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On a promising approach to the solution of state management issues in Russia

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Subject. Russian and international researchers have been studying the process of state management for over two centuries. At the same time, over such a long time, the systems of state management underwent changes and the states within which they functioned also changed. Due to the fact that active sanction wars have become the result of politics of recent decades, there are not so many studies in the modern theory of state management that are related to the examination of actions of state authorities in a country on which strict economic sanctions were imposed by the countries of the so-called collective West. The study of the actions of Russian government bodies under given conditions using a systematic approach allows quickly identifying critical issues of state management that hinder the achievement of strategic goals of the state development and conducting a comprehensive study of these issues. The systematic approach allows determining the properties of a state management system, its basic elements, functions performed, and structural components in the form of subsystems and it also helps to identify the institutional structure and possible reasons for making certain managerial decisions.

Objectives. Studying the issues of modern Russian state management in order to develop promising approaches to their solution and subsequently achieve the strategic goals of state development in response to negative external influence.

Research methods. In this study we used specific and general scientific methods of analysis, method of comparison and analogies, as well as the results of the author's long-term empirical observations as an employee of a federal state body. The materials for the study were collected from the articles of researchers studying the state management process and from specific highly publicised examples of state management issues that received wide coverage in the public spotlight. The scientific study was conducted using relevant publications.

Results. The author presents a model, both for the management of state authorities in areas and industries within the established powers and for the management of such state authorities by the political leaders of the country, based on a new corporate culture of state management using modern digital technologies.

Key words: state management, state management issues, strategic development goals, decision support system, dynamic input-output balance, real-time management

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Introduction

In recent years, the geopolitical reality has significantly changed for Russia, and our country had to enter an open economic and political opposition with all developed countries of the Western block. Facing large-scale economic sanctions that have become one of the most popular tools of such an opposition, we can no longer continue self-analysing and acting under a peace-time regime. A complete mobilisation is required of both society and state institutions responsible for achieving strategic development goals, which the President of Russia, Vladimir Putin, has repeatedly spoken about in recent years, among them are increasing the real incomes of citizens, improving the demographic situation, and ensuring technological sovereignty. The achievement of these goals will allow Russia to ensure its national security and at least achieve parity in the opposition with the main geopolitical opponents.

Still, these goals cannot be achieved without an improvement in the quality of work by government bodies responsible for the development of a certain area of economics or social sphere. This, in its turn, confirms the need to study the process of state management in order to search for and analyse the issues as well as find the methods of their solution so as to improve the efficiency of performance of all state institutions in the context of the achievement of the state's strategic goals.

The study of these issues remains relevant as confirmed by works of well-known experts of: state management, such as G. L. Kupryashin (Kupryashin, 2023), A. I. Solovyov (Solovyov, 2021), and V. I. Yakunin (Yakunin et al., 2021); strategic government planning, such as V. N. Lexin (Lexin, 2022), I. V. Mitrofanova (Smirnova & Mitrofanova, 2019), and A. N. Shvetsov (Shvetsov, 2017); development and implementation of state economic policy, such as S. Yu. Glaziev (Glaziev, 2022), V. V. Ivanter (Ivanter, 2018), and V. M. Polterovich (Polterovich, 2022).

The drawbacks of the current system of state management are also confirmed in the works of other researchers, for example, E. I. Dobrolyubova and V. N. Yuzhakov (Dobrolyubova & Yuzhakov, 2021) believe that the quality problem of Russian state management and state institutions is considered to be the factor hindering the social and economic development of the country, which "calls for the development and implementation of a comprehensive approach to ensuring the improvement of quality of state management, including coordinated measures to increase its justification, performance, and efficiency. At the same time, the implementation of individual, targeted measures will not significantly change the situation, so it is unlikely that Russia can count upon long-term economic growth and an increase in personal incomes."

B. I. Tikhomirov and A. A. Frenkel (Tikhomirov & Frenkel, 2017) considered the issues hindering the acceleration of the social and economic development and, as a result, suggested an evaluation of the condition of state management as well as justified the need for a transition to the system of strategic planning. The elements of the new management system should include the development and legislative approval of a single long-term social and economic policy, mechanisms for economic diversification, demand for innovation, the creation of a competitive environment, and other factors to ensure economic growth and social progress.

A. B. Zolotareva and I. A. Sokolov, in their turn, (Zolotareva & Sokolov, 2018) note the lack of dynamics of quality of state management in the international rankings due to significant drawbacks of the system of strategic planning and its break with budget planning, which hinders the achievement of goals that were formulated in key strategic documents of the country.

D. A. Afinogenov, E. Yu. Kochemasova, and S. N. Silvestrov (Afinogenov et al., 2019) made

the same conclusions and showed in their research that the lack of interconnections between the goals and criteria of their achievements at different levels of management and between departments, as well as the lack of a generally accepted methodology of analysis and assessment of the implementation of strategic decisions made and recorded in the documents reduce the importance of strategic planning as a significant means for the improvement of the efficiency of state management. It has also been emphasised that an unbalanced system of strategic planning slows down economic development and weakens the country's ability to ensure its economic security.

