Goal-setting quality assessment of the subprogramme «Information State» of the State Programme «Information Society»

Alexey V. Tebekin [iD]

Doctor of Technical Sciences, Doctor of Economics, Professor
Moscow State Institute of International Relations (University) of the Ministry of Foreign Affairs of Russia, Moscow, Russia
E-mail: tebekin@gmail.com

Valery S. Petrov

Candidate of Economic Sciences, Associate Professor
Moscow International University, Moscow, Russia
E-mail: petrovvs@yandex.ru

Abstract. We assessed the quality of preparation of the sub-programme «Information State» (except for federal projects) within the State Programme «Information Society». Based on the activities planned under the «Information Society» subprogramme, the levels of expected one have been assessed in terms of their correlation to the mission and the goals to be achieved. We found that in terms of the formulation of expected outputs the activities of the «Information Society» subprogramme are not specific enough in many cases, moreover, they are not properly linked to the subprogramme's key performance indicators. We formulated the suggestions for improving the effectiveness of the preparation of State Programme passports directly affecting the effectiveness of their implementation and the quality of the results based on the assessment of the level of implementation capacity of the subprogramme «Information State» carried out at the stage of goal - setting.

Keywords: quality assessment, goal-setting, «Information State» subprogramme, «Information Society» programme.

Introduction

Russia is on the 43rd place in the world (between Slovakia and Cyprus) in the international ranking of global competitiveness (World rankings in the Global Competitiveness Index, 2020). It is not appropriate for our country, because by world standards the country has enormous resources.

The shift from the fifth to the sixth technological mode, accompanied by the current global economic crisis, poses not only challenges for overcoming the crisis, but also reveals new prospects for emerging from it (Tebekin et al., 2020).

One of the main trends of the national economy's recovery from the current economic crisis is the intensive development of digital technology.

This regard, the effective implementation of state programmes of the Russian Federation, including the «Innovative Development and Modernisation of the Economy», containing the «Information Society» programme (Decree of the Government of the Russian Federation of 01.05.2021 N 504-19), is of great importance.

The purpose of the study is to analyse the strategic prospects for the implementation of the State Programme, using the subprogramme «Information State».

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Methodology

The methodology of the research was based on the Presidential Decree of May 9, 2017. N 203 «On the Strategy for Information Society Development in the Russian Federation for 2017 - 2030» [19] and scientific works on the analysis of strategic prospects for the development of information society by Bronnikov I.A. [2], Gorodnova A.A. [3], Gurfova R.V., Shumakhova K.S. [5], Ershova N.A., Aleksandrova M.V. [9], Makhlup F. [1] and others.

We also use the authors' scientific works [6, 10, 11, 17, 18], including the quality assessments of activities reflecting the goals being addressed of the federal projects of the «Information State» subprogramme («Information Infrastructure»; «Information Security»; «Digital Technology»; «Digital Public Administration») [21].

Results

Expert assessments of the subprogramme «Information State» as a typical element of the state programme «Information Society» [4] of «Innovative Development and Economy Modernisation» of the RF State Programmes [14] were carried out:

- qualitative assessment of the presentation of reflecting the goals to be achieved;
- quantitative assessment of the presentation of reflecting the goals to be achieved.

Tables 1-12 present the results of the expert assessments of the quality presented activities reflecting the goals of the federal projects of the «Information Society» subprogramme.

Table 1 - Results of expert assessments of the quality of the activity presentation AA 4.1 «Managing Information Society Development»

Main activities representing the goals to be achieved	Quality assessment of activity, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Ministry of Digital Development, Communications and Mass Media of the Russian Federation [13], development and implementation state policy and normative legal regulation in the sphere of information technologies, telecommunications and postal communications, mass communications and mass media, including electronic, publishing and printing activities, personal data processing, state property management and provision of state information technology services, provision of public services in the field of information technology, including in terms of using information technology to form state information resources and provide access to them, as well as the	The stated standards do not reflect the goals of information society governance, the ways to achieve them and the list of necessary activities. Instead, it declares the functions of the Ministry of Digital Development, Communications and Mass Media of the Russian Federation, including its supervisory functions. The content of the programme is declaring this activity. But it is already the function of the Ministry of Digital Development, Communications and Mass Media of the Russian Federation.	2

