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## TRANSFORMATION OF STATE PROGRAMS INTO NATIONAL PROJECTS

**Abstract:** *The strategic planning system determines in which direction the state and all its structures should go. The strategic plan, planned for several years, is the basis for making all management decisions, as it characterizes the future model of the state, the global picture of its development prospects in a competitive market. Therefore, the issue of implementing strategic projects and programs is relevant not only in our domestic experience, but also abroad.*

*This article examines the change in the strategic planning system of the Republic of Kazakhstan. During its existence, state programs have shown the need to revise and adopt other documents on strategic planning. Therefore, in 2021, national projects were adopted by the decision of the head of state. National projects are a tool for the implementation of national development goals, which is of priority importance at a certain stage of the development of the state and provides for a clearly defined end result for its solution, as well as requiring significant resources.*

*The article presents the structure of national projects, the stages of development and their features and comparison with state programs. However, during the preliminary control and analysis of national projects, a number of shortcomings were identified.*

**Keywords:** *program, national project, planning, control, system.*

### ■ Introduction

At the present stage, a program-targeted approach is being actively implemented and used in public administration. The meaning of the country's development strategy is that it additionally sets targets, which are then entered into the list of state programs that need to be implemented. And the importance of these targets lies in the fact that they cover all spheres of life of society and the state as a whole. Each state program contains a list of the main activities. In order to effectively achieve the goals and objectives set by the President and for more efficient use of budget funds at the present time, it is necessary to introduce and use new, improved management tools.

On September 1, 2020, in his Address to the People of Kazakhstan, Head of State Kassym-Jomart Tokayev noted the need for public administration reform.

In his message, he made a proposal to stop the preparation of state programs with many indicators and indicators. The evaluation and analysis of the majority of state programs by the state audit bodies have shown inefficiency. Their implementation will not lead to an increase in the effectiveness of the use of budgetary funds. Therefore, the head of state proposed to move on to national projects that will be understandable to all citizens. Thus, national projects have been developed to ensure national priorities in the new system of state planning [1].

### ■ Aim

The purpose of this article is to study, compare and analyze the features of the old and new system of state planning documents in the Republic of Kazakhstan, management in the public sector, to identify the main problems and disadvantages that lead to the failure to achieve the tasks

and reduce effectiveness of the implementation of these projects, as well as to suggest possible ways to eliminate them.

### ■ Methods

When analyzing the implementation of state programs and the process of planning national programs, the following research methods were used: comparison and analysis.

### ■ Literature review

Many scientists pay special attention to the problems of socio-economic development of regions and the tools that are used to solve and improve these problems.

Gorokhova S.S., noted the existing shortcomings of national projects, such as: the inadequacy of the legal framework, poorly established interaction between all bodies (organizations) involved in the implementation of projects, the uneven development of budget funds in the process of implementing national projects, and, finally, the difficulty of monitoring budget expenditures and achieving the stated goals and targets of projects [2].

Marina L. Sedova. in their works, She concluded that national projects can be considered not only as means of program-targeted management of strategic development, but also as tools for managing public finances, when in conditions of great specificity of different projects, the only possible generalizing criteria for evaluating their implementation are effectiveness, as well as the level of cash execution of expenditures on budget projects, when there are no general patterns the impact on the level of execution of the federal budget on expenditures on national projects of their types, operational risks, related to the use of new information technologies, but at the same time the number of main managers of budget funds and the structure of sources of financing of projects affect the level of their execution. She also formulated proposals on improving the methodological support of national project management at all stages of the budget process and increasing the openness of information concerning federal budget expenditures on national projects [3].

### ■ Discussion

The Government has taken a number of measures to implement the recommendations of the Accounts Committee aimed at improving the effectiveness of the implementation of program documents by ensuring the achievement of national objectives in 2020. This work continues with the adoption of a new system of state planning, reformatting state programs into national projects.

National projects are an instrument of socio-economic development of the state, designed to bring priority industries to a new level. National projects are understood as comprehensive programs of national importance and requiring a large-scale infusion of public funds. The Resolution «On approval of the State planning system in the Republic of Kazakhstan» contains the main requirements related to national projects. The last time this resolution was amended was on February 26, 2021. The following figure shows the place of national projects in the state planning system.

