QOG

EXPERT SURVEY ON THE QUALITY OF GOVERNMENT IN RUSSIA'S REGIONS: A REPORT

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SUMMARY

- The Expert Survey on the Quality of Government in Russia's regions (Russia's Regions' QoG Expert Survey) focuses on the organizational design of public bureaucracy and bureaucratic behavior in Russia's regions
- It is based on the subjective assessment of carefully selected experts
- 466 experts agreed to participate pro bono
- 311 questionnaires were completed
- The questionnaire includes 42 substantive questions, yielding 48 region-level indicators
- Geographical coverage: 79 regions out of 83 (at the time of the study)
- 64 regions have three or more experts
- There are two datasets, one individual-level and one region-level

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Introduction[1]

The idea that high quality of government is of the utmost importance for sustained positive social outcomes is widely accepted by both the academic community and practitioners (Acemoglu and Robinson 2012, North, Wallis and Weingast 2009; World Bank 1997; United Nations 2000). However, the big question as to what constitutes a government that enhances welfare for all members of society remains largely open.

In this debate most attention has been paid to what we call the input side of political institutions, that is, for instance, electoral systems, number of veto players, party system and institutionalization (North and Weingast 1989; Tsebelis 2002). There are also several high quality datasets on the input sides (see Marshal et al 2014; Keefer 2012; Teorell et al 2015). However, the impact of the rules of the game on the "output" side of the political system, in particular the role of bureaucracy, still receives much less attention.[2]

A major stumbling block on the way to understanding the role of bureaucracy in human development is the lack of comparative observational data on the organizational design of public bureaucracies and bureaucratic behavior. The problem seems to persist over time. Thus, in 1996, Bekke, Perry and Toonen stated that our basic knowledge of bureaucratic structures is "woefully inadequate" (vii) and, in 2012, Francis Fukuyama expressed a seemingly similar sentiment in a piece entitled "The strange absence of the state in political science".

Notwithstanding a seminal effort by Peter Evans and James Rauch in mapping the bureaucratic structure in 35 less developed countries for the 1970-1990 period (Evans and Rauch, 1999; Rauch and Evans, 2000), the lack of empirical data pertaining to bureaucratic organization and practices is a well-known problem (Lewis 2007; Miller and Whitford 2010; Rubin and Whitford 2008).
With the aim of addressing this important empirical gap, in 2011 the Quality of Government Institute began a longitudinal project to collect data on the organizational design of public bureaucracies and bureaucratic behavior in the countries of the world – the QoG Expert Survey. The QoG Expert Survey I was completed in 2011 (Dahlberg et al 2013). In 2014 the QoG Institute launched the

second edition of the cross-country survey (Dahlström et al 2015) and a similar survey on the quality of government in Russia's regions - the Expert Survey on the Quality of Government in Russia's Regions (Russia's Regions QoG Expert Survey) – in collaborationwith the Laboratory for Political Studies at the National Research Institute – Higher School of Economics.

The aim of the Russian project is to document the structural characteristics of public bureaucracy and bureaucratic behavior in Russia's regions. There are several reasons to enquire beneath the national level. First, and perhaps most importantly, theories tested with cross-national comparisons almost always draw information initially from differences between the same countries, and as forcefully argued by King, Keohane and Verba (1994), making theories less restrictive after empirical observations in one dataset requires new data in order for the theory to be properly tested. It otherwise comes close to data fitting, which in turn increases the risk of omitted variable bias. Second, there are good reasons to believe that within country differences are as important as between country differences (Charron, Dijkstra, and Lapuente 2015). In a worldwide analysis explaining variation in economic development and productivity, Gennaioli et al (2011) find that sub-national explanatory factors often trump national level factors. Cross-national comparisons miss this variability as they trust the less informative country mean and thus expose themselves to what has been called the "whole-nation-bias" (Rokkan 1970). Snyder (2001) underlines that, as comparativists are naturally limited by data availability, they need to increase the number of cases as much as possible, and sub-national comparison offers a particularly promising avenue for doing so.

The Russia's` Regions QoG Expert Survey is based on the theoretical and methodological foundations of the QoG Expert Survey. At the same time, the survey was adjusted to the Russian context, resulting in some questions and indeed whole chapters being considerably transformed. Thus, for instance, unlike the cross-country survey that focuses on public sector employees, the subject of the Russian project is only the personnel of the regional governments, therefore numerous employees on the state's payroll but outside the government departments and agencies (such as teachers, doctors and employees of the state owned enterprises) were excluded. The questionnaire also includes several topics that are relevant to the Russian politico-administrative context, in particular concerning public service delivery, decision-making process and public procurement tenders.
This report provides information on the questionnaire design and data collection, a summary of the data, including the respondents' characteristics, evaluation of potential respondent perception bias, and some preliminary results of the data analysis.

Questionnaire design

The purpose of the Russia's Regions QoG Expert Survey's questionnaire was to document organizational design and bureaucratic behavior in Russian regional governments. The subject of the survey is consequently the regional level bureaucracy of the executive branch. The questionnaire reflects the major conceptual frameworks of the organizational design of bureaucracy and bureaucratic behavior existing in modern public administration, such as neo-Weberianism (Evans and Rauch 1999, 2000; Miller 2000), New Public Management (Pollitt and Bouckaert 2004), Governance (Osborne 2006, 2010) and impartiality in the execution of authority (Rothstein and Teorell 2008), since the literature suggests that elements of all of those trends are observable in the post-Soviet development of Russia's public administration (Gadzieva 2012; Nistotskaya 2014; Verheijen and Dobrolubova 2007 among others).

Methodologically the survey is anchored in expert perceptions of the state of affairs in a region's bureaucracy. The majority of the substantive questions are formulated as statements about the organizational design of bureaucracy and bureaucratic behavior in a given region. These statements are either legal provisions in force (for example such as about recruitment based on professional knowledge and skills in q1_1), findings in the published research on the Russian public bureaucracy (Barabashev and Straussman 2007; Brown, Early and Gehlbach 2009; Brym and Gimpelson 2004; Huskey 2004; Nistotskaya 2009, 2014; Solomon 2008; Taylor 2011; Yakovlev and Demidova 2010; Zobnin 2011 among others) or news and reports from reputable international and Russia media (Kotova 2012; Lutova 2013; Zakharov and Popov 2010 among others). Experts were invited to indicate the extent to which these statements correspond to reality in the region of their expertise on a pre-defined scale of answers (1- Hardly ever (Absolutely disagree), 7 – Almost always (Absolutely agree)). The seven-point scale with pre-defined endpoints is utilized for all but two items. The two exceptions are item 2, concerning replacement of public sector employees, and questions 5.5.1 – 5.5.9 of item 5 (public service delivery), where experts are asked to give unprompted quantitative answers, which is more akin to Evans and Rauch's (1999) approach.

