

Management Issues of Government Programs Implementation through the Example of the Russian Federation Government Program “Development of Science and Technology” for the Period of 2013-2020

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ABSTRACT

The article reveals the management issues of the modern stage of the government programs implementation in Russia using the example of the Russian Federation Government Program “Development of Science and Technology” for the period of 2013-2020 and also suggests their solutions. Transition from the ROR method to the Results-based budgeting at the RF budgeting by accepting long-term government programs causes the necessity of improving the methods for estimating their implementation. The article also considers the methods for efficiency estimate of the government programs applied in the USA (PART system). These methods are tested at estimate of the regional target program in the Ulyanovsk Region with the purpose of comparative analysis of the obtained results. Having investigated the reasons of non-correspondence of the Russian specialists’ estimate and the results of the conducted calculation and detecting the disadvantages of the current Russian methods, the authors have developed a suggestion to integrate the main criteria of the PART system into the Russian practice. They also revealed that despite such a positive role of targeted programs in the life of a state, their implementation in the RF practice is far from ideal, because both the regulatory base and the practice of its implementation require significant corrections. Imperfection of the Russian practice of targeted program approach to the government regulation is manifested in numerous repetitions of the events and measures in terms of various programs (projects) of the executive authorities, chronic lack of financing, long-standing time lag of their implementation, inefficient system of control over the achievement of the goals and the estimate of the justification of the budget costs. It is defined that considering the issue of development, implementation and estimate of efficiency of the targeted programs through the example of our country and moreover comparing it with the other countries it is notable that Russia have been implementing state policy in the conditions of market relations for just 20 years (considering the nonmarketable practice of state programming this period is certainly longer). The ways of the situation improvement are revealed and the planning trend lines on general increase in the government control efficiency are built up.

KEYWORDS

State program of the Russian Federation, management quality, coordination, mechanism of cooperation, assignment of responsibilities, monitoring

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Introduction

Federal Law No. 172-FZ (2014) “On Strategy Planning in the Russian Federation”, by the RF President’s messages, strategic documents in the sphere of improving the quality of financial management, integration of the RF government programs instrument (hereinafter – government programs) is considered as one of the key mechanisms of concentration of budget and extra-budget resources and measures of government control for achieving the goals of government policy in the sphere of social and economic development and national security. The methods for government programs implementation are defined by the Order of Development, Implementation and Estimate of Efficiency of the RF Government Programs, approved by the Decree of the Russian Federation Government No. 588 (2010). The major part of the existing government programs was accepted by the FR Government during 2012-2013 with subsequent correction in 2014. Since 2014 government programs of federal level are approved by the Decrees of the RF Government.

Over the last years the methods for development and implementation of the government programs have undergone a series of changes caused both by the accumulated experience of implementation and correction of the regulatory acts, the most significant of which are the following: integration of three-year planning of the government programs implementation; transition to approval of government programs by legal acts; introduction of practice of public discussion of the government programs drafts; introduction of the standards implying personal responsibility for achievement of the government programs indicators; introduction of the practice of quarterly monitoring of government programs implementation process etc. One of the most important changes is separation of the roles of joint contractors and the participants of the government programs and definition of the general order of their cooperation.

Notably, the task of transition to formation of federal budget based on the government programs was set in the Program of the RF Government on Improving the Efficiency of the Budget Costs up to 2012 approved by the Decree of the Russian Federation Government No. 1101-r (2010), and which was subsequently reflected in the standards of the Budget Code of the Russian Federation (1998) (article 179) and Federal Law No. 172-FZ (2014).

Materials and Methods

In accordance with the Program of Improving the Efficiency of the Public (state and municipal) Finances for the period up to 2018 approved by the Decree of the Russian Federation Government No. 2593-r (2013), in order to boost financial independency of responsible contractors of the government programs, their rights are supposed to be expanded in distribution of the general (enlarged) volume of the budget allocations in the sub-programs, general measures, department targeted programs and joint contractors, participants of the government programs. Actually, responsible contractors will be provided with an opportunity to influence the volumes of financial provision for implementation of some or other measures including redistribution of budget funds between the measures (by the joint contractors, participants) probably with certain limitations.

For implementation of this program field it is supposed to strengthen the authorities of responsible contractors of government (municipal) programs in terms of the budget process both at the stage of formation of the draft law on the budget, and at the stage of the budget execution with amending, if necessary, the correspondent legal acts (Chaffin et al., 2012; Coalition for Evidence-Based Policy, 2009; Daro, 2006; Design Options for Home Visiting Evaluation, 2012; Dunst & Trivette, 2009). At that, a special

role is played by the mechanisms of the cooperation of the government program participants.