The author generally agrees with the research results presented above and believes that a critical understanding of the positive and negative experience of the economic success of past years in the current situation provides a unique opportunity to achieve the state strategic goals through evolutionary changes in the state management system.

M. A. Eskindarov and his colleagues (Eskindarov et al., 2019) hold a similar view and assume that as a result of the transition to a new technological regime and the use of digital technologies, Russia will get a unique chance to become competitive at the international level, improve the population's life quality, and solve many issues. This transition will surely be accompanied by certain risks. In order to minimise these risks, they must be thoroughly analysed and studied.

Therefore, the purpose of this article is to study the relevant issues of modern Russian state management for the further development of a promising approach to their solution in order to benefit government bodies responsible for the achievement of strategic goals of the state development. Thus, the main objectives of the study are to conduct a systematic analysis of current issues, identify their causes, and offer an original approach to methods and tools for their solution.

Methodology

At present, the system of Russian state management is dominated by administrative-command and project approaches which ensure the implementation of state functions, including the achievement of strategic national goals. The administrative-command approach inherited by Russia from the USSR's system of state management (Svirina, 2019) has considerable drawbacks in its current version which are mostly incompatible with the existing economic model of market relationships. The project-based approach, in its turn, allows achieving specific targeted goals, but its weak point is the need to constant monitor the implementation of activities due to the fact that the participants of such projects are mostly government bodies or state organisations, which, in turn, operate in the paradigm of the administrative-command approach that constantly requires manual control.

Although the symbiosis of such approaches allows achieving significant results in many industries, it is, unfortunately, more of a one-time than a systemic measure. Various issues typical for Russian state management become an aggravating factor, and they were divided by the author into the following categories.

1. The issue of strategic planning (Orlova, 2022).
2. The issue of decomposition of strategic goals (Gorb, 2022).
3. Lack of tools and resources required for the implementation of the objectives (Sinitsyna, 2022).
4. Challenging nature of the public procurement process (Yakovlev et al., 2020).
5. The need for continuous (and often unnecessary) reports, most of which are prepared manually (Raevskaya, 2013).
6. Deliberate misrepresentation (whitewashing) and concealing issues from superiors (Zvereva, 2022).
7. Corruption (Dzafarov & Bagdasarova, 2022).

8. Bureaucracy and its resistance (“quiet sabotage”) towards attempts to making fundamental reforms of the state management system (Kuznetsova, 2017).

9. Lack of legislative measures against public officials for their inactivity when performing their official duties (Shirinyan, 2020).

10. Lack of access to relevant data at the municipal and regional level.

According to different researchers, the above-listed drawbacks of state management can explain the absence of positive dynamics in several most important national projects (Zozulya et al., 2019), such as demography (Tkachenko, 2019) and import substitution (Popova & Sergeeva, 2022), which, as it was said earlier, are cornerstones of the country’s safety and economic power.

While in general agreeing with the presented opinions, the author believes that the reason for poor results regarding the implementation of the designated goals (as well as most of other strategic goals) is the lack of a correct response in the “problem – action” combination, or, in other words, the lack of competent managerial decisions along the entire vertical power system.

As an example, there were several cases from the teleconference of the President of Russia, in which he had to solve issues of regional and even municipal levels, and this was due to the fact that public officials did not properly perform their jobs.

It is stipulated though, both in the regulations on the government bodies and job regulations of public officials, and in the appropriate strategic planning documents, such as national projects or state programmes, that these issues are to be solved by them. However, due to the lack of competence or motivation in public officials, their job performance leaves a lot to be desired.

The above-mentioned issues are only a small part of a long list of drawbacks existing in state management, and a whole article would be needed in order just to list all of them. Still, in the author’s opinion, despite the great number of issues, they can be divided into two categories by their nature: political and technical.

Political issues of state management include issues related to the adoption of managerial (political) decisions, such as, for example, delayed adoption of such decisions or making wrong decisions. In other words, political problems can be described as “you can do it, but you don’t want to”.

Issues of a political nature appear due to the lack of managerial will which is usually caused by the fear of taking responsibility for decisions made, by personal interest in not solving the issue, as well as by a lack of proper motivation (Sharin, 2020), which were in particular noted in various cases of inactivity of certain public officials and which were and continue to be covered in mass media, especially throughout 2022.

Among such issues was the situation with the traffic jams at the customs point between the Crimea and Kherson Region as well as between Rostov Region and the Donetsk People’s Republic almost throughout the whole of 2022. The traffic jam appeared there at the start of the special military operation and was widely covered by the media¹, as well as by well-known government officials², but the responsible department began taking action only 3 months³ after this issue was found. It should also be noted that despite the undertaken measures, in April 2023, the issue was still not solved and was mentioned by the President of Russia after his visit to the new regions⁴.

¹ Crimean checkpoints cannot cope with the traffic flow from the Kherson and Zaporozhye Regions Oleg Tsarev: “With the current traffic flow, the system must be changed and the road expanded” // Smotrim. URL: <https://smotrim.ru/audio/2633253> (accessed on 06.02.2023).

