

SCTMG 2021**International Scientific Conference «Social and Cultural Transformations in the Context of
Modern Globalism»****PROJECT APPROACH AS AN IMPLEMENTATION MECHANISM
FOR REGIONAL AGRICULTURAL POLICY**

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Abstract

Currently, the government of the Russian Federation aims to develop a strategic planning system. Project activities are a new stage of its development. They help to implement the project management principles in program-target planning. In order to substantiate its relevance, the authors analyze the program approach in management. A review of the problems arising in the development and implementation of the programs is carried out, their influence on the effectiveness of agricultural policies is characterized. The influence is due to the insufficient identification of factors and risks, leveling methods, the lack of correlation of resources and development indicators. The conclusion about the need for further improvement of the strategic planning of agricultural policies and development of a system of measures for more effective implementation of project management measures is made. The project approach in the agrarian sector of the Russian Federation and Krasnodar Territory is analyzed. The organizational structure of project management is described. The approach makes it possible to level the disadvantages of program control. The agrarian sector requires more active improvement of project management mechanisms at the regional level. The scientific support for the planning system in the agro-industrial complex as a necessary condition for improvement is required. A system of measures aimed at improving the efficiency of project activities has been developed. Improved strategic planning for the development of the agricultural sector based on project management mechanisms will allow for more active state sectoral policies.

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Keywords: Agrarian policy, federal program, project management



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1. Introduction

The challenges and problems in the Russian agro-industrial complex require the maximum concentration of efforts and resources, and their rational use in the long term. The government of the Russian Federation aims to develop a strategic planning system whose purpose is to develop territories based on the long-term priority tasks.

Project activities are a new stage in the development of strategic planning. In order to implement the Decree of the President of Russia dated May 7, 2018 No. 204 "On national goals and strategic objectives of the development of the Russian Federation for the period up to 2024", a number of national projects have been developed and their activities have been integrated into federal and regional programs. Thus, at all levels, the principles of project management are being actively implemented into the program-target planning (Groetskaya & Valyaeva, 2019; Trukhachev et al., 2020).

Therefore, currently, the project management is extremely relevant. Its mechanisms make it possible to implement projects and achieve goals, mobilize and structure resources, increase the efficiency of budget funds, which seems to be an extremely urgent task under the budgetary constraints. For the agro-industrial complex, this format is even more in demand, taking into account the fact that in 2018, the federal agricultural development program was classified as a "pilot" one (Bespakhotny, 2018).

Improvement of project activities will allow us to cope with the growing complexity of public administration tasks and develop new approaches, which will ensure the stable socio-economic development of the country. In this regard, there is a need to form a system of measures for more effective implementation of project management in the regions.

2. Problem Statement

Currently, the main approach to management is programmatic, which involves the development of federal and regional programs. The programs structure priority territorial goals and objectives, reflect interrelated activities and provide resources for their implementation. However, in the implementation of the programmatic approach, there is a set of acute contradictions. The most common of them can be divided according to the following program attributes:

- the goal – insufficient formalization (abstract and non-specific formulation), substitution by operational-tactical tasks, incorrect decomposition and poor correlation with tasks;
- events – lack of substantiation of their composition, resources; budgetary and administrative nature, as a result of which they are not logically connected with each other and do not reflect the goals and objectives;
- target indicators – insufficient justification, including inconsistency with program objectives and chosen tools, redundancy, lack of managerial sense, since there is no responsibility for failures;
- implementation mechanisms – insufficient formalization, lack of justification for the amount of funding, lack of a systemic nature (individual subprograms and activities are not synchronized), the target audience is not determined.

It does not allow the development of high-quality programs. The program approach presupposes the consistent implementation of program activities regardless of external circumstances, which gives rise to the maximum formalization of all activities related to the program implementation, an obvious neglect of their content and strategic goals (Plotnikova et al., 2017, 2019; Smirnov, 2016).

These problems affect the effectiveness of agricultural policies; factors and risks in agriculture and are not identified; resources do not correlate with development indicators. An analysis of changes in the agricultural development program shows that they are aimed at solving individual problems, and their impact on the system is not taken into account. This is primarily due to the lack of preplanned scientific research for making decisions. Thus, the programmatic approach does not allow us to fully implement the federal policy that is adequate to the agrarian economy, does not provide a prompt and adequate response to foreign policy exacerbations, sanctions and budget constraints. It does not contribute to the rational use of the agricultural potential, hinders the growth of the country's food power. Therefore, despite the increasing government support, the import substitution policy is impossible in a short time (Samygin & Baryshnikov, 2015). All these factors require efforts of science and government authorities to improve public administration in the agrarian sector. In these conditions, further improvement of strategic planning is required.

3. Research Questions

The research subject is the project management in the agricultural sector of the Russian Federation and Krasnodar Region.

4. Purpose of the Study

The methods of instrumental assessment, monographic, graphic and economic analyses were used.

5. Research Methods

In order to improve the program approach, it is necessary and expedient to apply design principles. The project is defined as a set of interrelated activities aimed at achieving unique results under time and resource constraints (Bespakhotny, 2018). Thus, projects are tools for the implementation of programs and must reflect and be coordinated in accordance with their objectives.

6. Findings

In the agricultural sector, the project implementation process is as follows (Fig. 01).