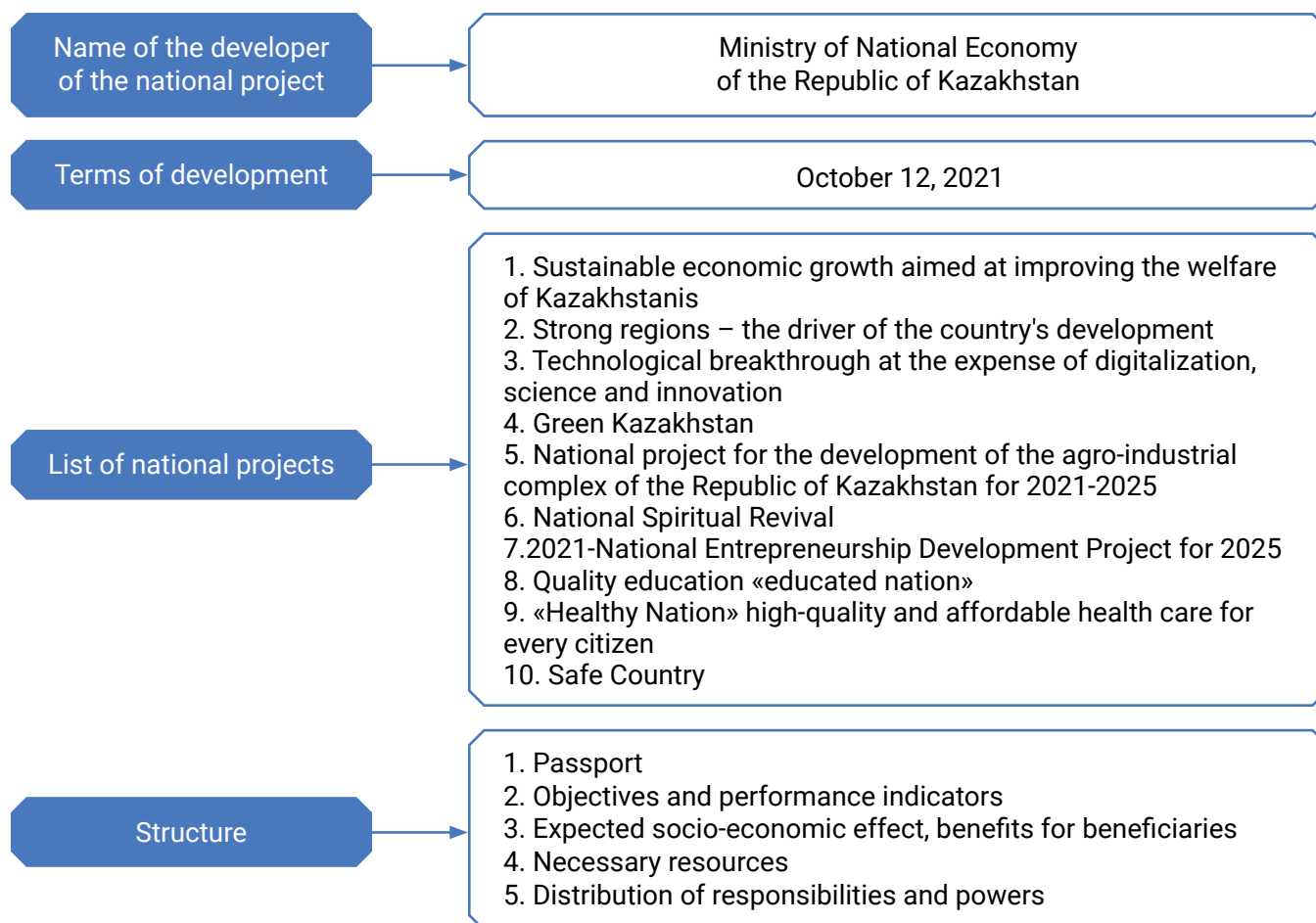
According to Figure 5, the concept of the development of the industry/sphere, national projects occupy the place. In the previous system of state planning documents there were 8 documents containing 3 levels, in the current system - 6 documents. The task assigned to the state bodies was to create small projects aimed at the development of priority sectors of the state, instead of programs consisting of a variety of goals and objectives. At the same time, we can say that the task has been completed.



**Figure 1.** The order of documents of the state planning system  
 Note - Compiled by the author based on the source [4]

National projects are important, but they are not the only means to achieve national goals and objectives. They must act comprehensively as part of the system.

The number of main projects is 9, as shown in the figure below. Each of them is designed to develop the key industries of the country (Figure 2).



**Figure 2.** National projects of the Republic of Kazakhstan  
 Note - Compiled by the author based on the source [4]

The «Safe Country» project is secret. This project will solve issues related to the acquisition of foreign weapons and equipment, as well as the development of domestic weapons, infrastructure improvement, digitalization of troops.

