

Targeted Programming in The State System of Economic Regulation

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Abstract: *The article is devoted to the elaboration of proposals related to the use of targeted programming in the system of state regulation of the economy. It has been established that for modern economic conditions when the environment of a project is substantial and dynamic, the project management methodology allows an executive body to easier overcome difficulties related to the relevant internal and external factors that are typical for the economy. It has been determined that insufficient effectiveness of the operation of market mechanisms and the need for profound and fast structural changes in the national economy requires the application of state programming. It has been proved that targeted programming should be based on the development and the execution of state targeted programs, which constitute one of the most important means of pursuing the state's structural policy, as well as active influence on socio-economic processes in the modern economic conditions.*

Index Terms: *targeted programming, targeted program, state, management, national economy, society, policy.*

I. INTRODUCTION

Most modern technologies of strategic management can be used not only in the commercial sector but also in public administration. New conditions of the society's development result in the fact that many methods and techniques of management, which proved its effectiveness in the commercial sector, are gradually used in practice in public and regional management. The management model of public administration as a whole and in regional and municipal management, in particular, has lately changed worldwide.

One of the tools, which is broadly used in the system of public administration, is the elaboration and execution of targeted programs as they are one of the most significant means of implementation of the state's structural policy and of active impact on socio-economic processes in the country. At the same time, management is the country's vital function. For this reason, the importance of a managerial sub-system in organizations at various levels increases in times of social

reforms when the type of a social organization and social culture changes, and when management at a qualitatively new level is required.

Administrative reforms, i.e. reforms of public administration, were implemented in foreign practice, and they marked overall global trends of development of the organizational management culture of a non-linear, chaotic, indefinite, probable and synergetic type. The global system can, therefore, be imagined as a system of universal determination and separate types of rationality, which structure diverse economic systems, in gaps of which economic laws begin to take effect. However, the transition from public administration to state management is characterized by two main moments: greater independence of the lower levels of hierarchic state organizations and a shift in the focus from the establishment of an organization to its relations with the environment.

Studies related to the problems of targeted programming in the system of state regulation of the economy are reflected in the articles by M.N. Guseva [1], N.A. Kireeva [2], T.I. Ladykova [3], T.V. Pogosian [4], A.Ya. Trotskovsky [5], E.V. Ustyuzhanina [6], etc. However, research shows that scientists made a substantial contribution to the creation and the development of public administration and state management. However, the introduction of project management methods in the area of public administration, particularly when developing and introducing targeted programs, requires further detailed studies.

II. METHODS

The methodological basis includes fundamental provisions of targeted programming in the system of state regulation of the economy. Set tasks were accomplished from the positions of the systematic approach with the use of modern methods of research, namely: the monograph method, as well as the method of abstraction, aimed to study and generalize theoretical and methodological fundamentals for the establishment and development of targeted programming; economic-statistical and economic-mathematical methods, table and graphic methods used to identify the main development trends in targeted programming in the business environment.

The study's information base consists of laws, statutory and legal data from public authorities, operating analysis data, articles written by Russian and foreign scientists, Internet resources, and documents that regulate the development of targeted programming in the modern conditions [7, 8, 9].

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In the course of the study, we aim to describe the main areas for the development of targeted programming in the conditions of state regulation of the economy, to elaborate measures for coordination of professional activities with regard to the operation of targeted programs of economic development, to substantiate provisions on the management of development of the economic environment in the modern conditions.

III. RESULTS

The upgrade of the national economy requires taking measures towards strategic programming of socio-economic development. At the same time, the economic strategy constitutes a government-chosen course of the long-term economic policy which aims to accomplish major economic and social tasks, tasks of the cultural development, to ensure the economic security of the state, to preserve and solidify its economic potential and national wealth, to increase public welfare.

However, the economic strategy consists of the determination of priority economic goals, means and methods of their achievement based on the content of objective processes and trends seen in the national and global economies and taking into account lawful interests of economic entities. In this context, one of the most important forms of national economic management is state programming. In the national economy, economic programming can be understood as planning that is based on the application of the program-target method and is revealed through the development and the execution of state socio-economic programs. As a consequence, the terms “economic programming” and “program-target planning” have converged and have been identified.

Programming as a form of state regulation of the economy is a special way of state interference in the economy of a manufacturer that corrects it in a direction required at the moment and acts as a modern non-administrative method of organization of the economy as it does not manage market participants, but only provides them with a benchmark in the behavior and independence. Programming fundamentals are, therefore, the structural regulation in terms of an object of programming. At the same time, programming includes the analysis of the condition of the national and regional economies, the identification of problems that cannot be solved by market mechanisms, the development and the accomplishment of separate social, economic and environmental tasks (Figure 1).

