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ABSTRACT

The methodological approaches to development of a target model of strategic management, offered in the article, are aimed at creating of an

interconnected system of forecasting and analysis, planning and program documents of transport complex development and their implementation mechanisms.

Keywords: strategic management, strategic planning, transport complex.

Background. To improve the competitiveness of Russian transport system effective tools of strategic management are required, providing access to affordable, high-quality and safe transport services for consumers and formation of non-transport macro-economic effects in the long term.

The Ministry of Transport of Russia over the past decade has developed the system of state strategic control of transport complex that has been constantly evolving¹. Elements of the system are strategic documents of different levels and purposes, determining the main provisions of the state transport policy, long-term and medium-term forecasting procedures, planning, budgeting and administration, supported by information and analytical tools and competencies of civil servants, as well as of invited experts.

Transition to strategic management is forced by the need to focus the attention of the Ministry of Transport of Russia on accounting of economic, social, technological, technical aspects of the external environment in order to timely respond to changes and challenges. In other words, the focus should be not so much on internal problems of the transport sector, but on compliance problems of transport development with promising socio-economic needs of the Russian Federation and its regions.

Theoretical and methodological aspects of strategic management for the past 40 years have been the subjects of many specific studies and monographs both domestically and abroad. The largest contribution to the formation and development of this section of management has been made by F. Abrams, I. Ansoff [6], J. Quinn [8], K. Andrews [1], E. Chandler [2] M. Porter [9], G. Hamel [4], A. Tompson [10]. Their works laid the foundations of classical theory of strategic planning and management.

Objective. The objective of the author is to consider economic aspects of strategic management, applied in the transport complex.

Methods. The author uses general scientific methods, comparative analysis, economic evaluation method, graph construction.

Results. In foreign practice of transport strategic management a variety of models is used, and it is possible to identify common approaches to its organization. First of all, strategic management is considered as the most important function of all public transport control bodies. Strategic documents of various formats, having certain periods of validity shall be adopted in all developed and developing countries (Pic. 1).

The modern system of the US and EU strategic documents include, in particular, the development and adoption of long-term conceptual documents, such as long-term visions of development of transportation systems in the USA till 2040 or

«Roadmap to a Single European Transport Area» [5]. Such documents show understanding of the value of currently being implemented transport projects for the formation of the infrastructure of the future, which should correspond to the needs of society by the mid-century. They were followed by strategic documents determining the development of transport for 5–15 years. Such instruments include strategic plans of the US Department of transportation for 5 years and the White books on transport of the European Union for the next 10 years. To address the critical transportation problems, programs are formed, involving the implementation of investment projects on national or continental scale, such as the program of formation of the Trans-European Transport Network (TEN-T). Thus, the basic form of the implementation of all strategies is investment projects at various levels.

Transport development strategies are usually formed on the basis of general economic policies and are an integral part of them. For example, in the EU the main transport policy areas are identified in the «EU Sustainable Development Strategy», as well as in the statement of the European Commission on the future of transport [3].

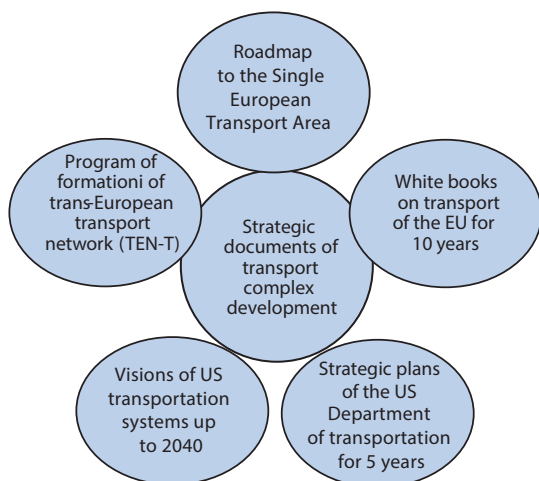
It should be noted that the current strategic management system both in Russia and abroad, has been shaped out following new challenges and opportunities. In this regard, it is characterized by some drawbacks, which include:

- inconsistency in the full of quantity and quality of strategic documents, which were adopted at different times and according to different settings;
- multiformat of strategic documents (concepts, strategies, programs) of development of industries, their blurred positioning in the general state system of strategic management;
- insufficient interconnection of documents of sectoral and regional development, and of their linking with systems of productive forces and territorial planning;
- imbalances of all kinds of resources of transport development (finance, including budget, material, administrative, scientific, technical and other);
- lack of a clear deployment system of long-term solutions into the complex of medium- and short-term objectives and measures agreed between them and set out in the relevant target programs and plans.

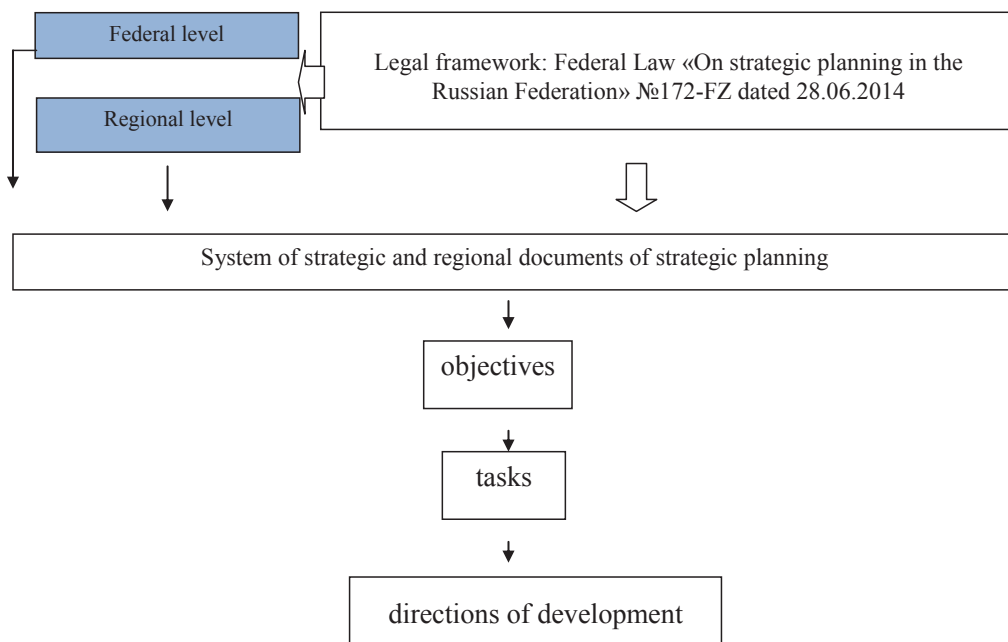
Drawbacks and strategic management system development problems do not allow to fully exploit the potential of this tool. In this connection special importance is given to the development of proposals to improve the effectiveness of strategic management system in the transport sector, which should be formed on the overall legal, methodological and organizational basis.

The legal framework of created state strategic management system is the federal law «On strategic

¹ Transport complex includes all modes of transport (except pipeline and spacecraft).



Pic. 1. The system of strategic documents for transport development of USA and the EU.



Pic. 2. The target model for strategic management of transport complex development.

planning in the Russian Federation»². It should be noted that in the federal law the concept of «state strategic planning» is regarded as a synonym for «state strategic management». However, strategic management involves a much larger set of functions and procedures.