The thrust of this methodological approach is in the quality of expert knowledge, and an understanding that inevitable idiosyncrasies between the evaluations of individual experts, who assess the same regional bureaucracy, would be cancelled out once averaged. Indeed, as indicated by the extensive test of respondent perception bias reported below, there are just a few instances where the

personal characteristics of the respondents systematically predict their assessments. In other words, the survey design seems not to be a serious threat to the validity of the resultant indicators.

Another important issue of the questionnaire concerns the actual subject of the study. Distinctively from the cross-country QoG Expert Survey, the majority of the Russia's regions QoG Expert Survey's questions pertain only to the personnel of the regional governments (the executive branch of the regional level authority). In other words, people employed in the state funded public health or educational organizations remained outside the boundaries of the project. Moreover, only those positions in the regional bureaucracy that are invested with the power of the state were investigated, thereby auxiliary personnel (drivers, typists and such like), was excluded. The majority of questions relate to the positions known as "specialists" and "supporting specialists", which constitute more than 75% of all personnel in the executive branch of the regional level of government (Nistotskaya 2014, 147). From a formal-legal point of view, hiring, firing and promotion in these positions are governed by the principles of meritocracy, implying open contest entry to the bureaucracy, and security of tenure (FZ-79). However, a set of questions explicitly focuses on the category of posts known as "managers" (*rukovoditeli*) – i.e. those who occupy such positions as heads and deputy heads of the structural units of regional governments. The personnel management in these posts could be best described as an "at will" system.

The structure of the questionnaire in the Russian survey is quite similar to its cross-country prototype. The individual questions are grouped together to form internally cohesive items (see Appendix D). There are seven substantive items:

- recruitment and career (12 questions)
- replacement of bureaucrats (3 question)
- terms and conditions of work (5 questions)
- impartiality (3 questions)
- public service provision (7 questions)
- public procurement (2 questions)
- decision-making at the regional level (10 questions)

There are also two technical items: 1) selection of the region of expertise (1 question) and 2) expert demographic profile and self-evaluation (4 questions).

The experts themselves selected the region of their expertise: a region of birth, workplace or residence. A list of regions that were selected by at least one expert can be found in Appendix B. In addition to the standard demographic questions, the final section includes expert self-evaluation on all seven substantive sections of the questionnaire.

The data collection

Procedure

The questionnaire was designed in Russian and pre-tested February to April 2014. The pre-test suggested a slight change in the wording of the questions on public procurement and in some of the questions in the terms and conditions of work item of the questionnaire.

The survey was administrated online with the help of Qualtrics software. Similarly to the protocol of the cross-country QoG Expert Survey, in order to encourage participation each prospective respondent received a personalized email with information about the survey and a request to participate in it. Only those experts who responded positively to the information letter were sent a personalized link to the online questionnaire. This three-step procedure (information letter – expert's response – questionnaire) made it possible to recruit those experts who were genuinely interested in the study. The experts participated in the survey on a voluntary basis, i.e. pro bono.

Recruitment

Recruitment commenced in June 2014. At this stage the list of prospective experts included the academic staff from leading regional universities whose research interests included public administration, members of non-governmental and non-profit organizations, journalists, representatives of business structures and political parties, regional elected and non-elected officials. The academic staffs were identified on the basis of an extensive literature review in Russian and English on public administration, governance and civil service in Russia. Information letters were also sent to the regional offices of several prominent NGOs (Transparency International, Golos (Voice), the Committee of Civic Initiatives, Moscow School of Civil Education) and academic associations (the

Russian Association of Political Science, PANERA – Russian Academy of National Economics and Public Administration).

A new effort to recruit experts was launched in autumn 2014, during which regional offices of the association of Russian entrepreneurs "OPORA", the political parties "Yabloko" and the "Party of Progress", the National Union of Political Scientists and the Union of Journalists were contacted. With the exception of the "Party of Progress", the response from these organizations was rather timid.

The project was presented at a workshop of the Russian Association of Political Science "Modern political reality and the state: complex research methods" (Anapa, Russia, October 2014), attended by colleagues from various regions of Russia, who actively facilitated the recruitment of new experts. In addition, a review of a number of regional academic journals, and documentation about applicants and recipients of research grants from Russia's major research funding organizations (the Russian Research Fund for Social Sciences and Humanities and the Russian Foundation for Basic Research) rendered several dozens of names of prospective experts.

The final effort to recruit new experts was undertaken at the end of 2014. It was focused exclusively on those regions that had been evaluated by less than three experts. Up until the end of the year the search for experts on Internet open sources and through the professional networks of the scholars at the Department of Political Science at the University of Gothenburg and the Laboratory for Political Studies at the Higher School of Economics continued. In July and November 2014 experts who had agreed to participate but did not complete the questionnaire received a reminder. Through June 2014 – January 2015, 2894 information emails were sent out. Each of the experts received a personalized email with a description of the research and an emphasis on the fundamental role that their expertise played in the success of the project. Some 10% of emails were returned as undelivered. In total, the number of experts responding positively to the invitation to participate in the survey was 466. These were sent subsequent emails with the link to the questionnaire. **336** experts started the survey and **311** completed it (see Figure 1). Therefore, the effective response rate is **66.7%.**

