

PROGRAM-TARGETED AND REGULATORY FRAMEWORKS FOR HIGHER EDUCATION IN RUSSIA

ESTRUTURAS REGULAMENTARES E PROGRAMAS PARA O ENSINO SUPERIOR NA RÚSSIA

MARCOS REGLAMENTARIOS Y DE PROGRAMAS PARA LA EDUCACIÓN SUPERIOR EN RUSIA

Ivanova Alyona ANDREEVNA¹
Tufetulov Ajdar MIRALIMOVICH²

ABSTRACT: The primary objective of this research is to analyze the program-targeted and regulatory frameworks for higher education in Russia. The article analyzes the tools for ensuring the higher education development as well as the economic security of the region. This is an analytical study. The program-targeted method, with high-quality regulatory support, is an effective tool for ensuring the economic and educational development of the regions and the country as a whole. The results of the analysis can be used to study the problems of management and ensuring economic security and education development in the regional aspect, as well as in the quantitative assessment, analysis, and forecasting of regional economic security. Effective Educational and financial management of the region should include a systematic approach, ensured by a combination of a sustainable regulatory framework and program-targeted methods.

KEYWORDS: Economic security. Educational development. Higher education. Program-targeted method.

RESUMO: *O objetivo principal desta pesquisa é analisar as estruturas regulatórias e programáticas do ensino superior na Rússia. O artigo analisa as ferramentas para garantir o desenvolvimento do ensino superior e a segurança econômica da região. Este é um estudo analítico. O método direcionado ao programa, com suporte regulatório de alta qualidade, é uma ferramenta eficaz para garantir o desenvolvimento econômico e educacional das regiões e do país como um todo. Os resultados da análise podem ser usados para estudar os problemas de gestão e garantia da segurança econômica e do desenvolvimento da educação no aspecto regional, bem como na avaliação quantitativa, análise e previsão da segurança econômica regional. A gestão educacional e financeira eficaz da região deve incluir uma abordagem sistemática, garantida por uma combinação de uma estrutura regulatória sustentável e métodos direcionados ao programa.*

PALAVRAS-CHAVE: *Segurança econômica. Desenvolvimento educacional. Ensino superior. Método pautado em programas.*

¹ Kazan (Volga region) Federal University, Kazan – Russia. Postgraduate student, Specialist in teaching work, Centre for Graduate Studies, Institute of Management, Economics and Finance. ORCID: <https://orcid.org/0000-0003-2281-7436>. E-mail: alen803@yandex.ru

² Kazan (Volga region) Federal University, Kazan – Russia. Doctor of Economic Sciences, professor, Head of Department of Economic Security and Taxation, Institute of Management, Economics and Finance. ORCID: <https://orcid.org/0000-0003-2204-5667>. E-mail: ajdar-t@yandex.ru.

RESUMEN: El objetivo principal de esta investigación es analizar los marcos regulatorios y de programas específicos para la educación superior en Rusia. El artículo analiza las herramientas para garantizar el desarrollo de la educación superior y la seguridad económica de la región. Este es un estudio analítico. El método focalizado en el programa, con apoyo regulatorio de alta calidad, es una herramienta eficaz para asegurar el desarrollo económico y educativo de las regiones y del país en su conjunto. Los resultados del análisis se pueden utilizar para estudiar los problemas de gestión y garantía de la seguridad económica y el desarrollo de la educación en el aspecto regional, así como en la evaluación, análisis y pronóstico cuantitativos de la seguridad económica regional. La gestión educativa y financiera eficaz de la región debe incluir un enfoque sistemático, garantizado por una combinación de un marco regulatorio sostenible y métodos dirigidos al programa.

PALABRAS CLAVE: Seguridad económica. Desarrollo educativo. Educación más alta. Método dirigido al programa.

Introduction

Regional policy in the context of ensuring educational development and economic security is recognized as an effective tool for managing economic and social development of individual territories and groups of territories, and the country as a whole. Regional policy allows to link the interests of the regions with the common interests of the state, activate the resources of their economic growth, find optimal options for integration into the country's economy and the world economy, prevent the emergence of depressive territories, and mitigate differences in the living conditions of people in different regions.