The law provides for development and implementation of a system of sectoral and regional instruments of state strategic planning, interrelated according to goals, objectives, terms and resources. It is envisaged that each sectoral policy document defines the goals, priorities and objectives aimed at ensuring sustainable socio-economic development and national security, methods of their

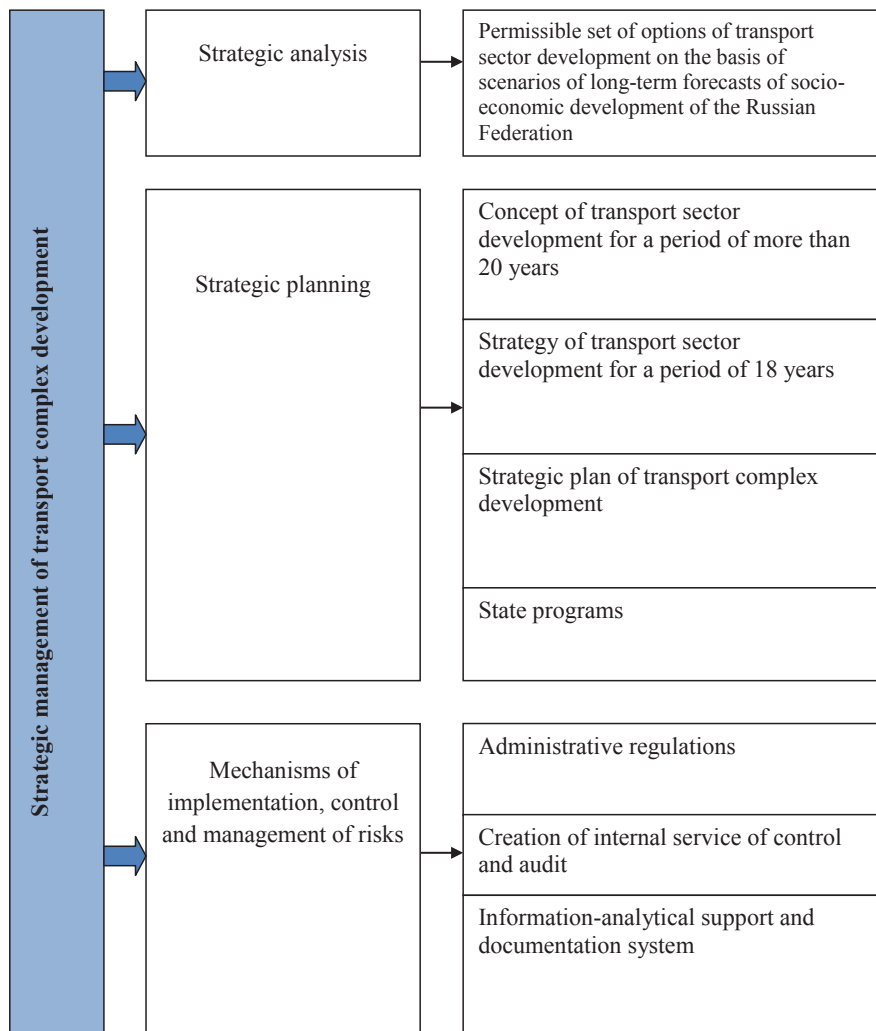
effective achievement in the industry, as well as powers and functions of the federal bodies of state power and bodies of state power of subjects of the Russian Federation.

Thus, the law allows to create a Target model of strategic management of transport complex development, which includes federal and regional levels (Pic. 2).

The target model must determine the purpose (task), the functions and the structure of the created system of strategic management.

The objectives of establishing a system of state management of transport complex development are:
– creation of a system of priorities for sustainable and balanced development of the industry on the basis of socio-economic development of the Russian Federation and its macro-regions;

² Federal Law № 172 dated 28.06.2014 «On strategic planning in the Russian Federation».



Pic. 3. The system of state strategic management of transport complex development.

- definition of the optimal trajectory of the transition from the current state of the transport system to the desired state;
- concentration and efficient allocation of material, financial, organizational, informational, labor and other resources to achieve the planned objectives;
- consolidation of efforts of government, business, innovation organizations and civil society to achieve the goals of transport development.