FIGURE 1, NUMBER OF QUESTIONNAIRES SENT, STARTED AND COMPLETED
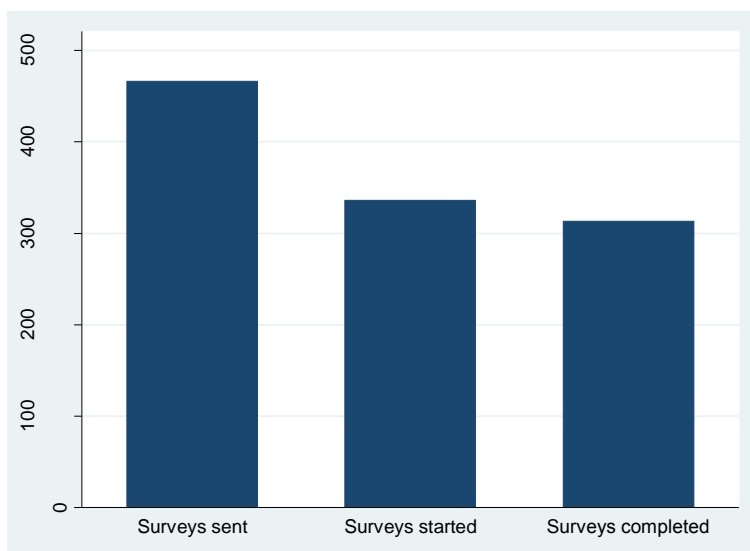
The data

Data from the Russia's Regions QoG Expert Survey includes information for 79 regions of the Russian Federation. It is based on the expert assessments of **313** respondents, including those who answered more than 50% of the questions. Response time ranges from around ten minutes to two hours, averaging about 30 minutes.

Only 4% of the experts exited the survey at an early stage, moreover, the majority of those who did not complete the questionnaire in full answered most of the questions (see Figure 2). All eligible information provided by the experts was entered into the dataset, irrespective of whether they completed the questionnaire or not. Questions answered by fewer than three experts per region were denominated as "missing data" in the aggregate dataset.

TABLE 1, NUMBER OF RESPONDENTS PER REGION

N of respondents	N of regions
No experts	4
One expert	6
Two experts	9
Three experts	23
More than three experts	41
Total	**79**

The mean number of respondents per region in the dataset is **4**, but the variation is high. 41 regions have more than three experts and 19 regions have less than three experts (see Table 1). The hard-to-reach regions of the Far East and the Far North (Kamchatka, Magadan, Chukotka and Yamal-Nenets Autonomous district) are those with no experts at all. Geographical coverage of the regions in which one or two experts responded includes not only remote areas (like the Nenets Autonomous district and the Jewish Autonomous region), but also the regions of Central Russia (Tver, Murmansk) and the major scientific and industrial centers of Siberia (Novosibirsk). A complete list of the number of experts per region is presented in Appendix B.

FIGURE 2, NUMBER OF QUESTIONS ANSWERED (N=313)
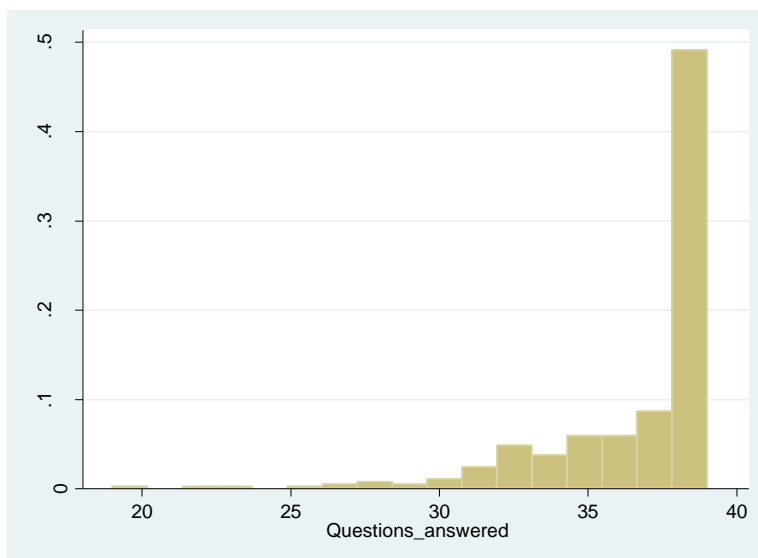
Note: The figure is based only on the questions with the pre-defined answer scale (items 2, 3, 4, 5, 6, 7, except questions 5.5.1 – 5.5.9). The questions that require unprompted responses from experts are excluded (items 5.5.1 – 5.5.9).

Assessing respondent perception bias

The average survey respondent is a man (59%) with a Russian research degree (52%). The most common employer is a public university (63%), followed by NGOs (13%) and state funded organizations excluding universities (8%). Among the experts responding to the survey there are only 8 percent employed in public administration (including all branches of the regional and federal levels of authority). Three quarter of the respondents (75%) have a research degree.[3]

This information provides initial support to the notion that the survey benefited from high quality expert knowledge. However, the issue of perception bias is a non-trivial problem in expert surveys, because, if expert assessments vary systematically on the observable characteristics of experts, then the validity of the data could be in doubt.

Extensive perception bias checks were carried out to make sure that estimates for a particular region are not determined by the make-up of the group of experts who provided the assessments, but in fact reflect the region's bureaucratic structure and practices. In practice all items in the questionnaire were regressed on all available characteristics of the respondents, controlling for the regions' fixed effects.[4]

The results of the regression analyses suggest that, by and large, experts' characteristics do not affect their perceptions in a systematic way. Of 288 predictors checked, only 25 (or 8.7%) are significant at the 95 percent level or higher. This is certainly larger than the 5% due to chance, but still sufficiently low to rule out systematic perception bias. For example, the number of predictors that have an impact on the assessment of the respondents (statistically significant) in this study is lower than in the cross-sectional QoG Expert Survey II: 8.7 percent and 13 percent respectively (Dahlström et al 2015, 13). More importantly, when they appear, the differences are not very large in absolute terms (see Appendix B for numerical evidence).

To illustrate the identified perception bias, there is, for example, a tendency among government employees to assess their bureaucratic structures differently when compared to the rest of the respondents. It is not surprising that government employees judge, for example, the extent to which formal rules governing the recruitment and careers of public administrators are observed in practice

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[3] *Kandidat nauk* or *doctor nauk* are Russian research degrees and PhD is a research degree achieved outside of Russia.
[4] Gender, education, current employer, and expert self-evaluation in the appropriate area.

differently than people employed outside government. Neither is it surprising that they tend to evaluate their own work a bit more positively than others. This is very similar to the QoG Expert Survey II (Dahlström et al 2015, 19). Taking into account that only 8 percent of all respondents are elected or non-elected officials and that the final regional indicators consist of evaluations of several experts, the influence of this systematic bias on the aggregate regional-level indicators should be considered negligible.