At the same time, speaking of regional politics, we should understand the ambiguity of the concept of “region”. So, on the scale of one country, this concept can be characterized as a territorial unit of the state, while on a global scale, a region can be understood as a large territorial block or territories of several states. Nowadays, the set of methods for economic diagnostics is wide and well developed in practice: analysis, modeling, expert assessment method, experiment and many others. Diagnostics based on various methodological approaches (quantitative and qualitative) is a mandatory basis for any research, including safety problems.

One of the main tools used in studying economic security and educational development issues is the development of quantitative assessment methods.

Currently, a lot of authors of methods for assessing the economic security of the region are expanding the indicators of the social bloc, giving it increasing importance. The most common indicators are those that determine the level of social differentiation of society, the level of poverty, the quality of life of the region's population, the availability of social infrastructure, and the indicators of the rule of law. These indicators express an assessment of

social tension, as a result of which powerful social unrest can occur, entailing crises in the economy. Improving the quality of life of the population is the main condition for ensuring stable economic growth and eliminating the manifestation of crises in the economy.

It would be advisable to consider the economic and educational management of the region from the point of view of such an instrument as a program-targeted approach. In the framework of national projects, a set of measures aimed at the development of social, financial and economic, industrial, food, environmental, and energy sectors is being considered.

Research Methods

The program-targeted method is an effective tool to ensure the educational development and economic security of the regions and the country as a whole, the implementation of the economic and social policies of the state, especially when solving long-term tasks and implementing major infrastructure projects. This approach is used in many countries, including the states of the European Union, the USA, Canada, and Japan to solve the strategic tasks of economic and social development in those cases when it is necessary to concentrate resources to achieve specific goals.

After negative feedback from the opposition and a number of political scientists and criticism of the priority national projects of Russia, adopted for implementation in 2005, the Ministry of Economic Development of Russia has done significant work to reform the institute of national projects (RUSSIA, n.d.; NEMTSOV; MILOV, 2018; RUSSIA, 2018). This made it possible to single out a number of urgent issues to be solved during the implementation of projects, to strengthen consideration of the regional aspect, to provide certain conditions and rules for their development and implementation. For greater accountability of ongoing national projects, the Government, together with "United Russia", decided to create a feedback service "National projects through the eyes of people". Citizens of Russia can send questions about national projects, complaints and suggestions to this service.

Results and discussion

The system of national projects is designed to "transform" the Russian economy. Despite the fact that the new economic model is designed to accelerate the pace of economic growth in Russia above the world average, and will rely on reforms in the banking and tax sectors, their success is far from guaranteed. Thus, a study conducted by Oxford Economics

consultants showed that a six-year program of national projects worth 400 billion US dollars will lead to an increase in annual GDP growth of only 0.1-0.2 percentage points.

Analysts regularly note that, in the government's target of \$ 400 billion in spending on national projects, a third should come from the private sector. However, Chris Weafer, head of Macro Advisory, argues that these projects "will make more sense and realism" when viewed as a long-term investment program for nine or ten years, rather than as five-year expenses.

National projects are partly called to increase the autonomy of Russia from the global economy in order to strengthen the educational development and economic security of the country and its regions, in connection with it there are few provisions on attracting foreign investment.

It was the threat to external economic security, the threat of more painful rather than existing sanctions, that served as the driving force behind most of Russia's political decisions in recent years. The Central Bank of the Russian Federation has already separated Russian reserves from the international capital market, having sold its bills in the United States and accumulating gold. Fearing that it might be disconnected from the SWIFT payment system, Russia in 2014 created the MIR payment system, which is now working successfully. Mass investments in agriculture over the past four years have made Russia largely self-sufficient in most products (ARIS, 2019).

Economic security is the basis of economic independence of the state, helps to weaken social contradictions and increase the welfare of citizens and society. In this regard, the protection of economic security in Russia is considered one of the key priorities of the national development of Russia. We can also mention that economic security is traditionally positioned as a fundamentally important qualitative indicator of the economic situation in the country.