In this regard development of recommendations on improving the mechanism of control over government programs, based on the complex analysis of the problem arising at the implementation of the government programs, becomes relevant.

In the system of strategic planning, government program is an independent controllable object. The system of management, coordination and methodological guideline of the programs includes government-wide interdepartmental (for regional programs – interregional) and peculiarly departmental (for regional programs – regional) levels (Durlak & DuPre, 2008; Fixsen, 2014; Fixsen et al., 2005; Hanft, Rush & Shelden, 2004).

Federal management level in Russia is represented by the executive branch regulatory bodies, ministries and departments (Ministry of Finance, the Ministry of Economic Development of the Russian Federation etc.). The single development strategy of Russia is ensured at the federal level, as well as coordination of governmental, interdepartmental, interregional, peculiarly regional and institutional programs, the regulatory bases in this sphere is being formed, the program methods are being developed as well as its specialization with regard to its peculiarities etc. Participation in program management is significantly implemented by means of distribution of financial resources, definition of the mechanism, ways and conditions of their provision through the federal budget. Direct executive of the coordination and methodological functions at the federal level is the Ministry of Economic Development of the Russian Federation at the increasing role of the Ministry of Finance of Russia.

An important peculiarity of the management at the federal level is a dual role of separate federal authorities which are responsible executives of the government programs, on one hand, and defining “the rules of the game” for the links of the government management system in a certain area, on the other hand. So, the Ministry of Finance of Russia is a body, authorized to operate in the sphere of organization of financial provision of government programs implementation, Ministry of Education and Science of Russia is a body authorized to operate in the sphere of research and development, while Ministry of Communications and Mass Communications of the Russian Federation is a body, authorized to operate in the sphere of information and communication technology, and the Ministry of Economic Development of the Russian Federation operates in the sphere of major construction (except the above mentioned coordination and methodic functions).

Directly at the local level the program management is implemented by the executive authorities or territorial powers. They include the following functions: acceptance of new programs to execution, their coordination with the main directions and priorities of the corresponding areas of the RF strategic development, preparation of the development concept, distribution of budget allocations between the program and non-program needs, amending to the existing programs etc. Federal and regional authorities being the bodies of targeted-program management, play the role of customers, responsible for design and implementation of the program. However in some cases, caused by the peculiarities of the authority division between the levels of power and management, government programs can be only of a federal level. So, for example, the government program of the Russian Federation “Development of Science and Technologies” for the period of 2013-2020 (hereinafter – GPDST) does not suppose direct participation of the subordinate entities of the Federation, and in this regard only federal authorities are involved to the management. Thus, all the levels of the program



management function in cooperation and coordinate the processes of formation and implementation of the program.

In accordance with the regulatory base of development and implementation of government programs in the Russian Federation, responsible contractor has several opportunities to stipulate the peculiarities of government program management in the documents on its approval:

1) the first wordings of the government programs (in 2012) contained section "Risk Analysis of the Program Implementation and Description of the Risk Management Measures at the Program Implementation", in terms of which responsible contractors in some cases reflected the peculiarities of the government program management. Then the regulatory base was amended and beginning from the wording of government programs 2014, this section was excluded from the approved part, and the corresponding materials remained only in additional and substantiating documents having no legal force and being not subject to compulsory publication;

2) formation of separate sub-program ensuring efficient implementation of government program in general, also in some cases implied reflection of the management system peculiarities. So, in wording of the GPDST dated 2012 it was conditioned that "Control over the Government Program in selection of the criteria, mechanisms of the theme formation, estimate of efficiency, rules for use of the results and other issues is implemented by the Expert Board of the Government Program";

3) formation of separate sub-program "Branch Management" (government programs "Development of Health Care Service" and "Development of Physical Culture and Sport"), implying interconnection of the interests not only of the participants of the government program implementation, but also of all the stakeholders of the branch.

Out of 33 government programs, accepted in 2012, risk management was included by 32 government programs, and presence of government program was ensured by 20. Out of 34 government programs, corrected in 2014, risk management (consisted in the additional materials) was stipulated in 28, and presence of government program was ensured by 21. Out of 26 government programs available for analysis at the open sources (website www.regulation.gov.ru), correction of which was planned in 2016, risk management at the beginning of the year was stipulated in 21, while presence of the ensuring government program was stipulated by 14 of them. Formation of separate sub-program "branch management" was stipulated in both above mentioned government programs in all three variants. Thus, there is a tendency towards decrease in the number of government programs, containing both the sections on risk management (97% - 82% - 80%), and separate ensuring sub-program (61% - 61% - 54%). One of the explanations for such tendency may be increase in the degree of formalization of the process of government programs correction. Besides, in the conditions of factually compulsory annual correction of government programs in regard with acceptance of federal budget, increase in the requirements to the quality of the corrections preparation, complicating the process of agreement and constant changes in the regulatory requirements, responsible contractors both increasingly perceive government program as formal document for ensuring financing and strive to minimize its volume and the degree of itemization. New wording of the Methodic Guidelines on Development and Implementation of the Government Programs of the Russian Federation are created to contribute to improvement of the government programs quality (Orders of the Ministry of Economic Development of the Russian Federation No. 582, 2016). These guidelines stipulate significantly more rigid requirements to the description of the risk management.