² Vyacheslav Volodin that the issue of delivering aid to the defenders of Donbass should be discussed with the head of the Federal Customs Service // State Duma. URL: <http://duma.gov.ru/news/54389/> (accessed on 06.02.2023).

³ On the situation at the checkpoints between the Crimea and the Kherson Region // Southern Customs Administration. URL: <https://yutu.customs.gov.ru/news/document/343198> (accessed on 06.02.2023).

⁴ Meeting with members of the Government // President of Russia. URL: <http://kremlin.ru/events/president/news/70956> (accessed on 23.04.2023).

Having analysed this situation, including the high degree of implementation of automated information systems ensuring the collection and analysis of traffic flows through customs points, the author came to the conclusion that the issue was caused by the unwillingness of the employees of the Federal Customs Service of Russia, who receive timely and comprehensive information and are responsible for dealing with such problems. This also led to the poor awareness of the FCS's management about the existence of this issue, which in turn prevented them from making a timely managerial decision until this situation caused a critical reaction in the public space.

There is also a positive example of solving a similar problem which appeared at the same time on the border between the Crimea and the Kherson Region. The head of Crimea S. Aksenov showed personal interest in the solution to the issue, visited the border areas, and made the necessary managerial decisions, which helped to eliminate traffic congestion at the checkpoints.

Technical problems include issues of professional competencies, motivation, staff material support, corruption, and difficulties related with obtaining information about the state of affairs in the country in real-time in order to understand the current situation and find the necessary measures to take. In most cases, technical problems can be described as the opposite of political problems, that is "you want to do it but you can't".

The problems of a technical nature are caused by the low level of staff professional training, the established negative attitude towards the income of public officials at the level of the market value of labour, and the issue of information support and the exchange of information between government bodies. The last of the mentioned problems, according to the author, is the most important of the whole group of technical issues of state management, because incorrect managerial decisions are often made due to the lack of the

necessary and timely information (or due to inaccurate or outdated information). Therefore, the solution of the information exchange issue can at least partially solve the issues regarding managerial solutions.

An example of this type of issues was the partial mobilisation in autumn 2022, which revealed a great number of drawbacks related to sending military summons to those who did not fit the requirements announced by the Minister of Defence of the Russian Federation Sergei Shoigu in an interview for *Rossiyskaya Gazeta*⁵. The public response to a large number of incorrectly sent military summons was so great that the President of Russia also talked about this issue and said at a meeting of the Security Council that the mistakes made during partial mobilisation needed to be corrected and never made again in the future⁶.

This situation was the result of the fact that the military recruitment offices that were responsible for mobilisation, keep records of those liable for military service manually, which eliminates the possibility of automated data reconciliation and updating them using the information resources of other government bodies and extrabudgetary funds. For instance, a single automated system for recording those eligible for military service would update information about each account and could be updated at any set frequency using a unified system of interdepartmental electronic cooperation, while a high level of digitalisation of government bodies and state non-budgetary funds would allow receiving the complete data necessary for employees of the military recruitment offices in order to determine whether a potential conscript fits the established mobilisation requirements.

⁵ Interview with the Minister of Defence of the Russian Federation Sergei Shoigu // *Rossiyskaya Gazeta*. URL: <https://rg.ru/2022/09/21/interviu-ministra-oborony-rf-sergeia-shojgu-glavnoe.html> (accessed on 06.02.2023).

⁶ Putin says the mistakes made during partial mobilisation must be corrected // *RIA Novosti*. URL: <https://rg.ru/2022/09/21/interviu-ministra-oborony-rf-sergeia-shojgu-glavnoe.html> (accessed on 06.02.2023).

It should also be noted that there are some types of state management issues that can belong to either political or technical categories (or to both at the same time) depending on the circumstances. Among them are organisational and methodological problems which will be discussed later in this article.

Organisational problems include the issues related to the operation mechanism of state management, such as the creation or abolition of a particular government body. One of the most interesting examples of this issue is the relatively recent abolition of Rostourism which was highly successful in exercising its powers over the past years (Kovalenko & Davydova, 2023) but has now transferred its functions to the Ministry of Economic Development of Russia.

Methodological issues include choosing a certain direction of state policy regarding the economy, social sphere, national security, etc. This can be exemplified through the issues related to the discussion of monetary policy, where the administration of the Central Bank acts as one side which considers the need to control inflation, including by raising the key rate, its main problem and leading economists act as the other side, among them S. Yu. Glazyev, A. M. Babakov, and M. G. Delyagin, who hold positions in representative government bodies and according to whom this policy of the Central Bank does not allow the real sector of the economy to receive sufficient funding, which, among other things, hinders the achievement of the goals related to improving the living standards set by the President of Russia.

Results

The key to the solution of the issues of state management is primarily through understanding the process of state management itself. Researchers have suggested multiple interpretations of this term (Glazunova, 2014; Roy, 2019; Soloviev, 2022), and as a result of their comparison, it can be said that despite some differences, state management can be determined as the activity of government bodies aimed at the expression of society's interests.

