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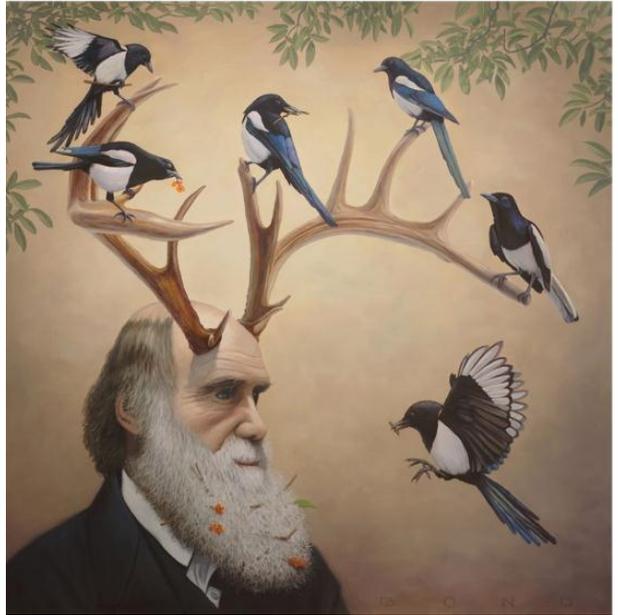
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## **Problems of determination of the performance indicators of the Russian federation state**

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### **Abstract**

The article discusses the main features of the Russian Federation state policy implementation in the field of physical culture and sports. The methodological basis of the research is the systemic and structural-functional approaches, logical and comparative methods. As a result, the absence of elaborated alternative action scenarios and options in adopted programs makes it impossible to respond flexibly and promptly change the content of state policy. In conclusion, the process of information collection and processing concerning the achievement of the values of indicators is usually not automated, which makes the process long and time-consuming.

**Keywords:** Sport, State Program, Indicators, Performance.

## **Problemas de determinación de los indicadores de desempeño del estado de la Federación Rusa**

### **Resumen**

El artículo analiza las principales características de la implementación de la política estatal de la Federación de Rusia en el campo de la cultura física y el deporte. La base metodológica de la investigación son los enfoques sistémicos y estructural-funcionales, los métodos lógicos y comparativos. Como resultado, la ausencia de opciones y escenarios de acción alternativos elaborados en los programas adoptados hace que sea imposible responder con flexibilidad y cambiar rápidamente el contenido de la política estatal. En conclusión, el proceso de recopilación y procesamiento de

información sobre el logro de los valores de los indicadores generalmente no está automatizado, lo que hace que el proceso sea largo y lento.

**Palabras clave:** deporte, programa estatal, indicadores, desempeño.

## 1. INTRODUCTION

Transparency and accountability of state body activities are important principles of a modern democratic state. The disclosure of information about the directions of state policy, its goals, objectives, content, and results is the usual practice for modern society. The disclosure of information about the state budget, the ways of spending funds and the effectiveness of these costs is also a common practice of modern representative democracy. The effectiveness of state policy implies a clear and understandable system of tasks, reflecting the needs of both the state and the whole society, and on the other hand, clear and transparent tools to monitor the implementation of the goals set by the state authorities. Currently, both among experts and in society as a whole, there is a steady demand for a broad discussion of the results, determination of the effectiveness and efficiency of measures implemented by the state in various fields, the adequacy of resources spent on state policy objectives, etc. (FATYKHOVA, OSTROUMOV & OSTROUMOVA, 2017).

In this context, those areas of state policy that are the most sensitive in terms of their image component both within the country and internationally are of the greatest interest. Among them, there are the state activities in the field of reforming and modernizing the system of healthcare, education, the issues of state security and defense. Along with the above-mentioned areas, the state policy in the field of physical culture and sports has taken an increasingly prominent place during recent decades. Over the past decade and a half, Russia has been making serious efforts to regain the status of a sports power, regarding the sport as one of the effective instruments of political influence in the world (INGLEHART & WELZEL, 2009).