Regulatory requirements to the mechanisms of government program management are stipulated in the following two documents:

— Decree of the Russian Federation Government No. 588 (2010), “On Approval of the Procedure of Development, Implementation and Estimate of the Efficiency of the Government Programs of the Russian Federation”, Section 5;

— Order of the Ministry of Economic Development of the Russian Federation No. 690 “On Approval of the Methodic Guidelines on Development and Implementation of the Government Programs of the Russian Federation” (new Orders of the Ministry of Economic Development of the Russian Federation No. 582 (2016) is valid since 22 October 2016), section 7 (in new wording – section 9).

Let us consider the main provisions stipulated by the above mentioned documents on the mechanism of the government programs management, and estimate the compliance with these requirements of the GPDST management system.

1. The government programs are implemented on the basis of the Implementation Plan.

In accordance with p. 28 of the Implementation Procedure a government program is implemented according to the Government Program Implementation Plan, developed through the website for government programs for the next financial year and planned period and containing the list of the most important socially significant control measures of the government program, including those stipulated by the orders of the President of the Russian Federation and the Government of the Russian Federation, as well as work-flow charts with the terms provided.

Results and Discussion

The plans for the GPDST implementation are approved by the Decree of the Government of the Russian Federation in accordance with the established procedure with a slight deviation from the terms of their approval:

- for 2013 and the planning period of 2014-2015 – dated 22 July 2013 No. 1287-r;
- for 2014 and the planning period of 2015-2016 – dated 29 July 2014 No. 1416-r;
- for 2015 (by amending decree No. 1416-r) – dated 11 July 2015 No. 1337-r;
- for 2016 r. (by amending decree No. 1416-r) – dated 28 June 2016 No. 1347-r.

In accordance with the changes in the regulatory base the implementation plans will be approved not separately by the decree of the RF Government, but as a part of the approved government program, by the decree of the RF Government which increases the status and requirements to the elaboration of this document.

2. With the purposes of efficient monitoring and control over the implementation of the measures formation of an elaborated schedule of the government program implementation is provided:

- for 2013 and planning period of 2014-2015 – approved by the Ministry of Education and Science of Russia dated 13 August 2013 No. AP-99/02-vn;
- for 2014 and planning period of 2015-2016 – order of the Ministry of Education and Science of Russia dated 25 September 2014 No. 1282;
- for 2015 (by amending order No. 1282) – order of the Ministry of Education and Science of Russia dated 13 August 2015 No. 824;
- for 2016 (by amending order No. 1282) – order of the Ministry of Education and Science of Russia dated 22 July 2016 No. 893.



3. Responsible contractor forms annual reports on the government program implementation process.

In accordance with p. 31 of the Procedure responsible contractor prepares the annual report on the implementation process and efficiency estimate of the government program in cooperation with joint contractors and participants of the government program.

In accordance with p. 35 of the Procedure the report of the responsible contractor on the government program implementation process, if necessary, is represented at the meeting of the Government of the Russian Federation in accordance with the resolution of the RF Government.

Annual reports on the GPDST implementation process in 2013, 2014 and in 2015 (including elaborated versions) are formed in accordance with the established procedure, including with the use of the government programs website (www.programs.gov.ru).

There was no special consideration of the GPDST implementation process at the meetings of the RF Government in 2013-2015, and in this regard the reports on the GPDST implementation process in 2013-2015 were not formed.

4. A special procedure of control and amending for federal and departmental targeted programs is established.

In accordance with p. 27 of the Procedure, current control over the implementation and particularly over the implementation of the federal targeted programs included into the government program, as well as departmental targeted programs included into the sub-program are realized according to the procedure established by the Government of the Russian Federation respectively for federal targeted program or departmental targeted program.

In accordance with p. 45 of the Procedure, amending the federal targeted programs included into the government program, or departmental targeted programs included into the sub-programs are implemented in accordance with the procedure established for federal or departmental targeted programs. Amending the main measures and events of the government program in the section of construction and sites is implemented, if necessary, by the joint contractor responsible for implementation of the specified measure in accordance with the procedure established for amending the federal targeted investment program. Amending the overall budget list of the federal budget in section of costs directed to the financing of the government programs is implemented by the Ministry of Finance of the Russian Federation in accordance with legislation of the Russian Federation.