The main functions of the system include:

- definition of internal and external conditions, as well as the opportunities and constraints for transport development for basic scenarios of socio-economic development of Russia and national security;
- an informed choice of ways and means to achieve the objectives that ensure the most efficient use of resources involved;
- formation of a set of measures and projects, ensuring the achievement of the purposes of the industry development;
- identification of resources needed to achieve the goals and to solve the tasks of transport development;

- development and implementation of a system of sectoral documents of state strategic planning;

- coordination of planned activities for development of the transport system between federal and regional levels of state power, business and society;

- monitoring and control of implementation of strategic documents;

- scientific, technical, informational support and staffing of state strategic planning of development of the industry.

The structure of the system of strategic management of transport complex development includes subsystems of strategic analysis, planning, implementation and control (Pic. 3).

The main objective of development of the concept is development of the general idea of the future in the form of mission and strategic goals of the transport complex development, main directions, rules and regulations to be followed in all decisions and actions.

The strategy should become a generalizing model of actions needed to achieve these goals within different types of socio-economic

development. On the one hand, the strategy is a concretization of the concept, the collection first of all of achievable (and not so much of desirable) goals, objectives, means and steps to achieve them. On the other hand, the implementation of the strategy makes it possible to transfer the system from the current state to the desired on the basis of a concrete action plan.

The terms of «concept» and «strategy» should be developed for different time horizons. The concept of development of the transport system should be developed for more than 20 years, and the strategy based on the various kinds of projections, respectively, for 18 years³.

Currently, the main conceptual document of transport complex development is Transport strategy of the Russian Federation for the period until 2030, which is a synthesis of concepts and strategies.

The tool for implementation of strategic documents resides now in state programs. The format and structure of the state program «Development of transport system» [7] allow us to deploy strategic solutions in an integrated set of long-, medium- and short-term objectives and measures agreed between them and set out in the respective federal and departmental target programs and development plans of the transport sector. This allowed largely to balance the main types of development resources, especially financial, for the medium and short term period.

However, it should be noted that the state program in its current format is a tool for budgeting and does not cover all the measures and resources for development of the transport system. A number of state measures, as well as private initiatives are included in other state programs (in particular in regional state programs) and remain outside the sphere of responsibility of the Ministry of Transport of Russia, thus impeding the integrity of the state strategic management of transport complex development.

The result of the planning process is a strategic plan. The strategic plan is a plan for implementation of the transport complex development strategy, that is the most appropriate of the possible development paths. The strategic plan is a working tool for achieving the goals set by executive authority, identifying responsible agencies and deadlines of activities. An example of such a plan is the current Plan of activities of the Ministry of Transport of the Russian Federation for 2016–2021 years.

Mechanisms of implementation, monitoring, control and risk management should be core elements of the model. They must rely on direct state control and regulation instruments developed and tested by world and domestic practice.

The implementation of strategic documents is a process in which two aspects can be distinguished.

³ Order of the Government of the Russian Federation dated 11.11.2015 № 1218 «On the order of development, adjustment, implementation of monitoring and control of realization of the forecast of socio-economic development of Russia for a long term period».

The first one is a clear bringing of strategic planning documents to knowledge of state agencies at federal and regional levels, reference groups (public, service users, trade associations, target audiences, experts). The second one is development and implementation of medium-term (detailed annual) work plans of the structural subdivisions of the Ministry of Transport of Russia and the subordinate services and agencies in the implementation of strategic measures.

Thus, strategic management requires a presence of developed mechanisms of monitoring, performance analysis of departments of the Ministry and other stakeholders in terms of achieving the set goals and making the best decisions.

Conclusion. The proposed target model of the system of state strategic management of transport complex development is a basis for the development of its organizational project, including administrative regulations and procedures of performance of all functions of the system by participants, document management system, information and scientific and analytical support. This will improve the quality of strategic management and on this basis will ensure the effective development of transport complex, aimed at long-term growth of the economy.

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