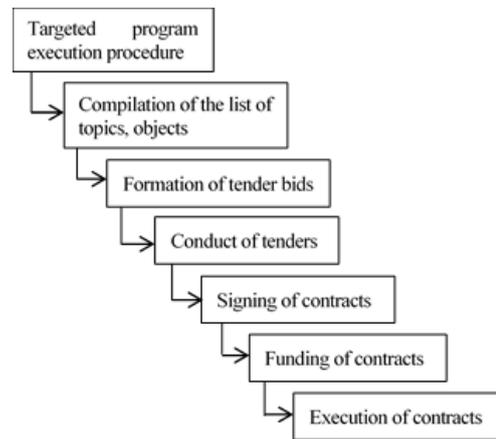


Fig. 1: Draft procedure for the execution of a targeted program in the structure of state regulation of the economy.

Programming also provides the solution of the most urgent problems related to the development of the national economy, regional, inter-sectorial, sectorial, scientific, technological, social, environmental and other problems. Programming provides for the application of a comprehensive approach and forward-looking distribution of resources for the solution of a certain problem and the achievement of a set goal. The primary task of programming as a form of state regulation of the economy is support of economic equilibrium, the influence on qualitative changes in the economy and incentives for its development.

However, programming as a form of state regulation can have specific features: state interference in the economy, which does not eliminate any spontaneity in market transformations, but corrects this process; programming is an element of the modern market organization of the economy because the state does not manage market agents, but just directs their activities; the basis of programming is structured regulation; programming as a form of influence on the economy is systematic and integrated.

The practice shows that programming includes the process of orientation of the economy on the part of bodies of public administration by producing a regular and integrated impact on its structure in accordance with a goal of socio-economic development that is set for a definite period. However, state programming provides for the application of the program-target method of planning in state management of the economy through the development and practical implementation of a changing aggregate of targeted economic programs, which are formed in connection with the emergence or deepening of socio-economic and environmental problems of the national economic scale.

At the same time, the program-target method of management is one of the key means for the execution of regional policy in developed economies and is a system of centralized and decentralized mid- and long-term development programs that produce a substantial impact on the formation of the economic structure.

The program-target method spreads the most in planning and management of economic assets, processes, relations at inter-state, state, regional, local and sectorial levels. It is also substantially represented in planned management at the level of business entities (corporations, companies and enterprises). The world's modern economic space is, therefore, characterized by the development of public production, markets and market processes, rising diversity of government needs along with the limited use of natural resources, and higher political tension.

All this multiplies the number and raises insistency of constantly arising state socio-economic problems. As program-target planning is designed to solve such problems, the area of the practical application of state programming expands accordingly. However, the program-target method is a way to solve significant and complicated socio-economic problems by developing and managing controls of the interrelated system means aimed to achieve the relevant goals with regard to the elimination, suppression or softening of a definite problem.

Studies showed that program-target planning has the following features: the clear setting and systemization of goals that need to be achieved to solve a problem; the shift from an aggregate of systemically organized goals and tasks to the system of centralized actions and events, the conduct of which softens or solves a problem; the setting of means and resources required for program measures; the application of organizational and economic mechanisms used to manage the implementation of scheduled means, to control their execution and assurance on the part of executive bodies.

The shortest formula of the program-target method can be presented as a logical chain "goals – ways – means – organization of execution". At the same time, the formation of an economic strategy and business tactics aims to create economic, organizational and legal conditions when business entities, in the course of their activities, take into account numbers from forecasts and program documents related to economic and social development. Main forms of state economic planning are programs related to the issues of economic and social development, development procedures, tasks and execution of which are determined by the relevant legislation. Furthermore, local executive and local self-government bodies can elaborate and approve socio-economic and cultural development programs of the relevant administrative units and plan economic and social development of these territories. Programs can, therefore, be developed at any level of the management hierarchy, but a program is always a targeted planning document of directive or indicative nature. A program mainly consists of a clearly set goal, tasks and a package of research, organizational and economic, production and other resource-related means, executive bodies, execution deadlines assuring that goals and tasks are achieved as efficiently as possible. It follows that depending on the content, an object and the direction of action programs can be divided in socio-economic, research, production economic, territorial, organizational economic, as well as national, regional, emergency and targeted. The practice showed that targeted integrated programs play an important role in the development of the national economy. They are one of the most significant means designed to implement the state's structural policy and produce a

substantial impact on production and economic processes. At the same time, state targeted programs constitute a complex, with combined resources, executive bodies and execution deadlines, of research and design production, socio-economic, organizational economic and other measures that ensure the efficient accomplishment of tasks related to state, economic, environmental, social and cultural development of the state.

