

Conceptual Approach to Modernization of Social and Economic Programs of the Region

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Abstract: The authors reveal the meaning of the term “regional regulation”. Regulation methods are considered and defined. Special attention is paid to perspective economic calculations, as to a necessary element of procedure of formation of policy of development of territories.

Key words: Region • Regulation • Social and economic development • Regional policy • Program and target method

INTRODUCTION

Processes of a regional, territorial sustainable development need to be operated and this management can and has to differ from management of processes of functioning of objects of branch accessory. At the same time, at a large number of objects - territories management has few own methods and tools of the territorial researches developed within system approach.

Regional regulation develops in the following directions: these are relationship of the federal center and the region; municipality and region; regions among themselves; municipalities among themselves; ensuring growth of municipality or region as uniform economic and social system.

Methods of Regional Regulation: In relationship between federation and territories and also regions two groups of methods are allocated. The first-direct methods of regulation:

- Standard legal department of municipalities;
- Allocation on support of a worthy level of living of the population of means (social transfers);
- Assignment for support of branches (enterprises and establishments) production and social spheres.

The Second - Indirect Methods of Regulation:

- Change of an order of formation and distribution of own income of the relevant budgets;
- Establishment of conditions of the taxation;
- Establishment of preferential terms of formation of financial resources;
- Establishment of an order of individual attraction of borrowed funds, etc.

Implementation and development of measures of development of territories and state regulation and their interaction - the main objective of regional public policy. However there are bases to claim that in its current form set of used measures is insufficiently effective.

Set and the main thing, productivity of levers which territorial subjects of the Russian Federation for carrying out policy of the social and economic growth, have much more modestly. Normative legal acts of territorial subjects of the Russian Federation is: regional budgets; contracts between territorial subjects of the Russian Federation; regional privileges to investors; regional target programs.

Possibilities of municipalities are very limited. It is possible to carry normative legal acts of the municipalities of domicile which do not have the status of laws to them and, therefore, having the subordinated situation;

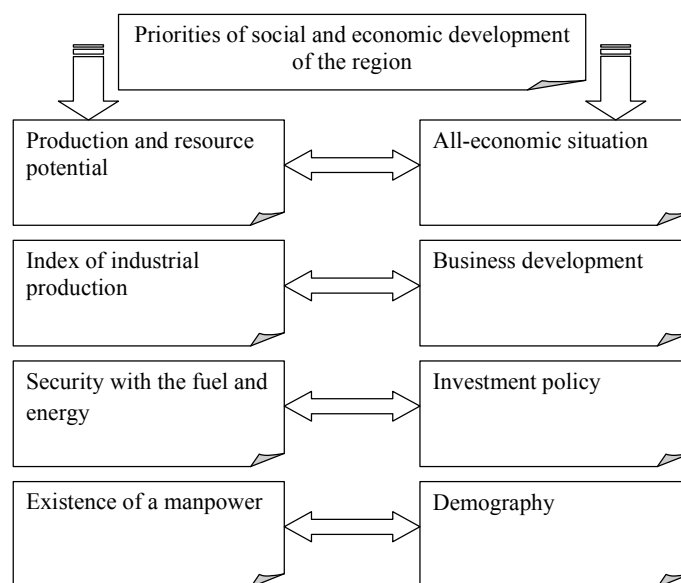


Fig. 1: Blocks of indicators indicators of a steady rise of municipality

the local budgets, the extremely limited opportunities of fiscal regulation within the taken-away powers; and also development programs of municipalities and municipal target programs.

Concept of Regional Policy: There is no due clearness in the understanding of regional policy: its functions, subject, participants, organizations, responsibility distributions. In the Constitution of the Russian Federation are designated external, internal, financial, monetary, price and credit, educational, cultural, pension, scientific and some other types of policy of the Russian state [1]. But the mention of the regional policy in the Basic law is not present.

The document "Basic Provisions of Regional Policy in the Russian Federation" is the only legal source of the regional public policy, approved in June, 1996 the presidential decree of the Russian Federation. It does not define, neither structures, nor structure of subjects of the public regional policy, does not differentiate responsibility and powers of the bodies participating in its implementation and development, does not define mechanisms of coordination, acceptance and implementation of necessary decisions.

Public authorities of territorial subjects of the Russian Federation have insufficient opportunities to influence as the purposes of an expenditure of funds allocated to regions and on decision-making by federal departments. Possibilities of support of municipalities from territorial subjects of the Russian Federation are

reduced practically to partial redistribution of budgetary funds as the consolidated budgets.

At the same time territorial social and economic system, as well as any other system controllability is characteristic and regulation can be considered as management function which provides system functioning.

Model of Regulation of Sustained Economic Growth:

It is possible to regulate development and functioning of any object if the direction of development and parameters of its movement to the planned purposes is known.

In this regard regulation of sustained economic growth of the region differs nothing from other regulating actions and it has to turn on the following blocks - "formation", "resources", "realization", "control" (Fig. 2).

