

PROJECT MANAGEMENT IMPLEMENTATION IN GOVERNING INSTITUTIONS OF RUSSIA: AIMS AND RESULTS

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Article History: Received on 24th August 2019, Revised on 25th September 2019, Published on 01st November 2019

Abstract

Purpose: The article views applied aspects of an important scientific problem - efficiency improvement of state management based on project management that allows solving complex tasks under the conditions of severe restrictions in time, financial and other resources.

Methodology: Methodical approach to project management includes process and targeted approaches that provide current operating activity long with innovative solutions implementation.

Result: The article proves the implementation approach of project management in governing institutions based on the corporate culture, motivation and employee competencies transformation.

Applications: This research can be used for universities, teachers, and students.

Novelty/Originality: In this research, the model of Project Management Implementation In Governing Institutions of Russia: Aims and Results are presented in a comprehensive and complete manner.

Keywords: *Governing institutions, Project management, Resource Limitations and Restrictions, Project Culture, Involvement into Project Activities, Implementation Approaches of project management.*

INTRODUCTION

The rationale of their searching even article is defined by the tendencies of the gradual transition of state management to project-based approach. In recent years in Russia this approach has been used to a large extent in the result and qualitative shifts in priority-oriented economic realm of the country (Healthcare Service, education, housing maintenance, and utilities, mobility infrastructure, information and communication systems), and also in endemic problem solving of increase of labor efficiency. The results of pilot project in accordance with some government-sanctioned programs with the use of project management allow drawing conclusions about the possibilities and limitations of the project activity and also offering some measures to its further entrenchment and development. Particularly, one of the problems of implementation is connected with the lack of project culture development in organizations of federal, state and municipal power, with difficulties of the direct transfer of project technologies from business into activity of the power, with the necessity of planning incremental changes in personnel attitude towards project development and implementation, different barriers overcoming.

Process and targeted approaches ([Lomovceva and Kuzmina, 2017](#)) are the methodical implementation medium of project management. Their combination in the project structure under formational laws keeping the uninterrupted operation of current activity and composite goals achievement.

The methodology of process management allows considering a task (activity) as the structured process, regulating it, allocating a certain set of stages the performance of which step by step leads to the goal achievement. It allows reducing uncertainty level in work performance, attracting resources selectively, creating rules and regulations, training and motivating personnel. In this case, it is possible to make the process perfect, to create the necessary organizational structure, to train personnel, to automate technologies. Costs of reengineering are compensated with the looping of effective processes and obtaining the standardized results. At the same time, when there are new tasks the solution of which the organization does not have, or there are tasks that do not repeat and are connected with obtaining unique result, process approach is not effective. In this case the other approach that is the target approach is necessary. [Edelkina, A., Karasev, O., & Velikanova, N. \(2015\)](#).

The methodology of goals management provides flexibility and an opportunity to correct ways of achieving the goal, to change requirements of resources, to vary terms and so forth, without losing sight of the main objective and a vector of development. The action program, which was considered to be long-termed, supported by resources, first of all by the budget is necessary for implementation of the approach. However, budgeting has rigid character and no flexibility in use of resources, actions of the programs have a branch binding, and they are not focused on interdisciplinarity and creation of management matrix structures.

Now authorities in the regions of the country face a set of versatile tasks demanding implementation of a large number of projects and programs. The difficulties consist in that they have to be financed from budgets of different levels, and be carried out by the limited number of permanent members of administration staff.

At the same time, project-based approach to the solution of non-repeating, significant, interdisciplinary, limited in time and unique in results of tasks in relation to the introduction of project-based approach in authorities the model of management can have the following view (figure 1). With such approach orientation on benefits that cannot be reached as a result of one project implementation becomes the main distinctive feature of project portfolio. Obtaining these benefits is possible due to implementation of a set of connected projects and reorganization of the connected processes. [Edelkina, A., Karasev, O., & Velikanova, N. \(2015\)](#)

METHODS

The project in a managerial practice is a way of the organization of the solution of the difficult tasks that have tight restrictions in time, financial and other resources and is also connected with obtaining unique practical (measurable) results. It is necessary to build in new elements in a contour of management system in the agencies of a state and municipal authority - the project offices created on essentially different basis possessing the appropriate intellectual, financial and administrative resources for formation of the projects investment pool that are included in the strategic program of city development ([Lomovceva, et al. 2018](#)).

The project office is the structural element of a control system in the region (municipal unit) that provides management of projects portfolio, control of their implementation course, formation of the reporting forms and also introduction to the standards of project management in organizational processes. The methodology of project management is traditionally used in a business environment as the instrument of step-by-step achievement of the strategic Key Performance Indicators (KPI) companies. The same methodology can work also for achievement of strategic objectives in all fields of activity in the state and municipal public authority.

