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PROJECT MANAGEMENT IN STATE AUTHORITIES: RESULTS OF IMPLEMENTATION IN THE REGION

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ABSTRACT

The authors present the theoretical and methodological foundations of building regional project management systems in the Sverdlovsk region, on domestic experience in managing regional projects in the framework of the subject of the Russian Federation. The authors reviewed the process of implementing project management at the federal and regional levels, assessed the formed organizational structure, identified problems and made practical recommendations. The object of the research in the article is the management system for priority projects (programs) in state authorities of the Russian Federation. The subject of the study is the methodology for implementing a project management system at the regional level. The purpose of the study is to analyze the methods of implementing project management systems in government of region. Evaluation of effectiveness and author's proposals in order to improve the project management system in government of Sverdlovsk region and other regions.

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1. INTRODUCTION

The modern development of management in Russia has led to a logical result - the implementation of project management in the activities of all market participants. In recent years, there has been an active implementation of project management in state authorities both at the federal level and in the constituent entities of the Russian Federation. The implementation of project management systems increases the economic efficiency of project implementation, allows you to achieve the necessary results in the face of restrictions on time, budget and quality.

The purpose of the study is to analyze project management at the federal and regional levels, identify problems and formulate proposals for improving project management in the region of the Russian Federation - Sverdlovsk region.

Today, the activities of regional state authorities of the Sverdlovsk region are directly related to the implementation of projects in various fields of activity: development of the region, various events of world and federal level, capital construction, information technology, projects of strategic importance, such as the annual International Industrial Exhibition "INNOPROM", implementation of federal and regional target programs, etc.

Research in the field of project management in state authorities has been the subject of numerous works by both Russian and European scientists, experts and practitioners. The most important contribution to the theoretical and practical component of the implementation of project management systems in state authorities and state institutions was made by such authors as Voropaev (2010), Polkovnikov & Dubovik (2013), Bogdanov (2012), Nugaybekov (2015), Jia (2013), Safonova, and Anchikhrov (2015), Kozhevnikov (2016) and others. Researchers Muszyńska (2018), Nikkhou (2016), Strojny (2015) pay special attention to the implementation of state projects due to the specifics of regulatory regulation, the scale of projects and a large number of stakeholders. In the European Union and the USA, projects at the state level have been implemented for a long time (Andreasen, 2018), in Russia the process of transition to project management began 2 years ago, so there are almost no studies on this topic.

2. METHOD

The research methodology consists of a systematic analysis of the theoretical and practical aspects of the implementation of project management systems in state authorities of the Russian Federation. The study includes:

- Study and analysis of scientific literature on the implementation of project management;
- Analysis of methods for implementing project management systems both in state authorities of the Russian Federation and at the corporate level.

The implementation of project management in state authorities is carried out both at the federal and regional levels.

The organization of national project activities in Russia is regulated by Decree of the Government of Russian Federation of 31 October 2018 No. 1288 "On the organization of project activities in the Government of Russian Federation". This resolution approved the Regulation on the organization of project activities in government at all levels. This resolution regulates the implementation of priority projects and programs in the main areas of strategic development of Russia using the automated information system of project activities (ACS) (Markov & Loginov, 2017).

In the Sverdlovsk region, project management is regulated by Decree of Governor of Sverdlovsk region 14 February 2017 No. 84-DG of "On the organization of project activities in Government of Sverdlovsk region and the executive state authorities of Sverdlovsk region".

From the position of a systematic approach, the authors determine the processes of communication during the initiation, implementation and completion of the project, during the analysis of normative acts and methodological recommendations, the practice of project management in the region, the authors determined the processes of coordination of basic documents and management decisions. Based on the results of the analysis, the authors construct project

management models in Russia. The authors also use the methods of structural and functional analysis, modeling and analysis of documents.