In his turn, the author, while agreeing with the opinions of the above-mentioned researchers,

identifies state management as *a government tool for the solution of the issues of citizens*, primarily those with lower living standards (according to Rosstat, they amount to at least half of the total population of the country⁷), as according to Article 7 of the Constitution, Russia is a social state whose policy is aimed at the creation of necessary conditions to ensure decent lives and the free development of people, and also to provide state support for families, motherhood, paternity, and childhood, as well as disabled people and elderly citizens⁸.

The issues of state management mentioned earlier that were mostly of technical nature, *mainly the issues related to information processing*, do not allow government bodies to effectively perform their functions in order to achieve the strategic goals of social and economic development set by the President of the Russian Federation (including those that are parts of national projects and state programmes), which, in its turn, hinders the implementation of the above-mentioned regulations of the Constitution of the Russian Federation.

According to the author, the issues relating to information processing are the most critical, and Nathan Rothschild was right to say once that they who own the information own the world. In state management (as well as in any other type of management), knowledge about the preceding and ongoing processes allows completely controlling the situation and quickly making the necessary decisions, as well as simulating various short, medium, or long-term situations that may happen.

It is especially true for the strategic planning process which involves ensuring coherent, flexible, and adaptive plans, organisation and control of their implementation in real-time mode, and creation of the necessary conditions in order to attract private investors to the achievement of national goals and which is *one of the main tools for*

⁷ Social situation and living standards of the Russian population in 2021 // Rosstat. URL: https://gks.ru/bgd/regl/b21_44/Main.htm (accessed on 12.03.2023).

⁸ Constitution of the Russian Federation // Official Internet portal of legal information. URL: <http://publication.pravo.gov.ru/Document/View/0001202210060013> (accessed on 12.03.2023).

the achievement of the strategic development goals set by the President of Russia.

The quality of state strategic planning can be improved this way only if *significant organisational and staffing measures will be taken* or if an administrative federal executive body will be formed as part of the Government of Russia, for example, the State Committee for Targeted Development and National Projects (the State Project in short), or, which seems to be the best option in the author's opinion, if the structure and powers of the Ministry of Economic Development, which is essentially the successor to the State Planning Committee of the USSR, will be reformed.

The goal of creating this government body is to transfer the development of strategic planning documents related to the economy and social sphere at the national level to a single centre and also to coordinate the preparation and implementation of such plans at the federal and regional levels. If such a body is created, it will be responsible for the following tasks:

- Ensuring the unity and integrity of state planning, completely eliminating its inconsistency and fragmentation as well as excessive requirements and documents.
- Forming a clear hierarchy and establishing coherence of planned tasks, monitoring the correspondence of the subject content of plans with the specified national goals.

- Identifying the leading link of development, namely the priorities (industries, projects, technologies, or structural changes in the economy) that are highly important for the achievement of national development goals and developing strategies for each priority.

- Allocating resources for priority tasks, achieving the necessary scaling effect.

- Supporting the balance of plans, providing them with resources and interconnection.

- Monitoring actual results instead of performance recorded on paper.

- Coordinating a single system of staff planning bodies from the federal to local levels, including a multi-level management and control system functioning 24/7.

The subjects of the long-term state planning system will include all state and municipal bodies, and the strategic planning will be initiated by the President of Russia (who sets the tasks), organised by the Government, coordinated by the State Project, and performed by federal, regional, and municipal executive authorities.

Figure 1 shows a flow chart for a long-term system in case a single body is created for the coordination of strategic planning.

Based on the above-mentioned, the author suggests *a tool for the implementation of the presented approach* for the improvement of strategic planning quality based on the concept