Main activities representing the goals to be achieved	Quality assessment of activity, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
development and implementation of state policy of children protection from information harm to their health and (or) development		
Actual statistical information on the development of the information society in the Russian Federation	The activity corresponds to the stated item, but the integral part of the previous item, duplicating the function of the Ministry	2
Total average score		2.0

Source: composed by the authors

Table 2 – Results of expert assessments of the quality of the activity presentation AA 4.2 «Development and maintenance of e-government»

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Providing information and state, municipal and other services mainly in electronic form	The activity corresponds to the stated item, but is not sufficiently detailed	3
Providing for the transition to electronic interaction in the implementation of state (municipal) functions	The activity corresponds to the stated item, but it is not stated who is its partner	3
Providing for the possibility of applying various methods of electronic identification and authentication, including biometrics, when providing public and municipal services (functions performing)	The activity corresponds to the declared item, but not exactly, there are no ways of identification	3
Improving the quality and usability of state information systems of individuals and legal entities electronic interaction with state (municipal) authorities and organisations	The activity corresponds to the stated item, but it is too wide. There is no requirement for a level of quality improvement so as for the convenience which is one of the quality components	3
Providing for the involvement of citizens and organisations in public administration processes	The activity corresponds to the stated item, but there are no ways and tools to involve citizens and organisations. The item is populist in nature	3
Providing the sustainability and security of the e-government infrastructure and improving its operational efficiency	The activity corresponds to the declared item, but not exactly. There are no effectiveness criteria	3

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Development and exploitation of information systems and services as a part of the e-government infrastructure¬	The activity corresponds to the declared item, but not exactly, there are no criteria of development	3
Establishment, operation and monitoring of the authorities' data transmission network	The activity corresponds to the stated item. But the item does not allow to transmit data through the existing internet network without forming an additional one	3
Development of a system of federal and regional data centres	The activity corresponds to the stated item but similar centres are currently exist. There is no specificity about the level and nature of their development	3
Transition of state information resources to the system of federal and regional data processing centres	The activity corresponds to the stated item, but not exactly	3
Providing for the import substitution of software	The activity corresponds to the declared item, but not exactly.The substitution named above in unknown	3
The use of domestic office software, including the cloud technology by employees of federal executives and state extra-budgetary funds	The activity corresponds to the declared item, but the conditions of activity are not clear	4
Total average score		3.08

Source: composed by the authors

Table 3 – Results of expert assessments of the quality of the activity presentation AA 4.3 «Forming and implementation of modern information technologies in the field of public administration»

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Improving the management of the civil service workforce and ensuring citizens' rights of access to the civil service through modern information and telecommunication technologies	The activity corresponds to the declared item, but not exactly. There are no effectiveness criteria	4
Improving the efficiency of interdepartmental interaction through the use of predominantly electronic documents;	The activity corresponds to the declared item, but not exactly. There are no effectiveness criteria	4
Transition to paperless electronic interaction between public authorities	The activity corresponds to the declared item.	5

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Increased transparency in public and municipal procurement	The activity corresponds to the declared item, but not exactly. There are no criteria of transparency. The item is populist in nature	3
Automation of key processes during the implementation of control and supervision functions	The activity corresponds to the declared item, but not exactly. There are no specific composition of the functions	3
Total average score		3.8

Source: composed by the authors

Table 4 – Results of expert assessments of the quality of the activity presentation of the AA 4.4 «Establishment and development of official websites of top officials of the Russian Federation

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Providing of the development, maintenance and technical support of the Russian Federation highest officials websites	The activity corresponds to the stated item, but there are no activities to create of the Russian Federation highest officials websites There are no details of futher development of the activity.	2
Total average score		2

Source: composed by the authors

Table 5 – Results of expert assessments of the quality of activity presentation of AA 4.5 «Coordination of activities by use of information and communication technologies in the activities of public authorities»