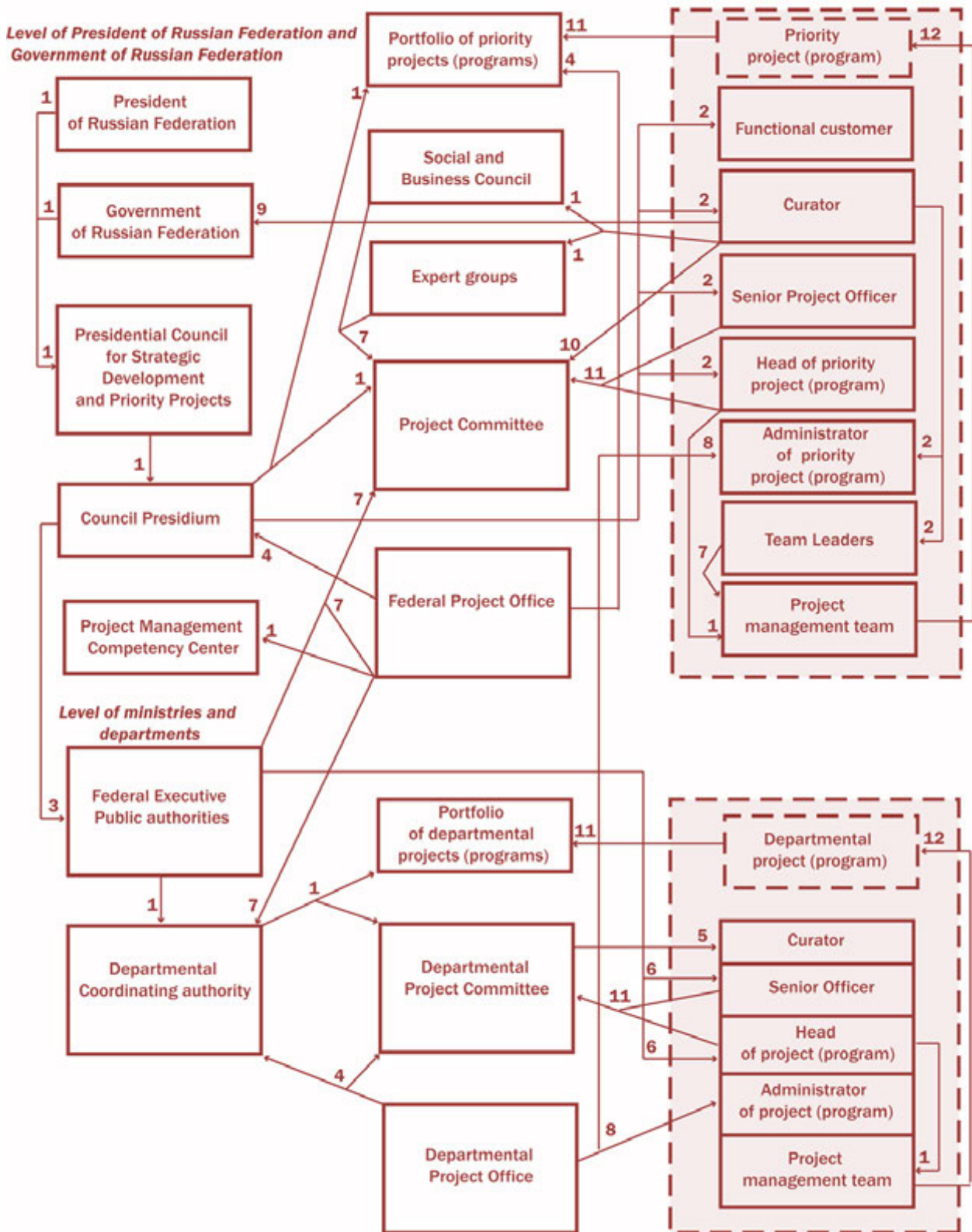


Figure 1: Organizational and functional scheme for managing priority projects (programs)

Designations: 1 - forms; 2 - appoints; 3 - coordinates activities; 4 - provides activity; 5 - offers; 6 - claims; 7 - includes a representative; 8 - provides (implements) functions; 9 - submits draft regulatory legal acts; 10 - directs; 11 - includes; 12 - implementation of the project.

