

The analysis of the financial and economic examination of draft government programs

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Abstract: The article considers the results of researching the practice of carrying out the financial and economic examination of government programs as measures of administrative influence on the processes of social and economic development of the Russian Federation. The conclusion about the necessity to form the unified normative and methodological base and to establish the standard requirements to planning, the organization of carrying out and summing up the financial and economic examination at the federal, regional and municipal levels was drawn. Proposals for expanding control and calculating bodies' authority at the expense of their participation in coordinating the forecast parameters of social and economic development and carrying out the financial and economic examination of strategies for the social and economic development of constituents in the Russian Federation. The results of researching the practice of carrying out financial and economic examination of government programs as measures of administrative influence on the processes of social and economic development.

Key words: Financial examination; Government programs; Targets; Economic projection; Strategic planning

1. Introduction

A transition from the traditional bureaucratic model of management to the program target principle, based on launching programs for developing branches and spheres of public administration should be considered as one of the directions for improving the public administration system in the Russian Federation. The principles of the maximum coverage of all spheres of public administration and the budgetary expenses within the key state functions implementation, directed to the achievement of the priorities and purposes of the country's social and economic development and safety are taken into consideration in setting up draft government programs. The integrated application of measures and instruments for the state regulation in the sphere of financial, tax, budgetary and industrial policy for increasing the competitiveness of the key branches of economy, their innovative development as well as the improvement of the quality of the state services promotes the efficiency of the policy measures.

Using the program structure of the budget, public authorities provide a coordination between the budgetary expenses, the purposes, tasks, priorities and the expected results of the state policy in this or that sphere. The program purposes and tasks, which are correctly formulated and accepted from the viewpoint of practicability, influence the increase of the public administration efficiency in general. The financial and economic examination of draft

government programs provides the objectivity of the choice and application of program and target methods of administrative influence on the processes of social and economic development (Andreev et al., 2015).

Executive authorities in Russia and abroad actively use various methods of assessing the efficiency of measures on target programs. The results of the research establish the connection between the social and economic development of regions, introduction of program control principles and availability of the developed indicators of efficiency. It is noted that the improvement of the economic situation regionally can be provided as the increase in the number of the implemented projects and programs as the improvement of their management efficiency (Ortova and Rehorova, 2010).

Moreover, the researchers note that there are no unified methodological approaches, which allow evaluating the expected results of programs being implemented, including the assessment of social and economic consequences and risk as well as there are no unified approaches to the calculation of the expected data, which are the basis for the quantitative and quality indicators of a draft program and tools for the budgetary efficiency of programs measurement. The results of the research in Russia and abroad show that the efficiency of municipal management directly depends on the unification of planning systems and the rationality of administrative procedures at the local self-government level (Kanufre and Rezende, 2012).

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2. Research methodology

The research methodology is based on the functional and structural analysis of the organizational and functional contours of the process of carrying out the financial and economic examination of government programs in the Russian Federation. Examination efficiency as a measure for an administrative influence on the processes of the social and economic development of the constituents in the Russian Federation and municipalities was being successively analyzed during the research. The studies of the Russian and foreign authors about using the program and target methods of territories management were carefully analyzed. The efficiency of the standard and legal base that regulates the order of the financial and economic examination of government programs was researched.

According to the Budgetary Code of the Russian Federation (Chapter 26, Article 269.2), the bodies of the internal state financial control are vested with authority to carry out the internal state control, including the control over the completeness and authenticity of reports about government programs implementation.

The Federal Act of February 7, 2011, No. 6-FA "About the general principles of organization and the activity of the control and calculating bodies of the constituents of the Russian Federation and municipalities" (Article 9) establishes that the control and calculating body of the constituent in the Russian Federation carries out the financial and economic examination of draft laws of the constituent of the Russian Federation and the regulations of the public authorities of the subject of the Russian Federation, including financial and economic justifications preparation so far as it relates to the expenditure commitments of the constituent in the Russian Federation, and also the government programs of the constituent in the Russian Federation. The above-named Act also establishes that the control and calculating body of municipality exercises authorities on the financial and economic examination of the drafts of municipal legal acts, including financial and economic foundations preparation, so far as it relates to the expenditure commitments of municipality and also municipal programs.