However, the issues of protecting the economic security of the region have not been sufficiently studied for several reasons. The first is the specifics of the individual characteristics of the regional economic development of each constituent entity of the Russian Federation, leaving a mark on the requirements for ensuring the economic security of each individual region and the transformation of the system of assessment criteria to this specificity. Moreover, it is necessary to determine the strategic orientation of the economic development of the region, as well as determine the level of its competitiveness (TUFETULOV; NAPOYKINA, 2018). The second is no single universal methodological approach to the study of economic security at the regional level. Finally, there are some difficulties in the process of assessing the economic security of the constituent entities of the Russian Federation in connection with the problem of standardizing statistics. The above factors significantly complicate the formation of common

standards for assessing economic security in the Russian Federation at the regional level and the development of strategic plans for its protection, considering the peculiarities of regional economic development, which, in turn, have a significant impact on the goals, instruments and activities carried out by state and local authorities.

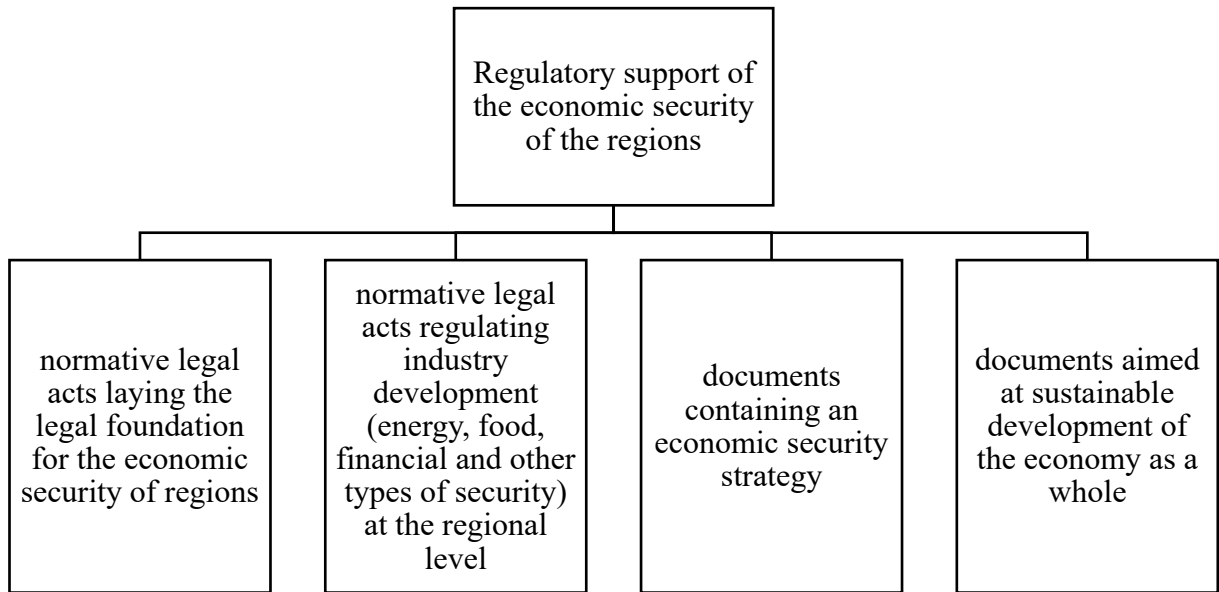
On the regional aspect of national projects, it should be noted that this is a component, a kind of decomposition of the federal project in terms of achieving the goals and targets set forth in the passport of the federal project for the region of Russia. The implementation of the regional project is aimed at achieving the goals and objectives of the federal project. And the implementation of federal projects, in turn, is aimed at achieving results that are important for the implementation of the national project.

One of the regional projects is the construction of a high-speed line. Every day, about 8 trains leave Moscow for the capital of the Republic of Tatarstan, the city of Kazan, and it takes about 12 hours to complete a 750-km route. The President of the Russian Federation announced the construction of a high-speed line worth 1.7 billion rubles, reducing the trip to three and a half hours. The government states that this is an outstanding initiative within the framework of the "National Projects", which will revive the country's economy (FOY, 2019).

Only solving problems and achieving the goals set for the regions will allow us to qualitatively improve the economic condition of the country as a whole. That is why ensuring regional economic security is a priority in the matter of national security.

Currently, regulatory support for economic security in the regions and in Russia as a whole, is at the formation stage (VOROBYEVA; AIZYATOV, 2015). Moreover, all documents can be divided into 4 groups (Figure 1).