NATIONAL PROJECTS										
International cooperation and exports					Small medium business and support of the individual entrepreneurial initiative					
<i>F e d e r a l p r o j e c t s</i>										
1	2	3	4	5	1	2	3	4	5	
FEDERAL AGRICULTURE DEVELOPMENT PROGRAM OF THE RUSSIAN FEDERATION										
<i>Project part</i>					<i>Process part</i>					
Subprogram "Development of the branches of the agro-industrial complex"										
Federal project "Export of agricultural products"			Federal project "Creation of a support system for farmers and development of rural cooperation"			Departmental projects		Sub-program "Conditions for the development of the agro-industrial complex"		
								Departmental targeted programs		
REGIONAL AGRICULTURE DEVELOPMENT PROGRAM OF KRASNODAR REGION										
Subprogram "Development of land reclamation "			Subprogram "Development of the branches of the agro-industrial complex"					Sub-programs		
			Subprogram "Creation of the system support to farmers and development rural cooperatives "						
									
Regional project "Export of agricultural products"			Regional project "Creation of a support system for farmers and development of rural cooperation"						
									
									

Figure 1. Project management in the agro-industrial complex of Russia and Krasnodar Region (compiled by the authors)

The use of the project management approach provides for the separation of project and process parts. The process part includes supporting activities, grouped by departmental target programs. The project part includes five projects aimed at implementing the subprogram "Development of the agro-industrial complex" – two federal subprograms and three departmental ones. Federal projects are integral parts of the national projects. They contribute to the achievement of their goals. Departmental target projects contribute to the achievement of the goals and performance indicators of the Ministry of Agriculture of the Russian Federation. Regional projects act as instruments for the implementation of the federal projects.

As can be seen from Figure 01, measures of two national projects have been implemented in the federal program as federal projects "Export of agricultural products" and "Creation of a support system for farmers and development of rural cooperation". They help to solve urgent tasks for the development of export-oriented industries and support small businesses in the agrarian sector. The regional program of Krasnodar Territory has a project part; regional projects contribute to the achievement of objectives of three out of six currently implemented subprograms.

For the successful project implementation, an appropriate organizational structure is required. Thus, in Krasnodar Region, in order to organize project management, permanent management bodies were created. These are a regional project committee, a regional project office, project committees for the main areas of strategic development of the region, as well as departmental project offices that initiate and prepare passports, form organizational and role structures and project teams, implement and monitor projects. The organizational role structure includes a project management group (a curator, a functional customer and a manager), an administrator, a coordinator and executors. Thus, in the development and implementation of the project, an interdepartmental vertical of management has been formed. It ensures

the interaction of all participants and performers of the project. In the context of an outflow of foreign investment, project management makes it possible to identify and mobilize the available resource potential for the development of the agricultural sector (Mokrushin et al., 2019; Samygin & Baryshnikov, 2015).

In general, project activities are aimed at achieving indicators of the socio-economic development of the territory by structuring strategic objectives for individual projects. In accordance with this, project management involves studies of specific sectoral tasks, cost assessment, investigation of individual program activities, determining the funding limits and mechanisms for bringing budget funds into the project.

The advantages of the project approach are as follows:

- search for alternative options for solving industry problems, combinations of resources used and forms of federal support, including the choice of the best technology for pooling resources;
- the required level of synchronization of program activities with the budget process, increasing the efficiency of budget expenditures;
- reduction of management costs, risks and increased efficiency of interagency cooperation;
- transparency and controllability of processes, including operational forecasting of program activities;
- distribution of personal responsibility and measurable end results.

Thus, the project approach ensures the adaptation of resources inherent in the programs for those tasks which cannot be solved in a short time, the maximum budgetary and social efficiency (it is inappropriate to support projects in which federal benefits cannot be assessed), the interregional and intersectoral integration, the multiplier effect (including due to the synchronization of subroutines) (Abidov & Ismailova, 2017; Kashukoev et al., 2020; Smirnov, 2016).

The project approach is not an alternative to the process approach, since not all program activities can be grouped into projects. But the project approach becomes a driving force of the program, ensuring the implementation of its content.

7. Conclusion

The agrarian sector requires new regional project management mechanisms. At the same time, it is necessary to take into account the production potential, features, specialization, budgetary provision and reserves of the regions. A necessary condition is scientific support for the planning system in the agro-industrial complex. When developing projects, it is also important to use well-known methods, for example, intersectoral input-output techniques, which make it possible to assess the impact of various activities on the overall result and choose the most relevant ones for project activities. In order to improve the efficiency of project activities, it is advisable to implement the following system of measures:

- carrying out a cluster analysis of investment activities in the municipalities and their grouping in order to initiate the development of municipal projects in the agricultural sector;
- ensuring prompt and effective interaction between participants in project activities, both at the regional and municipal levels;

- monitoring the effectiveness of priority projects in municipalities in order to identify the main problems;
- improving the methodological support for the project management at the municipal level, including the development of a standard for project activities in the municipality, including the method for assessing the effectiveness of activities of local administrations based on the results of priority projects;
- providing investors with information and methodological and consulting support.
- assessment of the impact of program activities on the industry and the region, analysis of possibilities of synchronization with other support measures and projects, analysis of industry risks, which allows for required adjustments to the program.

Improvement of the strategic planning of development of the agrarian sector based on the project management mechanisms will allow for a more active development of the federal sectoral policy. Development, implementation and control of federal programs using the project methods will help to increase the efficiency of agricultural policies by increasing the degree of achievement of the planned indicators, identifying and leveling industry risks, justifying sources and resources of financing, finding additional reserves for the effective functioning of the industry and attracting investors.

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