## **2. METHODS**

The use of a systematic approach and structural-functional analysis in the study of the features for the evaluation of public administration effectiveness allows to draw the conclusions about the place and the role of such tools in the planning process of the main events for the sports industry. A comparative method in the study of approaches to the analysis of state policy effectiveness in the field of physical culture and sports allowed to identify the state and dynamics of development, as well as to identify the problems in the selection and application of appropriate approaches. The analysis of the interim results of state policy implementation in the

field of PCaS allowed to identify the problems associated with the use of tools to monitor the effectiveness of government policy in this field (FREDERICKSON, 1999; ELBAN, 2018).

### **3. RESULTS**

In order to achieve this goal, the Government of the Russian Federation and the Ministry of Sport of the Russian Federation, with the assistance of the economic department of the Government, developed, approved and adopted for implementation the following the Plan of Activities of the Russian Federation Ministry of Sport for 2013-2018, 2016-2021, the State Program of the Russian Federation the development of physical culture and sports for 2013–2020, together with the Federal Target Program the Development of Physical Culture and Sport in the Russian Federation for 2016–2020, as well as the Strategy for the Development of Physical Culture and Sport in Russian Federation for the period till 2020 (BORISENKO & ZHU, 2014).

The implementation of the program approach was initiated in 2010. At that time, the prerequisites for its implementation were the improvement of the macroeconomic situation in the Russian Federation, as well as, to some extent, positive experience in the implementation of the Federal Target Program. In 2011, the developed state programs were combined into five blocks, which

were associated with current state policy priorities. In 2010, they started the transformation of the federal budget into a program form, while non-program expenditures at that time accounted for about 90% of budget expenditures. During the development stage of 2010-2011, the state programs were designed to become a tool for long-term planning of state policy measures with a mutual linkage by tasks, implementation terms and allocated resources. The actual structuring of the federal budget according to the program principle began in 2013. By 2017, already more than 70% of budget expenditures were carried out within the framework of state programs (VOLKOV, 2017).

Along with the plans for the activities of the Russian Federation Ministry of Sport, the state program the development of physical culture and sports in the Russian Federation for 2013–2020 has a special significance as the tool for the Russian Federation state policy implementation in the field of physical culture and sport. Despite the fact that the sectoral state program was developed and adopted in 2012, it was finally approved by the Russian Federation Government only in April 2014, one of the last in the general block of state programs developed at that time.

The development and adoption of this state program were carried out in view of the expiration of the federal target program the Development of Physical Culture and Sports in the Russian Federation for 2006-2015 validity in 2015, which was in force at

that time. The new state program was designed to provide conditions for the success of two major international sports events in the Russian Federation - 2017 FIFA Confederation Cup and 2018 FIFA World Cup. Thus, in the case of this state program, as in a number of other examples, the practice of the sectoral federal target program incorporation into the adopted state program has continued. The planned amount of funding from the federal budget in the amount of 321.73 billion rubles is distributed mainly between three areas:

1. The sport of high achievements;
2. The increase of the number of the Russian Federation citizens who regularly go in for physical culture and sports;
3. The development of sports infrastructure for international sports events.

The system of indicators ensuring control over the implementation of the state program provisions has been developed accordingly. The most important, from the point of view of the analysis, are the following top-level indicators in the current version of the state program:

1. The proportion of Russians who regularly go in for physical culture and sports;

2. The number of Russians - the winners of the Olympic Games;

3. Provision of the population with sports facilities;

4. The compliance of the preparation and conduct of international sporting events (FIFA Confederations Cup 2017 and the FIFA World Cup 2018) with the requirements of FIFA;

At the same time, a developed system of indicators is designed to ensure, first of all, timely detection of deviations from planned values, which should lead to the changes in planned activities. The analysis of intermediate results shows that for most of the indicators in the framework of program activity implementation in 2014-2017, the achievement of planned values is ensured, and the deviations encountered are not critical (KATRENKO, 2015).

