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The Lines of Interaction Between Civil Society and the State in Forming the Regional Political Elite of the Russian Federation

ABSTRACT

The present report is devoted to advanced topics in formation of regional political elite of Russia. The author makes a cause for involvement representatives of civil society to activities aimed at development the system of requirements (competences) to senior executives of subjects of the Russian Federation as well as technologies of its formation. The author described the key qualification standards for representatives of regional elite who make a part of executive candidate pool, and among these standards knowledge of regional specifics and resources, skill of their potential assessment and use for social and economic development of the region are at the top. The position of independent expert communities in formation standards for representatives of regional elite is determined. The case for taking steps for development qualification of regional elite with the assistance of experts skilled in economy, law, information technology, ecology and etc. are made.

Key words: *public civil service, regional political elite, competences of civil servants, public post, senior executives.*

In today's Russia development of its territorial entities is basing on extended forecasts of their social and economic development and on documents of strategic development, national programs, accepted subject to such forecasts. In the Rostov Region Governor upon the order of the governor an extended forecast of social and economic development of the Region for the period until 2030 has been approved. With a view to ensuring its execution 25 documents of strategic nature have been adopted: social and economic development strategy of the Rostov Region through to 2020, investment-driven development strategy of the Rostov Region through to 2020, concept of industrial policy of the Rostov Region through to 2020 and etc. Under the Order of the Government of the Rostov Region No. 297 dated 31/07/2013 a list of state-run programs for the Rostov Region has been approved. It includes 21 programs for development the principal life spheres: "Health Development", "Social Assistance for Citizens", "Accessibility", "Environmental Safety and Environmental Management", "Information Society" and etc.

Preparation and execution of all these documents are related to research and development of various regional resources and can be carried out only by well-trained senior executives who are forming the political elite of the Rostov Region. Currently in Russia there are fundamental procedural and institutional conditions for formation regional political elite basing on formation the relevant executive candidate pool.

In the Rostov Region under the record of the Commission for formation and training the executive candidate pool for the Rostov Region No. 2-K dated 29.05.2014 5/29/2014, the Procedure for formation the executive candidate pool for the Rostov Region has been approved. As its structure includes those persons who are capable to form the key personnel of regional and municipal administration of the Region, it's safe to say about possibility to form on its basis both regional and municipal political elite.

So, the first group of executive candidate pool includes candidates for executive positions in administration of the Rostov Region (such offices as Deputy Governor of the Rostov Region, Heads of executive agencies of the Rostov Region and their deputies). The second group is assembling candidates for elective offices in legislative (representative) body of the Rostov region and to the posts of heads of municipal entities (city districts and municipal districts). Candidates for positions of heads of government enterprises and institutions, enterprises and institutions of regional sub-ordinance where the Rostov Region property interest makes 25 per cent and more are making the third group of the candidate pool. The third group is industry differentiated: safety and security; housing and public utilities and construction industry; agriculture; environmental –related activities; transportation industry; electric utility industry; real estate operations; health care service; social security services; information technologies, telecommunication service; culture; archives; science and education; sports; mass media communications; economics and finance.

There is a regulatory direction in the Rostov Region relating to requirements to the persons in the executive candidate pool. Among these are:

- Holding the nationality of the Russian Federation;
- Age – from 25 to 50 years old;
- Higher vocational education;
- Filling executive position;
- Modern information and communication technologies skills;
- Vision of development prospects of the Rostov Region;
- High personal and professional potential and motivation for membership in the executive candidate pool;
- No records of convictions.

Such requirements to succession pool members as new information and communication technologies skills and vision of development prospects of the Rostov Region are worth of noticing. Their implementation is impossible without in-depth research of regional resources and mechanisms for their development.

Solution of this problem is in connection with the need to:

- Create industry resources database of the Region;
- Develop information systems which would contain descriptions of appropriate resources, methodical materials relating to assessment of their potential, data concerning government and local authorities within which jurisdiction they are, information concerning national or municipal programs which include actions for their application, system of competencies of senior executives necessary for development of these resources;
- Develop educational programs focused on formation in the persons put in the candidate pool knowledge concerning regional resources, skills of assessment of their potential and use for social and economic development of the region.

