

Operational Approaches to the Management of State Property in the Context of Sustainable Regional Development

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Abstract: The article reveals the issues of using state property objects, reveals a functional approach to assessing the efficiency of using objects. The authors investigate the nature of property and the relationship in its disposal. Property is a universal form of manifestation of human freedom today – the authors prove. The authors characterize the management of state property, describe the instruments of economic policy in the field of public administration, and concretize the functions of the state. The authors conclude that the management of state property is a separate area of activity of the modern state. The authors propose elements of the state property management system, principles of functioning of the state property management system, propose the creation of economic legal relations between the subjects of property on a parity basis.

1 INTRODUCTION


In the legal regulation of management of state property, there are currently complex gaps, zones of "weak" statutory regulation. Management of state property in Russia is dispersed among a significant number of government bodies, which include bodies of all branches of government: executive, legislative, judicial, and other subjects. Attempts by numerous government bodies to restrict access to information about the activities of enterprises, created by each of them, leads to the fact, that the state does not have complete proper information about land plots, real estate, vehicles and other property, belonging to it and assigned to state enterprises and organizations.


The lack of regulation in the current legislation of a number of administrative procedures in the field of management of state property leads to its ineffective operation and low return on assets (chaotic nature of the assignment of property, its uncontrolled use, loss of property). This also includes the inconsistency between state bodies, state officials and other subjects in the processes of ownership, use, and disposal of state property. Thus, the problem of management of


state property and its administrative and legal regulation is not new, but becomes more and more urgent in the context of total "denationalization".

At present, much attention has been paid to the statutory regulation of management of state property, strategies of the concept, programs have been developed, but in modern conditions of economic development in the Russian Federation there are a number of problems, that need to be solved. The authors see one of these problems in the lack of proper regulation of the current legislation regarding state property objects, which leads to its ineffective operation and low return on assets.

The traditional concept of property as a material-commodity phenomenon is being updated today due to the formation of new relations, regarding the disposal of state property. The authors' new approach to the nature of property as a form of manifestation of human freedom in modern society determined functional approaches to its management. Based on the foregoing, a new scientific category is proposed - the mechanism of management of state property, which is a set of forms, means, methods, tools, legal, organizational, administrative and other influences of

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the subject of management on the development of the object of management - state property.

2 RESEARCH METHODOLOGY

The article studies the problem of management of state property and its administrative and legal regulation, sets the task of studying functional approaches to improving the efficiency of managing state property objects, conducting assessment and expert characteristics of management relations, arising in the processes of state property ownership.

During studying the problems of state property management, general scientific and methodological approaches were used, in particular, a systematic approach to the subject of research, methods of observation, and analysis of experience (domestic and foreign). The research materials were the regulatory legal acts of the Russian legislation, scientific literature.

3 RESEARCH RESULTS

From a theoretical facet, the article will be interesting for researchers, who deal with issues of legal regulation of the management of state property and issues of the nature of property as a material-commodity phenomenon of our time. A review of the elements of the state property management system, the principles of the state property management system, proposals for activating the state function, aimed at leveling the economic cycle and supporting employment; the creation of parity in economic legal relations between the subjects of ownership will be able to ensure the national security of the state. The practical significance of the article is indisputable for managers of all levels of management of state property, interested in obtaining high results in the shortest possible time.

4 DISCUSSION OF RESULTS

The works of domestic and foreign scientists contain important generalizations and conclusions regarding the features of management of state property both in Russia and abroad (Kryuchkova and Avdasheva, 2015; Kochetkova, 2016). Modern scientists-economists consider the features of management of state property objects in the processes of globalization (Peng et al., 2016). It should be noted, that the

research carried out cannot fully cover the changes in property relations, taking place in modern Russia, taking into account the specifics of the formation of the institution of private property and the incompleteness of this process. Despite a wide range of fundamental scientific developments, concerning the mechanisms of management of state property, there are many issues, that have not been sufficiently developed by domestic and foreign scientists, as well as controversial provisions on the choice of management tools in this field.

Recently, there has been a tendency to revise the traditional concepts on the nature of property as a material-commodity phenomenon, attempts are being made to look at this institution as the basis for the formation of market relations, a universal form of detecting human freedom, its state in society.

Despite the deep study of this topic by domestic and foreign scientists and practitioners, the theory of property cannot be considered complete. Understanding the definition of its essence depends on the essence of social relations, through the prism of which "property" is considered. The development of these relations does not allow to put a period to the development of the theory of property. In the scientific literature, an unambiguous definition of state property was not developed. Some authors understand state property as "all tangible and intangible property at the disposal of the state" (Bogdan; Abdallah, 2017), others refer to only a part of the national property state property, that is involved in economic turnover (Dementiev and Ustyuzhanina, 2016). Civil Code of the Russian Federation (Article 214) combines the concept of state property and state assets, using as synonyms (Civil Code, 1994).

Since the beginning of the 90s, such a type of activity as management of state property, relegated to the branch of public administration, has been introduced into business practices, which subsequently required the development of new instruments of economic policy, that would meet modern Russian socio-economic conditions, taking into account the experience of transformations, interests all subjects, the specifics of objects and the environment of their functioning, as well as the specification of the functions of the state (Butibaev and Hamzina, 2016).

