

Expansion Introductions of Civil Examination: Technologies and Approaches

Inna Shapovalova, Larisa Shmigirilova, Victor Zakharov,
Sergey Lebedev and Ivan Gulyaev
Belgorod State University, Pobedy St. 85, 308015 Belgorod, Russia

Abstract: In study, it is carried out theoretical the analysis of information on efficiency of expert activity and introduction of civil examination to practice of regional government. The concept of civil examination and indicators of its social and economic efficiency is considered. The principles, conditions and technologies of realization of civil examination are registered. Results of research of a problem of civil participation in management process, development, acceptances and implementation of administrative decisions at regional level are considered. The reasons of decrease in civil activity in regional self-government are analyzed. The conclusion and recommendations to orientation of system of regional government not only to the principle of goal-oriented management but also to values driven approach is drawn.

Key words: Examination, civil examination, social technologies, social and economic efficiency, regional government, civil participation, goal-oriented management, values driven management

INTRODUCTION

The solution of the social and economic problems existing at the present stage in Russia is possible only on condition of exercise of close partnership between the state, business and civil society. Only collaboration of society and state allows to assess comprehensively problem situations and to find resources for solving them. Civil society has to be involved in discussion of all questions connected with formation of public policy in Russia. In turn for the state lack of feedback in system of public administration not only threatens performance of specific socially significant objectives but also promotes development of the conflict between the state and society, civil officers and citizens that can lead to large-scale social cataclysms. Population participation in administrating the state is an indispensable sign and an important condition of a high level of democracy and civil society development in the specific state. Citizens can participate governing directly (for example by voting on elections and referenda, being civil officers or replacing the state positions) or through representative bodies of the government.

MAIN POINTS

Civil examination as well as any new public practice, causes a lot of disputes and discussions concerning its need (Shmerling and Vaynmakher, 2013), subject (Matiukhin, 2004), technologies (Maratcha and

Matyukhin, 2000; Mersiyanova, 2010; Makovetskaya, 2005; Weible, 2008; Franco, 2006) and quality (Averkiyev, 2005; Handy, 2002; Rokeach, 1973; Barnard, 1948; Dunkerley and Fudge, 2004). In opinion of Averkiyev (2005), civil examination is the analysis, independent of public authorities, socially significant practices from the point of view of their compliance to public interest which is defended by the civil factor who is the customer (performer) of examination. Subject to the public examination can be: observance of the service recipients rights, human rights, national legal and international system; compliance of the state practice to state standard and interests of various service recipients groups; examination of state and imperious service regarding its compliance to interests of "inappropriate groups" to non-core" public concerns, public concerns of other levels (Popov and Hananashvili, 2010). Synthesizing experience of the practice analysis of civil examination, we come to a conclusion that most often civil examination is method of efficiency determination of legislative and design activity of public authorities. But, at the same time in our opinion, concepts of efficiency and civil examination, it can be directly connected with the procedural and productive moments of civil experts activity. The efficiency of civil examination practice introduction considered in a procedural context can be estimated by means of the conditions observance analysis, the principles and technologies of implementation of experts activity. Besides the above conditions correlation of technology with methods of implementation of civil examination is necessary.

According to the research conducted at the Belgorod State National Research University in 2014 (N = 120 experts, the civil and local government officers), according to experts, the most productive and effective participation in work of representative bodies of the power (45.07%) and creation of public councils at executive authorities (42.25%) is considered. Experts also consider rather effective participation in work of boards at executive bodies of the power (22.54%), carrying out public hearings (26.76%), discussion of problems at meetings of Public chamber (29.58%), the organization of internet forums with discussion of decisions drafts and regulations (35.21%), discussion of decisions drafts in mass media (28.17%). The least effective in respect of realization of the civil examination purposes, designated such method as sociological monitoring (16.90%) (Table 1).

Considering the problem of civil examination efficiency, we can not but raise the question of its economic feasibility and productivity. There should be no illusions about possibility of carrying out “unfinanced civil examination (Makovetskaya, 2004). In this case, set of expenses needs to be compared with possible losses from introduction of regulations expertized both in economic and in social expression. The conclusion arises: social and economic efficiency of examination can be presented as a difference between expenses on its carrying out and the social and economic importance of its result. And of course, when defining effect from the carried-out expertize it is necessary to consider complexity of examination results recognition. It is directly defined by scientific validity of tools and recognition by his that by leading experts in a specific type of expert activity. That is the used conceptual framework, methods, rules and procedures of carrying out examinations in specific area have to allow achieving repeatability of expert research

Table 1: Productivity public associations participation methods in civil examination

Description	abc.	Percentage
What methods of public associations participation in assessment of regional government quality you consider to be the most productive?		
Participation in work of representative bodies of the power	32	45.07
Creation of public councils at executive authorities	30	42.25
Participation in work of boards at executive bodies of the power	16	22.54
Holding the public hearings	19	26.76
Discussion of problems at meetings of public chamber	21	29.58
The organization of Internet forums with discussion of decision drafts and regulations	25	35.21
Sociological monitoring	12	16.90
Discussion of decision drafts in mass media	20	28.17
Did not answer	1	1.41
Total	71	100.00

result in similar conditions. Despite experience of the regions which followed a way of increase of civil activity there is a number of problems in realization of perspective social technologies. Thus, 47.89% of the experts participating in research consider that practice of civil examination in regions is developed insufficiently and 18.31% consider that it is simply not presented as that. Experts see the reason of such pessimistic situation, first of all in absence at the public of a fair idea of the content of this activity (40.85%) and in passivity of the population (35.21%). Of course, respondents consider no less important both absence of traditions (22.54%) and counteraction of officials (21.13%) as well as lack of standard providing (21.13%). But in our opinion the answer to a question of the reason of introduction difficulty for civil examination is in the following data: 22.53% of experts to a question of desire to participate in civil examination answered negatively and 81.69% from them could not specify a cause of failure from an initiative (Table 2). Absence of internal motivation, civic stand and internal locus of responsibility at civil elite in a number of areas and regions leads to impossibility of introduction of perspective social innovations. And though 76.06% of experts expressed readiness to participate in alleged examination, 73.23% from them have no experience of similar participation.