It should be noted that besides the financial and economic examination of draft program, executives assess the efficiency of government programs implementation. By the resolution of the Government of the Russian Federation of August 2, 2010, No. 588 "About the approval of the Order of developing, implementing and assessing the efficiency of government programs", the requirement to the executive concerning summary annual report preparation about the efficiency of government programs implementation and assessment was defined. It contains:

a) Information about the main results of government programs implementation during the reporting period;

b) Information about the compliance of the set and achieved targets and about performances of government programs during the reporting year;

c) Information about the fulfillment of the expenditure commitments of the Russian Federation connected with government programs implementation;

d) Assessment of executives' activity so far as it relates to government programs implementation.

The process of assessing the quality of budgets of all levels setting for the annual financial year and planning period in the so-called "program format" and the financial support of government programs is defined by the external state audit (control) standards, for instance, State Audit Standard (SAS-201) "Preliminary audit of the federal budget setting", approved by the Board of Audit Chamber of the Russian Federation. The purposes, tasks and procedures of the financial and economic examination of draft government programs are defined by the external financial control standards of control and calculating bodies of the constituent in the Russian Federation. For instance, in Primorski Krai the external state financial control standard of the Control and Calculating Chamber of Primorsky Krai-3 (general). Moreover, it should be noted that there is no of normative and methodological base that defines a procedural order of carrying out the financial and economic examination of government programs and sets the unified criteria for measuring the efficiency of the proposed program measures in the Russian Federation.

3. The main part of the research

The most specific tasks of the financial and economic examination of government programs can be as follows:

-Legality, completeness and validity checking of inclusion, change or cancellation of the basic parameters and (or) structural elements of draft government program and subprograms;

-Assessment of the sphere of program measures implementation, including the analysis of the current situation, problems and projected growth in the considered sphere or branch;

-Assessment of priorities correctness, the purpose and problems of the state policy in the relevant sphere;

-Assessment of the expected results of the program objectivity as well the efficiency of measures on the state regulation and mechanisms of program implementation;

-Analysis of the sufficiency in volumes of financial support and the objectivity of funding source determination;

-Formulation of proposals for removing the available remarks and improving the content of the draft government program (subprograms).

The expert opinions and conclusions can reflect the results, respectively, the economic and financial part of the examination. The economic part of the examination includes:

a) The analysis of problems, priorities, purposes, tasks and the expected results in the programmable branch or the sphere of public administration;

b) The analysis of the government program structure, including subprograms, separate actions, the state services, works and functions;

c) Assessment of mechanism implementation, measures of the state regulation, participants being involved in government program implementation.

The financial part of the examination includes an assessment, expressed in monetary terms of the potential benefits and expenses from government program implementation by using the mechanisms of market-value appraisal for indicators of expenses and benefits formation from government program implementation considering the possibility of the potential expenses or benefits expression in the unified units of measure (Bratanova, 2012). The financial estimate includes the analysis of the volume of the program financial support, the planned ways and sources of financial support, directions and ways of fund applications. During any examination other government program provision can be also analyzed if any. The systems of the quality and efficiency of management monitoring, based on the standard requirements to the criteria for target programs evaluation setting are actively introduced in the system of public and local administration in Russia and abroad. The researchers conclude that the public and municipal strategic planning system and monitoring system allow solving the specific problems of management such as the interconnection between management strategy and target system of management efficiency (Moretti et al., 2010).

At the initial stage of the financial and economic examination the validity of the government authorities' activity being referred to the sphere of program implementation at the expense of the analysis of the current situation, problems, priorities, purposes and tasks in the corresponding sphere is defined. By the results of the initial stage of the examination, members of the control and calculating bodies can draw conclusions about the degree of the relevant program statements mutual consistence, availability of the problems, which determine the priorities, purposes and problems of the state policy setting. The tasks and measures, directed to the solution of the special problems, the purposes and priorities of the program achievement are specified.