Management relations, arising in the management of the corresponding state property, play a supplementary role for each function, performed by the state. In the case, when the function of the state is realized through legal relations, arising directly in relation to one or another object of state property, it

can be affirmed, that the corresponding function is performed directly in relation to state property.

In the case, when the function of the state is realized through legal relations with respect to other objects (for example, in the behavior of people), it should be recognized, that a necessary condition for the realization of each such function is the provision of a certain state body or official with an appropriate part of state property. In such cases, when performing their functions, state bodies or their officials are endowed with certain competence in the management of state property (Pronina and Gogin, 2018). Even when a certain official of a state body is not endowed with managerial functions in relation to state property, administrative legal relations in relation to state property associated with the organization and maintenance of the activities of such an official necessarily arise in such a body.

By organizing their activities, the relevant state bodies implement the functional activities of the state in one direction or another. Thus, the management of state property becomes a separate direction of state activity, that is, a function of the state. This function is performed by all state bodies and officials without exception, covers the activities of the entire state as a whole. The function is support in relation to the implementation of all other functions of the state. Management of state property should be considered "as a system of economic, administrative, legal actions of government bodies... regarding the organization of reproduction, use and transformation of its objects, using certain principles, forms and methods, in order to pursue the basic social and economic public interests of society and the state" (Pronina and Sobinov, 2015).

M. Bogdan notes: "... the main goal of management of any system is to ensure the sustainable development of this system in the interests of its constituent elements and other related systems. With regard to state property, the general goal of management is to ensure the preservation, development and effective functioning and use of the entire set of state property objects in the national interests". Thus, the question arises of determining the boundaries of responsibility between state institutions regarding objects of state property.

In particular, it is noted, that in Russia there is no clear allocation of rights and obligations regarding state property between various institutions of the central bodies of executive power. Almost all of these bodies can make certain decisions in relation to specific objects of state property.

The state property management system consists of the following elements:

- management mechanism (goals, principles, methods);
- functional subsystem (functions and management bodies);
- property management processes;
- support subsystem (accounting, assessment, staffing, performance management, etc.) (Morozova, 2018). In terms of assessment, this subsystem requires further development.

The subjects of the management of state and municipal property are primarily the executive bodies of state authority and local self-government bodies. As objects of the management of state and municipal property are state and municipal property. Management actions are represented by laws, decrees of the President, Government resolutions, programs, plans, instructions, orders, directives.

The objects of management are state-owned enterprises, state corporate rights in the property of economic entities, separate individually determined property (except for real estate), real estate (buildings, structures, premises), land plots under state property objects. The action of the subjects of the management of state property on objects occurs through the use of management mechanisms, the main ones of which are organizational and administrative, organizational and legal, organizational and economic, organizational and informational.

Morozova L. A. notes, that the management mechanism is an integral, but active part of the management system, which influence the factors, on the state of which the result of the managed object's activity depends. The management mechanism is a complex category of management with the following elements: management goals; management criteria - a quantitative analogue of management objectives; management factors - elements of the management object and their connections, which are influenced in the interests of achieving the set goals; methods of influencing management factors; management resources - material and financial, social and organizational potentials, using which the selected management method is implemented and the achievement of the set goal is ensured (Morozova, 2018).

The main principles of the functioning of the state property management system include:

- principle of legality;
- the principle of responsibility, which indicates the need to ensure an appropriate level of legal regulation, avoid gaps in the legal base, and reduce zones of "weak regulation";
- the principle of openness and transparency, which provides for a combination of the state's

obligation to ensure the opportunity for citizens to participate in public administration, on the one hand, and the citizens' right to obtain real information about public administration, on the other hand; the social principle of enforcement of human rights and freedoms as a social orientation of the management of state property for the possibility of meeting public needs;

- the principle of responsibility as the inevitability of liability for illegal actions and inaction.

5 CONCLUSIONS

The essence of state ownership is best explained through the functions of the state: leveling the economic cycle and supporting employment; creation and financing of industries to accelerate the process of economic reproduction; creation of parity in economic legal relations between the subjects of ownership; ensuring national security.

In the process of managing state property, it becomes necessary to adjust the main goals and objectives, functions and methods of property management (Gribanova, 2017), to create a management mechanism (Komarinska et al., 2020), which is understood as a set of forms, means, methods, tools, legal, organizational, administrative and other impacts of the subject of management on the development of the object of management - state property (Batchurinskaya, 2019).

The question of the efficiency of the use of state property remains open. Foreign scientists are actively discussing approaches to increasing the profitability of the functioning of state property objects (Chereyeva et al., 2019).

From the point of view of the property owner, the main goal is to obtain benefits from the use of the property. However, in contrast to it, state economic agents are focused primarily not on obtaining possible benefit (profit), but on the implementation of social or defense tasks (Feoktistov et al., 2016). In this case, the issue of the methodological justification of assessing the efficiency of the use of state property remains unsolved.

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