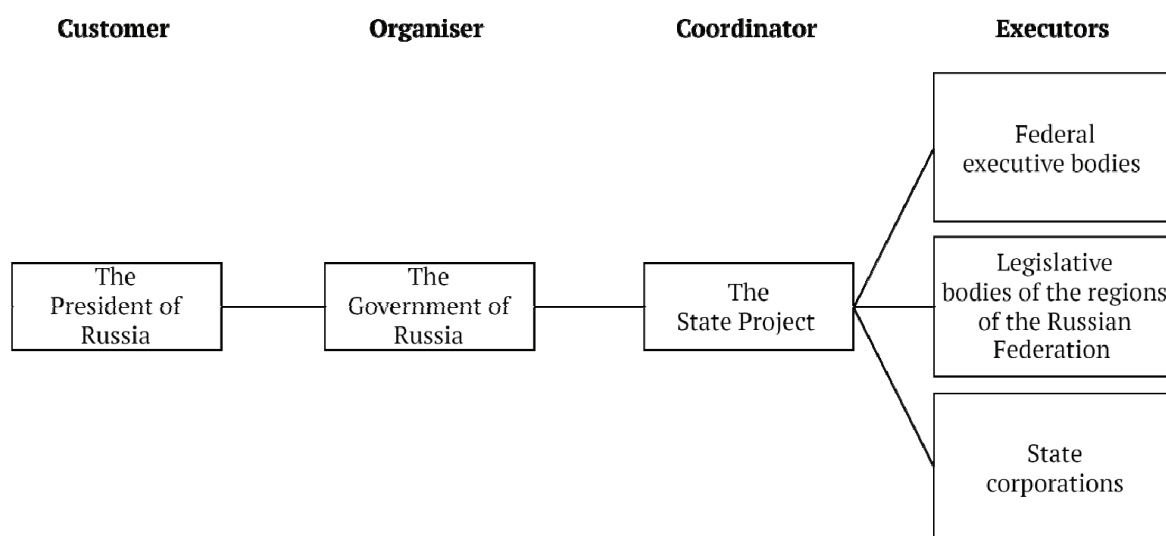


Fig. 1. Long-term state planning system

of creating a single digital decision support system (DSS), *which through the elimination of most technical and some political issues* will facilitate the process of managerial decision-making regarding both the achievement of the main state strategic goals and the solution of operational issues due to the automation of functions assigned to state and municipal bodies, as well as other government structures using the digitalisation of collecting, structuring, analysing, and visualising information on the state of affairs in each sector of the economy and social sphere *in real-time*.

The time factor is of crucial importance in the context of the territorial scope of Russia and the significant scale of its economy, as well as the complex state machinery, which, even after numerous reductions, can delay the process of collecting and analysing information and then working out solutions so much that it will take several days or weeks. One of the most illustrative examples of this factor is the well-known phrase by Alexander Suvorov who said, “One minute determines the outcome of the battle, one hour determines the success of the campaign, and one day determines the fate of the empire. I act in minutes, not hours.” This is how he explained his success in his main treatise “The science of victory” (Suvorov, 2018).

The concept of the DSS operation includes 5 principles presented in the table that can be applied in order to standardise and systematise the stages of managerial decision-making: quickly detecting an issue, finding its possible

solutions, assigning a task to executives in charge, and monitoring the implementation of the task.

If the DSS is launched, it will be more difficult for public officials responsible for decision-making to make a wrong decision instead of a right one, as the system itself will perform a significant amount of routine analytical operations, offering decision options with a detailed explanation of advantages and disadvantages of certain variants and also recording the actions of officials (logging).

The above-mentioned principles are a practical implementation of the management continuity mechanism, which is ensured by its stability, constant information update, and timely decision-making. They will allow reducing time losses and responding to changes in the social and economic situation much faster than before, otherwise the system will inform a higher government body and the state supervisory body that the responsible official is not taking action.

Introduction of this system provides an advantage over the existing approach: if an issue is detected early, it will be much easier to eliminate it, and at least there will be more time for decision-making and greater clarity in the comprehension of the situation.

In its turn, the launch of DSS based on modern technologies (big data, artificial intelligence, quantum computing, etc.) and in real-time mode will allow aggregating and analysing the information required for the effective operation of the State Project, providing an opportunity to competently evaluate the situation and develop

Table

Operating principles of a single system of strategic and operational planning and management [compiled by the author]

Full classification	Identification and grouping of all social and economic agents and indicators
Total recording	Total auditing and calculation of existing needs, as well as available supplies to cover them
Informed decision	A managerial decision is based only on an objective analysis of primary data with an explanation of the reasons for making this decision
Personal responsibility	Each task has a certain responsible person at each managerial level
Detailed control	The execution is monitored in real-time down to an ordinary performer

the most effective approach to solving a particular issue through significant simplification of the analysis by automating the process of cross-checking the required information from various government recording systems. As a result of this analysis, specific managerial actions should be developed in order to solve the problem, including the following:

- Providing completely reliable information on any plan at any level of management.

- Accurate evaluation of the consequences of managerial decisions and of changes in external and internal factors, as well as real-time recalculation of the whole system of economic development indicators in case any of them changes.

- Flexible and variable scenario planning, quick and timely adjustment of planning.

- Full automation of balancing and mutual plan coordination, including justification of resource consumption rates and capital development calculations, such as forward calculation of the construction needs for facilities and resources and input-output balancing.

- Solving optimisation issues in economics using advanced economic and mathematical models and methods.

- Making information on the progress of implementation of plans available for all Russian citizens, regarding both general and specific tasks in certain areas; providing all Russian citizens with an ability to refute the reported data in the information system by attaching their own photos and videos.

As for specific options for the implementation of the suggested approach, it should be noted that the proposal of the head of the Federal Agency for Mineral Resources E. I. Petrov, who said in his interview to the Interfax agency that state planning should be introduced based on input-output balancing and proposed using the industry of mineral resources as the first link.

