

Barabashev A.G.

Theoretical guidelines for further public service development of the Russian Federation

The article provides three sets of ideas united by a common theme on the necessity to develop a theoretical model of public service of the Russian Federation in the context of its present-day reforming. First (**Chapter 1**), the fact that development of the administrative machine in Russia is characterized by bursts in its evaluation traditions hampered and still hampers practical steps to improve the state apparatus as well as elaboration of theoretical bureaucratic models fitting practical purposes adequately. Second (**Chapter 2 and 3**), the article considers the contemporary reform and development of public service in the Russian Federation and indicates that without proper attention to the practical issues the new Concept on the public service system development of the Russian Federation being worked on at the moment is destined to be focused only on theoretical problems. The search for a theoretical model of public service meeting practical demands is substituted for sporadic references to the existing models of "ideal (rational) bureaucracy" and a "New state administration", which taken jointly or separately, fail to provide adequate solutions to the modern public service reform of the Russian Federation. Third (**Chapter 4**), it outlines a new theoretical model of "the socially effective administrative machine". The model sets forward another approach to professional performance of public servants, state bodies operation and state's role at large. It is based on evaluating of the state's contribution to the social benefits followed by step-by-step decomposition of this contribution starting from the government level at large through state bodies levels and their structural departments to the level of individual public servants.

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Personnel Potential Of Civil Servants As A Resource For State Administration Reforms

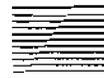
The article analyses the awareness of civil servants about the goals and the content of the administrative reform, their attitude to the reform carried out and the civil servants' estimates of the factors that determine the success of the implemented transformations. The research results presented in the article could make a contribution to the answer on the question about the possibility of human recourses in civil service to provide the efficiency of civil service reform.

The article is based on the results of survey of state civil and municipal servants that was conducted by The Institute for Urban Economics and The Institute for Comparative Labour Relations Research in 2005-2006.

It was shown that civil servants have high self-appraisal of their awareness about the goals and the essence of the administrative reform, however only few of them could name all three main goals of the reform. Most respondents recognize reform transformation as necessary. It was revealed that during the period under consideration the civil servants' perceptions of the reform necessity and their belief in reform success have been strengthened. From the point of view of civil servant, the most significant reform objectives are optimization of executive body functions, enhancement of interaction efficiency between executive bodies and civil society and development of executive body performance transparency.

Civil servants see the risk to reform success in the lack of forethought of reform realization mechanism and passive attitude of the society. At the same time their fears connected with carried out transformations concern mostly their positions and positions of their subordinates and not the prospects of their organization. Respondent reform expectations are connected with efficiency of budget expenditures, improvement of information support and interdepartmental cooperation.

The results of regression analysis conducted show that awareness of civil servants about the administrative reform and the criteria of civil servant performance evaluation, their high self-evaluation and the their motivation of society and state service play in important role in increase in probability of their positive attitude to the reform carried out.



Sivitsky V.A.

Municipal service regulation in a new Federal Law: progress in a system of compromises

1. A new Federal Law "On Municipal Service of the Russian Federation" was passed. It comes into force from 1st of June 2007. The article addresses the provisions of a new Federal Law in terms of their compliance to the present-day managerial practices at the municipal level of public authority and their correlation with the independence principle of local governments.

2. The comparison between the texts of the Federal Laws on municipal service and on civil service concludes the following. On the one hand, their contents, for the most part, similar and are determined by common features of public service. The new Law is more comprehensive than the previous federal legislation on municipal service. On the other hand, municipal service regulation in all is less imperative than civil service legislation. There appears to be a kind of "hybridity" of municipal service viewed as a combination of labor and official relations. This idea is expressed in the Law contents and drafts.

The lawmaker's choice for such an approach might be justified. With the municipal level piled up with a number of reforms any new challenge might turn out excessive. Moreover, the short-term objective does not imply a radical change for the better to improve the quality of administration at the municipal level but an effort to retain the existent personnel potential. In other words, it is a forced compromise with the existent personnel situation at the local level.

3. The article reviews the ways of implementation and introduction of advanced principles of public service organization into municipal service envisaged by the Federal Law on Civil Service. The Law should provide for a possibility allowing local authorities to legislate for themselves. Moreover, this action is to be taken not only on a pilot basis but any innovation should be permanently fixed in municipal regulative documents.

