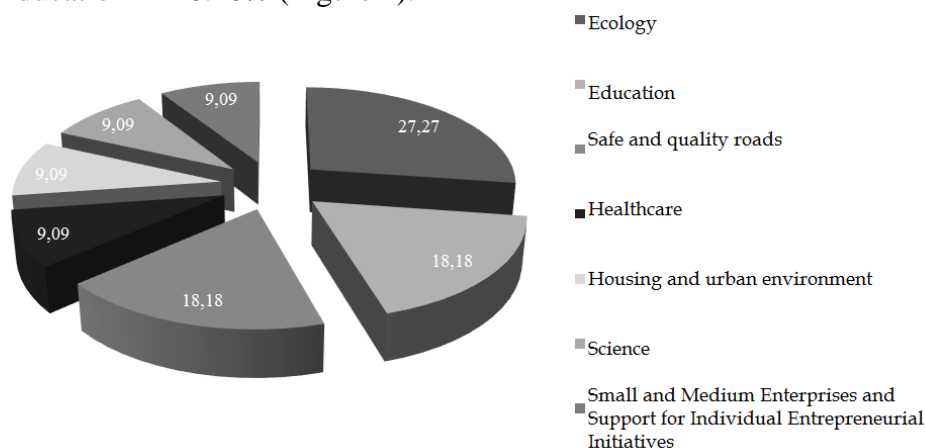


Figure 1. The structure of national projects in 2021, %

Source: compiled by the author according to [2].

The number of state programs implemented within the framework of national projects and the number of plans of the federal executive authorities may not correspond in structure and content, which gives rise to a number of problems in terms of unification and harmonization of long-term strategic guidelines for the development of the national economy.

Materials and methods. The decomposition method allowed us to identify several levels of formation of strategic planning documents, including: federal, sectoral and territorial levels, as well as levels of strategic forecasting, planning of subjects of the Russian Federation and municipalities (Table 1).

Table 1 – Indicators of strategic planning documents

Name of documents	Indicators	The role of participation of federal executive authorities
FEDERAL LEVEL		
Annual Address of the President of the Russian Federation to the Federal Assembly of the Russian Federation	The amount of federal budget funds for fundamental research until 2024 is 1,630 billion rubles. The growth rate of harmful emissions into the atmosphere in 2024 compared to 2021 is 80%. The share of modern weapons and equipment in the troops in 2024 is 76% [3]	Compliance with the procedures for the allocation and development of state support funds for scientific and technological development and the country's defense security
Economic Security Strategy of the Russian Federation	Growth in labor productivity. Growth of GDP per capita. Growth of investment in fixed assets. Growth in the share of innovative goods in the volume of exports of industrial production [4]	Protection of national interests and strategic national priorities of Russia
Strategy of scientific and technological development of the Russian Federation	Growth in the volume of technology and high-tech exports by 2025. The share of spending on research and development is at least 2% of GDP by 2035 [5]	Overseeing the status and implementation of long-term science and technology strategies