In his opinion, “Russia has been well studied geologically, and today we truly know what our resource potential is. But we don’t know the main thing, that is where exactly and how many tons of metal or other minerals will be needed

and how much it will cost. We often speak about insufficient funding of geological exploration but we should remember that the fundamental issue is not about the money as today the resource potential exceeds consumption rates. It is all about the connection between economic areas: many of them are economically unprofitable due to low domestic demand, and therefore the transition to input-output balancing (input-output tables) must become the key lever here, since the state needs systemic mechanisms for the analysis of cross-sector production chains, both in natural and in monetary terms. We need to see the whole picture regarding the “sticking points” and potential growth points at the cross-sector scale⁹.”

The mechanism of input-output balancing will allow analysing the real marginality of technological and infrastructure chains. And this, as a result, will help to calculate the country’s real resource availability and form the basis for a cost reduction programme of end products. Long-term planning is the key to profitability. The changes in today’s world provide fundamentally new opportunities and new markets, but at the same time they require accurate long-term forecasts.

The idea of adopting input-output balancing is actively supported by various departments and public officials, but some critics say that the introduction of this approach is a return to the old State Plan programme. Therefore, it is important to emphasise that input-output balancing is not an outdated idea, but a modern economic strategy. The biggest industrial countries are building their economies based on input-output balancing. There are more than 150 input-output balances in the USA and even more in China. The effective development of industry is impossible without this.

It should be noted that a similar approach is being considered at the government level, as confirmed by the order of the Government

⁹ Evgeny Petrov: The Russian Federation is adopting the idea of input-output balancing, mineral resources will become the first link // Interfax. URL: <https://www.interfax.ru/interview/841001> (accessed on 30.04.2023).

of the Russian Federation as of 22 October 2021 No. 2998-r, which approved the strategic direction for the digital transformation of state management, and the first point in the list of measures to be taken is automating and facilitating the collection of reports on social and economic indicators in economic sectors and the social sphere, creating an information system that can perform real-time analysis of received indicators, informing about problem situations, and managing the economy based on a dynamic optimisation model of input-output balancing¹⁰.

It is suggested to provide information support for the operation of DSS through existing information systems (resources) used by federal executive authorities, executive authorities of the regions of the Russian Federation, state extra-budgetary funds, state corporations, and other state and commercial organisations. Visual representation of the information interaction diagram is presented in Fig. 2.

Speaking about specific decisions required for the achievement of the main state goals using DSS, it should be mentioned that the information

aggregated by the system will allow, for example, providing information and analytical support for the implementation of the project in order to intensify individual housing construction (which is now the most effective way to stimulate the multi-child families), combining information about the regional availability of produced building materials, labour force, the required number of suitable land plots, etc.

Moreover, changing the approach to the process of public procurement, which currently causes most issues in state management, will allow the system to simplify and accelerate the process of government order placement procedure and the interaction between a state customer and a potential contractor through relevant economic and financial information from specialised government information systems.

Taking into account that in accordance with Part 9 of Article 14 of the Federal Law as of 27 July 2006 No. 149-FZ “On Information, information technologies, and information security”, all information contained in state information systems is official¹¹, a responsible

¹⁰ Order of the Government of the Russian Federation as of 22 October 2021 No. 2998-r // Legal reference system “ConsultantPlus”.

¹¹ Federal Law as of 27 July 2006 No. 149-FZ “On Information, information technologies, and information security” // Legal reference system “ConsultantPlus”.

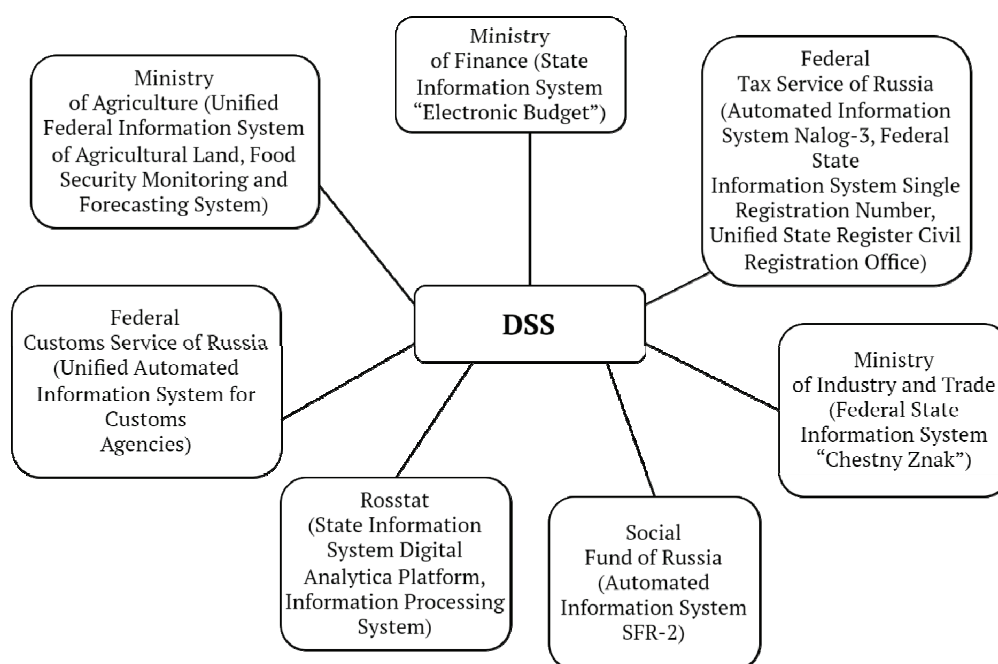


Fig. 2. Exemplary diagram of information support for DSS

official will be able to find out what exactly and at what prices the state can purchase, and what delivery cost will be the most beneficial. It will help the state to save money, while the supplier (contractor) will receive a guaranteed order and will be able to strategically plan the development of their organisation, and the official will find it convenient to justify their decision.