Figure 1 – Regulatory support of the economic security of the regions



Source: Developed by the authors

The Federal Law “On Security” of Russia does not give an idea of what is meant in the legislation under the economic security of the region, as it is provided (RUSSIA, 2010). This is a big problem regarding the economic security of the region, since the regulatory framework is the main tool for ensuring the economic security of the region, laying the foundation and foundation for the rest of the process. Structures of all levels take part in ensuring economic security at the regional level. Responsibilities are distributed among participants, depending on the type of security. For example, ensuring food security will be the responsibility of the Ministry of Agriculture and the Ministry of Economic Development, financial security will be the responsibility of the Ministry of Finance and the Bank of Russia, etc. In this regard, it is difficult to talk about the coordination of actions between these structures (The official website of the Bank of Russia, The official website of the Ministry of Agriculture of the Russian Federation, The official website of the Ministry of Finance of the Russian Federation, The official website of the Ministry of Economic Development of the Russian Federation). It is worth noting that the lack of a coordinating body and systematization of information flows complicates the process of ensuring economic security (ZAITSEV, 2007).

After the adoption of the “Concept for the Long-Term Socio-Economic Development of Russia for the Period Until 2020”, the regions of the Russian Federation began to develop and adjust previously adopted Strategies for the Socio-Economic Development of the Regions

of the Russian Federation (RUSSIA, 2008). They reveal threats to the economic security of each particular region and indicate ways to solve these problems and ways to ensure the economic security of this region of Russia in the long term. The strategy determines the priorities, goals and objectives of public administration at the regional level and represents a system of public administration measures (IVANOVA, 2016).

In turn, the “Economic Security Strategy of the Russian Federation for the period until 2030” gives us the concept of economic security and highlights the levels of implementation of state policy in the field of ensuring economic security (RUSSIA, 2017). She calls for the consolidation of forces of bodies of all levels of power in order to implement Russia's national priorities. However, the Strategy, as well as the legislation relating to the sphere of economic security, does not provide concrete measures of an organizational, regulatory and methodological nature in a regional aspect. As a threat to economic security in a regional aspect, the uneven spatial development of the Russian Federation, the increased differentiation of regions and municipalities in terms of the level and pace of socio-economic development.

In the domestic policy of Russia, it would be advisable to consider the management of social security in the region from the point of view of such an instrument as a program-targeted approach.

Considering the financing of state programs for the period up to 2019 in regions of Russia, it is worth noting that more finances were allocated for social needs (health care, education) (Table 1).

Table 1 – Financing of state programs affecting the economic security of the region (billion rubles)

	total funds	Healthcare	education	social support	energy and industry	economic development	security	ecology	agriculture
Moscow	11412.9	1881.4	1814.60	2379.8	320.80	149.80	131.50	0.00	0.00
St. Petersburg	4077.47	875.40	743.77	345.50	401.74	58.17	31.53	36.48	12.14
Moscow Region	2839.87	804.34	545.65	288.66	195.81	0.00	47.70	18.76	62.50
Republic of Tatarstan	1802.88	727.44	284.69	169.79	40.96	5.91	26.35	5.98	76.81
Krasnodar Territory	1059.47	514.53	137.95	106.25	1.49	2.63	7.40	6.21	15.68
Karachayevo-Circassian Republic	162.32	31.58	13.98	19.03	0.20	6.40	0.00	3.45	44.68
Republic of Ingushetia	849.20	58.60	42.74	9.06	23.90	4.73	0.00	0.00	555.39
Republic of Altai	91.30	23.09	18.60	12.29	0.00	9.12	0.00	5.06	2.90
Republic of Kalmykia	92.30	33.39	13.63	8.42	0.00	0.91	0.00	1.74	2.33
Republic of Tuva	164.82	74.56	27.28	2.31	3.12	0.00	0.29	0.14	9.46

Source: Devised by the authors

Per capita, Moscow, St. Petersburg, Republic of Tatarstan and Republic of Tuva have the best indicators (See Table 2). Large amounts were allocated for the development of agriculture in Republic of Ingushetia, as well as in Karachayevo-Circassian Republic and Republic of Tatarstan. There is also an active energy efficiency policy in Republic of Ingushetia. Republic of Altai has good indicators in the field of economic development and ecology. Despite environmental problems in Moscow, no funds were allocated for state programs.