Name of documents	Indicators	The role of participation of federal executive authorities
tion		
INDUSTRY AND TERRITORIAL LEVEL		
Industry documents of strategic planning of the Russian Federation	Growth of interbudgetary transfers from the federal budget to the pension system to ensure its balance by 2030 to 103% of GDP. The increase in the average size of the old-age labor pension to 3 subsistence minimums for a pensioner [6]	Regulation of interbudgetary relations and improvement of the quality of life of the population of the territory
RF Spatial Development Strategy	The growth rate of GRP by 2025 is 103.7%, the index of export growth from transit traffic in 2025 compared to 2017 is 143% [7]	Federal executive authorities control over the production specialization of the constituent entities of the Russian Federation, monitoring the activities of macroregions and promising centers of economic growth
LEVEL OF STRATEGIC FORECASTING		
Forecast of scientific and technological development of the Russian Federation	Growth rate of new mining equipment. Index of growth of environmentally friendly materials. Minimization of production waste [8]	Participation of federal executive authorities in the development and implementation of promising areas of scientific research
LEVEL OF STRATEGIC PLANNING AND PROGRAMMING		
Spatial planning schemes of the Russian Federation	Index of growth by 2030 of the design capacity of nuclear, hydro - and power plants [9]	Supervision of federal executive authorities over the performance of nuclear and hydroelectric power plants
Action plans of federal executive bodies	The growth rate of investment in fixed assets by 2024 is 105.3%. The share of organizations implementing technological innovations by 2024 is 50% [10]	Monitoring of intermediate, final results of the execution of strategic planning documents [11]
LEVEL OF STRATEGIC PLANNING OF SUBJECTS OF THE RUSSIAN FEDERATION		
Scheme of territorial planning of the subject of the Russian Federation	The total number of settlements, the level of maturity of the settlement system of the constituent entities of the Russian Federation, the number of areas with disturbed natural complexes [12]	Formation of state registers, cadastres and territorial balances of reserves by the management bodies of property relations in the region, housing and communal services, industry and energy, education, etc.
LEVEL OF STRATEGIC PLANNING OF THE MUNICIPALITY		
Municipal programs	The growth rate of the efficiency of integrated development of the territory, the growth index of the volume of commissioning of new housing and non-residential facilities, the growth in the share of reconstructed buildings in the municipal district [13]	Control at the level of executive authorities over the results of the process of formation of new built-up areas for the purpose of their development with the adjustment of the address list of promising construction sites in the municipality

Source: compiled by the author according to [14].

An assessment of the current activity plans of federal executive authorities showed that the long-term targets for economic development, predicted on the basis of direct intervention of government agencies in the innovation environment of economic entities, are at odds with macroeconomic indicators. Especially the imbalance of indicators of strategic planning documents at the federal level and at the level of plans of federal executive authorities (Plan of activity of the Ministry of Economic Development of the Russian Federation for the period 2019 - 2024) is observed according to such criteria for the effectiveness of economic development as: the growth rate of investment in fixed capital, gross value added, export growth rate.

Meanwhile, federal executive authorities form their own management decisions, which may contradict other initiatives put forward within the powers of state bodies. For example, while supervising projects for the implementation of special investment contracts (hereinafter referred to as SPICs), which provide state incentives for high-tech mass production of target products, organized on the basis of the introduction of modern “breakthrough” technologies, the Ministry of Industry and Trade of Russia, at the level of its strategic plans, provides for a minimum investment under SPICs in the amount of 750 million rub. However, the Ministry of Finance of Russia, as part of its strategic plans, initiates the need to increase the minimum investment in SPIC projects to 1 billion rubles. It is quite obvious that the requirement to increase the basic amount of capital investments by 250 million rubles, or 33.3%, as part of the application of such an instrument of Russian industrial policy as a special investment contract, allows the Ministry of Finance of the Russian Federation to restrict access to budget investments, creating conditions more rational use of them within the national budgetary policy. This is explained by the fact that today “... the Russian Ministry of Finance proposes to increase the “entrance threshold” for concluding a SPIC to 1 billion rubles, while not taking into account borrowed funds and funds received from the implementation of an investment project under a SPIC...” [15].

An assessment of the current level of concentration of industry spending of the federal budget for the implementation of national projects and government programs in 2021 is shown in Figure 2.