At the second stage during the analysis of subprograms and the main measures on the government program implementation, there proved the conclusions about the sufficiency for information coverage concerning the content of its subprograms, measures, the list of state services, work and functions, the compliance of subprograms and measures on program implementation with its tasks and their sufficiency for the purposes and the expected results achievement in the program, including:

a) There analyzed the opportunity and necessity to implement alternative subprograms and measures as more economic and productive ones;

b) There made conclusions about dynamics nature, ways of calculation and program indicators prediction and compliance with their established requirements at the expense of the analysis of the expected results of the government program implementation, predictions and targets;

c) There defined the compliance of the expected results with program tasks, their sufficiency for covering the purposes achievement, forecast validity of targets and possibility of achieving the expected results (Volkov, 2014).

As the practice shows, different countries, which began using the program based budget, focus their attention on various aspects of the efficiency of the budgetary financing of expenses for programs by transferring allotment money to different items of expenses. The problem of considering various factors could be solved, provided that the efforts of all parties concerned will be concentrated on developing the complex system of assessing government programs efficiency (Afanasyev and Shash, 2013).

At the third stage of the financial and economic examination there analyzed implementation mechanisms, measures and instruments for the state regulation, the number of participants who are involved in the government program implementation. By the results of the analysis, there proved the conclusions about the completeness and validity of the real available and planned measures of the state regulation and participants who are involved in the government program implementation, coverage of the ways for achieving its purposes and the expected results of social and economic development and factors for the spatial development of regions' economic system being included in the program. It is noted that the cluster approach that promotes coordinating the proper interests of state and local government bodies, commercial organizations, and educational institutions in solving the problems of the social and economic policy can be considered as a basis for the strategic public and municipal administration system in the Russian Federation. It is noted that the cluster synergetic effect has a considerable influence on target programs productivity (Anokhina and Mochal'nikov, 2015).

At the final stage of the financial and economic examination, the estimation of alternative administrative decisions within the program implementation is given; the opportunity and the necessity to use other measures of the state regulation, other risks identification and prevention, the attraction of other participants for program implementation are assessed. It should be noted that there are no unified methodological approaches by the estimation and substantiation of the alternative solution of the task at the stage of the draft program examination.

By the results of the examination there made conclusions about sufficiency or redundancy of the means for implementing the necessary measures on program at the expense of analyzing the financial support and its sources, ways of calculating the volume of money. During the financial analysis availability of the received expenditure commitments is found out in the program, the completeness and validity of the conditions for providing the design procedure of inter-budget subsidies are estimated; availability and need of other sources and ways of receiving resources, directions and ways of their use are found out. Meanwhile, the efficiency of budgetary expenses must reflect the level of the spent resources for achieving the special results. When developing the complete system of assessing the efficiency of programs, groups of indicators are chosen to all the above - stated criteria by means of which, it is possible to give a quantitative assessment to program activity (Borodin and Shash, 2014).

When carrying out the examination, the results of the earlier control and expert analytical measures on the government program implementation as well as the typical drawbacks of government programs, found out in the course of the earlier examinations are considered. When analyzing the financial support of government programs, the results of examining the Finance Draft Acts of the Russian Federation (the constituents of the Russian Federation) for the annual financial year and planning period are considered. When analyzing the program targets, the mathematical model is possible to be used, t.e. the so-called balanced open economy for the interrelation of the main macroeconomic (predicted) indicators, used for setting up programs, for instance, the planned volume of gross domestic (regional) product, indicators of investments, final consumption, consumer price index with other program indicators (Vladimirov, 2015).

The researchers elude the importance of the synchronization principle of forecasting the directions of developing regions socially and economically, considering the priorities and purposes of developing macroregions and the state generally in the Russian Federation. Accordingly, the participation of control and calculating bodies in developing and coordinating forecast parameters of developing the constituent of the Federation socially and economically is of great importance. Meanwhile, the system formation of assessing forecast efficiency must consider the peculiarities of region development. The basis of this approach can be input system, t.e. the target quality and quantitative indices of administration efficiency and output system, t.e. the results assessment of the public and municipal administration efficiency. In this regard, the organization of management is offered to be subjected to the appropriate transformation for the most accurate use of program approach advantages, and the actions of authorities are allowed to be built on the basis of the approaches, accepted in the

effective enterprises management (Fattakhova et al., 2015).