There is also a tendency among women to evaluate more positively than men. Although this trend is observed in most of the evaluations, its impact in absolute terms is rather small.
Education level proved to be a non-significant determinant of the respondents' answers. This factor is significant in just two cases: q5_3 (independent audit) and q7_1 (the clarity of goals and objectives in the formulation of regional policies).
As for the expert self-evaluations, in those rare cases where the indicator appeared significant, respondents with higher self-evaluation of the level of their expertise had, on average, a more negative assessment of the question in hand (see Appendix C for detail).

Although the perception bias is normally small in absolute terms, two questionnaire items – public service provision (item 5) and regional decision-making (item 7) – are more sensitive to the personal characteristics of the respondents than the rest of the questions (see Appendix B).

The results of a respondent perception bias analysis show that despite the fact that systematic biases exist, their occurrence and, more importantly, the absolute values are usually small. Considering the fact that the estimates of several experts are included in the final regional rates, the risk of systematic distortions rooted in the personal characteristics of the respondents, in general is negligible in the aggregated data.

Preliminary results

Main trends

In order to demonstrate the scientific value and relevance of the data, the data were first checked for internal consistency. First, following a robust finding from the empirical literature (Evans and Rauch 1999; Dahlström et al 2012), it was expected that meritocratic entry to bureaucracy, where

education, professional experience and professional skills, identified with the help of vacancy contests, decide who gets the job (q1_1), will be negatively correlated with the political and personalistic modes of entry (q1_2 and q1_3). As Table 2 shows, this expectation finds solid support in the data: a meritocratic type of entry into the civil service (hereinafter Merit) is negatively associated with political type (hereinafter PolT) and with a personalized type (hereinafter PerT). The strength of the associations between Merit, PolT and PerT suggests that the respondents view PerT as almost the opposite to Merit, and while PolT is at odds with Merit too, it is less alien to Merit than PerT. In other words, in comparison with the countries of North America and Western Europe, where the main threat to the principles of merit and the effectiveness of the bureaucracy comes from so-called political appointees (Dahlström 2011; Lewis 2007), in Russia this threat seems to be rooted in the personalistic nature of the relationship between those who are already in government and those who wish to join the bureaucracy. The dominant nature of such relationships is found in в 57 from 79 regions, suggesting that at present Russia's public bureaucracy is neither a merit, nor a spoils system, but a patrimonial bureaucracy (Fukuyama 2013; Weber 1978).

Secondly, in accordance with an increasingly influential literature about the impartiality of public bureaucracy as a key characteristic of thriving societies (Rothstein and Teorell 2008; Rothstein 2011), it was expected that the relationship between merit and impartiality will be statistically significant and in a positive direction, and the connection between the two other types of entry to bureaucracy and impartiality will be statistically significant, but in a negative direction.

TABLE 2, PAIRWISE CORRELATION BETWEEN MERIT, POLITICAL AND PERSONALISTIC RE-CRUITMENT

VARIABLES	(1) Merit	(2) PolT	(3) PerT
Merit	1		
PolT	-0.34*	1	
	(50)		
PerT	-0.66***	0.39**	1
	(53)	(52)	

*Note: * p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses*

Analyzing the degree of impartiality in bureaucratic decision-making in relation to social groups, individual applicants and business, we found that meritocratic recruitment in general is highly associated with impartial behavior, while PerT, on the contrary, is highly associated with partial behavior (Figure 3, Table 3). Political appointees remain a group that does not have a clearly identifiable

behavioral profile when it comes to impartiality: the correlation is in the expected direction (more political appointees – less impartiality), but statistically it is significant only in one out of the three cases (Table 3). Here it is also interesting to note that the partial behavior of the regional officials is rarely directed towards social groups, but is rather focused on individuals and businesses. That also seems to be a specific feature of the Russian case.

TABLE 3, MODES OF ENTRY AND IMPARTIALITY

VARIABLES	(1) Impartiality social groups	(2) Impartiality Individual applicants	(3) Impartiality business
Merit	0.32*	0.56***	0.39**
	(47)	(52)	(44)
PolT	-0.20	-0.32*	-0.24
	(46)	(51)	(42)
PerT	-0.20	-0.67***	-0.65***
	(49)	(52)	(42)

Note: * p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses

When, in experts' opinion, the recruitment contests are just a window dressing exercise (outcomes of recruitment contests are pre-determined ahead of contests), this is highly significantly correlated with the PerT mode of entry to bureaucracy (similar association with PolT is statistically not significant). The correlation between the frequency of recruitment contests (how often formal competitive contests are held) and how often the outcomes of contests are pre-determined is negative at a statistically significant level. In other words, the broader the practice of open competitive recruitment contests, the less window dressing such practice is in character (Table 4).