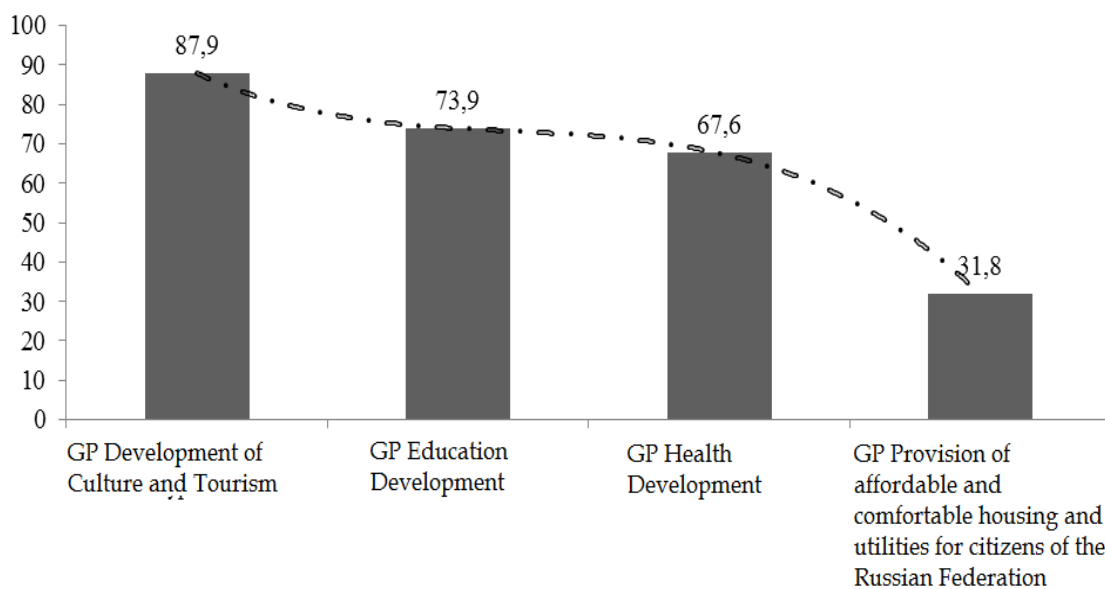


Figure 2. Estimation of the current level of concentration of sectoral expenditures of the federal budget for the implementation of national projects and government programs in 2021, %

Source: compiled by the author according to [2].

The share of budget expenditures varies from 31.8% when financing the state program "Provision of affordable and comfortable housing and utilities for citizens of the Russian Federation" to 87.9% under the State Enterprise "Development of Culture and Tourism".

A number of authors: Shabaev V.A., Govorin D.A. notes that "the goal-orientedness of public authorities is determined by assessing their organizational activities and their target orientation ..." [16]. The target and territorial orientation of decisions made by state bodies provides for the need to take into account the coefficients that determine regional specifics.

Based on the analysis of *territorial planning schemes* at the level of subjects of the Russian Federation and municipalities, the following areas of activity of federal executive authorities can be identified:

- control and analysis *concepts spatial development subjects of the* Russian Federation and municipal formations with the definition priorities spatial organizations ;
- monitoring and diagnostics forecast values restrictions use territories subjects of the Russian Federation and municipal formations ;
- agreement and approval budgetary forecasts on the long-term period and adjustment *regional programs development and concepts municipal formations* .

All these strategic planning documents are subject to harmonization as part of the application of the program-target method when calculating the effectiveness of the implementation of national projects for the economic development of Russia.

Results and discussion . In order to determine key areas for improving the functions and powers of executive authorities that meet the indicators of strategic planning documents, it is important:

- development approaches to establishing logical connections between volume authorities of the federal executive authorities and the number achieved long-term targeted landmarks on indicators strategic planning Russia ;
- grade analytical dependencies macroeconomic indicators from amplification controlling functions of federal executive authorities in part regulation results strategic planning economy ;
- production practical recommendations on definition systemic measures taken by federal executive authorities for improvements economic and information performance national economy .

The emergence of "bottlenecks" in the functioning of federal executive authorities is due to the irrationality of subordination schemes in sectoral departments (Table 2).

Table 2 – Causes and consequences in the event of "bottlenecks" in the current system of the federal executive authority's functionality

Problems of the current functionality of the authorities	The reason for the problems in the powers of federal executive authorities	Example of control and supervision activity	Conclusion
Difficulties in delimiting the functions of supervision and control in practice	Ambiguity and lack of clarity in the interpretation of key areas of activity of government agencies	Grant of a license. Option 1 – license as a document. The <i>process is considered as a public service</i> . Option 2 – a license as a tool (form) of control. Licensing is a way to establish compliance of a specific activity with the requirements of the law	One and the same instrument of public administration can be applied from the standpoint of different functions of executive authorities
Giving state powers of an	Legislated right for individual legal enti-	Assignment of power functions to legal entities that are not fed-	The same functionality belongs

Problems of the current functionality of the authorities	The reason for the problems in the powers of federal executive authorities	Example of control and supervision activity	Conclusion
executive and administrative nature to individual legal entities	ties in terms of: adoption of regulatory legal acts of the Russian Federation	eral executive authorities, but have the powers of state administration, control and supervisory processes: PFR, MHIF	to both federal executive authorities and other government agencies

Source: compiled by the author according to [17].

