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**EVALUATION OF EFFICIENCY OF STATE PROPERTY MANAGEMENT**

***Аннотация:** исследование направлено на повышение эффективности управления имуществом в Санкт-Петербурге. Работа определяет концепт общей собственности, закрепленной в праве. Исследованы структура общественной собственности и ее подразделение властными уровнями, а также субъект и методы организации общественной собственности. Проанализирована программа «Организация федеральной собственности», которая используется в данный момент. Рассмотрено ее соблюдение в соответствии со статистическими данными, относящиеся к структуре и организации общественной собственности. Выявлены недостатки программы. В статье рассматриваются особенности структуры и организации общей собственности Санкт-Петербурга. Анализируется статистика использования имущества Санкт-Петербурга. Изучение понятия «Эффективность управления» помогло разработать критерии оценки эффективности. Эти критерии используются при комплексной оценке эффективности управления недвижимостью в Санкт-Петербурге. Данная оценка позволяет выявить тот вид имущества, который используется менее эффективно. Анализ такого типа управления собственностью помогает определить проблемы и решить их. Результатом реализации этих предложений является увеличение эффективности организации недвижимости в Санкт-Петербурге.*

**Ключевые слова:** государственная собственность, управление государственной собственностью, эффективность организации собственности, правительственная программа, государственная программа, концепция, подход программы.

**Abstract:** *the research is aimed at increasing the efficiency in St. Petersburg property management. The study determines the concept of the public property fixed in the law. The structure of the public property and its division by the power levels are studied, the subjects of the public property management are revealed and the property management techniques are compared. The program «Management of Federal Property», which is implemented at the moment, is analyzed. Its compliance with the statistical data relative to the public property structure and its management is examined. The shortcomings of the program are revealed. The paper examines the features of St. Petersburg public property structure and its management. It analyzes the statistics of the use of St. Petersburg property. After examination of «management efficiency» notion, the criteria for the assessment of this efficiency are developed. These criteria are used in the integrated assessment of this efficiency in St. Petersburg property management. This assessment makes it possible to reveal the kind of property that is used less efficiently. The analysis of this type of property management enables us to find problem areas and develop suggestions in order to improve the situation. The result of the implementation of these suggestions into practice is the increase of the efficiency in St. Petersburg property management.*

**Keywords:** *state property, state property management, efficiency of property management, government program, state program, conception, program approach.*

### *Introduction*

To achieve its goals, each state needs some economic resources. One of these resources is the property which belongs to the state property. And the way the state performs its duties depends on its management efficiency.

Rational use of this property and income from federal and regional funds, which is obtained due to the beneficial use of this property, depends to a large extent on the

efficiency of management of public property objects in the framework of the market and management methods [7, p. 5].

Thus, the use of property brought in 27.7 billion rubles in St. Petersburg revenue in 2015 [10, ap. 3]. Although this number is rather large, not all the planned property income items were satisfied and that indicates that the public property management has to be improved.

This is particularly relevant to date as the quality of the public property management affects income and expenditure measures as well as the economic growth.

To date, the problem is being addressed at the federal level through the implementation of the state program «Management of Federal Property» [9]. However, the improvement of public property management at regional level with its own specifics is equally important. On that basis, it was agreed to examine the management of St. Petersburg property.

The goal of the study is to make the analysis of the current status and develop measures to increase the efficiency in St. Petersburg public property management.

To achieve the goal the following functions needed to be fulfilled:

- study the concept of «public property» and its use;
- analyze the current use of the public property;
- determine the features of St. Petersburg property and its use;
- reveal the shortcomings of St. Petersburg property management;
- develop measures to increase the efficiency in public property management.

The subject of the study is a complex of St. Petersburg public regional property.

The object of the study is the actions of St. Petersburg executive authorities for managing the public regional property.

The principal methods of the research are theoretical analysis of the sources, statistical and systematical analyses of the data, as well as integrated assessment, comparison, generalization and description.

As a theoretical basis of the research, the current data on the public property management are used. Also, the legislative acts of the Russian Federation, St. Petersburg and the Committee of Property Management are represented.

### *Literature Review*

The scientific basis for the research is a number of studies in the field of the civil and administrative law, public management, economics and finance. Besides, the main research theses rely on the content of regulations and statistics.