4. Basing on the new Federal Law the article gives a thorough consideration to the limits of government control over separate aspects of municipal service of the entities within the Russian Federation through issuing legal regulations. Such regulative measures prove to be essential and indispensable under certain circumstances. However, the article raises an issue of using a slightly different model of regional municipal service regulation. According to this model legal regulations passed at the local level should only be applied till municipal legal regulations provide for clarifying legislation on the issue.

Obolonsky A.V.

Political ethics, power, law

For many years the Machiavellian ideology was dominant in political thought and practice and it viewed politics and ethics as entirely incompatible. However, particularly in the late XX century its ideological potential was largely exhausted. Since politics was open to public scrutiny, people gradually became aware of their right and responsibility regarding their first-hand participation in it. Politics is turning back to its original – the Aristotelian – conception. Aristotle saw ethics as an extension of politics, a kind of comprehensive ethics. The same idea was upheld by Isaiah Berlin, a prominent social philosopher of the XX century. He emphasized the importance and fundamental character of ethical principles in public life saying that political philosophy was nothing else than ethics as applied to society. Thus, present-day politics entered a "post-Machiavellian" era.

States having a pure democratic political culture were compelled to respond to this significant change in social consciousness. For instance, in the USA the first Code of Ethics for government service appeared in 1958. Since the end of the 70-80s ethical principles of state administration became subject to the strict social control and regulation also at the legislative level. It was admitted that the viability and legitimacy of a country's political system much depended on whether the state institutions and high-ranking officials pursued the values and ideals dominant within a society, and whether their conduct was consistent with the social ethical standards. Hence it follows, every branch of power in the Western countries pays careful attention to the Ethical Codes (these sets of guidelines, which provide the standards of behavior, may have different names). In Russia, due to the tragic course of its history, this process, unfortunately, is losing its pace. Nonetheless, even in a new for our country market economy environment it is imperative to remember about moral principles of human behavior. In particular, in the context of the constant struggle to reduce bureaucratic tyranny and corruption, which is a sore point for Russia, it implies an increase in attention to moral qualities of officials and administrative ethics issues.

The first practical steps on the issue will include elaboration, widespread discussion and introduction into the state apparatus of the Ethical Code for public servants, provided by the Federal Program on public service reforming, approved by the President of the Russian Federation in the end of 2002. Professional ethics of a public servant, like any corporate ethics, has its own essential peculiarities. Meanwhile, many officials either are rather vague about them or ignore

them completely. It is crucial to realize that the idea of service to society should underlie the code of political and administrative ethics. And it should be admitted that ethics is the heart of democracy.

Moral codes have some benefits as compared to legal ones. What are these benefits? First, a legal code actually requires precise and accurate formulations of banned actions and proper behavior rules. Meanwhile, due to the peculiarities of the abovementioned spheres, it is impossible to create a comprehensive list of bans and rules. An ethical code is primarily based not on legal standards but on principles, which are far easier to identify and correlate with the practical steps done by an official. Second, the peculiarities of many even evident politically incorrect administrative offences make it hard to prove guilt which is necessary to impose a penalty. Third, a number of actions can not be regulated by law and fall under the norms of group morality or individual ethics which are no less effective as it is these norms that are basic determiners of people's social behavior. Law regulates just a minor part of people's actions. Moreover, ethical codes and standards appeal to the better part of human nature, whereas legal ones implying penalties and fear of punishment - to the worse.

It is moral persons who will offer resistance to monopolization of political and administrative spheres by immoral and corrupted individuals.

Shaposhnik S.B.

The rating of Russia's regions by their readiness for e-government

The paper summarizes the results of the development, calculation and analysis of the composite index of e-government readiness of the Russian regions. The approach used in the construction of the index is based on a conceptual framework for e-readiness assessment, with 34 indicators reflecting the accessibility of Information Communication Technologies (ICT) for the government bodies, households and organizations of a region, the level of web-presence of the government bodies, the utilization of e-government services by the enterprises, as well as the level of human capital development.

The index was calculated basing on the data provided by the Federal State Statistics Service as well as results of the evaluation of the regional government bodies' official websites conducted in November 2006 and based on the UN methodology for assessing the countries' e-readiness.

The top positions in e-government readiness index of the regions are occupied by Moscow and St. Petersburg, natural resource-oriented regions with high revenues of their households, as well as the regions where the government bodies are implementing targeted policy concerned with the utilization of ICT in public administration at the state, regional and municipal levels.