Functioning of the "formation of territorial policy" block is directed on development of the purposes of regulation of territorial development, standard legal support of this regulation and also on creation of information and expected support of the relevant decisions. To number of standard elements of the formation block, by the author are carried: federal laws, the Constitution of the Russian Federation, establishing a state system, the social rights of citizens, distribution of powers and the corresponding standards, the taxation system and the budgetary process, environmental management rules, the regional legislation; regional programs of economic and social development, regional budgets, forecasts of social and economic development.

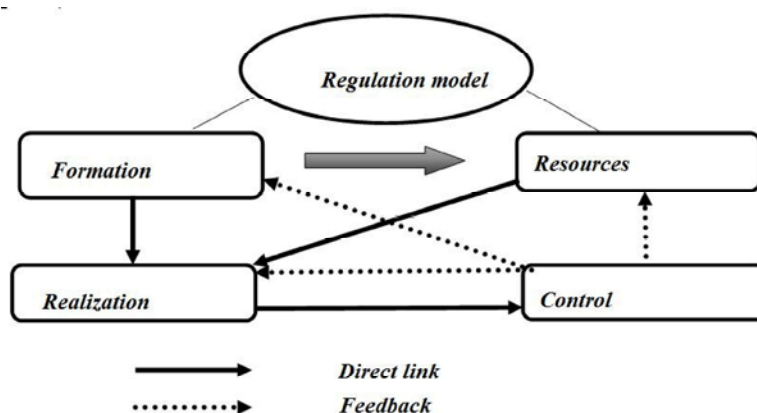


Fig. 2: Model of regulation of sustained economic growth of the Altai territory

The "resource" block of regulation of territorial development is urged to estimate all financial, property, natural and other resources of municipalities which can be used on the solution of the corresponding tasks. Existing practice of territorial administration practically does not use this block. So, for example, in the Altai territory there are no similar resource estimates in a municipality section. Municipalities also do not carry out at themselves system resource estimates.

The "realizing" block of regulation by development is structurally non-uniform and most diverse. It turns on mechanisms and the procedures caused by the formation block and provided with the "resource" block. Various measures enter into it: decisions of local government bodies on municipality development, different granting privileges, differentiation of municipal orders, inventory of account obligations of municipality, implementation of development programs of municipality, etc.

The problem consists that practically all these means are applied not systemically, their application is not built in uniform model of regulation and almost never grows out of rigid criteria selection. Thus, as a rule, any of considered regulatory actions is not supported with due resource providing.

The "supervising" block has to include the measures of continuous and consecutive tracking of a course of realization of each element provided in the formation block characterized in the third block, whether it is the target program, the situational decision or a transfer about any support of city-forming object. Speech thus, goes about control and of timely finishing of decisions and of their execution (on timeliness of allocation of resources, volume indicators and finishings to final recipients, on productivity of their use, etc.).

Regulation of economic and social processes including on management of municipality, assumes need of anticipation of events which can happen in the future. It gives the chance to be prepared to probably arisen in living in poverty to consequences, with the purpose to prevent negative consequences to establish the rational behavior and with most to exploit favorable consequences of future events on purpose the future to change to the best. Regulation of processes of economic and social development is impossible without the scientific anticipation of reality based on knowledge of laws of society, the nature and thinking.

Procedure of Formation of Policy of Development of Territories: Perspective economic calculations - a necessary element of procedure of formation of policy of development of territories. In the most general view their task consists in coordination value of the indicators characterizing results of policy with necessary volumes of various means and development of some formalized scheme, model as base of perspective economic calculations.

Programs, in the conditions of market economy, are one of means of direct action of state regulation. Unlike directive and planned system when resources were allocated for their realization centrally and administratively, in market conditions they are attracted from various, including off-budget sources.

Therefore it is necessary by drawing up programs careful study of many questions. Such as the scheme of attraction of means, system of insurance of commercial and investment risks, an assessment of competitiveness of new production, creation of mechanisms of updating of the program in case of change in the market of investments of an environment, services and goods,

failure of terms of performance of this or that stage of implementation of the program" its incomplete financing, etc. As a rule, such comprehensive study of documents at us in the country was not carried out and not carried out.

At the same time in modern conditions program approach allows to solve problems of steady economic and social rise. In modern conditions when local government bodies are allocated with bigger independence, development of model of management by municipality taking into account features of development of territories and arising problems and emphasis on program methods of management is required, from our point of view.

It is considered to be that social and economic programs represent a complex of the developmental, research, production, organizational and economic, social and economic and other actions providing the productive solution of target problems of the state, ecological, economic, cultural and social development of regions and the country as a whole.

Synthesis of concepts "purpose" and "program" forms unity in the category "program and target" activity. The combination of the words "focus" and "programmed" allows to allocate the list of program actions, accurately goal-oriented measures possessing an orientation.

These measures form a purposeful program complex the purpose of activity in which becomes the main reference point and a link of all system.

Thus, program and target activity can be considered as system of planned actions subject to realization which is urged to provide achievement of in advance put, uniform purpose.

All forms of activity covering forecasting, planning, coordination, the organization on a program and target basis apply the general program methodology which most often call a program and target method or approach.

This methodology is peculiar for processes of realization and development of the administrative decisions first of all connected with problems of problem character in the economic and social sphere.