Table 2 – Financing of government programs affecting the region’s economic security per capita (billion rubles / thousand people)

	Healthcare	Education	Social support	Energy and industry	Economic development	Security	Ecology	Agriculture
Moscow	0.94	0.16	0.15	0.20	0.03	0.01	0.01	0.00
St. Petersburg	0.79	0.17	0.14	0.07	0.08	0.01	0.01	0.01
Moscow Region	0.40	0.11	0.08	0.04	0.03	0.00	0.01	0.00
Republic of Tatarstan	0.47	0.19	0.07	0.04	0.01	0.00	0.01	0.00
Krasnodar Territory	0.20	0.10	0.03	0.02	0.00	0.00	0.00	0.00
Karachayevo-Circassian Republic	0.35	0.07	0.03	0.04	0.00	0.01	0.00	0.01
Republic of Ingushetia	1.87	0.13	0.09	0.02	0.05	0.01	0.00	0.00
Republic of Altai	0.43	0.11	0.09	0.06	0.00	0.04	0.00	0.02
Republic of Kalmykia	0.33	0.12	0.05	0.03	0.00	0.00	0.00	0.01
Republic of Tuva	0.53	0.24	0.09	0.01	0.01	0.00	0.00	0.00

Source: Devised by the authors

Currently, the problems of ensuring regional and national economic security in the context of globalization and international competition are exacerbating. This is primarily due to the control of market channels, technological, information and natural resources. Important tasks for Russia include not only protecting their positions on the world stage, but also improving the lives of their citizens. Despite the external situation, the Russian Federation has its own national interests, which can be realized only on the basis of sustainable development of the system of national, and, directly, regional economic security. At the same time, it is necessary to maintain normal conditions for the functioning of the national economy and the economic activity of the population. The stability of regional economic security can be assessed by comparing the set values and the results obtained in the framework of national projects, as well as by applying the methods of economic security of the regions with checking their threshold values (IVANOVA; KOTENKOVA, 2018).

Thus, in modern conditions it is necessary to organize effective management activities to ensure economic and social security at the state and regional levels. The economic and social security of the region is considered not only as a need for security and protection of the interests of the region, but also as the ability of regional authorities to form effective tools and mechanisms to ensure the competitiveness of the regional economy, social stability and sustainability in the development of the territory as a relatively independent structure, a part of the national economics. Being an integral part of national security, the economic security of the

region should not contradict state interests. In the context of globalization, the pace of economic growth is changing, and individual issues, such as unemployment or health problems, affect entire regions. When considering measures to create a system of economic security in the region, special attention should be paid to the prevention of newly emerging threats. The basis for the subsequent study of the formation of economic security in the region is the assessment and forecasting of the impact of all expected threats, as well as economic and non-economic impacts on their course in order to prevent undesirable negative consequences. At the same time, it is necessary to develop a system of measures that would be aimed at preventing the crisis.

National policy plays a key role in setting national priorities and objectives and their implementation. In most national contexts, policies define the time frame for the progressive realization of human rights. They should be complemented by mechanisms aimed at monitoring progress, which leads to regular review and updating of national economic security.

An analysis of the current Russian economic situation shows the presence of a number of serious problems. These include the low level of industrial production in the country; the dependence of the economy on the import of goods and export of raw materials; low living standards; rapid growth of the shadow economy and corruption; dependence on borrowed funds and foreign capital, low living standards, low incomes and, consequently, low purchasing power, and other threats in various spheres of life.

Features of the development of regions within the framework of a market economy and the federal structure of Russia give grounds for determining the essence of the economic category “region” as a subject, which is an independent economic subsystem in the general system of economic security of the state. It is necessary to evaluate and maintain economic security in order to ensure and maintain national security level.

In Soviet times, the management of economic security was largely considered at the national level, and its study at the regional level was not given due attention (IVANOVA, 2018). But at present, when the processes of decentralization and the transfer of part of powers from the state level to a lower, regional one is taking place everywhere, more and more attention is being paid to this aspect. Many regions face difficult problems relating to all areas of activity, including economic security, the study of this level is of particular importance. Regions must be able to withstand crisis situations that are formed under the influence of external and internal factors.

Conclusions

The effective educational and economic management of the region contains a systematic approach, for the successful implementation of which it is required: to determine the system of governing bodies whose activities affect the economic security of the region, to identify the relationships between them; to create an information management base; to establish informational relationships between the center and the regions; to develop a set of control actions and a system for monitoring results.

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