FIGURE 3, MERIT AND IMPARTIALITY
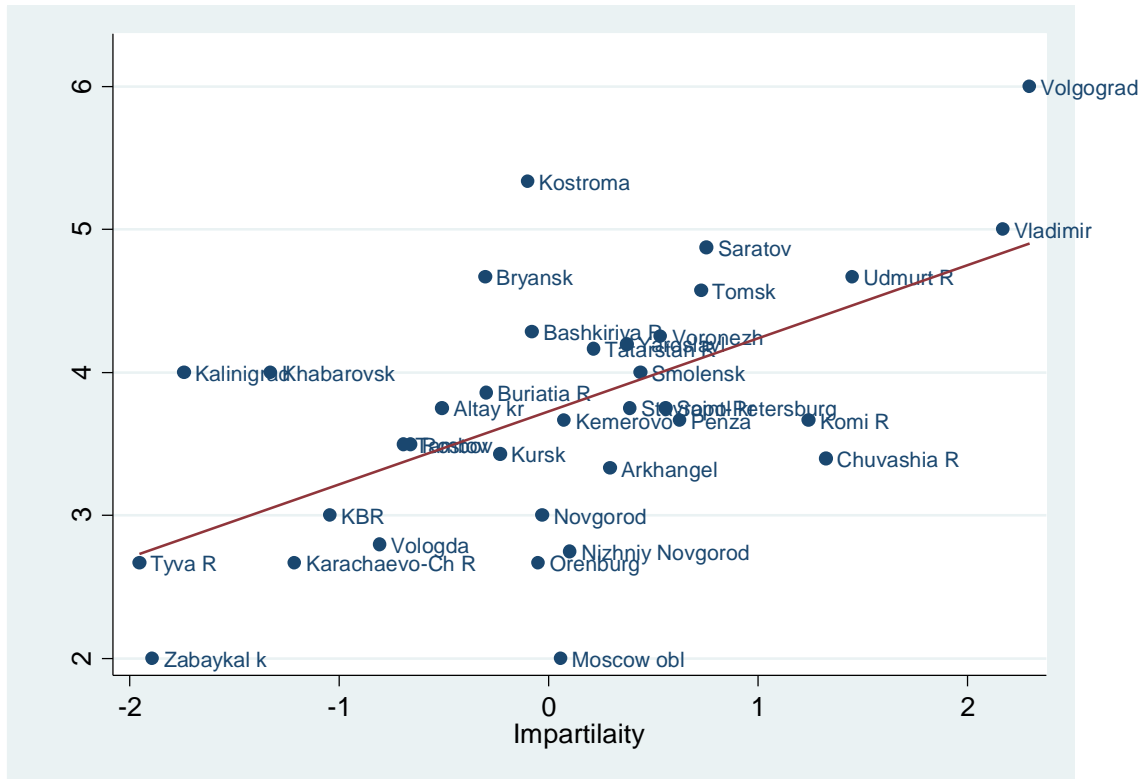
Note: the impartiality index is built from three components (impartiality in relation to specific social groups, individual appli-cants, and business) by principal component analysis, r = 73

TABLE 4, MERIT, POLT, PERT, THE SHARE OF PUBLIC ADMINISTRATORS IN MERIT POSTS HIRED THROUGH VACANCY CONTESTS AND THE SHARE OF PRE-DETERMINED OUTCOMES OF VA-CANCY CONTESTS

VARIABLES	(1) Merit	(2) PolT	(3) PerT	(4) Share of specialists hired by competitions
Share of specialists hired by competitions	0.55** (31)	-0.16 (28)	-0.37 (29)	1
Share of pre-determined outcomes of vacancy contests	-0.64*** (56)	0.45*** (54)	0.64*** (58)	-0.55** (31)

*Note: * p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses*

Furthermore, in regions where meritocratic principles rein there is also an expectedly high quality of related procedures: for example, legal provisions on terms and conditions of work in public bureaucracy tend to be duly observed and information on vacancies is not only published and available, but also detailed. However, in regions where competitions seem to be a veneer of merit, other relevant legal provisions are also not observed.

FIGURE 4, PRE-DETERMINED OUTCOMES OF PROCUREMENT TENDERS AND PRE-DETERMINED OUTCOMES OF RECRUITMENT CONTESTS

Moreover, the data suggest that the overall quality of recruitment procedures in public bureaucracy is associated with the quality of the subsequent work of bureaucrats, particularly in spheres with high risk of corruption. Thus, regions where the outcomes of recruitment contests are viewed by the experts as pre-determined are those that are also seen as having too many pre-determined outcomes in public procurement tenders (Figure 4). On the other hand, merit is highly negatively associated with non-competitive public procurement (Table 5). In a similar vein, partiality in bureaucracy goes hand in hand with fraud in public procurement tenders (Table 6).

TABLE 5, RECRUITMENT TYPE AND PRE-DETERMINED OUTCOMES OF PUBLIC PROCUREMENT CONTRACTS

VARIABLES	(1) Merit	(2) PerT	(3) Pre-determined outcomes of vacancy contests
Pre-determined outcomes of public procurement tenders	-0.56*** (50)	0.64*** (52)	0.57*** (55)

*p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses*

TABLE 6, IMPARTIALITY AND PRE-DETERMINED OUTCOMES OF PUBLIC PROCUREMENT TENDERS

VARIABLES	q6_2
Partiality towards social groups	0.46** (49)
Partiality towards applicants	0.67*** (50)
Partiality towards business	0.57*** (41)

*p<0.05, ** p<0.01, *** p<0.001 Number of observations in parentheses*

In addition to neo-Weberianism, the aim of the survey was to document the occurrence of other administrative practices. Questions 7.9 and 7.10 aimed to gauge the extent of the involvement of business organizations and NGOs in the process of regional decision-making. The survey data on participatory governance shows that where citizens and businesses are more involved in the process of regional decision-making, there are fewer irregularities in recruitment and public procurement competitions (q1_13 and q6_2 correspondingly). Similarly, the higher extent of participatory governance is found in those regions where Merit is the mode of entry to bureaucracy (PolT is not significant again). The experts also noted that the level of partiality is significantly lower in those regions where businesses and the public are more engaged in the decision-making process (Table 7).

TABLE 7, PARTICIPATORY GOVERNANCE, INTEGRITY OF GOVERNMENT PROCESSES, IMPARTIALITY AND MODES OF ENTRY TO BUREAUCRACY

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
VARIABLES	1_13	6_2	a4_1	a4_2	a4_3	1_1	1_2	1_3
Business participation	-0.34*	-0.32*	0.27	0.39**	0.35*	0.45**	-0.13	-0.44**
	(53)	(47)	(43)	(50)	(41)	(47)	(46)	(50)
Public participation	-0.60***	-0.56***	0.2	0.51***	0.46**	0.62***	-0.22	-0.61***
	(59)	(53)	(49)	(54)	(44)	(53)	(51)	(56)

*Note: * p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses 1_13 – predetermined outcomes of vacancy contests, 6_2 – predetermination in procurement tenders results, a4_1 – a4_3 – impartiality*

In addition to neo-Weberian and Governance features, the survey aimed to assess the extent of the institutionalization of New Public Management tools. Considering that strategic planning and performance management (SPPM) is one of the key tenets of NPM (Hood 1991; Pollit 1995), a battery of questions was concerned with the implementation of SPPM tools in Russia's regions (q7_1 – q7_4). As Table 8 shows, these tools are mid-to strongly correlated between each other, which suggests that where the NPM agenda is adopted, it develops comprehensively in all the adopted elements (Table 8).