As part of the GPDST implementation of federal targeted program "Research and Development of the Prioritized Areas of the Russian Science and Technology Sector for the period of 2014-2020" is provided. A special procedure of control over the FTP is defined by the Decree of the RF Government dated 21 May 2013 No. 426.

Amending the government program is implemented in accordance with the procedure established by the Decree of the RF Government No. 301 (2014). New wording of the GPDST adoption of which is caused by the amendments introduced to the budget legislation is currently under approval. This wording considers all the amendments introduced to the FTP "Research and Development of the Prioritized Areas of the Russian Science and Technology Sector for the period of 2014-2020".

5. Peculiarities of approval at amending the government programs are defined.

In accordance with p. 30 of the Procedure, in the process of the government program implementation, responsible contractor may make decisions on amending the

lists and contents of the measures as well as the terms of their implementation as agreed by the joint contractors and the volumes of the budget allocations on implementation of the government program in accordance with the legislation of the Russian Federation in general. The specified decision is made by the responsible contractor provided that the planned amendments do not influence the parameters of the government program, approved by the FR Government and will not cause worsening of the planned values of the targeted indicators of the government program, as well as to the increase in the terms of execution of the main measures stipulated in the government program.

There were no such amendments to the GPDST in 2013-2015.

6. Personal responsibility is assigned for implementation of the government program.

In accordance with p. 43.1. of the Procedure "heads of the federal executive authorities, other senior managers of the federal budget and the budgets of the federal non-budgetary funds who are responsible contractors, joint contractors and participants of the government program bear personal responsibility for efficiency of the government program implementation, failure to achieve targeted indicators and (or) the indicators of the government program, as well as for reliability of the information published at the website of the government programs" (Decree of the Russian Federation Government No. 588, 2010).

What the GPDST concerns, personal responsibility is assigned in an elaborated schedule of the GPDST implementation, as well as stated in the regulatory documents of the Ministry of Education and Science of Russia on assignment of responsibility for the measures and events and for the indicators (dated 26 July 2013 No. AP-92/02vn), as well as for the schedule milestones – order of the Ministry of Education and Science of Russia dated 13 August 2013 No. 950.

The draft of the new GPDST wording also contains personal responsibility for achievement of the set values of the indicators.

7. Efficiency Evaluation of the Government Program Implementation.

In accordance with p. 44 of the Procedure, based on the results of the efficiency evaluation of the government program "Government of the Russian Federation may make a decision on reduction of budget allocations for the next financial year and the planning period of the government program implementation and premature termination of its implementation in general or its major events beginning from the next financial year as well as on imposition of disciplinary penalty on the heads of the federal executive authorities, other senior managers of the federal budget and the budgets of the federal non-budgetary funds who are responsible contractors, joint contractors and participants of the government program due to failure to achieve targeted indicators of the government program" (Decree of the Russian Federation Government No. 588, 2010).

According to the results of the GPDST implementation there were no such decisions made by the Government of the Russian Federation.

The methods for the GPDST implementation efficiency evaluation are approved by orders of the Ministry of Education and Science of Russia dated 29 December 2014 No. AP-103/02vn and dated 22 December 2015 No. AP-147/02vn. Efficiency evaluation of the GPDST is conducted within the frameworks of the annual reports formation for 2013 (according to the methods for efficiency evaluation approved as part of the first wording of the GPDST dated 2012) 2014, and 2015.



Generally, government program of the Russian Federation “Development of Science and Technologies for the period of 2013-2020” is a strategic document which allows binding the priorities defined by the Forecast of the Science and Technology Development of the Russian Federation till 2030, the volumes of financing various elements of its instruments with certain results obtained in the process of implementation of the science and technology development fields.

The first wording of the GPDST (Decree of the Government of the Russian Federation No. 2433, 2012) was formed on the variable basis; the conducted calculations showed the possibility of achieving the goals, tasks and values of the indicators provided that additional financing volumes will be allocated.

The current version of the GPDST (Decree of the RF Government No. 301, 2014) reflects the only balanced variant of implementation and corresponds to the budget limitation.

New wording of the GPDST considering the changes of the budget legislation is formed on the basis of a new structure, and therewith the succession of its main components is ensured. Besides, the new wording contains amended system of indicators of the GPDST – where the number of the indicators is significantly expanded due to inclusion of the indicators reflecting the peculiarities of the GPDST implementation by its participants.