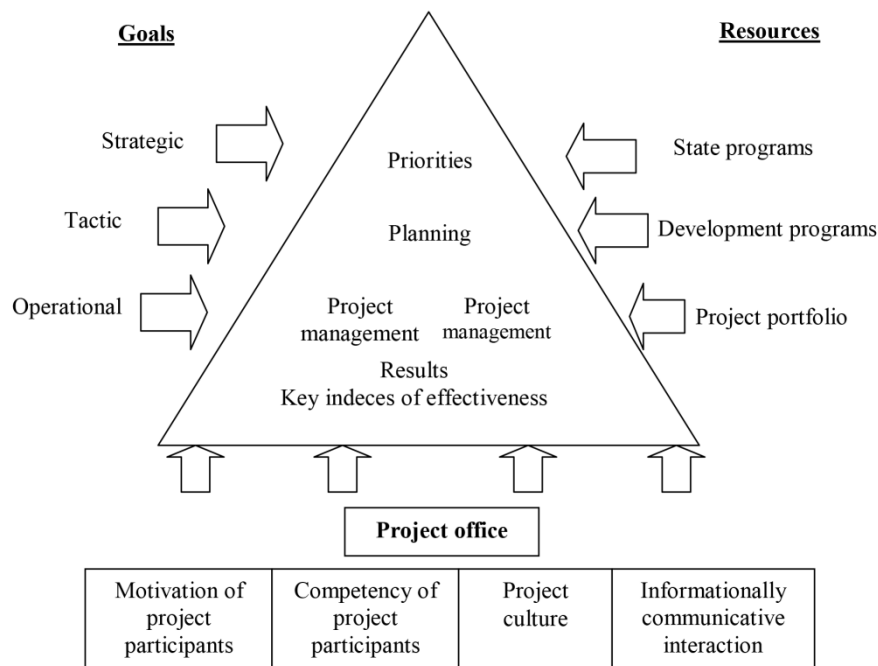


Figure 1: Model of project management in public authorities

The use of such a management model allows changing the purposes and indicators of programs (federal, regional, branch), making them measurable and concrete in various temporary horizons that are reflected also in approaches to financing. The current participation of the state and municipal authority agencies in various committees and departments keeps the process-focused approach to management and financing "from top to down", and projects portfolio (in most cases these are programs of territories development) reflects another approach to financing – under the specific objectives caused not only assignment opportunities from higher budgets, but also region priorities. An important role in these initiatives "from below" is played by the base created in the region for implementation of the project, existence of own resources, including personnel. [Levin, M., & Satarov, G. \(2000\)](#)

RESULTS AND ITS DISCUSSION

To carry out the transition to project activity the authors identified factors of a productive and effective project control system:

- Concentration on the main thing;
- The competition and selection of the best projects and ideas for realization;

- Obtaining results in time and within the budget;
- Quick response to changes in the external environment (its opportunity and restriction);
- Ability to constant self-improvement.

Results of the research are received with use of data on introduction and implementation of project management in one of the regions of Central Federal District – the Belgorod region, materials of more than 3200 projects of regional and municipal levels are analyzed. At the implementation stage since 2010 there have been about 900 projects, more than 200 projects are on the development stage. The majority of projects are social, then there are equal shares of economic and organizational projects, technical projects occupy 15% (Table 1) ([Federal Service of State Statistics, 2018](#)).

Table 1: Types of projects that are implemented in the Belgorod region in 2017

Types of projects	%
Social	45
Economic	20
Organizational	20
Technical	15

Project management in the study region, which was selected as a pilot for testing the author's model shown in Figure 1, represents a structured set of repetitive functions implemented within the framework of existing formalized procedures and actions to ensure the implementation of the project (Figure 2). ([Edelkina, A., Karasev, O., & Velikanova, N. \(2015\)](#))