The theoretical definition of the notion of «state ownership» was found in the work of Jonas Mackevicius and Erika Rakauskene «State property: economic analysis and management» [2, p. 43]. This study examines the classical understanding of the ownership and the features of the state ownership. It determines the reasons why the state ownership is used less efficiently than the private one. Nevertheless, in spite of its extensive coverage of this topic, it does not mention any specific measures to improve the accounting and assessment of the state ownership. In addition, this study examines the problem only at the national level and it does not take into account international experience.

The features of the concept of «state ownership» in Russia are examined in the paper «Public ownership» of A.V. Vinnitsky [12, p. 204]. The study contains the legal basis for the existence of the public property, its management and the management principles. Also it highlights the legal gaps which determine defects in the process of the public property management. However, the study does not affect managerial aspect and the question of the efficiency assessment.

The article written by D.N. Snetkova «The concept and the structure of federal property in the sphere of the public ownership objects» [13, p. 57] proved to be very useful. The paper distinguishes between the notions of «public property» and «public ownership». Also, it represents the list of the public property in Russia. However, this study is based on regulations only taking into account the minimum experience. Nevertheless, the classification of the objects of the public property was developed on the basis of this study.

After the establishment of a common understanding all the possible techniques of the public property management needed to be analyzed. All the combined management techniques are discussed in the book of E.V. Talapina «Public Ownership Management» [14, p. 46]. A significant advantage of this source is not only the description of

legal provisions, but also the consideration of the practical situation. However, this study could be taken into account only from the point of view that some of the examined laws had already changed. Accordingly, a constant control of the relevance of the described situation was needed.

A similar situation took place while examining the book of Bulent Seven «Legal Aspects of Privatization: A Comparative Study of European Implementations» [4, p. 32]. This study examines a wide range of countries. Everything is described in detail, clearly and precisely. However, the data given in the book are out of date and not so important now. This book can also be used only for the research of the theoretical basis.

The studies containing the analysis of the efficiency of the public property management and the suggestions how to increase this efficiency turned to be more useful.

The article of Emil Marquart «The Effectiveness of Public Property Management» [3, p. 53] contains methodological approaches of the public property management. It describes the importance of the public interest taking into account the existence of this type of ownership and explains the basics of the notion of «efficient use of the property». The result of the article is the methods and assessment tools for its effective use. This study is very useful and relevant.

The study of Peter Dent «Managing public sector property assets: the valuation issues» [1, p. 230] raises the question of the state assets categorization and the way the local authorities see that. The author analyzes the research made to examine the asset registers, the methods of evaluation of these assets, the appropriateness of such measures as well as the results. The main result of this research is the recent event of the inventory held by the British authorities and the suggestions for improving the event. These suggestions are not so relevant, but it is useful to study which of them were realized and what results they produced. However, we must also not forget the specifics of the country and to take this into consideration while studying other countries.

The research of Carlo Vermiglio «Public property management in Italian municipalities: Framework, current issues and viable solutions» [6, p. 429] determines a theoretical basis which influences the strategic management of the portfolio of government real estate assets. Then the article suggests a systematic and multifaceted approach to the real estate portfolio management, aiming at the creation of in-depth knowledge in the areas such as the public ownership management. This study is original and interesting. Describing managers as the main subjects of the real estate management makes it specific. However, it is its weakness also. When analyzing the public ownership management, one can not ignore the role of institutions and processes.

Theoretical and methodological potential created by scientists is a necessary condition for the study. At the same time, the examination of the literature indicates that a number of issues concerning this problem are not completely studied. The research of the foreign scientists are of great interest in terms of identifying potential research directions of domestic science in this field, but it is impossible to affirm if they are appropriate for direct practical use due to the significant differences in economic and social conditions. In order to develop some modern scientific concepts and practical suggestions, new studies which would correspond to the modern level of development of economic relations, are needed to be carried out. In addition, the improvement of management plays a significant role not only at the federal level, but at the regional level as well.

### *Research Methodology*

The basic methods of the research are theoretical analysis of the sources, statistical and systematic analysis of the data, the integrated assessment method, as well as the methods of comparison, generalization and description.

The use of these methods is due to the subject of study, available data and theoretical literature.

Most of the studies carried out on this topic use the analysis of the regulations and the analysis of statistical data. These methods are compulsory, as the concepts of «pub-

lic ownership», its classification, distinguishing features, the basis for the public ownership management, the types of the property use and management principles can be determined according to them.