Thus, as the GPDST is a mechanism of formation of the expendable part of the federal budget aimed at scientific researches and developments, such a frequent correction of the document is caused by the amendments of the budget legislation, but not by the change of the priorities of science and technology development (Dmitrishina & Uskov, 2015).

Participants of the GPDST are the Ministry of Finance of the Russian Federation, Federal Agency of Scientific Organizations, Russian Academy of Sciences, Ministry of Culture of the Russian Federation (in a part of the Russian Academy of Arts), Ministry of the Russian Federation for Construction and Housing and Utilities (in a part of Russian Academy of Architecture and Construction Sciences), Ministry of Education and Science of Russia (in a part of the Russian Academy of Education), Russian Fundamental Research Fund, Russian Humanitarian Scientific Fund, Russian Research Center 'Kurchatov Institute', state customers of the federal targeted programs (Decree of the RF Government No. 301, 2014).

Within the frameworks of the GPDST almost all possible instruments are used, connected with implementation of research and technology policy, that's why at planning and implementation of the government program one have to consider the necessity of coordination of their application (Dmitrishina & Uskov, 2015).

First of all it is the program instruments (over 80% of the GPDST means can be attributed to them):

- Program of fundamental scientific researches of the Russian Federation for a long-run period (2013-2020) (and its constituent part – Program of Fundamental Researches of national academies of science) – the instrument for conduction of fundamental researches;

- federal targeted program “Researches and Developments in the Prioritized Areas of the Russian Science and Technology Sector Development for the period of 2014-2020” – instrument for conduction of applied researches;

- Program of joint activities of the organizations, taking part in the pilot project for creation of the Russian Research Center 'Kurchatov Institute' for the period of 2013-

2017 – instrument for conduction of interindustrial researches and an example of public private partnership.

Second, it is a wide scope of instruments connected with the tender distribution of the financing:

- grant financing of the fundamental scientific research by the Russian Humanitarian Scientific Fund, Russian Fundamental Research Fund, and Russian Science Foundation;
- support of development of scientific cooperation of educational organizations of the higher education, national scientific organizations with the enterprises of high-technology economic sectors;
- support of scientific researches, conducted under the guidance of the leading scientists in the universities, scientific organizations of the Federal agency and the national scientific centers.

Almost all the program instruments are also implemented on a competitive basis. This is one of the main reasons of direct support of the regions in terms of the GPDST. If the regional universities, enterprises and scientific organizations are active enough and the region supports their efforts, then their chances to win in the corresponding tenders multiply increase.

Within the frameworks of the GPDST the support of science cities infrastructure development is ensured as well as enforcement of the national agreements and obligations in the sphere of science and technologies.

Thus, within the frameworks of the GPDST almost all possible instruments for regulation of the sphere of research and developments are used and their coordination is performed. From the perspective of peculiarities of a government program management it is notable that the first wording stipulated formation of the Expert Board and a special ensuring sub-program existed up to 2016. The draft of the new wording does not stipulate separating of the corresponding sub-program (only the main event) and, due to amendments in the regulatory base there is no section connected with the program management, and the Expert Board has not also been formed. However the need in coordination of the managing influences, considering the fact that far from all the participants of the government program are government bodies whose cooperation is regulated by the standards of the Russian Federation Government (Decree of the Government of the Russian Federation No. 260, 2004), for the GPDST is much higher than for the other government programs.

From the perspective of implementation of the functions we should note the emergence of coordination relations within the frameworks of the GPDST, which is caused by the presents of management entities which are not subordinated to each other the (participants of the government program). This kind of relations should be governed by the corresponding regulatory acts. In the practice of government regulation (Knjazev, 2002) the following ways of implementation of this managerial function applied at implementation of the GPDST are widely spread:

- carrying out joint meetings and workshop venues;
- discussion of the issues at the collegiums of ministries and departments etc.
- creation of concerned bodies of working (operating) groups, and teams at conducting complicated measures;
- joint audit, consideration of reports, study of certain materials, distribution of positive experience and summarizing.



The choice of the best structuring of the GPDST management, defined by the factors of direct (aims, tasks, functions and methods for management) and indirect (staff, equipment, management technology and labor organization) influence is the long-term program-targeted managerial structure with the elements of coordinative and mix-matrix organization. In general, in the government program the network managerial approach is chosen, which fully complies with the level of complexity of the research and development sector and the system of its influence on the managerial entities of the other government programs, as well as the best modern practices on management of the programs of such level.

At the same time among the managerial problems of the GPDST implementation one may highlight the following:

1. Not sufficient use of the opportunities and mechanisms of government program.

The opportunities put into the GPDST are used only partially and not efficient enough. The current wording of the government program does not stipulate formation of a separate mechanism of the GPDST management. It is caused by the fact that the existing regulatory base of formation and implementation of the government programs does not contain the section connected with the management as a part of a program, and the general provisions regarding management are recorded in the Procedure. However this circumstance does not mean that responsible contractor cannot form its own mechanism for control over the government program which does not contradict to the general regulation standards.