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Expert assessment of IT documents, activities and electronic data sheets for the planning, creation and use of information and communication technologies in the activities of public authorities	The activity corresponds to the declared item, but not exactly. There are no specific goals and assessment criteria	3
Providing the methodological support to public authorities	The activity corresponds to the declared item, but not exactly. Item does not show clearly the structure of the methodological support	3

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Providing the maintenance and development of the federal state information system of the IT coordination	The activity corresponds to the declared item, but not exactly. There is a question about its functioning and development	4
Monitoring the effectiveness of expenditure on the informatisation of public authorities in the constituent entities of the Russian Federation	The activity corresponds to the declared item, but not exactly. There are no effectiveness criteria In fact, it duplicates the functions of the supervisory authorities	3
Maintenance and development of a website on the Internet containing information on the situation on federal, regional and municipal roads	The activity corresponds to the declared item, but not exactly There are no details of futher development of the activity.	3
Total average score		3.2

Source: composed by the authors

Table 6 – Results of expert assessments of the quality of the activity presentation AA 4.6 «Support of regional information technology projects»

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Implementation by the Russian Federation authorities projects aimed at establishing an information society in the constituent entities of the Russian Federation, co-financed from the federal budget	The activity corresponds to the declared item, but not exactly	4
Total average score		4

Source: composed by the authors

Table 7 – Results of expert quality assessments of the activity presentation AA 4.7 «Informatisation of public services and quality control of their provision, exercise of public functions and information transparency of public authorities»

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Improving the efficiency of public administration, interaction between the state and citizens, the state and business by expanding the use of modern	The activity corresponds to the stated item, but not exactly. There are no effectiveness and progress criteria.	3

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
information technologies in the implementation of state and municipal services (functions);		
Improving the efficiency of public administration and interaction between public authorities, citizens and organisations in the field of accreditation	The activity corresponds to the stated item, but not exactly. There are no effectiveness and progress criteria. The item is populist in nature	3
Total average score		3

Source: composed by the authors

Table 8 – Results of expert assessments of the quality of the activity presentation AA 4.8 «IT and analytical support of activities of certain public authorities»

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Providing effective IT and analytical support for the activities of the Administration of the President of the Russian Federation, the Government of the Russian Federation and the Federal Assembly of the Russian Federation	The activity corresponds to the declared item, but not exactly. There are no effectiveness criteria	3
Total average score		3

Source: composed by the authors

Table 9 – Results of expert assessments of the quality of the activity presentation AA 4.9 «Development of IT-based services for medicine, health, social welfare, education, science and culture»

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Formation and maintenance of electronic services to improve the quality of educational, scientific and cultural services;	The activity corresponds to the stated item, but not exactly. There are no list of services and quality criteria	3
Formation of an information and education portal for parents and teachers to educate the inclusive people effectively	The activity corresponds to the declared item	5
Total average score		4

Source: composed by the authors

Table 10 – Results of expert assessments of the quality of activity presentation AA 4.10 «Development and functioning of the state system of migration and registration, as well as production, issuance and control over the circulation of identity documents»

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Modernization of archival infrastructure, development of a centralized automated system for State archival documents registration, optimization of the document selecting mechanisms for archival storage, creation and maintenance of a unified information and archival base, computerization of control functions and improvement of its quality of State services.	The activity corresponds to the declared item, but not exactly. There are no modernization trends	3
Guaranteed provision of members of the military of the Russian Federation by biometric IDs	The activity corresponds to the declared item	5
Providing uninterrupted maintenance and development of the departmental segment of Russian Sea and River Navy state system for issuance and control of new generation biometric IDs (sailor's biometric ID)	The activity corresponds to the declared item	5
Total average score		4.3

Source: composed by the authors

Table 11 – Results of expert assessments of the quality of activity presentation AA 4.11 «Retention and development of archival information resources»

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Modernization of archival infrastructure, development of a centralized automated system for State archival documents registration, optimization of the document selecting mechanisms for archival storage, creation and maintenance of a unified information and archival base, computerization of control functions and improvement of its quality of State services.	The activity corresponds to the declared item, but not exactly. There are no modernization trends	3
Total average score		3

Source: composed by the authors

Table 12 – Results of expert assessments of the quality of activity presentation AA 4.12 «Implementation of integrated IT projects in the Russian Federation».