3. STUDY DETAILS

In accordance with the Decree of Government of Russian Federation of 31 October 2018 No. 1288, a structure for managing strategic project activities at the federal level has been determined. This structure includes:

3.1 PERMANENT PROJECT MANAGEMENT INSTITUTIONS

There are four permanent offices/institutes involved in the project management.

- Presidium of the Council under the President of the Russian Federation on strategic development and priority projects;
- Federal project office;
- Departmental coordinating institutions;
- Departmental design offices.

3.2 TEMPORARY PROJECT MANAGEMENT INSTITUTIONS

There are seven temporary elements comprised in the project management.

- Curators;
- Project committees;
- Functional customers of projects (programs);
- Senior officials of projects (programs);
- Project (program) managers;
- Administrators of projects (programs);
- Heads of working institutions of projects (programs), working institutions of projects (programs), participants in a project (program).

3.3 SUPPORTING AND SUBSIDIARY PROJECT MANAGEMENT INSTITUTIONS

There are three elements that give supports to the project management

- Social and business councils;
- Expert groups;
- Competence Center for Project Management.

Figure 1 (compiled by the authors) shows the organizational and functional scheme for managing priority projects and programs in Russia. The diagram shows project management at the level of the President of the Russian Federation and Government of Russian Federation, as well as the organization of project offices at the level of federal state authorities. The advantages of the model of national project management proposed by the state include the first used in the aggregate project management tools: project offices, information support, project portfolio management, project life cycle, etc., see Table 1.

During the analysis of documents and methodological recommendations, as well as the practice of the Department of Project Activities of the Governor of the Sverdlovsk Region, the authors identified the following problems that reflect the specifics of project management in government bodies in Russia:

- Priority programs (projects) have gained an advantage over existing state programs, which leads to reformatting of state programs into priority projects, and as a result of "spreading" of available financial resources for many projects and programs;
- A wide range of potential initiators of priority projects will lead to lobbying for the interests of

large economic groups to the detriment of solving the socio-economic problems of the territories;

- There are no requirements for the selection of priority projects (programs) and the formation of a portfolio of projects;
- High dependence of the project on the individual qualities of the curator;
- There is no elaboration of the issues of financing, co-financing, raising money and other resources for the implementation of priority projects (programs).

Based on the identified problems, it is possible to determine the clear specifics of project management in state authorities in Russia:

- there is no legal mechanism for financing priority projects;
- there is no methodology for selecting projects, as a result of which the influence of the political and financial lobby is possible;
- there is no clear regulation of the interaction between participants in the project management process;
- approval processes take about a third of the time from the project implementation process, that is, significant transaction costs, which reduces the flexibility of project management.

Therefore, despite the fact that the guidelines for project management in Russia were formed on the basis of the IPMA standard, the current legislation has made significant adjustments to the established mechanisms, reducing their effectiveness.

Considering the project management system of the Sverdlovsk region, approved by the Decree of Governor of 02.14.17 No. 84-DG, we outline the main elements:

3.4 PERMANENT PROJECT MANAGEMENT STATE AUTHORITIES

There are four permanent authorities in the project management.

- Council under Governor of Sverdlovsk Region on priority strategic projects of the subject of the federation;
- Project Committee of Sverdlovsk Region;
- Project office of Sverdlovsk region;
- Project Committee for the direction of socio-economic policy of Sverdlovsk region.

3.5 TEMPORARY PROJECT MANAGEMENT STATE AUTHORITIES

There are four temporary authorities involved in the project management.

- Head of a priority regional project (program);
- Project office of the executive body of state power of the Sverdlovsk region;
- Administrator of a priority regional project (program);
- Working state authorities and participants in projects (programs).

In Figure 2, the authors compiled an organizational and functional diagram that shows project management at the level of Governor and Government of Sverdlovsk region. This scheme demonstrates the organization of project offices at the level of state authorities for managing priority projects and programs in the Sverdlovsk region.