The first wording of the GPDST stipulated that “control over the GPDST connected with the choice of criteria, mechanisms of formation of the theme, estimate of efficiency, rules of use and other issues is implemented by the Expert Board of the government program (hereinafter – EB). Chairman of the EB is the Minister of Education and Science of the Russian Federation. The EB includes authorized representatives of national academies of sciences, Russian Research Center 'Kurchatov Institute', national scientific centers, leading universities, representatives of technological platforms and concerned executive authorities. The composition of the EB as well as the provision of its activities is approved by the Minister of Education and Science of the Russian Federation. The structure of the EB contains “The Board of the Program of Fundamental Scientific Researches of the Russian Federation for a Long-Term Period”, coordinating conduction of the fundamental scientific researches within the frameworks of the government program, co-chairpersons of which are the Minister of Education and Science of the Russian Federation and the President of the Russian Academy of Science” (Decree of the Government of the Russian Federation No. 2433, 2012).

However, this board has never got round to operate in practice. Partially it can be explained by the objective reasons connected for example with the reformation of the Russian Academy of Science and formation of Federal Agency of Scientific Organizations, but at the same time in the conditions of reformation of the branch operation of such body could contribute to the acceleration of the coordination processes of the most complicated and sensible cooperation issues.

Notably, the Ministry of Education and Science of the Russian Federation, being aware of the necessity of coordination of efforts on implementation of the GPDST, in accordance with the Order dated 1 August 2014 No. 918 created the interdepartmental workshop on correction of the government program of the Russian Federation “Development of Science and Technologies” for the period of 2013-2020 (hereinafter – IW). This IW could become a basic mechanism for control over the GPDST implementation, though the meetings of the IW are rear in practice and the composition

has not high enough status for timely decision-making and the IW itself is not considered and not used as a unique mechanism for implementation of the policy by means of coordination of the activities of all the departments and organizations. The IW vertical management line has not yet built up, that's why there are weak connections between the IW and the GPDST participants' subdivisions responsible for its implementation.

The actualization of this work will be connected with the necessity of development of the communication plan of the responsible contractor and the participants, stipulated by the new wording of the Methodical Guidelines.

2. Poor interdepartmental coordination at implementation of the measures stipulating conduction of scientific researches and developments of various government programs.

Compared to the standards of the Procedure of development and implementation of federal targeted programs and international targeted programs at implementation of which the Russian Federation takes part, approved by the Decree of the RF Government No. 594 (2005), the Procedure of development, implementation and estimate of the efficiency of the government programs of the Russian Federation (Decree of the Russian Federation Government No. 588, 2010) formally does not stipulate the coordinating role of the Ministry of Education and Science of Russia at conduction of scientific researches and developments in terms of the government programs of the Russian Federation. Lack of legal background for implementation of this function by the Ministry of Education and Science of Russia not only complicates the interdepartmental coordination transferring consideration of the issues from the regulatory to the initiative sphere, but also creates the obstacles for achievement of the following indicators stated by the Decree of the RF President No. 599 (2012), "On the Measures of Implementation of the State Policy in the Sphere of Education and Science": the value of the volume of internal research and development costs equal to 1.77% of the general GDP volume, as well as necessity of enlargement by 2015 of the Russian researchers' publication percentage in the world scientific journals, indexed in the Web of Science data base up to 2.44 percent.

3. Poor participation of the federal authorities, organizations and businesses.

Analyzing the process of implementation of the government program it was revealed that such federal bodies of executive authority, as the Russian Academy of Science or the Russian Research Center 'Kurchatov Institute', and businesses have currently got almost no their own goals and functions in implementation of the government program, in spite of being its participants. The investment projects have almost no connection or weakly bound to the government program, and participation of business in the government program is not stipulated directly (except the subsidies of the State Corporation 'Russian Corporation of Nanotechnologies'), but only indirectly through the instruments composing it. In fact, the GPDST is currently a kind of an envelope, a complex of the other, independent instruments of implementation of the state policy in the sphere of science and technologies. At that the necessity of coordination for each of these instruments for many participants of the GPDST is not seen as evident which defines formal attitude towards its implementation. Simultaneously with the formal attitude of all the federal authorities, organizations and business towards the implementation of the government program there seen a certain over-organization and over-regulation of its background and the conditions for its implementation.