Main activities representing the goals to be achieved	Quality assessment of activity presentation, representing the goals to be achieved (verbal discription)	Scoring the quality of the event presentation (scale of 1-5)
Implementation of measures to form an innovative scientific and technological centre in St. Petersburg on the base of the Federal State Autonomous Educational Institution of Higher Education "St. Petersburg National Research University of Information Technologies, Mechanics and Optics". The University is planned to be focused on comprehensive development of educational, innovation and production infrastructure.	The activity corresponds to the declared item	5
Total average score		5

Source: composed by the authors

Discussion

Thus, the results of expert assessments of the quality of activity presentations of the subprogram «Information State» (except for federal projects) as a typical element of the state program «Information Society» (the volume of budget allocations over 2 trillion rubles) (Decree of the Government of the Russian Federation of 01.05.2021 N 504-19) of the direction «Innovative Development and Economy Modernization» of State Programs of the Russian Federation, presented in Tables 1-12 allow to conclude the following.

At first, the research process has established already at the stage of describing the activities reflecting the goals to be achieved of the federal projects of the «Information State» subprogramme. There is a significant reduction of capacity to achieve the goals (Table 13) of 32.7% (i.e. over a third of capacity), and therefore a proportional reduction in the efficiency of the resources involved.

Table 12 – Synthesis of the results of expert assessments of the quality of activity presentation reflecting the challenges of the «Information Society» subprogramme

Subprogramme activity code	Average score of the expert assessment of the quality of the activity presentation (scale of 1-5)	Subprogramme total integral score
AA 4.1	2.0	
AA 4.2	3.08	
AA 4.3	3.8	
AA 4.4	2.0	
AA 4.5	3.2	
AA 4.6	4.0	3.365
AA 4.7	3.0	
AA 4.8	3.0	
AA 4.9	4.0	
AA 4.10	4.3	

Subprogramme activity code	Average score of the expert assessment of the quality of the activity presentation (scale of 1-5)	Subprogramme total integral score
AA 4.11	3.0	
AA 4.12	5.0	

Source: composed by the authors

At second, the main problems with the quality of the activities of measures reflecting the goals of the subprogramme «Information State» (except for federal projects) as a typical element of the state programme «Information Society» of the direction «Innovative Development and Modernisation of Economy» of the State Programmes of the Russian Federation are related to their insufficient specificity and the absence (in the vast majority of cases) of quantitative values reflecting the required level of achieving the goals. This could also lead to inefficient use of the budget.

At third, the number of activities of the subprogramme duplicate the functions of the Ministry of Digital Development and Mass Communications of the Russian Federation (see AA 4.1 «Information Society Development Management»). These facts clearly demonstrate sources of inefficiency in the use of the subprogramme's funds.

Conclusion

The analysis of federal projects of the «Information State» Subprogramme of the State Programme «Information Society» allows us to mention as recommendations for increasing its efficiency the need to follow clearly the requirements of the Federal Law «On Strategic Planning in the Russian Federation» (The Russian Federation Government Law of June 28, 2014. N 172-FZ).

This refers primarily to the principles of strategic planning such as:

- principle of unity and integrity, (In case of federal project «Information Society» subprogramme this principle is broken), consistent with the programme-approach principle;

- principle of continuity and sustainability (development activities are often for the «Information Society» subprogramme, but their future in not clear);

- principle of transparency (if the planning processes of the «Information Society» subprogramme were public, many of disadvantages would be eliminated. But the officials responsible for this subprogramme (as well as other subprogrammes and programmes) are not interested in detailing expected indicators that require demonstration of very particular results). This way it is a matter of the responsibility of the strategic planners;

- principle of measurability of goals (using mainly quantitative indicators);

- other.

Thus strict adherence to the principles of strategic planning will substantially reduce the potential in the implementation of subprogrammes, programmes and state programmes of the Russian Federation as a whole.

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