Currently, "...the rise of the executive power..." is taking place, which reflects the increasing influence of the decisions of the federal executive authorities on the implementation of "...a huge amount of tasks that modern governments deal with..." [18]. At the same time, the key economic indicators underlying the comparison of management procedures aimed at improving the quality of state programming allow us to once again emphasize the importance of the project approach to the management of national projects.

The formation of national projects is carried out for a six-year period, therefore, the most important criterion for the effectiveness of strategic planning is: the planning horizon of budget investments. The shorter the budget investment horizon, the lower the risk and the more stable the result of the effectiveness of strategic planning in Russia. The study of all points of interaction between the functional of federal executive authorities and the results of national projects allowed us to establish the types of links between functional changes in the powers of state bodies in accordance with the goals of national projects implemented in the Russian Federation (Table 3).

Table 3 – Features of the functional of federal executive authorities depending on the goals of the implementation of national projects

Communication direction	Communication type	Functions of federal executive authorities
National targets	Sustainability of economic development	Supervision of budget allocations for national projects
Regional Goals	Spatial development	Elimination of administrative barriers
Investment goals	Project management	Training of personnel for the management of national projects
Industry Goals	Achieving economic growth	Subsidy cost control
Other functional purposes	Improving the quality of public administration	Analysis of the concentration of resources in the areas of state policy implementation

Source: compiled by the author according to [19].

Based on the results of the study, it can be seen that the targets of federal executive authorities are very limited and are of a general nature.

In the system of interdepartmental relations, the "points of growth" in the effectiveness of control over national projects of the Russian Federation are estimated indicators in conjunction with the volumes of interbudgetary transfers (Figure 3).