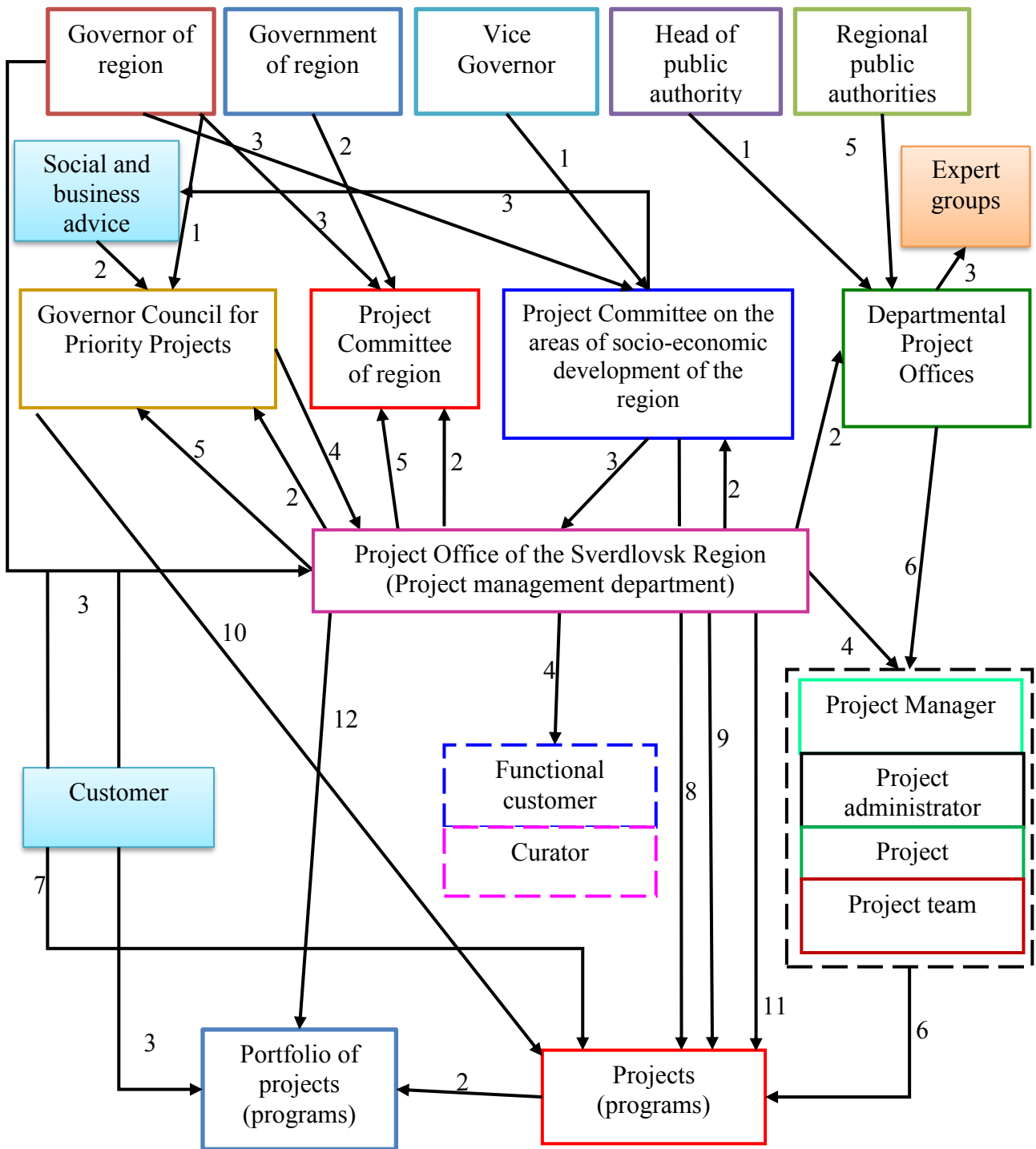


Figure 2: Organizational and functional scheme for managing priority projects (programs) of the Sverdlovsk region

Designations: 1 - heads; 2 - is part of; 3 - forms; 4 - appoints; 5 - provides activity; 6 - provides implementation; 7 - approves the project passport; 8 - approves the implementation plan; 9 - approves the project passport; 10 - provides coordination of implementation; 11 - approves the passport, makes decisions on corrective actions; 12 - provides formation.