When preparing a national project, it is necessary to meet a number of criteria that:

- ▶ concreteness - aimed at obtaining a clear, measurable result if sufficient resources are allocated;
- ▶ availability - the possibility of finally achieving the expected result within the established limited time;
- ▶ importance - ensuring socio-economic efficiency across the country, indicating significant positive changes in the quality and safety of life of the population or business conditions;
- ▶ the ratio of responsibility and opportunities.

The process of developing national projects consists of several stages:

1. Initiating the development of a national project. The initiated proposal of the state body is formed taking into account the need to solve the tasks set in the higher-level documents of the State Planning System and/or concepts of the development of the sphere / industry, to ensure the final solution in a limited time of a specific important issue of the development of the sphere / industry.

2. Development of a national project. It is not allowed when preparing a draft of a national project:

- ▶ duplication of directions, tasks and indicators of results with the documents of the SRP;
- ▶ vagueness in the formulations of directions, tasks and indicators of results, as well as the activities of the project implementation schedule;

- ▶ underestimation of planned values of indicators of results relative to the values of the corresponding indicators of higher-level documents.

3. Approval of the national project

4. Financing of national projects.

5. Implementation of national projects.

6. Monitoring of national projects

7. Adjustment of national projects

8. Prioritization of expenditures of national projects. When selecting a national project, priority for expenditures is given to national projects that meet the following criteria:

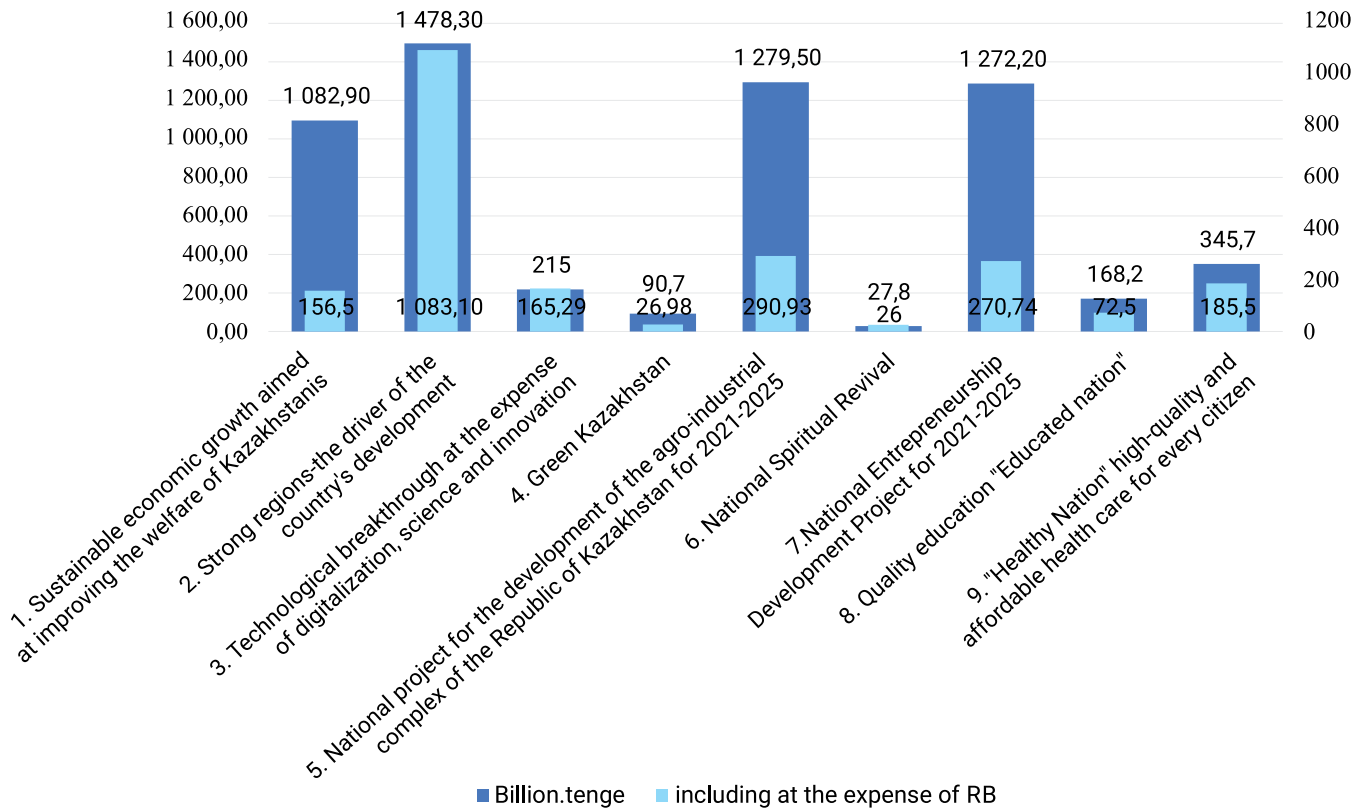
- ▶ social orientation of the national project;
- ▶ the presence of a higher expected socio-economic effect, relevant under unforeseen circumstances;
- ▶ the success of the implementation of the national project before the occurrence of unforeseen circumstances;
- ▶ the expediency of consideration in the conditions of unforeseen circumstances [5].