TABLE 8, CORRELATION BETWEEN THE ELEMENTS OF THE STRATEGIC PLANNING AND PERFORMANCE MANAGEMENT SYSTEM (SPPM) IN RUSSIA'S REGIONAL PUBLIC ADMINISTRATION

VARIABLES	(1) q7_1	(2) q7_2	(3) q7_3	(4) q7_4
q7_1	1			
q7_2	0.85***	1		
	(59)			
q7_3	0.62***	0.65***	1	
	(55)	(54)		
q7_4	0.67***	0.70***	0.82***	1
	(54)	(53)	(50)	

*Note: * p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses*

In addition to SPPM processes, New Public Management is also known for its, "Let the managers manage" approach (q7_6), pay-for-performance remuneration schemes (q3_2), and outsourcing of services to organizations outside formal government structures (q5.1 and q5.2), all of which became the subject of study of this project. As Table 9 shows, most of these elements are positively significantly correlated between each other, providing additional support for the suggestion about the coordinated implementation of the adopted NPM tools across Russia's regional administrations.

TABLE 9, CORRELATION BETWEEN THE ELEMENTS OF NEW PUBLIC MANAGEMENT IN RUSSIA'S REGIONS

VARIABLE	(1) SPPM Index	(2) 3_2	(3) 7_6	(4) 5_1	(5) 5_2
SPMS Index	1				
q3_2	0.54*** (45)	1			
q7_6	0.42** (42)	0.29* (46)	1		
q5_1	0.63** (23)	0.16 (27)	0.17 (26)	1	
q5_2	0.57** (21)	0.16 (24)	-0.07 (24)	0.56** (21)	1

Note: * p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses. Strategic Planning and Performance Management System (SPPM) Index is obtained through principal component analysis of q7_1 – q7_4; 3_2 – salaries are linked to performance indicators; 7_6 – managerial autonomy; 5_1 – outsourcing by government agencies; 5_2 – outsourcing in state funded organizations that provide public services

The expert survey data in the context of the socio-economic development of Russia's regions

A significant obstacle for external validation of the data is the lack of data on organizational design and bureaucratic behavior in Russia's regions. Research projects that at least partially covered these issues normally suffer from poor geographic coverage (Khajkin and Popov 2012a, 2012b; Zemlyanskaya 2013), or are commercial undertakings whose data is currently unavailable for academic research (see Baranov et al 2015). The lack of suitable data on organizational design and bureaucratic behavior in Russia's regions highlights the uniqueness of the Russia's Regions QoG Expert Survey, which aimed to fill this empirical gap and to introduce a rich dataset to the scientific community,

but this also impedes direct external validation of the data. Instead this section reports the results of the correlational analysis between the obtained data on bureaucratic structure and bureaucratic behavior in Russia's regions and a set of objective indicators of socio-economic development of Russia' administrative units. The selection of these indicators was guided theoretically by the literature on bureaucratic structure/behavior.

The first indicator is the quality of life index. Based on the literature that links meritocratic recruitment to high quality of government and human well-being (Rothstein 2011; Rothstein and Teorell 2008), the assumption is made that the regional practices associated with fair meritocratic recruitment will be positively related to the quality of life of the population in those regions. The quality of life indicator is a rating, based on a comprehensive set of various indicators from the official statistics of the central and regional governments and other public sources (RIA-Rating 2013). The second indicator employed is the investment attractiveness of the regions. In line with the existing literature that showed the benefits of meritocratic recruitment for entrepreneurial development (Knott and Miller 2006; Nistotskaya and Cingolani 2015), a positive significant correlation between the indicators pertaining to merit and the investment attractiveness of Russia's regions was expected. Two well-established indices, based on a combination of objective statistical data, expert assessments and entrepreneurs' evaluations, were utilized (NRA 2014; RA-Expert 2014).

Furthermore, two measurements of the innovativeness of Russia's region were employed to check for the notion that in regions where public administration is built on the principles of openness, competition and professionalism and not tied by political and/or family considerations, such regions will be rated higher in terms of their propensity to innovate. The first measure is a rating, commissioned by the Ministry of Economic Development of the Russian Federation for monitoring and control purposes, and developed by the Association of Innovative Russia's Regions in collaboration with the representatives of regional authorities and leading experts (AIRR 2014). The second measure is developed by the Institute for Statistical Studies and Economic Knowledge at the Higher School of Economics (NRU HSE 2012).

Finally, two indicators – the level of the economic activity of the population[5], taken from the state statistics service, and a composite measure of the socio-economic situation in Russia's regions produced by RIA-rating (Russia's Regions 2014; RIA-rating 2014) – were employed to demonstrate the links between the organizational design of regional public bureaucracies, bureaucratic behavior and the socio-economic development of the regions.

The results of the correlation analysis suggest that recruitment practices in Russia's regional bureaucracies are linked with the overall quality of life (Table 10): if meritocratic bureaucracy (Merit and 1_12) is associated with higher quality of life, then the patrimonial mode of entry is associated with lower level of quality of life. There is significant negative correlation between recruitment based on personal relations and the overall socio-economic situation in regions ($r = -0.27*$, N=59) registers the same trend.

TABLE 10, RECRUITMENT TYPE AND QUALITY OF LIFE IN RUSSIA'S REGIONS

VARIABLES	(1) Merit	(2) PerT	(3) 1_13	(4) 1_12
Quality of Life	0.29*	-0.33*	-0.35**	0.37*
	(56)	(58)	(62)	(32)

Note: * p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses. q1_13 – predetermined outcomes of vacancy contests; q1_12 – share of formally merit posts that were filled through vacancy contests

TABLE 11, THE IMPARTIALITY, RECRUITMENT AND INNOVATIVENESS OF RUSSIA'S REGIONS

VARIABLES	(1) Predetermined outcomes of vacancy contests	(2) Partiality towards social groups	(3) Partiality towards applicants	(4) Partiality towards business
Lifequality	-0.35**	-0.23	-0.26*	-0.37*
	(62)	(51)	(56)	(47)
Innovations_AIRR	-0.26*	-0.13	-0.25	-0.37*
	(63)	(52)	(57)	(47)
Innovations_HSE	-0.22	-0.12	-0.26*	-0.46**
	(63)	(52)	(57)	(47)

Note: * p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses.

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[5] The level of economic activity of the population is the ratio of the economically active population (the population of the country, which has, or is willing and potentially able to have an independent source of income) to the total population of the same age group as a percentage.