4. Conclusions

Following the results of researching the practice of carrying out financial and economic examination of government programs as measures of administrative influence on the processes of social and economic development, the following conclusions should be drawn:

It is necessary to have the unified normative and methodological base for defining the standard requirements to planning, the organization of carrying out and summing up the financial and economic examination of draft government programs in the Russian Federation. Methodology guidelines on carrying out the financial and economic examination of draft government and municipal programs, approved, for instance, by the order of the Ministry of Finance of the Russian Federation can be as they are. The multicriteria analysis that allows finding out, classifying and ranging the basic and alternative approaches to solving the purposes and problems of government programs is offered to be considered as a methodological basis of examination. The multicriteria analysis will allow proving the alternatives of solving the task due to criteria development and weight coefficients formation for determining the relative importance of each of the chosen criteria for analyzing the sensitivity of results of the draft program to the change in single parameters of assessment.

It is necessary to establish the requirements to the planning and organization procedures of carrying out the examination by law, considering the scale of expert measure, the volume of financing government programs, and availability of the financial and administrative resources, which are accessible for carrying out the financial and economic analysis within the terms, established by the legislation. When planning any examination, it is necessary to consider data availability for carrying out the qualitative and quantitative analysis, and also the required extent of aggregation and need for the quantitative representation of the analysis results. It is efficient to provide the possibility of coordination by the standard (regulations) of the control and calculating body, when examining actions with the executive (collaborators) of the government program for providing the validity of the conclusions by the results of the examination.

It is efficient to include the documents, which are subject to the financial and economic examination and strategic planning documents, formulated within the goal-setting, provided by the Federal Act of June 28, 2014, No. 172-FA "About the strategic planning in the Russian Federation" the list of the drafts by law. First of all, it is about the strategy of social and economic development of the constituent in the Russian Federation that defines the purposes, tasks, priorities and directions of a long-term development

and contains the information about the government programs of the constituent in the Russian Federation, approved for strategy implementation. It will allow drawing valid conclusions following the results of the examination about the mutual consistence of strategy provisions and the relevant program statements. As well, it allows drawing conclusions about availability of the common problems, which determine to set the priorities, purposes and problems of the state policy in programs.

To provide the consistence and equation of strategic planning documents, which are formulated at the level of constituents in the Russian Federation, first of all the forecast of social and economic development and government programs, it is efficient to vest control and calculating bodies with authority to participate in coordinating the forecast parameters of the social and economic development of the constituent in the Russian Federation. It will increase the authenticity of the forecast of national measures, provide the appropriate compliance of the forecast data with the expected results of the program and increase forecast validity of targets and possibility of achieving the expected results.

To provide the completeness and validity of the available and planned measures of the state regulation and implementators, coverage degree of the ways of its purposes and the expected results, measures and instruments for the state regulation achievement in the mechanism of program implementation being included in the draft program, it is efficient to vest control and calculating bodies with authority to establish the standard requirements to the content of strategic planning documents, formulated in the constituents of the Russian Federation. First of all, it is about the strategy of social and economic development and government programs considering the provisions, provided by the Federal Act of June 28, 2014, No. 172 - FA "About the strategic planning in the Russian Federation".

The main proposals for improving the processes of the financial and economic examination of draft government programs of the Russian Federation are to form the normative and methodological basis for establishing standard requirements to planning, the organization of carrying out and summing up the financial and economic examination at the federal, regional and municipal levels. Besides improving the normative and methodological base, it is important to expand powers about the control and calculating body's participation in coordinating the forecast parameters of the social and economic development for providing the appropriate compliance of the forecast data with the expected results of programs. It is efficient to vest control and calculating bodies with authority to establish the standard requirements to the content of strategic planning documents, formulated in the constituents of the Russian Federation and the strategy of social and

economic development and government programs without establishing excess measures on regulating the sphere of the state strategic planning.

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