Consider the project and program management system in regional authorities, where the system is understood as a complex of organizational, methodological, technical, software and information tools aimed at supporting and improving the efficiency of planning and project management processes in Governor’s Administration and state authorities of Sverdlovsk region.

Table 1: Stages of the life cycle of a priority project (program)

Project life cycle stage (program)	Stage Essence	Stage Content
Concept	Formation and consideration of proposals	Developed and initiated proposals containing: the idea of a priority project (program), a description of problems, goals, specific results and indicators, basic approaches to methods, milestones and ways to achieve them, the rationale for planning deadlines, preliminary estimates, risks and other information about a priority project (program). The proposal is submitted for consideration to the project committee to decide on the initiation of the project (program).
Initiation	Project inclusion in the portfolio of priority projects (programs)	Decision-making on the initiation of the project and its inclusion in the portfolio of projects and programs. Appointment of a project management team. Preparation of a register of stakeholders and counterparties. Approval of role instructions by the project management team. Assessment of the relevance of the project, goals, objectives and methods of implementation, taking into account the existing risks and opportunities to increase the benefits of the project. Development of a passport of a priority project.
Planning	Development and approval of management documentation	Development and approval of a consolidated calendar plan, income and expense budget, cash flow budget, risk management plan and other management documentation. Definition and approval of the project team, functional customer, contractors and other contractors. Priority project passport approval.
Implementation and Monitoring	Priority project implementation, change management	It is carried out in accordance with the approved management documentation of the priority project (program). Making changes to the plan is carried out in accordance with the procedure for managing changes to priority projects (programs). Development of a project completion report, dissolution of the project team.
Completion	Dissolution of the project team and submission of documentation to the archive	Approval of the report on the completion of the project, determination of the success of the project, report on lessons learned, payment of motivation, dissolution of the project management team, delivery of management and executive documentation to the archive.

Projects implemented by the Sverdlovsk region are characterized by the following aspects:

- Projects are large and complex (many participants, several different subject areas, significant amounts of work, territorial distribution, international aspects);
- Projects depend on external factors, the management of which lies outside the competence of project managers (legislative framework, licensing, permits);
- The need for multi-project management (coordination of resources, results, etc.);
- The need to increase the responsibility of managers and performers.

When managing projects, project approaches are used, while only certain elements of the project management methodology are applied, which leads to a decrease in manageability and insufficient efficiency of projects and programs as a whole. In today's market, problems in the economy, such a situation can lead to a loss in the pace of development of the region and, as a result, to failure to achieve strategic goals (Tahri H., 2015).

Thus, the improvement of the project management system and the transition to modern methods of project and program management are one of the main conditions for the development and increase of the effectiveness of the state and executive state authorities of Sverdlovsk region.

To ensure the interaction of Governor of the Sverdlovsk region with federal and regional government state authorities and local authorities of municipalities located in Sverdlovsk region,

while addressing complex issues of socio-economic development of Sverdlovsk region, as well as issues related to the adoption and implementation of plans and programs of social -economic development of municipalities, Governor's Administration must be formed in the region to an integrated project and program management system.

The aim of the authors' conceptual proposals is to create a project and program management system based on the use of modern project technologies and effective motivational mechanisms to ensure that the strategic tasks of the development of the Sverdlovsk Region and create public-private partnerships in strategic projects of the region and the real sector of the economy are provided at a high professional level.