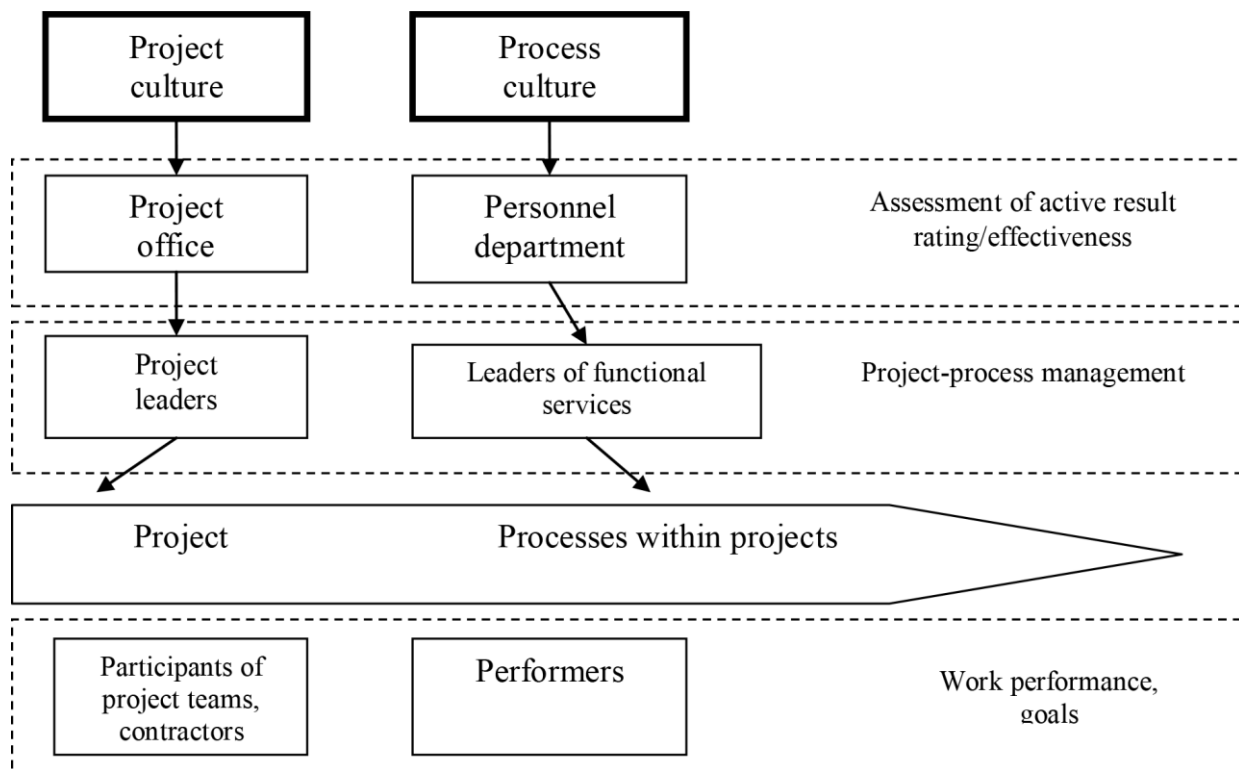


Figure 2: Model of project management and processes in authority agencies of the region

The structure includes the following elements: ([Levin, M., & Satarov, G. \(2000\)](#))

- The body responsible for the introduction of project management in authority agencies (Department of domestic and personnel policy of the Belgorod region);
- Regional project office;
- Structural divisions that are responsible for the introduction of project management in local governments;
- Project offices of local governments.

We will characterize the results of the pilot project about the introduction of project management in authority agencies on a branch example – implementation of the Federal Program "Safe and Qualitative Roads". The main objective of this direction is improvement of road infrastructure quality, including improvement of road condition and reduction of

emergency and dangerous sites number. The pilot project has captured 34 city agglomerations with a population over 500 thousand people in each.

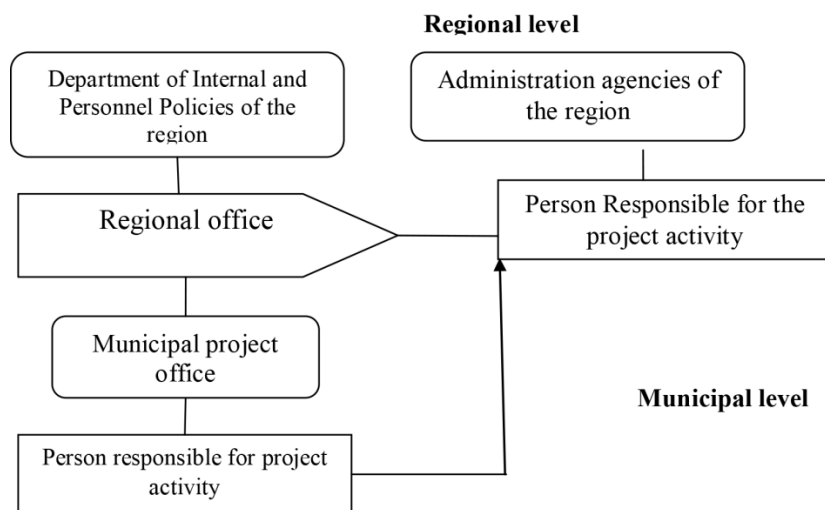


Figure 3: Structural elements of the regional project management system

As a result of the project approach use, productive indicators of 2017 were higher than planned. So, they managed to bring 18% of road sections to a standard transport and operational state more than it was according to the plan, and the indicator of traffic safety managed to be doubled due to the elimination of road accident concentration points (table 2).

