

Human resource management as a condition for sustainable development of the territory

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Abstract. The sustainability of the development of a cross-border region depends largely on the effectiveness of human resource management. Each individual territory has a certain human capital, ensuring its livelihoods. However, the peculiarity of territorial administration in Russia is that the experience has not historically been developed, which would, on the one hand, effectively organize people into a community capable of achieving the goals set for them. On the other hand, an experience that would allow particular individuals to organize themselves in the same effective way to realize their interests. This article is devoted to the consideration of the mechanisms of interaction between government and society through the consolidation of the resource potential at the level of local self-government.

Keywords: local government, municipality, power, population, civil society, municipal employees, professionalism

1. Introduction

Local government occupies a special position in the general system of government. On the one hand, it provides a link between the state and the population; therefore, it has all the signs of power. On the other hand, based on the characteristics of an independent form of democracy, local government has the characteristics of civil society. The ambiguity of nature complicates the goal-setting of its functioning, aimed at the most complete satisfaction of the needs of citizens by increasing the level and quality of life of the population of the municipality. A special role in achieving this goal belongs to the availability of the necessary resources for this: political, legal, organizational, financial, material and human, of course.

Speaking about human resources, first of all, we are talking about internal resources at the disposal of municipalities. Based on the form of democracy, we are talking about the quality of the formation of civil society and its activity; based on the authority of the institution, the human resource is the personnel of local governments and their level of professionalism. An analysis of the current state of those and others indicates the presence of a problem field.

2. Key Insights

It must be admitted that the current situation in Russia, when the state claims monopoly in political decisions, considering civil society only as an auxiliary force realizing them, led to a deep gap between society and the state [1]. So according to the Institute of Sociology of the Russian Academy of Sciences,

the number of Russians who are constantly interested in the socio-political life of the country has decreased from 26% to 18% over the past 10 years. The number of those who lost interest in it, on the contrary, increased from 21% to 33%. The share of citizens participating in the socio-political life of Russia is only 20% of the adult population [12]. The civil activity index in the Russian regions did not exceed an average of 4.6 points out of 10 over the past three years, which indicates the presence of the phenomenon of social exclusion and a low degree of public confidence [13].

There are many reasons for this. First of all, this situation is connected with the centuries-old history of domestic authoritarian power, with traditional Russian statehood with its normative subordination of the interests of the individual to the interests of the political whole. The absence of real levers of influence on the decisions taken by the authorities on the part of the population becomes another reason that does not allow for increasing the motivation of citizens to public activity. Low civic engagement is also a consequence of their "rational choice". Socio-political activities that do not provide material or career benefits cannot compete with basic professional employment, as well as domestic issues for which the potential of an individual is spent. Low financial security of municipalities, inconsistency and limited local powers, dilapidated property base are added to this. All these parameters restrict the access of residents to obtaining high-quality municipal services and thereby impede the involvement of the population in issues of territorial management [2, 3].

To all this, two basic questions have not been solved so far: What should be the civil society in order to correspond to the realities of modern reality? and What is the mechanism of its formation? We rush from the Western models to Eastern ones, without realizing to the end that Russian civil society in its origin is very different from any other phenomena. Sometimes, on the contrary, we absolutize the idea of the uniqueness of the Russian statehood and thus try to invent an individual idealistic model.

Thus, in the contemporary Russia, the ideals of civil society so far have little to do with effective practices in its construction. Hence, it's quite difficult to talk about civil society as a human resource ensuring sustainable development of the territory.

The main resource of the institution of local self-government, as a goal-setting, organizing and regulating process of influencing the livelihoods of the population, is municipal employees. They contribute to the satisfaction of the basic vital needs of the population, individual and collective interests, through decisions and actions taken by local governments aimed at their implementation. However, the contradiction between the demanded level of professionalism of municipal employees, which is expressed in the need to satisfy the interests of the population and the assessment of the effectiveness of their activities, is not only not resolved over time, but it also deepens [9].

The results of studies conducted in the regions in recent years show a low assessment of the level of professionalism of municipal employees by the population. Among the progressive negative trends, respondents distinguish bureaucracy, unwillingness to make contact with the population, low level of responsibility for the quality of their work [5, 7, 10].

This situation is largely due to a number of objective factors that have arisen in modern reality. First, the socio-economic factors, the budget deficit of local governments, the low wages of municipal employees, the narrowing of the regional labor market, the increase in unemployment can be attributed to them [11]. Second, there are socio-demographic factors: reducing the proportion of the socially active population and reducing its role in the context of social development are among these factors. Third, a number of socio-cultural factors are also involved: the fragmented value and motivational orientations, deformation of group identification, deterioration of the quality of education and self-education are among these factors [10].

In addition to these factors, and a number of reasons can be called. First of all, systematic, sometimes inconsistent, reforming of the system of local self-government refers to the causes. Reorganization leads to the frequent restructuring of the system, destabilizing its activities. The unsettled nature of transformations initiated almost always from "above," often without any deep analysis of the sociocultural foundations of the innovations being introduced, leads to a decrease in the effectiveness of the activities of local governments [6]. One of such significant moments is the imbalance of professional identification. The declared and real goals of the municipal service differ. In accordance

with the law, municipal employees exercise municipal management, and in accordance with the objectives of the reform, they provide municipal services based on the highest standards of professionalism and morality.