In this regard, definition of social effect concept becomes a matter of principle. In the most general sense, the social effect (result) of management is expressed in change of human reproduction conditions and their characteristics as subjects of activity as consumers, producers, members of separate social communities (territorial, national, professional, religious, social and demographic, etc.). Taking into account this circumstance, it is possible to claim that civil examination has to be applied first of all in the spheres playing a crucial role in improvement of human life quality. Also, it is indicative that during the conducted social research of 52.71% of

Table 2: Obstacles in development of civil examination practice

Description	abc.	Percentage
What obstacles in development of civil examination practice do you see?		
Absence of traditions	16	22.54
Counteraction of officials	15	21.13
Misunderstanding of its importance by heads of public organizations	9	12.68
Passivity of the population	25	35.21
Lack of standard providing	15	21.13
Impossibility to use results of examination	4	5.63
Absence of the public notion of a fair idea of this activity content	29	40.85
I find it difficult to answer	1	1.41
Did not answer	8	11.27
Total	71	100.00

representatives of expert community specified: civil examination is necessary, first of all in the social sphere; 47.29% in law-enforcement activity; 42.64% in education. However, 34.11% of the civil and local government officers participating in research estimated extent of its introduction rather low, than highly; 10.08% low. These respondents consider the main obstacles at examination introduction: absence of public notion of a fair idea of the content of this activity (60.47%), passivity of the population (49.61%), lack of standard providing (27.91%).

SUMMARY

Thus, efficiency of civil examination introduction will depend on a set of factors, both objective and subjective. On the type applied by organizers, technique, technology and representativeness of the received results. On level and competence of moderators and selection of the qualified experts from the frequency of carrying out examinations and many other signs and features. Training of highly qualified specialists for carrying out examinations will promote receiving the maximum effect at the exit of a research product and its introduction further in practice of activity of any sphere.

CONCLUSION

Allocation by respondents of the social sphere in one of important ranges of civil examination application is obvious and justified as in this sphere of activity social tension which indicators are is observed:

- Dissatisfaction with life or separate parties of activity
- Stress, depression, uneasiness: absence or ambiguity of vital plans (social and role functions and competence of their implementation)
- Social conflict: feeling of surplus of pressure and/or hostility, external forces (social forces and ideas) and unavailability to resist and/or compelling to fight
- Lack of social support

Orientation of regional government to the solution of social problems is the most indicative result of transition to value-oriented management. And in this case, prerequisites for development of practice of civil examination are created. They are expressed that:

- First, accurately fixed system of indicators and indicators according to which it is possible to estimate efficiency of administrative actions takes root into practice of management
- Secondly, some kind of social consensus as the socially oriented policy of the state starts corresponding to valuable purposes of most of citizens most fully is formed

- Thirdly, technologies of regional government are filled with real sense that in turn, stimulates the public activity of the population which is expressed in particular in the practice of civil examination and public control

REFERENCES

- Averkiyev, I.V., 2005. Definitions of civil technologies and possibility of their application concerning state and imperious services. <http://www.prpc.ru/averkiyev/050511.shtml>.
- Barnard, C., 1948. Organization and Management. Selected Papers. Mass: Cambridge, pp: 142.
- Dunkerley, D. and Sh. Fudge, 2004. The role of civil society in European integration. *European Societies*, 6: 237.
- Franco, B., 2006. Public History and Civic Dialogue. *OAH Newsletter*, pp: 3.
- Handy, Ch., 2002. Understanding Organizations. L.: Penguin Books, pp: 206.
- Matiukhin, A.A., 2004. Examination as "institute of public changes". <http://mmk-mission.ru/polit/konver/20040306-ma.html>.
- Maratcha, V. and A. Matyukhin, 2000. Socio-Cultural Analysis of Politico-Legal Space. *Central Asian J. Manag. Eco Soc. Res. (CENMES)*, Premier Issue, January, pp: 6-10.
- Mersyanova, I.V., 2010. Tendencies of civil society development (by results of empirical research). M.: GU-VSHE, pp: 58.
- Makovetskaya, S.G., 2004. New civil technologies. <http://www.pchela.ru/podshiv/46/tehnol.htm>.
- Makovetskaya, S.G., 2005. Public examination technology of the independent analysis of social problems. <http://www.pgpalata.ru/page/expert/whatis>.
- Popov, A.N. and N.L. Hananashvili, 2010. Public examination: principles of the organization and condition of efficiency: Scientific and practical grant. M.: Public council of the city of Moscow, pp: 106.
- Rokeach, M., 1973. The Nature of Human Values. N.Y., pp: 438.
- Shmerling, D. and A. Vaynmakher, 2013. Current state of expert activity and expert estimates in public administration. The 15 April international scientific conference on problems of development of economy and society. M, NIU HSE, pp: 154-167.
- Weible, C.M., 2008. Expert-Based Information and Policy Subsystems: A Review and Synthesis. *Policy Studies J.*, 36 (4): 615-635.