Table 2: Implementation of the priority project «Safe and Qualitative Roads» in the RF, 2017

Project goals	Plan	Fact
Transformation of a road network in city agglomerations into a standard transport and operational state	44%	52%
Providing the necessary level of traffic safety on a road network of city agglomerations (in particular, elimination of road accident concentration points)	27%	51%

The necessity and potential positive effect of project management introduction are confirmed by the research conducted by the Russian Government Analytical Centre. Polls of project experts and performers have shown the following estimates of the expected results from the use of project management methods (table 3).

Table 3: The expected results from the implementation of the priority project «Safe and Qualitative Roads»

Expected results	% of respondents
Abridgment of project implementation time	2%
Increase in transparency and controllability of the implemented projects	64%
The economy of budgets and minimization of project risks	16%
Increase in performing discipline of divisions and reduction of the resolved issues quantity at the operational level	17%
Improvement of region indicators or organization in federal ratings	2%

An increase in transparency and controllability of the implemented projects is the main argument in favor of design approach application. However, introduction of project management in authority agencies has specifics, there is a number of barriers, which are necessary to face when forming a new system of the public and municipal administration. It is possible to divide them into:

- Political (existence of resistance and a large number of the influence centers);
 - Motivational (lack of incentives to change, unwillingness to change according to the changing conditions because of their probable unimportance and inability);
 - Cognitive (unwillingness to change the assumption of the current rules, standards, and procedures, work with inertia and preservation of the previous ineffective tools and methods);
 - Resource (shortage of qualified personnel and overload with incompetent specialists of all bodies and departments).
- [Levin, m., & satarov, g. \(2000\)](#)

With the introduction of project management into authorities, the new system of human resource management focused on formation of goal-setting and goal-approaching competences that the public and municipal servants should possess is also necessary. For an effective transfer from project approach to the budgetary sphere it is necessary to create not only "new" management processes, but also a new business environment managerial culture – project. [Schweidel, D. A., & Moe, W. W. \(2014\)](#)

According to the polled data of the Russian Government Analytical Centre, the biggest obstacle for introduction and effective application of project management into activity of public authorities is the insufficient level of knowledge and competences of the employees appointed to be responsible for introduction of project management and also absence of specialists in project management (table 4).

Table 4: Barriers to the introduction of project management in authorities

Barriers for introduction	% of respondents
Lack of support and understanding of project management usefulness from the first person	42%
Insufficient level of knowledge and competences of the employees appointed to be responsible for the introduction of project management; absence of specialists in project management	44%
Lack of concrete instruction (resolutions, orders) from federal public authorities	12%
Juridical and legal difficulties of project management introduction	0%
Restrictions or lack of the allocated funds in the budget on the introduction of project management	2%

Now readiness of various levels authorities is estimated low, which is proved by the discussion at an annual international scientific and practical conference in Russia in the field of economy ([Golodova and Kuzmina, 2017](#)). The results of pilot projects introduction of 2017 presented there characterize essential gaps in quality of different regions. Also, the uniform platform and culture at the different levels of the power aren't created, it is necessary to make a lot of things for formation of new, design competences ([Schultz and Peltier, 2013](#), [Schweidel and Moe, 2014](#)).

CONCLUSION

In conclusion, we will draw the main results of the research and we will define its further vectors:

- The gradual transition of the public and municipal administration to project approach is necessary for achievement of results and high-quality shifts in priority spheres of national economy (health care, education, housing, and communal services, transport infrastructure, information and communication systems) and also for the solution of an increase system problem in work productivity;
- It is necessary to plan gradual change of the employee's relation to the project's development and implementation, to break different barriers in the organizational culture, motivation, and competences of employees;
- Methodical ways of project management implementation are process and target approaches which combination in project structures allows keeping the performance of the current operating activities and the new, difficult purposes achievement;
- The project approach to the decision non repeating, significant, interdisciplinary, limited on time and unique by results tasks in relation to activity of authorities has an appearance of the model developed by authors of the article;
- The model of project management is combined with the mainline of the program existing in authorities' program and target, however at the same time there is an orientation to benefits that are possible for reaching due to the implementation of a set of the connected projects and reorganization of the connected processes. [Morra imas, I. G., & rist, r. \(2009\)](#)

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