4. Managerial Crisis.



The key characteristic of the current situation in implementation of the program is almost complete lack of the project stance and the dominance of the desire to use ready-made solutions. However it is not always enough efficient. Even successful implementation of certain projects, good combination of the instruments for the GPDST implementation without efficient management of the government program as an integrity will not provide a synergetic effect and will not ensure increase in the efficiency of the budget costs for development of science and technologies. However in the current conditions of the responsible contractor's lack in the influence on the participants, the peculiarities of the government program management are generally degrading and lead to increase in the degree of formalization not contributing to its successful implementation.

Besides, there are no mechanisms for implementation of the decisions made: the agreed decisions not rigidly restricted by a regulatory base though necessary for implementation of the government program, are executed exclusively on a voluntarily basis and the responsible contractor has no instruments to force anybody for the execution. This problem is the most acutely seen at correction of the government program within the frameworks of the budget process. Definition and approval of the volumes of resource provision for implementation of the government program for the next year and the planned period is implemented in the course of the budget process in accordance with the Schedule of Preparation and Consideration of the Federal Laws Drafts and the materials developed at composition of the draft of the federal budget and the drafts of the public non-budgetary fund budgets of the Russian Federation for the period of three years, in terms of which each participant of the government program plays the role of an independent federal treasurer and agrees the volumes of financing of 'its' main measures of the government program directly with the Ministry of Finance of Russia, often not informing about it the responsible contractor who is also in charge of formation of the proposals regarding the government program in general.

5. Lack of direction and poor reliability of the information support.

Information about implementation of the government program is provided through the website of the government programs and the website of the responsible contractor. Therewith there is no defined standards governing which information in what volume, form and structure should be represented and the main thing, with what purpose as well as who is the target consumer of this information. It is also notable that generally the outreach activities of the regulatory bodies of their efforts on increase in the attractiveness of the branch development is very low and requires making immediate and principal decisions.

Successful solution of the revealed problems is possible first on a nation-wide scale, by correction of the applicable regulatory base of development and implementation of the government programs of the Russian Federation.

Currently the Ministry of Economic Development of the Russian Federation prepared yet forth wording of the Methodical Guidelines, approved by the Orders of the Ministry of Economic Development of the Russian Federation No. 582 (2016). The new wording suggests using the following principally new mechanisms able to optimize the system of cooperation between the responsible contractor and the participants of the government program since 2017:

1. Application of the project-based approach to the government program management.

We should note that for structuring of the activities and increase in the efficiency of control over the projects in the federal bodies of the executive authorities being responsible contractors, joint contractors and participants of government programs it

is reasonable to extensively consider and analyze the possibility of integration of the project-oriented management system on the basis of the Methodical Guidelines of the Ministry of Economic Development of the Russian Federation.

2. Development of the communication plan for the responsible contractor and participants.

3. Adoption by the responsible contractor of an act, regulating the control over the government program implementation.

It is suggested that these measures should stimulate the improvement of the government programs management system.

However the GPDST is characterized by a specific problem which is the presence of the existing managing mechanisms, defining implementation of certain instruments of the GPDST. Since 2013 the control over the GPDST has been generally implemented with the use of the existing managing mechanisms, specified by the following documents:

Decree of the Government of the Russian Federation dated 27 December 2012 No. 2538-r "On Authorization of the Program of Fundamental Scientific Research in the Russian Federation for the long-term period (2013 - 2020)";

Decree of the Government of the Russian Federation dated 3 December 2012 No. 2237-r "On Authorization of the Program of Fundamental Scientific Research of the National Academic Sciences for the period of 2013 - 2020";

Regulation of the Government of the Russian Federation dated 26 March 2013 No. 258 "On Approval of the Provision of the Coordination Board of the Program of Fundamental Scientific Research of the National Academic Sciences for the period of 2013 - 2020";

Decree of the Government of the Russian Federation dated 20 December 2012 No. 2440-r "On Authorization of the Program of Joint Activities of the Organizations Taking Part in the Pilot Project on Creation of the Russian Research Center 'Kurchatov Institute' for the Period of 2013 - 2017";

The Council for Science of the Ministry of Education and Science of the Russian Federation (in the part of the GPDST participants), and in the part of the Ministry of Education and Science of Russia;

Regulation of the Government of the Russian Federation dated 17 October 2006 No. 613 "On Authorization of Federal Targeted Program 'Researches and Developments in the Prioritized Areas of the Russian Science and Technology Sector Development' for the period of 2007 - 2013";

Order of the Ministry of Education and Science of Russia dated 24 December 2007 No. 372 "On Approval of Provision on Control over the Federal Targeted Program 'Researches and Developments in the Prioritized Areas of the Russian Science and Technology Sector Development' for the period of 2007 -2012";

Order of the Ministry of Education and Science of Russia dated 20 August 2012 No. 626 "On Approval of the Composition of the Science and Coordination Council of the Federal Targeted Program 'Researches and Developments in the Prioritized Areas of the Russian Science and Technology Sector Development' for the period of 2007 - 2013".