An indirect, but still a significant advantage of adopting promising technological solutions is the reduction of budget expenses. The All-Russian Population Census conducted every ten days, which costs about 15 billion roubles, can serve as the most illustrative examples of possible cost-effectiveness. The cost is so high due to the need to employ a large number of employees with various specialisations, such as census takers themselves who visit people at their homes, as well as analysts, technical experts, etc. (Dmitrieva et al., 2018). Although if we study the questionnaire that people are asked to fill out, we will see that at least 80 % of the information can already be taken from certain government bodies. Thus, the application of their approach to collecting administrative data in digital form could amount to potentially saving about 12 billion roubles from budget funds.

Discussion

The conducted study showed that at present the approach associated with the use of information resources as the main method of information processing is considered by specialists and researchers to be among the most suitable options for the improvement of the mechanism of state management in general and strategic planning in particular.

Therefore, O. M. Pisareva believes that the modernisation of the organisational mechanism and technological scheme of strategic planning will be performed best when using the digital platform of state management (Pisareva, 2019), A. N. Shvetsov believes that the digitalisation of state management in Russia is at the same level as the best world practices (Shvetsov & Rysina,

2020), while E. N. Kipervar and her colleagues conclude that “today the digital economy serves as an effective basis for the development of the state management system, economy, business, social sphere, and the whole society” (Kipervar et al., 2020).

Most of these studies also consider the use of promising technologies as a way to either simplify interactions between the state and society or to simply exchange and mutually update the data in the information resources of government bodies, but do not name it as the most effective tool for solving issues of social and economic development and demographic growth. Of course, it should be noted that there is a certain list of works that focus on the so-called data-driven management process. However, according to the author, this approach does not bring any novelty, as data-based management has been introduced since the appearance of government bodies in states, and speaking about the improvement of the management quality, we should also mention data-driven *real-time* management.

In general, although agreeing that there have been certain successes in the field of technological development of the state management process, which was described in the articles of the above-mentioned researchers, the author still believes that on the whole, such work has just begun, since presently most state and municipal employees have no access to a single database of current information on social and economic indicators necessary for the effective performance of their official duties (Markova, 2022). V. V. Trofimov and L. A. Trofimova state that “the end-to-end integration of information flows with continuous forecasting and predictive analytics results in the creation of analytical chains which transform the collected data into information required for making managerial decisions” (Trofimov & Trofimova, 2021).

The following situation, typical for any regional government body that is responsible for social policy, can be presented as an example: in order to make effective decisions aimed at

the elimination of poverty and social inequality, employees of this department need full data on the number of permanent residents in the region, their social and financial status, professional and career history, etc. However, all this information is stored by various federal departments, which, due to legislative restrictions and other reasons, do not share the data with regional authorities who are interested in obtaining it. This significantly reduces the efficiency of such government bodies' performance.

As for the issue of implementing the suggested solutions, it seems unlikely that it will be successfully introduced in the nearest future, despite all the opportunities for improving the quality of state management offered by this approach. This hypothesis is confirmed by the lack of any real steps towards the implementation of the previously mentioned order of the Russian Government No. 2998-r, which contains breakthrough initiatives for the development of the Russian state management system.

The reasons for the lack of positive dynamics regarding the implementation of this government order are anyone's guess, but it should be mentioned that a similar situation occurred in the 1970s, when member of the academy V. M. Glushkov offered to introduce a national management system based on economic management employing computing machines. However, due to the fact that party elites were not interested in significantly increasing management efficiency through staff reduction as they would have lost a considerably part of their influence under the new system, Glushkov's project was slowed down, and after his death in 1982, it was completely eliminated from the agenda.

According to K. V. Simonov, this becomes possible due to "government regulators who believe that today we primarily need to digitise government services and provide citizens with convenient digital services". But digitalisation of state management does not only involve changing public services into electronic format, for which it offers its technical capabilities.

Modern state management is not just digitising traditional functions and making government services more convenient, such as issuing certificates, electronic cadastres, registrations, and other documents. First of all, it is an effective solution to current tasks from the political and economic agenda" (Simonov, 2023).

It should also be noted that significant adjustments must be introduced to current legislation, which, on the one hand, should regulate the creation and operation of DSS, and, on the other hand, determine the system operator's rights to obtain all the necessary information. For instance, there is a significant problem in the form of tax secrecy that hampers obtaining the most useful economic information collected by the Federal Tax Service of Russia. The tax service itself uses the whole of received information only regarding financial issues, leaving the economic component untouched.