The objectives of improving the project and program management system are (Cerdeiral C.T., 2019):

- Ensuring the achievement of strategic development goals of the Sverdlovsk region through ensuring the effective implementation of projects and programs;
- Improving the effectiveness and efficiency of project activities of state and municipal authorities;
- Improving the efficiency of resource management through the use of modern methods and project management tools that provide comprehensive optimization of work and resources.

To achieve these goals, you must complete the following tasks (Görög M., 2016):

- Systematize the processes of preparation, planning, decision making, execution and monitoring of the implementation of projects and programs in regional and municipal authorities;
- Develop an organizational structure for managing projects (programs) and determine the order of its work;
- Develop guidance documents (regulations, regulations, instructions, methodologies) for managing projects and programs in government;
- Create an information infrastructure for project and program management;
- Conduct staff training in project management;
- Organize the accumulation of information on the implementation of projects and programs for subsequent use;
- Ensure a balanced phased transition of regional and municipal authorities to project-oriented management.

The implementation of the goals and objectives of improving the project and program management system in the Sverdlovsk region should ensure that the following system requirements are met:

- The system should be focused on achieving strategic development goals of the Sverdlovsk region;
- Goals, subject area, tasks, participants, their functions and the environment of the system should be clearly defined;
- The system should be built on the basis of strictly defined economic and regulatory relations between participants;
- Special adequate methods, tools and tools for project and program management should be used;
- It should be a flexible, reliable and open management system that allows you to take into

account and predict changes in the internal and external environment of the region;

- It should be a multi-user planning, control and management system, ensure information security and generate the necessary reporting.

4. DISCUSSION

The improvement of the project management system in the regional state authorities should be carried out in four directions (recommendations developed by the authors):

4.1 DIRECTION 1: DEVELOPMENT OF ORGANIZATIONAL, REGULATORY AND METHODOLOGICAL FRAMEWORK FOR PROJECT MANAGEMENT IN GOVERNMENT

The organizational and regulatory framework includes the following elements:

- System of regulatory documents ensuring the functioning of the project and program management system;
- System of organizational decisions and structures necessary for the effective management of projects and programs;
- System of measures for retraining and advanced training of management personnel and specialists of the Administration in the field of project and program management.

The methodological base is a set of documents describing the general structure and approaches to the implementation of the project and program management system.

4.2 DIRECTION 2: CREATION OF AN ORGANIZATIONAL STRUCTURE FOR THE PLANNING, IMPLEMENTATION AND CONTROL OF PROJECTS AND PROGRAMS

For planning, implementation and monitoring of projects and programs under Governor of Sverdlovsk region are created:

- Coordination Council for projects and programs of the Sverdlovsk region;
- Strategic office for project and program management.

The Coordination Council for Projects and Programs is a permanent coordinating consultative body under Governor of Sverdlovsk Region, whose tasks include:

- Identification of priority areas for project development and preparation of proposals based on the Strategy for socio-economic development of the Sverdlovsk region and regional target programs;
- Coordination of actions of interested state authorities and departments aimed at the implementation of projects and programs.

The Strategic Office for Project and Program Management under the Administration of Governor of Sverdlovsk Region is a unit that performs various functions related to centralizing and coordinating the management of projects and programs that fall under its responsibility.

The structure of the Strategic Office includes units involved in the project management methodology, administration of the project management information system, management and supervision of projects and programs, support for the activities of the Coordination Council for projects and programs of the Sverdlovsk region.

4.3 DIRECTION 3: PERSONNEL TRAINING IN PROJECT MANAGEMENT

Personnel training in project management includes:

- The process of training, retraining and advanced training of specialists of the Administration and authorities of the Sverdlovsk region;
- Development of a strategy for cooperation with major Russian universities in the field of project management;
- Attracting talented graduates and graduate students from leading regional universities;
- Formation of a personnel reserve for project management for the prompt and high-quality formation of project working groups, as well as maintaining personnel potential after the closure of projects;
- Personnel certification in accordance with the international certification program SOVNET / IPMA / PMBOK / PRINCE 2, etc. (de Souza T.F. & Gomes C.F.S., 2015);
- Participation in Russian and world forum and congress activities dedicated to project management in government state authorities.