Table 1. Planned and actual values of individual top-level target indicators for the SP the development of physical culture and sports in the Russian Federation for 2013-2020

Indicator name	2014	2015	2016	2017
	Planned/actual value	Planned/actual value	Planned/actual value	Planned/actual value
Percentage of the Russian Federation citizens	29% / 29%	30% / 31,90%	32% / 34,2%	34% / 36,60%

who are systematically engaged in physical culture and sports (to the total population of the Russian Federation)				
The share of Russian athletes who have become the winners of the Olympic Games in the total number of Russian athletes participating in the Olympic Games	Not provisioned	Not provisioned	30,5% / 36%	Not provisioned
The level of population provision with sports facilities, based on the one-time capacity of sports facilities	29% / 29%	30% / 30,10%	34% / 47,6%	36,5% / 49,9%

One-time capacity of sports facilities put into operation under the Program in the direction of condition improvement for the development of mass sports (cumulative result)	Not provisioned	Not provisioned	5400/6706	11000 / 9497
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One should note the general shortcomings of the existing approach to develop a system of indicators that monitor the progress of modern state program implementation. As in other sectoral programs, this case has no transparent hierarchical system of interrelated indicators, in which the achievement of a separate indicator is conditioned and associated with the achievement of the corresponding values of several lower-level indicators. Besides, the process of data collection and processing on the achievement of the values of indicators is usually not automated, which makes the process long and time-consuming. Information for reporting is collected in this way with a certain delay. Thus, the report on the implementation of the program for the current year is formed with the delay of up to six months. This circumstance determines the

complexity of taking operational measures that can correct deviations from the planned values (BRYM & GIMPELSON, 2004).

A common problem of all government programs developed and adopted in 2011-2013 pursuant to the order of the Russian Federation Government No. 1950-p issued on November 11, 2010, is their predictive component, built on the assumption of stable external and internal macroeconomic and political conditions during the planning period until 2020. At the same time, the changes in the macroeconomic environment and the international situation have led to the fact that the targets can no longer be considered as achievable for a number of government programs. Despite the fact that a systemic adjustment of the state program provisions through the adoption of relevant legal acts occurs, the absence of elaborated alternative action scenarios and options in adopted programs makes it impossible to respond flexibly and promptly change the content of state policy.

#### **4. CONCLUSION**

With a comprehensive analysis of the state program the development of physical culture and sports in the Russian Federation for 2013–2020, it becomes obvious that the position of two subprograms required special attention and substantial

correction: 1) The development of high-performance sports and the system of sports reserve training, and 2) Preparation and holding of the FIFA World Cup 2018, as the most dependent in terms of achieving the planned indicators from external factors. In this case, we are talking about the need to forecast so-called political risks, which in the past four years have made serious adjustments to the planned and obtained results. We repeat that nowadays many of the stated goals cannot be achieved due to the systematic squeezing of the national sport from the international sports movement.

So, nowadays, the prospects for the further participation of Russian athletes in international competitions under the auspices of the International Olympic Committee seem very vague. There are cases of refusal in respect of our athletes to participate in competitions under the auspices of international sports federations. During the spring of 2018, the leadership and the media of some countries called for a boycott of the 2018 World Cup in Russia, and later denied our country the right to host the largest international competitions. The doping scandal, initiated from abroad, led to the disqualification of Russian OCR and the removal of dozens of our leading athletes, coaches, and sports officials from the competition; undermined the confidence of the international sports community in our country as a state following the Olympic principles; almost nullified the successes achieved during the Winter Olympic Games in Sochi (2014).

At that, the dynamics of the success of our athletes in the international arena, primarily at the Olympic Games, was stated as one of the goals that were prioritized for the state policy in the field of physical culture and sports during the aforementioned period. According to the results of the Olympic Games of 2018 in South Korea, the main indicator included in the activity plan of the Ministry of Sports of the Russian Federation - the share of Russian athletes who became the winners of the Olympic Winter Games in the total number of participating Russian athletes (27.1%) - was not achieved.

## **5. SUMMARY**

Thus, it should be noted that from the point of view of the main planned state policy indicator implementation in the field of sports, the current situation looks quite positive, but already today there are obvious serious structural shortcomings of the system concerning the support and development of physical culture and sports formed in Russia. In our opinion, its main disadvantage is the absence of a strategic perspective, alternative scenarios and options for the development of the situation in a broad international political context.

One can state that as the factor of foreign policy intensifies and Russia participate in a new confrontation with the West by the

end of the 2000-ies, the widespread politicization of sports and its use as a tool of informational and ideological struggle turned into one of the main risk factors for the implementation of the state program the development of physical culture and sports in the Russian Federation for 2013–2020. Obviously, in this case, the image component that serves as a priority for this direction of the Russian Federation state policy comes under attack. At that, this factor was not reflected in the program itself.

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