A state targeted program can be determined as a complex of interrelated tasks and measures that aim to solve the most urgent problems of state development, separate sectors of the economy or administrative units, and is carried out by using funds from the federal budget and coordinated by execution deadlines, groups of executive bodies and resources. Targeted integrated programs can target key economic and social problems, sectors, areas, and various directions of research. There is an approach in the modern practice, according to which state targeted programs are a mandatory component of the practical application of the program-target method in the budgetary process along with mid-term and strategic budget planning and budget programs. At the same time, this component can be called the best form of presenting strategies of public development at the level of state, separate industries or administrative units.

The study of targeted programs allowed us to highlight the following features: program-based, which is characterized by a plan of a set of interrelated coordinated program actions; goal-oriented, as a result of which program measures are aimed at achieving a goal by solving a single and general problem; resource-based, which reflects the support of program actions by required resources in the relevant number and the concentration of resources within a program; effectiveness, according to which a programming problem cannot be solved successfully by other non-programming means without applying programming means and concentrating resources.

For this reason, we divided state targeted programs in:

1) national programs of economic, scientific, technological, social, national cultural development, environmental protection, i.e. programs that cover the entire territory of a state or a large number of its regions, are executed within a long period of time and by central and local executive bodies;

2) other programs, which aim to solve separate problems related to the development of the economy and the society, as well as problems related to the development of separate sectors of the economy and administrative units that need state support.

However, special programs for the development of separate industries, sectors or regions can be highlighted in the system of targeted programming of the national economy. A state development program of a specific industry can be an example of such programs. There can also be programs that concern definite national problems (a state employment program, a state program of social protection, operating programs of state economic bodies, programs designed to achieve balanced and macroeconomic stability in the national economy).

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IV. DISCUSSION

The reliability of the presented approaches is confirmed by the fact that state targeted programs assist in the implementation of the state's policy in the priority areas of development of the state, separate sectors of the economy and administrative units, ensure concentration of financial, material and technical, other resources, production, scientific and technological potential, and coordination of actions taken by central and local executive bodies, enterprises, institutions and organizations for the solution of the most urgent problems [10, 11, 12].

Over the past few years, the Russian Federation has seen substantial changes expressed in economic reforms and transformations taking into account economic regulation by means of market relations. The execution of such a large-scale program, moreover, within such a tight deadline, requires sizeable resources, although internal sources of development funding are very limited and are mainly used to support publicly vital sectors of the economy.

The practice shows that the elaboration and the implementation of state programs require the application of project management tools. Meanwhile, the project approach provides the efficient solution of problems related to the control over deadlines, costs and efficiency, the public control over the assessment of accomplished tasks improves. At the same time, the project approach in public administration should provide the formation of an optimum flexible organizational structure of executive and local self-government bodies, and their interaction.

The main aspect is related to the fact that the introduction of project management in public administration will promote the more active participation of the civil society in management, thereby providing it with legitimacy and bilateral exchange of experience, will improve awareness and mutual understanding. At the same time, international practice offers a wide range of innovative management tools that can be used in elaborating and executing targeted programs and projects. Such innovative components in management can include outsourcing, i.e. the assignment by an organization of some functions to another company that specializes in the relevant field; benchmarking that includes the study of the best experience of management and its introduction into corporate activities of a company; reengineering, i.e. fundamental rethinking of activities and relevant actions to achieve cardinal changes.

V. CONCLUSION

Summing up, it can be noted that for the modern economic conditions when a project's environment is important and dynamic, project management methods allow executive bodies to easier overcome difficulties related to the relevant internal and external factors, which are typical for the economy. Accordingly, the lack of efficiency in the operation of market mechanisms and the need for profound and fast structural changes in the national economy require the application of state programming to the economy.

Targeted programming should be based on the development and execution of state targeted programs that constitute one of the most important means of implementation of the state's structural policy, and of

substantial influence on socio-economic processes in the country. Meanwhile, it is important to improve methods of managing state programs and national projects, which should be mastered not only by business entities but also, above all, by representatives of public authorities.

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