The greater extent of meritocratic recruitment, measured through q1_1 and q1_12, is associated with lower investment risk (r = -.27**, N = 57 and r = -.39**, N = 32 correspondingly). A similar pattern is found between partiality towards business organizations and investment risk (r = .35**, N = 47), suggesting that the quality of bureaucracy factor arguably plays an important role in the overall standing of the regions in terms of investment risk. The bivariate correlations between merit and impartiality measures on the one hand and the level of investment potential on the other are statistically not significant. Significant negative correlation between rigged public procurement tenders (q6_2) and the level of the economic activity of the population (r = 0.28*, N=55) points in the same direction: the more overt and covert partiality in the regulation of economic activity in the region, the less economically proactive the population is. On the other hand, the rate of business participation in the regional decision-making process (q7_9) is positively significantly correlated with a number of indicators of the socio-economic development of the regions (Table 12).

TABLE 12, BUSINESS PARTICIPATION: EXTERNAL VALIDATION

VARIABLES	Business participation
Investments	0.37**
	(54)
GDP per capita	0.40**
	(54)
InvestRisk (RAE)	-0.30*
	(54)
InvestRisk (NRA)	-0.38**
	(54)
InvestPotential	0.35**
	(54)
Innovativeness AIRR	0.35**
	(54)
Innovativeness HSE	0.29*
	(54)
Socio-Econom Index	0.46***
	(54)

*Note: * p<0.05, ** p<0.01, *** p<0.001. Number of observations in parentheses*

As expected, in regions where the outcomes of the vacancy contests are pre-determined ahead of such contests, both the quality of life and propensity to innovate suffer (Table 11). Furthermore, there is a robust negative correlation between partial decisions regarding business (q4_3) and the overall measure of socio-economic development of regions (r = 0.45**, N=47). These findings suggest that favoritism in the input (recruitment) and output (extent of partiality) of the bureaucrat-

ic apparatus is closely related to several negative socio-economic trends in Russia's regions, including their innovativeness and the quality of life.

When it comes to the relationship between the adopted elements of New Public Management and the socio-economic development of Russia's regions, it was expected, in the first place, that a greater extent of implementation of such practices, given the business-like nature of this administrative paradigm, will be positively linked with higher economic development of the regions. Secondly, considering that strategic planning and performance management (SPPM) processes are at the core of the current understanding of effectiveness, it was expected that the higher degree of implementation of the SPPM tools would be positively linked with the higher effectiveness of regional authorities.

Table 13 suggests that the first proposition finds by and large support in the data: the more the SPPM practices are established in a region, the higher its standing in terms of gross regional product per capita, investment potential, innovativeness, quality of life and general socio-economic development. A similar picture emerges in relation to the implementation of outsourcing of non-core functions by government agencies (Table 13).

The second expectation was subject to empirical test, involving two indices of government effectiveness. The Ministry of Economic Development (MED) Index is a composite measure capturing government effectiveness, based on official data from the state statistics office and the data from population surveys (MED 2014). The MED Index is overall an indicator accepted in the policy-making and research communities (Khakhunova 2014). The second index – The Governors' Effectiveness Rating – is produced by a reputable NGO «Fund for Civil Society Development» and based on dozens of indicators from a number of different sources, including population surveys, official statistics and expert evaluations (FCSD 2015).

Table 14 shows that only one out of the four relationships in question falls below the standard threshold of significance. In other words, the hypothesized positive link between indicators of government effectiveness and the extent of institutionalization of the SPPM tools finds sufficient support in the data, thereby validating the expert survey data.

Overall, the results of the preliminary analysis suggest that the data obtained through the expert survey on the quality of government in Russia's regions is credible information about the regional

bureaucracies' structures and practices. First, respondents' perception bias is small in terms of both the share of personal characteristics that rendered statistically significant and the absolute values of the statistically significant coefficients. Second, there is sufficient evidence for both the convergent and discriminant validity of the data. Third, correlational association between a selection of measures on bureaucratic structure and extant indicators of socio-economic development of the regions are in line with recent theoretical and empirical literature.

TABLE 13, NEW PUBLIC MANAGEMENT IN THE CONTEXT OF REGIONAL DEVELOPMENT

VARIABLES	SPPM Index	Outsourcing by government agencies
GDP	0.35*	0.40*
InvestRisk (RAE)	-0.33*	-0.36
InvestRisk (NRA)	-0.33*	-0.22
InvestPotential	0.43**	0.39*
Innovativeness HSE	0.41**	0.41*
Socioeconomics	0.39**	0.37
Quality of Life	0.44**	0.37
N	(49)	(27)

*Note: * p<0.05, ** p<0.01, *** p<0.001*

TABLE 14. NEW PUBLIC MANAGEMENT AND THE EFFECTIVENESS OF REGIONAL AUTHORITIES

VARIABLES	SPMS Index	Outsourcing by government agencies
Effectiveness (MED)	0.18	0.49*
Governors' effectiveness	0.31*	0.56**
N	49	27

*Note: * p<0.05, ** p<0.01, *** p<0.001*

The dataset

The Russia's Regions QoG Expert Survey data are available on both *individual* and *aggregate* levels. The unit of analysis in the individual version of the dataset is expert. The unit of analysis in the aggregated version of the dataset is region. The aggregated data only include those regions for which at least three experts answered the survey. When there are not at least three answers *for a particular question*, it is set to missing. The data and corresponding documentation can be found at http://qog.pol.gu.se/data.