Among the regional government bodies' official websites, the Republic of Chuvashia's website rates first. It is shown that digital inequality, both vertical and horizontal, from the standpoint of ICT accessibility and the utilization of e-government technologies is typical for the Russian government bodies. The vertical inequality is characterized by significant differences in ICT availability and utilization between the three levels of public administration (state, regional and municipal) while the horizontal inequality is reflected in significant interregional variations (sometimes differing by an order of magnitude). The local self-government bodies have the greatest problems with the availability of hardware, network technologies and the implementation of e-government concept. By the beginning of 2006, only 4.6% of the local self-government bodies had their own official websites, there were only 28 PCs per 100 employees to compare with 60 PCs per 100 employees at the federal level, even with the territorial divisions and representative offices taken into account. The problem common for all government levels in Russia consists in the almost complete lack of e-delivery of public services, which distinguishes our country from the most industrialized countries where e-services are regarded as a key area in the implementation of e-government concept.



Treyvish A.I.

Russia among giant states

"Size matters, grandeur importe..." These words fit everything in the world including countries, big and small. It is not just the matter of size but it is the matter of territories, economies, national consciousnesses, policies and administrative practices. They have their scores, concerns and "clubs" that are no less important than, for instance, the UN's.

The article highlights the issues of size playing an important role in countries' development and its criteria. The succession of the XX century giant states is traced basing on the three plain features (territory, population, economy) and their subsequent criteria. The century started with distinct dominance of the British Empire later succeeded by the USA, the USSR and China that remained a "mega giant" even at the hardest times. However, the retrospective research for the countries within their existing borders showed the size dynamics was rarely stable: everyone was once "shaken". Naturally, every country replacing the former empire witnesses post-empire "size crises" as well as division of labor systems, infrastructure, institutions, thinking and etc. Size is not equivalent to development, but is determined by the obstacles in the path of development within the same territory.

The comprehensive size index shows that the territory of Russia is less than that of India and the European Union, and according to the extrapolation estimates it is not likely to stand a good chance. To preserve its giant status Russia should focus on economic growth and winning its place in the post-Soviet or any other space. Its main geo-strategic advantage and danger at the same time is supposed to be the common sea or land borders with the four other giant states, with neither of them positioned like this (maximum two neighboring states).

Russian regions are constantly compared to so many Frances, Switzerlands and etc., but almost every comparison is done in accordance to the space occupied. The article attempts to draw a comparison between the countries based on their economic strength and the same comprehensive size indexes. In the latter case the Moscow Region and the Sakha Republic (Yakutia) come to the fore being of equal strength to such countries as Egypt, Thailand, the Philippines and Columbia.

All in all the article serves a pure informative purpose. Its goal is to excite interest in "a theory of big states" and "size" issues as this topic is worth exploring.

Kozhokin E.M.

The essence of «a night watchman state»: France in the early XIX century

The Russian political science, for the most part grounding on a peculiar understanding of liberal ideas, frequently uses the notion of "a night watchman state". It is a form of government invested with minimal responsibilities limited to peace and order maintenance, the country's protection from foreign aggression and refraining from interference into social and economic affairs.

Assuming the notion should match the reality it is essential to have a deeper look at the period traditionally referred as an era of emerging and the very outset of a state with "a night watchman" duties.

The French absolutist state of "the old regime" did not follow liberal principles, but in the late XVIII century it started to take quite liberal actions. The French state's failure to match the requirements of the current national and world market environment was one of the essential reasons for the French Revolution broke out in the late XVIII century. Philosophers and political scientists proceed from the assumption that exceptional development of liberalism started at the era of "the old regime", in the days of Montesquieu, Voltaire, Quesnay and Turgot. But only the French Revolution initiated the establishment of a liberal state in France.

Even during the July Monarchy the French state under the liberals attempted to exercise control over social processes through interfering in labor conflicts mostly supporting the employers and through carrying out education reforms. Indeed, the level of government interference in the early XIX century was much lower than in the XVIII century, the era of "the old regime", or in the late XX century, the era of "a welfare state". However, even a brief historical review shows that the French "night watchman" had both will and tools to influence the state's society and economy. Therefore, the concept of a "minimal" or, which is almost the same, liberal state can not have an ideological abstraction as its basis. The historical analysis proves that not a passive state performing "watchman" duties but an active and energetic state emerged in France, which invented new tools of influence on social and economic spheres. And the state bureaucracy did not intend to take a watching position relying on self-regulation abilities of the civil society.