The purpose of the national project is to ensure the safety of citizens and the state. The implementation period of national projects is from 2021 to 2025, the volume of financing for the entire period amounted to 48,155.7 billion tenge.

At the expense of the republican budget - 12,617.1 billion tenge or 26.2%. The volume of financing for 2021 amounted to 5,960.3 billion tenge (from all sources of financing), including from the republican budget - 2,277.5 billion tenge or 38.2%.

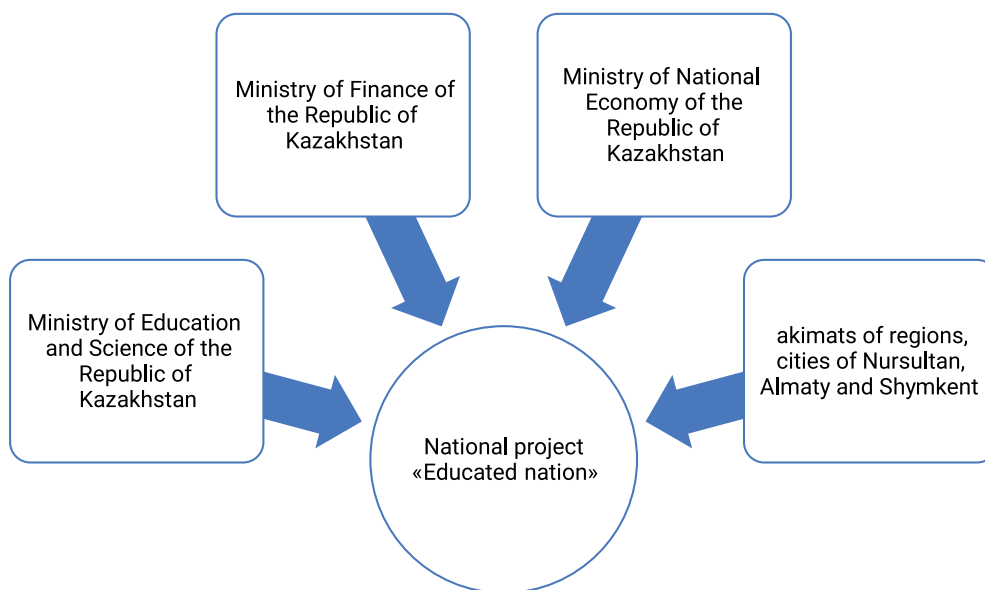
Also, as we can see in the figure, the largest amount was allocated to such areas as: regional development, entrepreneurship and economics. Less funding has been allocated to social spheres.

«The peculiarity of the project is that not one ministry but several are responsible for the implementation of the national project. As a rule, in government programs it was so that each ministry had its own departmental program and tried not to «communicate» with other ministries. In order to overcome departmental disunity and there was a common state approach, an approach was adopted when we switched from state programs to project management», – Kairat Kelimbetov said [7].



**Figure 3.** Volume of financing of national projects in 2021  
 Note - Compiled by the author based on the source [6]

Project management is understood as a mechanism for the implementation of activities in which strategic objectives are structured into separate programs and projects that exist and are being implemented over a limited period of time. The need to introduce project management mechanisms in the public sector is associated with the need to achieve strategic goals of socio-economic development of the country, as well as the need to increase the efficiency of public budget expenditures [9].



**Figure 4.** Example of responsibility for a national project  
 Note - Compiled by the author based on the source [10]

When focusing on one task, it allows you to more effectively solve the set goals and objectives. Also, one of the advantages is prioritization, that is, the main 10 projects that need to be concentrated on have been developed.

Also, one of the features of combining the activities of previously existing programs from one area into one project. For example, according to the Government report, the national project «Strong regions - the driver of the country's development» includes the activities of the state programs «Nurly Zhol», «Nurly Zher», «Development of Regions-2020».