In our opinion, the second main reason is that the social mechanism for the development of professionalism of municipal employees as an integral concept, considered as a sustainable management complex, including the methods and procedures of regulatory impact, has not yet been developed. The principles of professionalism, professional development, managerial efficiency remain only a declaration. Until now, due attention has not been paid to competitive recruitment of employees, timely methods for assessing the professional and personal qualities of employees, their work and promotion to higher positions, mechanisms for monitoring compliance with the requirements of regulatory legal acts and sanctions for their improper performance [7].

And finally, the attitude towards professionalism as a factor of social responsibility, which was not formed in a professional group. For the Russian system of government, municipal service is still a fairly new professional activity in its nature and functioning. Professional norms and values of municipal service just started to develop. Today, the principle of orientation towards personal effectiveness and professional development is not sufficiently implemented, such competencies as purposefulness, self-control, customer-centrism are still in their infancy.

Thus, it can be said that the task of forming a position based on the principles of professionalism of a municipal employee, as an effective resource for the development of a territory, also requires its solution.

In this situation, the development of a territory can be effective only if an agreement is reached between the interests of citizens and the interests of the state, the unification of civil society activity and the high level of professionalism of municipal employees. Unfortunately, for the time being we are just as understandable as it is difficult for the realization of the mechanism for the formation of effective interaction between society and the state in terms of finding a consensus between the needs of the first and the possibilities of the second. Traditionally, the state should act as a guarantor of ensuring each individual a high level and quality of life, equality of development and opportunities to realize life goals. At the same time, it provide its citizens with a guaranteed opportunity to participate in solving state and public affairs. The establishment of such a balance between the rights and duties of a citizen, the optimal balance of freedom and personal responsibility is possible only if a person believes the state and the state forms a person [4, 6].

In our opinion, this will be possible if a public-state dialogue is established. And above all, if the public-state dialogue is established by delegating a number of public functions to the public. At the local level, citizens are more able to make an independent assessment of the actions of various power agents, ensuring the coordination of private and public interests.

The inclusion of citizens in the life of the territory must be intensified. If the institute of local self-government is open for participation of citizens, takes into account their needs and preferences, qualitatively satisfies them with the resources available in the internal and external environment, and the information supplied to the population is adequate to the real situation, tension decreases and the level of trust in the state increases. In this case, the state already has the opportunity of a certain control over civil society. Local authorities can direct social energy in a favorable direction to the state, including the direction of organizing the functioning of public administration [8].

Thus, the creation of the necessary conditions for the development of a public-state partnership at the local level, their formal observance, and most importantly, the adoption by the participants of the partnership as guidelines in the actual process of developing and implementing social and economic policies will improve the social consequences of many government actions, build constructive, trusting relations of citizens with the state.

But to create such conditions, a high level of professionalism of the municipal employees themselves, allowing them to accomplish the tasks set, is necessary. This, in turn, requires the construction of an effective model of their development.

This model should be built, in my opinion, on the basis of the formation and legitimization of new principles of interaction with the population, as well as deinstitutionalization of the existing norms and values. Comparative analysis should be based on it. On the one hand, a comparative analysis of sustainable public perceptions of functional role-playing, ideological priorities, and behavioral stereotypes of municipal employees should be based on it. On the other hand, the nature of the relationship of the professional group with the society, due to the need to comply with social norms and rules of professional activity, built on the principle of professionalism.

The model of developing the professionalism of municipal employees should create conditions aimed at changing the state of a professional group, its quantitative and qualitative indicators within a certain period of time in certain socio-economic conditions. The model of development of professionalism of municipal employees should also create conditions aimed at the assimilation by a person of socially developed experience, attitudes to the world, social norms, roles, functions, active processing of this public experience by the person himself from the point of view of his internal positions.

In the first case, the professionalism of a professional group is formed, in general, where the formation of the institutional foundations of this professional activity aimed at acquiring the attributes of a profession takes place. In this case, the professionalism of the municipal service is a complex set of structural components of the regulatory, organizational, informational, and material-technical plan.

In the second case, the professionalism of municipal employees as subjects of professional activity is formed in the process of self-identification. In this case, the formation of personal professionalism becomes the result. At the same time, professionalism is considered as a generalized model of a professional and a stable regulatory framework reflecting the requirements of the profession as an institution for a person, a representative of this profession.

3. Conclusion

So, the mechanism of establishing an effective interaction of society and the state in terms of finding a consensus between the needs of the first and the capabilities of the second is absolutely necessary, but it is rather difficult to implement. However, only under the condition that the state acts as a guarantor of ensuring each individual a high level and quality of life, equality of development and opportunities to realize life goals, provide its citizens with a guaranteed opportunity to participate in solving state and public affairs and at the same time qualitatively implement professional functions, we can talk about effective human resource management ensuring sustainable development of the territory.

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