Program and target method as one of methods of management process is way of the solution of complex and large problems by carrying out and development of system of the program measures directed on the purposes which achievement provides the solution of the appeared problems. Such approach reflects essence of a program and target method. In our opinion, it is necessary to detail idea of the above-named method, having allocated the main signs and lines of this method (Table 1).

Table 1: Methodical approaches to execution of economic and social programs in the region

Method	Features	Result
The program and target	<ul style="list-style-type: none"> • The problem focused character • Targeting • Justification goals • The multilevel • Target system • System of program actions • The set resource opportunities and restrictions 	<ul style="list-style-type: none"> • Solution of a program problem • Achievement of the purpose • Solution of certain tasks • MO developments • Productive use of insignificant resources

Table 2: Offered classification of social and economic programs

Sign	Types of programs
Special-purpose character and nature of problems	The social; the scientific and technical; the innovative; the investment; the economic; safety programs
Special-purpose character	The summary; the social; the scientific and technical; the innovative; the economic; the ecological; the territorial; the defensive; the external economic
Target sign	The scientific and technical; the investment; the ecological; the social; the production; the complex
Character of a solved problem	The production; the branch; the resource; the territorial and marketing; the organizational and administrative; the external economic
Validity period	Short-term (till 3 years); Medium-term (from 3 to 5 years); Long-term (over 5 years)
On territorial scales	The federal; territorial subjects of the Russian Federation; Branch; of large cities; of separate enterprises
On scales	The municipal; the regional; the federal; the international

Taking into account the general definition of a program and target method it is necessary to designate accurately its problem focused character, that is its close connection with the decision large-scale and, as a rule, long-term problems.

Thus, the basic formula of application of a program and target method looks so: "the purposes - ways - means - the result" also reflects the main methodological principle according to which the purposes of a sustainable development should be realized in system of actions, ways and means of their realization; which have to be provided with resources necessary for this purpose and means.

General Signs of a Program and Target Method:

Generalizing the outlined signs of a program and target method, in relation to a problem of providing a sustainable development of MO, it is possible to define it as set of consecutive interdependent procedures of problem-oriented management:

- Analysis and selection of the most significant problems of functioning of municipality;
- Formation of the structured system of tasks and the purposes, which achievement solves a problem of a sustainable development;
- Alternative development of a package of measures, the actions focused on the solution of the revealed problem, selection of preferable options;
- Definition of a look and quantity of the resources necessary for implementation of program actions, sources of their receiving, minimization of expenses.

Characterizing as the instrument of management comprehensive programs of development, it is important to specify their contents, essence and a form.

Proceeding from substantial positions "program", from our point of view, can be considered as set uniform, but to the contents, coordinated in time and in the space, the actions provided with resources directed on the solution of a specific problem.

Thus, in our opinion, it is necessary to carry out obligatory signs of programs:

- Programmed which is characteristic existence of the plan of carrying out a complex of the coordinated, interconnected program actions;
- The goal-setting expressed by an orientation of program measures in the form of the solution of a common problem on achievement of a goal;
- Complexity in the form of a combination of various measures, for a solution;

- The availability of resources reflecting ensuring program actions with necessary resources;
- The efficiency meaning that the strengthened solution cannot be reached others not in the program ways [2].

The given definition of the program with characteristic signs cannot reflect all variety of possible signs of existing programs. However, in our opinion, it expresses the most essential, significant characteristics.

In the given classification of types of programs, in our opinion, there is no one of the major - the development program, in particular the program of a sustainable development of municipalities.

The subject of the municipal development program, according to the author, territorial problems and the main objective - a mutual coordination of interests of development of national economy, the region, branches with interests of development of separate municipality are. Selection of problems for program study and sequence of their decision have to be carried out by means of system of criteria. Criteria in this case can become: relevance of a problem which is estimated its influence on achievement of the major purposes of a sustainable development of municipality; need of use of program and target methods at the solution of problems; decrease in resource intensity, rational use of natural resources; increases in stability of ecological system, increase in efficiency of realization of available potential by an intensification of its use, increase in a level of living of the population of this municipality, prevention of negative anthropogenic impact of a part of the nature and increase of stability of natural and technical and natural systems.

The main conditions under which there is a need for development of development programs, are: purposeful on stabilization and growth of economy of municipality management change; transformation of developed earlier economic structures in market, formation of new market structures; need of acceleration of process of adaptation of municipality for uniform market space; creation of the best conditions for improvement of quality of life of the population; restoration and development of cooperation interdistrict and raionwide, intersectoral interactions for complex, rational use of territorial resources and growth of profitability of production; implementation of investment projects of long-term action with serious economic, social and ecological consequences; complex use of reserves of stabilization and the intensification, lying in the sphere both branch and territorial development; application of special legal, organizational and economic methods for the solution of territorial problems.

CONCLUSIONS

Thus, the concept of a program goals management of economic and social processes reflects significant changes in system of the public relations, which origin in the second half of the XX century and can be taken into account as basic by preparation of model of management by social and economic processes of a sustainable development not only at the level of the state, but also municipalities.

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