It should be considered that the notion of "a night watchman state" was introduced by German socialist Ferdinand Lassalle in the late XIX century. This notion is in no way acceptable to describe the concepts of the early XIX century in terms of the strict methodology of the present-day historical science. Relativism of political science allows to penetrate into the past using alien notions and concepts. However, in this context the ideological abstraction appears to have a number of discrepancies with the reality, therefore it should be named not an abstraction but an ideological fiction beyond the scope of science.



Surin A.V.

New generation managers training: whom, what and how to teach?

In present-day global social crisis environment the importance of managerial and decision making aspects come to the fore. Though long ago social and political theory realized the significant role of management, the managerial issue started to be subject to special analysis only in the XX century, since the development of an efficient management system becomes the most valuable resource in any country. In modern Russia the managerial problems take on special significance. The upsurge in national economic development and the implementation of the outlined social programs instantly depend on the efficiency of managerial decisions. However, fundamental social changes in our country and further existence of Russia as a sovereign state is impossible without training of new generation managers armed with modern managerial tools and technologies, taking a flexible and creative approach to the problems.

Today's management is a complex, specific and high-technology scope of top professional and intellectual administrative elite activities. To establish a modern education system meeting public demand to train such professionals it is essential to give answers to the crucial questions: "What are the new professionals be trained for?"; "Whom to teach?"; "How to teach?" These questions set the pace for the educational strategy determining teaching tactics and principles.

The answer to the question: "What are the new professionals be trained for?" is evident – to administer under new circumstances, in a new era of modern environment. But what is new in these circumstances and what is modern environment? Distinctive features of modern environment involve globalization and informatization. Traditional social institutions and mechanisms witness some changes in a global virtual space. Such notions as "electronic democracy", "cyberocracy", "virtual community", "electronic government", "on-line politics" are widely used in our everyday life. Intellect-based production becomes a key economic factor, consequently information and knowledge wins attention of contemporary corporate capital structures.

The question arises: "Whom to teach?" To answer it we should identify the basic functions of an administrative elite in a modern society, to sketch a conception of an ideal new generation manager, to define his main qualities, to frame requirements to contemporary decision makers. The basic function of an administrative elite, its constituent essential feature, is strategic decision making and informing the general public of these decisions. Since two hierarchical levels of management were established in Russia – federal and regional, managerial peculiarities and officials' motivation at different levels should be taken into account while training managerial staff. Economical and socio-political situation in Russia instantly depends on the development rate of its regions. Thus, it increases interest of both center and regions in establishing an efficient system

of the regional management and, consequently, in forming the regional administrative elite. Therefore, through the system of pre-university education the most brilliant and talented young people from the Russian regions should be selected and enrolled at metropolitan high schools. Later on graduates will be able to work efficiently in local administrations using their knowledge and experience acquired in a metropolitan university. They will be able to correlate adequately strategic federal targets with local challenges and to establish a "local government module" in the regions.

New managers should have a broad knowledge in many areas, which implies they should not be professionals in one particular subject as it hampers possibility of alternative solutions based on a compromise of interests, a consensus of different social forces. The fundamental characteristics of a new administrative elite are the following: willingness to make a dialogue, an unusual and responsible choice, ability to work in a team, to collaborate with analytical experts in various fields, they should be men of excellent education and culture showing great patriotism towards our country. These characteristic features determine the educational strategy and teaching methods for future managers.

In its turn the answer to the question: "How to teach?" and creating of an adequate educational program for managers depend on the understanding of the situations requiring managerial decisions. Evidently, these situations are subdivided into stable managerial situations when managerial decisions are necessary to keep and maintain the operational stability of organization and crisis situations which require no ordinary decisions. For the first type situations there exist certain techniques aimed at reproducible and lasting results. The second type situations require a creative approach, willingness of managers to accept innovations and determination to make an alternative managerial choice. A separate branch of management appears – anti-crisis management, or better said - crisis management ensuring both an active managerial work against a backdrop of crisis and management smoothing the crisis over and controlling its disastrous effects.

A lack of management science is a risk factor and indicates the society's inability to respond adequately. Management science should become knowledge of a new formation based on interdisciplinary synthesis.

The process of managers' training at the state management department in Moscow State University has its own traditions as the teaching staff accumulated and integrated the valuable experience. A considerable attention is given to the core sciences defining the framework for the elaboration of new managerial technologies. Students work in close cooperation with experts in various fields: in mathematics and physics, law and economics, history and psychology and etc. which produces astonishing results. Both professional and creative skills are being strongly developed. Students make use of the latest achievements in managerial practices, participate in scientific activities and contribute to elaboration of new managerial technologies. The atmosphere of scientific search brings up a new manager striving for innovation.