Nowadays there are totally 22 operating coordination and consultative bodies (Consultative bodies, 2007), formed by the Ministry of Education and Science of Russia with the purpose of solving certain tasks of development of science and technologies. Such situation creates significant managerial risks for the GPDST implementation.



In this regard the Ministry of Education and Science of Russia being the responsible contractor may take the following measures to increase the efficiency of the cooperation mechanism with the GPDST participants:

- considering significant number of the instruments for the GPDST implementation, each of which is governed by certain regulatory acts and has its own control mechanism, as well as considering the fact that the majority of the GPDST participants are not the government authorities, the activities of which are regulated by the Procedural Rules of the RF Government, coordination of the most important aspects of the GPDST implementation as well as solving the emerging contradictions are recommended to be implemented through the Coordination Board on implementation of the Government Program of the Russian Federation "Development of Science and Technologies" for the period of 2013-2020;
- to create the conditions for ensuring coordination for achieving the targeted indicators value, coordination of the thematic directions of the researches within the frameworks of the GPDST;
- to ensure consideration and approval of the annual report on the GPDST implementation as well as the evaluation of its efficiency;
- to ensure consistency of the measures and actions performed at implementation of the government program, legislation and other regulatory acts as well as compliance with the results of the audit and inspections;
- to contribute to decrease in misunderstanding and conflicts between the implementation participants due to the single terminology and the unified processes of the program life-cycle;
- to accelerate the processes of the program implementation due to the use of the paperless document circulation on all the measures and actions with a wide set of the patterns for necessary documents;
- to increase the quality of the results due to implementation of the statutory automated procedures on the control over the quality of the both the intermediate and final results;
- to activate the mechanism for the interdepartmental workshop by expanding its authorities; the workshop may become an operative body of the Coordination Board;
- to ensure inclusion of the financial instruments into the mechanism of control and the responsible contractor's decision-making in the process of the GPDST implementation.

The major part of these recommendations may be implemented by defining the tasks and the operating procedure of the Coordination Board within the framework of the participants' cooperation at planning and formation of the GPDST implementation reports. Therewith the annually evaluated categories of the GPDST participants' cooperation as a result of successful implementation of these measures may become the following:

- achievement of the stated values of the GPDST indicators, for achievement of which coordinated efforts of all the participants are required (specific ratio of the Russian Federation in the general number of publications in the international scientific journals indexed in the Web of Science and the percentage of the internal costs for the researches and developments in the GDP);
- implementation of over 95% of the control measures;
- cash performance of over 99% providing compliance of the data on the cash performance represented to the participants with the data of the Federal Treasury;

- positive estimate of the GPDST efficient implementation, conducted by the Ministry of Economic Development of the Russian Federation and the Auditing Chamber.

Evaluation of efficiency of the GPDST participants' cooperation on these criteria prepared by the interdepartmental workshop should be considered at a meeting of the Coordination Board.

The proposed measures will contribute to increase in the efficiency of the government program control mechanism.

Conclusions

Generally on the basis of the conducted research and considering the results obtained in the process of implementation of such projects as "Development of Recommendations on Improving the 'Development of Science and Technologies' Government program of the Russian Federation as an Instrument for Formation of Fundamental Knowledge" (The development of science and technology as a tool for the formation of basic knowledge, 2014) and "Methodological Provision and Development of the Recommendations on Improving the Mechanism of 'Development of Science and Technologies' Government Program of the Russian Federation for the period of 2013-2020" (The development of science and technology for 2013-2020, 2012), one may conclude that the mechanism of the GPDST management fully complies with the requirements of the regulatory base, governing development and implementation of the government programs, though only partially ensures its efficient implementation, and therewith lack of established cooperation may complicate implementation of the government program.

Lack of special procedures and rules governing relations of the government programs participants in the process of particularly the programs implementation, but not in general at cooperation of federal executive authorities, defined by the Regulation of the Russian Federation Government (Decree of the Government of the Russian Federation No. 260, 2004), also does not contribute to increase in the efficiency of its implementation.

In terms of the GPDST the first step is made towards development of such procedures and rules, though the efforts of only one responsible contractor is not enough to improve the situation, so a complex improvement of the government management system is necessary, ensuring consideration of the committed errors and minimizing the existing problems, as well as preparation of new versions of the government programs for the period of 2020-2025.

Thus, only introduction of conceptual changes to the existing regulatory base will allow government programs to become a real instrument of strategy and budget planning.

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