Theoretical analysis can be applied not only to laws and regulations. This method is also used when considering other studies. With its help the framework for the new study was defined.

The analysis of the statistical data is used to determine the actual state of the object. According to this method, the study analyses the structure of the public property objects and how it is presented today. In addition, the analysis of these data determines the key tendencies in the sphere of the public ownership management and their compliance with specific theoretical goals.

The use this method allows to confirm or deny the theoretical basis for the research. Also, this method confirms the relevance of the problem.

Scientific studies use the method of comparison when considering the theoretical basis and historical statistics. This method allows to compare the existing studies on the criteria for basic hypotheses, research methods, results and recommendations. Further the comparison of statistical data on the assets and their management between countries and within countries across regions is used.

The basic method used in this study is the integrated assessment method.

After the analysis of statistical data and the identification of features of the public ownership management it is necessary to assess its efficiency. However, here the assessment of the efficiency is complicated by a number of features.

Firstly, this is due to the very nature of the public ownership. The goal of its existence is not only income, but also the satisfaction of social needs, the needs of business and public organizations.

As a result, the efficiency assessment can not be achieved using only the financial criteria.

Secondly, the complex of the public ownership is very large and includes many types of property. Each type of the property has its own goals and priorities for its use.

Accordingly, various kinds of the ownership should have different criteria for the efficiency assessment.

Accordingly, the efficiency of the public ownership management can be assessed only with the help of the integrated assessment method.

In the course of the use of this method the criteria for the assessment of each type of the property should be developed. These criteria should be based on the goals of the public property management, which have been mentioned earlier. However, it is important to choose the criteria which make it possible to define indicators and measures.

As a result of the integrated assessment of the public ownership management the efficiency of management of each type of the property will be determined.

In addition, the type of the property, which is controlled less effectively, will be defined.

This type of the ownership will be studied in detail. The reasons for poor results need to be determined. The recommendations to address these problems and improve the management of the public property will be developed.

In addition, the methods of integration and characterization will be used.

### *Findings*

The concept of «public property» was studied when considering the available studies and regulations. The issue of the public property and its management is already addressed in the Russian Constitution (8, art. 8, 34, 36, 71, 72, 114, 130) and in a number of other laws also. In the course of their analysis the legal statute of the public property was established. A number of objects which may belong to the state were analyzed and accordingly the classification of the public property was established. Also, the legal framework of each type of the property management was studied and the possible subjects of management were determined.

The analysis of the available statistics confirmed that despite the increase of the public property income, its growth is not high. Management efficiency has remained below the level of foreign countries for many years [5, p. 233].



When analyzing the property management of St. Petersburg, it was found that it is controlled by the Committee of Property Relations [11]. Although the financial results of the management are implemented in accordance with the plan, they are not high and not all types of the property are managed effectively. It was found that the main part of St. Petersburg property is the land and real estate.

After conducting the integrated assessment of St. Petersburg property management the problematic area will be revealed. This area will be analyzed in detail. The result of the analysis should be identification of the causes of inefficient property management. Identification of problems in the existing management system will allow to suggest measures to improve the efficiency of St. Petersburg public property management.

### *Conclusion*

The public property management is an important and essential instrument of the state policy. With its help both direct and indirect effect on the economy and other spheres of public life can be provided.

The review of the researches and regulations confirmed the importance of public property. Today the public property management issue is regulated by the state program «Management of Federal Property». The analysis of the available statistics confirmed that the goals of this program are really due to the current situation and are aimed at improving the quality of the public property management.

However, such measures are not used at the regional level. In particular, there is no such a document in St. Petersburg. This is an obstacle for improvement of St. Petersburg public property management system and its efficiency improvement as well.

In the course of solving the problems of this research the shortcomings in St. Petersburg property management system will be revealed. Accordingly, the measures to improve this situation will be developed and their implementation will allow to increase the efficiency in public property management.

In the future, in order to realize the suggested measures in practice, collaboration with the authorities of St. Petersburg is needed. In the case of implementation of these suggestions and confirmation of their effectiveness, such measures can be developed

for each type of public property. For their implementation a government program on increasing St. Petersburg property management efficiency needs to be developed and adopted. Its successful implementation will have a positive impact on the subjects of the property management as well as the citizens' satisfaction with the authorities and economic development of St. Petersburg in general.

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