4.4 DIRECTION 4. CREATION OF A UNIFIED REGIONAL INFORMATION SYSTEM FOR MANAGING PROJECTS AND PROGRAMS IN GOVERNMENT

The unified regional information system for project and program management includes:

- Information infrastructure for project and program management with appropriate software;
- Accumulation of information on the implementation of projects and programs for subsequent use;
- Creation of an integrated system that could predict project planning taking into account possible risks;
- Building an effective communication and document management system.

The authors believe that the construction of a project and program management system in state and municipal authorities of the Sverdlovsk region should be implemented in 3 stages:

Stage 1: Creation and commissioning of a project and program management system (2018–2019).

The priority tasks should be the formation of a single language of communication that is understandable to all participants, and simple rules and procedures for managing projects and programs, the organization of systematic training and retraining of personnel.

Stage 2: Duplication of the project and program management system in state and municipal authorities of Sverdlovsk region (2019–2021).

The priority task is the integration of the project and program management system with state administration system of the Sverdlovsk region.

Stage 3: Development of public-private partnership in the project activities of region (2021–2025).

The priority task is to use public-private partnerships to mobilize investment resources from various sources, to attract and develop enterprises of any size and type of activity through the implementation of strategic projects in the Sverdlovsk region (Loginov M.P., 2017).

The expected results of the implementation of the activities proposed by the authors of the conceptual provisions are:

- Creation of an effective project and program management system in the Administration of Governor of Sverdlovsk Region;
- Implementation of project and program management systems in state and municipal authorities, which will allow significantly improving the quality of project implementation in the Sverdlovsk Region, reducing their cost and terms;
- Creation of a unified integrated system for training and retaining personnel, attracting highly qualified personnel, training managers and reserves who have the knowledge, skills and abilities necessary for the effective management of projects and programs;
- Sverdlovsk region reaching the world level of project and program management, increasing the attractiveness of the region for domestic and foreign investors and attracting them to strategic regional projects;
- Expansion of the tax base and the balance of the regional budget;
- Ensuring employment and increasing incomes, easing social problems and tensions in society.

The Department of Project Management of Governor of Sverdlovsk Region assumed responsibility for the formation of a unified methodological base, which allowed us to adjust existing projects and adjust future projects to the previously adopted regional development priorities. The formation of a unified methodological and methodological base made it possible to use uniform templates for processing documents with their inclusion in the information system. As a result, document templates became available not only to authorities, but also to municipalities. Thus, the unity of the priorities of socio-economic development in the long term and public policy in the short and medium term was ensured.

These recommendations were tested at the departmental project office of the Ministry of Natural Resources of the region under the supervision of Department of Project Management Governor of Sverdlovsk Region. As a result of the introduction of a unified information system, the coordination time was reduced by 17%, the initiation process was reduced from 21 days to 15 days by using templates and creating a database of implemented projects.

Training in the project management of project managers and teams shortened the time of meetings and briefings from one hour, 15 minutes to 45 minutes (on average, according to employees), since the participants in communications used the same terminology and understood the internal processes of the project equally.

These recommendations can be used by all bodies of state power in the regions of Russia, since they have proved practical effectiveness, but it is necessary to take into account regional legislation and established practice.

5. CONCLUSION

A multilevel project management system has been formed in Russia. Priority projects (programs) are implemented at the level of the President of the Russian Federation and the Government of Russian Federation, while, as a rule, priority projects are interregional. Departmental projects are

implemented at the level of federal government state authorities. The organization of the system of interregional projects at the level of the subject of the Russian Federation is proposed to be organized on the basis of imitation conceptual proposals. This system is further scaled to all subjects of the Russian Federation, members of the Ural Federal District.

6. AVAILABILITY OF DATA AND MATERIAL

All information regarding this study has been included in this article.

7. ACKNOWLEDGEMENT

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