The current state of the procedure of implementing powers in regional governmental authorities provides evidence of their failure to settle the totality of the specified problems with on outside help. The key reasons of such situation are: lack of well-trained specialists in the governmental authorities, heavy workload of civil servants.

The lessons the South-Russia Institute for Management- branch of RANEPА learned when working with the regional executive candidate pool demonstrate that the succession pool members not to the full extent possess data concerning informational, economic, political and other resources for the Region development. It should be necessary to engage experts in economics, law, ecology, information technologies and etc., for to form their relevant professional competencies. And application of procurement procedures prescribed by the Federal law No. 44-FZ “Concerning contracting in purchase of goods, works, services for meeting state and municipal requirements” dated from 05.04.2013 is ineffective. It should be useful to use potential of education and research institutions, independent expert communities for to settle this problem. So far they have sufficient potential and possibilities for to contribute to the process of social and economic development of the Rostov region. Formation of sectorial expert communities which are in unrestricted scientific competition will result not only in appearance of any alternative models of social and economic development of the region, but it will encourage a regional science as well. So, another (facultative) problem – formation and organization of expert communities’ activity relating to definition of regional resources for development the Rostov Region and determination requirements to professional behaviour and personal qualities of managerial elite as may be necessary for development of the said resources can be settled. And entry these data concerning experts into the public service and senior executives’ information system makes it possible to draw up their federal register.

In accordance with the provisions of Article 12 of the Federal law No. 79-FZ “Concerning State Civil Service in the Russian Federation” dated July 27, 2004, the eligibility criteria for offices in the state civil service includes professional knowledge and skills necessary for performance of employment duties. So, awareness of availability of any specific resources for social and economic development of territorial entities of the Russian Federation, skills for their location in the resource base and potential of the region, knowledge of technologies by means of which development of the said resources is possible, skills for formation of any professional groups which are able to realize potential of the regional resources, skills for implementation any relevant management processes are critical for the regional political elite. There is a need for independent expert communities of the Rostov Region to create the detailed system of these knowledge and skills. Just this system will express social requirements to professional behaviour and personal qualities of representatives of the regional political elite which are subject to assessment when selecting candidates for filling public offices.

However solution of this problem is impossible if there is no appropriate support of federal and regional public authorities. The basic and the most important forms of such support should include:

- Granting to regional expert communities a free access to the information systems of state authorities which contains data concerning regional resources;
- Creation by independent expert communities mechanisms relating to formation any professional and personal competencies for the persons put on the regional executive candidate pool;
- Grants for scientific research of regional resources and development of educational programs relating to preparation of senior executives for utilization of the said resources;
- Admission of independent expert communities to development of state-run programs in the Region.

It is ought to draw attention to another aspect of formation and characterization of regional political elite. Currently in Russia performance efficiency of regional political elite is estimated through criteria prescribed by the federal center:

1. Life expectancy at birth.
2. Population size.
3. Volume of fixed investments (except for budgetary funds).
4. Turnover of products (services) produced by small enterprises, including microenterprises and individual entrepreneurs.
5. Volume of tax and non-tax revenues of consolidated budget of any territorial entity of the Russian Federation.
6. Annual average rate of unemployment.
7. Real after-tax monetary incomes of people.
8. Ratio of total area of dwellings brought into operation with respect to total area of housing facilities.
9. Leavers of state (municipal) educational institutions who failed to pass the unified state examination to the total number of leavers of state (municipal) educational institutions ratio.
10. Mortality (exclusive mortality from external causes).
11. Assessment by population activities of government authorities of the territorial entity of the Russian Federation.
12. Ratio of children without parental support, total, including those delivered up to not of kin (foster families, adoption, legal guardianship, other forms of the family placement (family-type children’s home, patronage family), in all types of state (municipal) institutions.

Among these criteria there is no index of effectiveness of regional elite relating to development of the resource base of the territorial entity of the Federation. It appears that such system of assessment the activities of senior executives in regions is ill-founded and is subject to adjustment.

Regional expert communities possess intellectual, organizational, material capacity necessary for participation in activities relating to creation the informational system of regional resources of social and economic development of Russia regions, for determining requirements to professional behaviour and personal qualities of regional political elite, for creation educational programs relating to their formation. Utilization of these resources by authorities will allow them to involve subjects of the civil society in formation, development and ensuring activities of regional political elite.