Another distinctive problem is information security as such significant amounts of information on the country's state of affairs collected in one place will be considered not just confidential, but even secret information. As a result, this significantly raises the requirements for both technological and organisational measures in relation to data protection.

And last but not least is the issue of financial support for the implementation of the proposed initiatives. Since the scale of innovation affects every field and industry, the expenses may seem enormous (for comparison, the cost of the previously mentioned project of the national automated system was once estimated at about 100 billion roubles), but it should be stated that a significant part of the work required to be performed on systematisation and automation of processing the necessary information has already been performed and continues to be performed as part of projects aimed at digitalisation of the economy and social sphere, and therefore only small additions will be needed for the creation of DSS.

Conclusions

The conducted study considered and analysed current issues of state management (of technical and political nature), and also identified their negative impact on the achievement of the state's strategic goals in general and the performance of government functions in particular.

Due to the current (and, what is important, future) pressure because of the sanctions and the confrontation with NATO countries, whose total size of economies is much greater as compared to Russia, it is now obvious that in order to successfully counteract this group of opponents, the *efficiency of decisions made in the process of state management must be considerably increased*.

Taking into account that state management is essentially a solution to national-scale issues (and the scale of the Russian state management system is enormous, as it consists of 89 regions covering 11 time zones), authorities in general and certain public officials in particular, as people who are responsible for solving these problems, *must have a complete set of tools to effectively perform all the assigned tasks*.

According to the author, it can be achieved through a conceptual change in approaches to state management, including the introduction of national planning (coordination) of the economy as an organisational aspect and a decision support system as a technological aspect. The suggested approach will allow officials responsible for managerial decisions to *visualise the current state of affairs* in the economic and social spheres, and also obtain direct access to any information in real-time, which will leave *almost no chances for unfairness*. With this combination, all potential attempts at whitewashing will be minimised, which will certainly raise the level of executive discipline in mid-level employees who are mainly responsible for the execution of tasks in the structure of vertical power system (Sadovnikov, 2022).

When forming a general picture of the state's economy, due to the introduction of a coordination approach and a decision support system, it will be possible to make managerial decisions quickly and effectively and thus significantly develop the economy through the creation of new high-technology industries, which, being part of the current technological structure, is the only way to achieve parity with the world's largest economies.

State coordination is required as the most important projects for state security and economic stability cannot be implemented only through private initiatives. The semiconductor industry, which actually exists only in two countries in the world, in the USA and China, can be mentioned as the most illustrative example, and both states invest huge sums of money in its development¹².

To summarise, it should be noted that, in the author's opinion, the state's key strategic goals can be achieved in the foreseeable future, *however, only if the approach to state management will be changed together with the use of promising methods* discussed in this article, as well as other methods that can have a real impact on neutralising the negative influence of current problems typical for government bodies.

Conflict of Interest

The author declares the absence of obvious and potential conflicts of interest related to the publication of this article.

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О перспективном подходе к решению проблем государственного управления в России

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Предмет. Исследование процесса государственного управления осуществляется отечественными и зарубежными учеными более двух веков. Вместе с тем за такой существенный промежуток времени сами системы государственного управления претерпевали изменения, как изменялись и государства, в рамках которых они функционировали. Ввиду того, что активные санкционные войны являются результатом политики только последних десятилетий, в современной теории государственного управления присутствует не так много исследований, связанных с изучением действий органов государственной власти в стране, находящейся под жесткими экономическими санкциями со стороны стран так называемого коллективного Запада. Изучение действий российских органов власти в текущих условиях с помощью системного подхода позволяет оперативно обнаруживать критические проблемы государственного управления, которые являются препятствиями к достижению стратегических целей развития государства, и провести их всестороннее исследование. Системный подход позволяет определить свойства системы государственного управления, ее базовые элементы, выполняемые функции, структурные компоненты в виде подсистем, а также выявить институциональную структуру и возможные причины тех или иных управленческих решений.

Цель. Исследование проблем современного российского государственного управления для выработки перспективных подходов к их решению и последующего успешного достижения стратегических целей развития государства в условиях отрицательного внешнего воздействия.

Методы исследования. В процессе исследования применялись специфические и общенаучные методы анализа, метод сравнения и аналогии, а также результаты многолетних эмпирических наблюдений автора как сотрудника органа государственной власти федерального уровня. В качестве материала для исследования были взяты статьи исследователей процесса государственного управления, а также конкретные резонансные примеры проблем государственного управления, получившие широкое освещение в публичном пространстве. Научное исследование проведено с использованием актуальных публикаций.

Результаты. Автором представлена модель управления как органами государственной власти сфер и отраслей в рамках установленных полномочий, так и управления такими органами государственной власти со стороны политического руководства страны, основанная на новой корпоративной культуре государственного управления с использованием современных цифровых технологий.

Ключевые слова: государственное управление, проблемы государственного управления, стратегические цели развития, система поддержки принятия решений, динамический межотраслевой баланс, управление в реальном времени.

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