Nevertheless, the interim assessment has already identified some problems, among which there are systemic shortcomings, these are:

- ▶ the lack of full-fledged financial security, the realism of the final indicators;
- ▶ discrepancies in the reporting data of the Government and state agencies-developers;
- ▶ As the results of the operational analysis showed, with the adoption of the new state planning system in February 2021, the full reformatting of state programs into national projects actually did not happen. Along with the start of the implementation of national projects (from October 2021), the financing of state programs has continued;
- ▶ New approaches to building a more flexible architecture of program documents, improving the coherence of budget and state planning, and implementing the principles of project management of reforms have not yet been finalized;
- ▶ Moreover, the analysis of the implementation of the target indicators of state programs indicates an increase in the risks of not achieving national goals due to the lagging of previous years in individual programs from the target parameters defined in the higher-level documents of the state planning system.

## ■ Conclusion

Summing up, analyzing the transition from state programs to national projects and its results showed the need for further work on its improvement.

The results of the analysis revealed that the tasks of the Head of State on the transition to the format of concise national projects (with a small number of indicators and indicators), understandable to all citizens, have not actually been achieved. It is noted that the developed national projects are cumbersome, their individual activities are duplicated with the activities of state programs.

For more effective implementation of national projects, it is necessary to plan it more carefully and conduct interim assessments in order to adjust them if necessary. In further development, it is recommended to focus on the most key indicators.

It is also necessary to monitor the implementation of national projects and the interaction between the Government and regional authorities.

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## МЕМЛЕКЕТТІК БАҒДАРЛАМАЛАРДЫҢ ҰЛТТЫҚ ЖОБАЛАРҒА ТРАНСФОРМАЦИЯЛАНУЫ

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**Аңдатпа:** Стратегиялық жоспарлау жүйесі мемлекет пен оның барлық құрылымдарының қандай бағытта жүру керектігін белгілейді. Бірнеше жылға жоспарланған стратегиялық жоспар барлық басқару шешімдерін қабылдауға негіз болып табылады, өйткені ол мемлекеттің болашақ моделін, оның бәсекеге қабілетті нарықта даму перспективаларының жаһандық көрінісін сипаттайды. Сондықтан стратегиялық жобаларды, бағдарламаларды іске асыру мәселесі біздің отандық тәжірибемізде ғана емес, шетелде де өзекті болып табылады.

Белгіленген мақалада ҚР стратегиялық жоспарлау жүйесінің өзгерісі зерттелуде. Өзінің өмір сүру кезеңінде мемлекеттік бағдарламалар стратегиялық жоспарлау жөніндегі өзге де құжаттарды қайта қарау және қабылдау қажеттігін көрсетті. Сондықтан 2021 жылы Мемлекет басшысының шешімімен ұлттық жобалар қабылданды. Ұлттық жобалар – бұл мемлекет дамуының белгілі бір кезеңінде басым маңызы бар және оны шешу үшін нақты белгіленген түпкілікті нәтижені көздейтін, сондай-ақ елеулі ресурстарды талап ететін ұлттық даму мақсаттарын іске асыру құралы болып табылады.

Мақалада ұлттық жобалардың құрылымы, әзірлеу кезеңдері және олардың ерекшеліктері мен мемлекеттік бағдарламалармен салыстыру арқылы көрсетілген. Дегенмен ұлттық жобаларды алдын ала бақылау мен талдау кезінде бірқатар кемшіліктері анықталды.

**Түйін сөздер:** бағдарлама, ұлттық жоба, жоспарлау, бақылау, жүйе.

## ТРАНСФОРМАЦИЯ ГОСУДАРСТВЕННЫХ ПРОГРАММ В НАЦИОНАЛЬНЫЕ ПРОЕКТЫ

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**Аннотация:** Система стратегического планирования определяет, в каком направлении должно идти государство и все его структуры. Стратегический план, намеченный на несколько лет, является основой для принятия всех управленческих решений, так как характеризует будущую модель государства, глобальную картину его перспектив развития на конкурентном рынке. Поэтому вопрос реализации стратегических проектов, программ является актуальным не только в нашем отечественном опыте, но и за рубежом.

В обозначенной статье исследуется изменение системы стратегического планирования РК. За время своего существования государственные программы показали необходимость пересмотра и принятия иных документов по стратегическому планированию. Поэтому в 2021 году решением главы государства были приняты национальные проекты. Национальные проекты – это инструмент реализации национальных целей развития, имеющий приоритетное значение на определенном этапе развития государства и предусматривающий четко определенный конечный результат для его решения, а также требующий значительных ресурсов.

В статье представлена структура национальных проектов, этапы разработки и их особенности и сопоставление с государственными программами. Однако при предварительном контроле и анализе национальных проектов выявлен ряд недостатков.

**Ключевые слова:** программа, национальный проект, планирование, контроль, система.