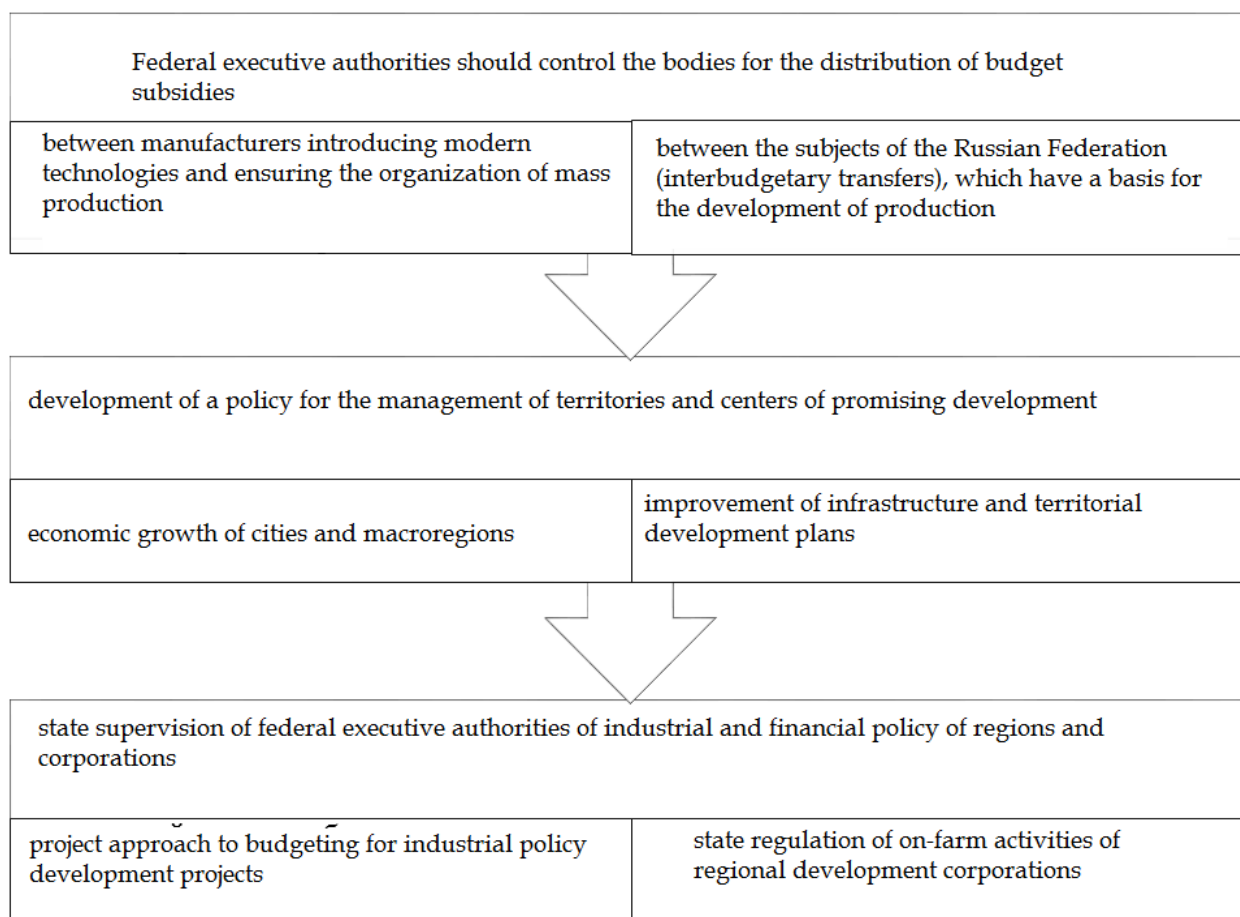


Figure 3. Improving the formation of activity plans for federal executive authorities

Source: compiled by the author

Recommendations for the development of state policy for the formation of long-term targets for planning the activities of federal executive authorities with the allocation of centers of strategic responsibility are: tools for control, monitoring and redistribution of budget subsidies between Russian producers and regions that have a sufficient base for self-sufficiency in raw materials; development of a policy for managing the development of territories based on the target – the growth of the economy of urban and rural infrastructure complexes; mechanisms of project goal-setting and budgeting for subsidizing corporations of regional development and national industrial policy.

As part of the practical recommendations that we offer for a possible strategic choice of state decisions in the field of improving the plans of federal executive authorities, the existence of “interaction points” between regional, municipal and federal authorities becomes obvious in terms of: choosing the scope and competencies of state financial supervision; determining the portfolio of strategic plans, including the forecast of the activities of subordinate budgetary and state institutions; increasing economic efficiency based on optimizing the planning horizon of budget subsidies.

Conclusion . The study of cause-and-effect relationships in the system of problem areas for regulating the activities of federal executive authorities allowed us to identify 2 major problems, the solution of which is possible in the event of modernization of the legislation of the Russian Federation in terms of the distribution and legal consolidation of administrative competencies between state bodies.

The first problem boils down to the lack of a clear mechanism for delimiting in practice the functions of supervision and optimization of lawmaking.

The second problem is the discrepancy between executive and administrative measures, the right to implement which is available to both federal executive authorities and public law entities

that perform functions that are not related to direct supervision of the results of public administration, but assist in making decisions to improve the system provision of public services (for example, state off-budget funds).

In addition, "... the incompleteness of federal relations has provided the regions with excessively complex management tasks for them ..." [17].

It should be noted that in order to solve the identified problems, government agencies can focus not on the economic, but on the political component. An important role is played by the strengthening of the control and supervision activities of the federal executive authorities and on the orderliness of the regulatory legal acts of the Russian Federation, which contain key indicators of the effectiveness of spatial and territorial development to ensure transparency of the results of the execution by state bodies of their planned functional tasks.

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