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APPENDIX

Appenix 1: List of Regions and Number of Experts

Region	Number of experts
Adygea Respublika	4
Altay Respublika	1
Altay kray	8
Amur region	1
Arkhangelsk region	3
Astrakhan region	6
Bashkortostan Respublika	7
Belgorod region	6
Bryansk region	3
Buriatia Respublika	7
Vladimir region	3
Volgograd region	3
Vologda region	5
Voronezh region	4
Dagestan Respublika	6
Evreyskaya AO	2
Zabaykalsky kray	3
Ivanovo region	3
Ingushetia Respublika	5
Irkutsk region	7
Kabardino-Balkariya Respublika	3
Kalinigrad region	3
Kalmykia Respublika	4
Kaluga region	4
Kamchatsky kray	0
Karachaevo-Cherkessiya Respublika	3
Karelia Respublika	5
Kemerovo region	3
Kirov region	1
Komi Respublika	3
Kostroma region	3
Krasnodarsky kray	7

Krasnoyarsky kray	4
Kurgan region	4
Kursk region	7
Leningrad region	2
Lipetsk region	5
Magadan region	0
Mari-El Respublika	2
Mordovia Respublika	3
Moscow	3
Moscow region	3
Murmansk region	1
Nenetsk AD	1
Nizhny Novgorod region	4
Novgorod region	3
Novosibirsk region	2
Omsk region	5
Orenburg region	3
Oreyl region	6
Penza region	3
Perm kray	4
Primorsky kray	9
Pskov region	5
Rostov region	4
Ryazan region	3
Samara region	6
Saint-Petersburg	4
Saratov region	8
Sakha (Yakutia) Respublika	6
Sakhalin region	2
Sverdlovsk region	3
North Osetiya - Alania Respublika	2
Smolensk region	6
Stavropol kray	4
Tambov region	4
Tatarstan Respublika	6
Tver region	1
Tomsk region	7
Tula region	4
Tyva Respublika	3

Tumen region	5
Udmurtiya Respublika	3
Ulyanovsk region	2
Khabarovsk kray	4
Khakassiya Respublika	2
Khanty-Mansy (Yugra) AD	2
Cheliabinsk region	4
Chechnia Respublika	3
Chuvashiya Respublika	5
Chukotka AD	0
Yamal-Nenetsky AD	0
Yaroslavl region	5

Appenix 2: Perception Bias

TABLE 15, RESPONDENT PERCEPTION BIAS - QUESTIONS 1, 2, 3, 4

	q1_1	q1_2	q1_3	q1_4	q1_5	q1_6	q1_7	q1_8	q1_9
Gender	0.612*	0.0436	-0.118	0.344	0.465	0.159	0.0144	1.229***	0.183
Education	0.0427	0.187	0.139	0.0848	-0.0190	-0.189	0.128	0.0371	0.118
State_funded PoW	1.709	-1.928	0.0618	1.078	0.394	0.928	1.021	1.357	3.337*
Universities_PoW	1.002	-1.746	0.0843	1.234	0.0376	1.175	1.314	0.737	2.921
Private_NGO_PoW	0.501	-1.316	1.393	-0.206	-1.125	-0.188	1.616	0.218	1.677
Proper SE-part	0.0148	-0.0108	-0.0089	-0.0068	-0.0069	0.00337	-0.0028	0.00502	0.0113
N	278	276	280	280	275	271	273	277	266

	q1_10	q1_12	q1_13
Gender	0.141	-3.500	-0.752*
Education	-0.0562	0.760	0.131
State_funded PoW	0.263	24.76	0.0543
Universities_PoW	0.242	17.66	-0.0158
Private_NGO_PoW	-0.240	4.535	1.170
Proper SE-part	0.00779	-0.0301	-0.0371
N	252	248	284

	q2_1	q2_2	q2_3
Gender	1.240	-2.447	-4.372
Education	1.043	-1.307	-2.194
State_funded PoW	-7.230	4.998	-25.03
Universities_PoW	-5.492	14.83	-23.12
Private_NGO_PoW	-0.608	14.84	-11.06
Proper SE-part	-0.261*	-0.102	-0.252
N	270	277	252

	q3_1	q3_2	q3_3	q3_4	q3_5
Gender	-0.214	0.286	0.260	0.332	0.0272
Education	0.0134	0.0820	-0.0228	0.122	-0.101
State_funded PoW	-1.418	0.975	-2.284	3.123	1.358
Universities_PoW	-0.919	0.551	-1.535	2.441	0.678
Private_NGO_PoW	-1.465	-0.151	-0.748	2.753	0.125
Proper SE-part	0.00829	-0.0205**	0.00761	-0.00615	-0.0238*
N	262	278	255	260	277

	q4_1	q4_2	q4_3
Gender	-0.184	-0.125	-0.0557
Education	0.0646	0.109	0.0430
State_funded PoW	-1.977	0.820	0.244
Universities_PoW	-1.451	1.129	1.071
Private_NGO_PoW	-0.311	2.094	1.518
Proper SE-part	0.00633	0.00713	0.00651
N	273	278	266

TABLE 16, RESPONDENT PERCEPTION BIAS - QUESTIONS 5, 6, 7

	q5_1	q5_2	q5_3	q5_4
Gender	0.425	0.227	1.037**	-1.875
Education	-0.218	-0.224	0.446**	-3.047
State_funded PoW	0.565	-0.0107	-0.659	2.309
Universities_PoW	0.284	-0.342	-1.451	11.01
Private_NGO_PoW	-0.668	-1.308	-0.633	6.353
Proper SE-part	0.00231	0.00538	0.00464	0.0561
N	241	243	223	182

	q5_5_1	q5_5_2	q5_5_3	q5_5_4	q5_5_5	q5_5_6	q5_5_7	q5_5_8	q5_5_9
Gender	-2.002	6.649*	3.620*	-1.311	4.589*	2.363	3.124	1.625	1.388
Education	1.709	0.718	-0.714	2.007	0.295	-0.712	2.197	-1.371	0.317
State_funded PoW	-7.520	16.95	-18.12	12.00	-7.603	-10.96	-4.569	2.076	-2.107
Universities_PoW	-3.562	15.38	-18.44	18.73	-13.31	-10.55	2.102	-0.195	-3.230
Private_NGO_PoW	7.313	11.32	-18.64	26.97	-14.43	-11.57	14.28	-2.629	-5.385
Proper SE-part	0.0267	0.0879	-0.165**	-0.0786	0.0378	-0.0312	-0.127	0.114	-0.0286
N	284	284	284	282	284	284	284	284	284

	q6_1	q6_2
Gender	0.243	-0.533
Education	-0.192	0.116
State_funded PoW	-3.451	-1.131
Universities_PoW	-2.534	-0.688
Private_NGO_PoW	-2.033	0.928
Proper SE-part	0.00445	-0.00888
N	265	277

	q7_1	q7_2	q7_3	q7_4	q7_5
Gender	0.514*	0.529*	0.705*	0.749**	0.510
Education	0.283*	0.252	0.0287	0.0184	-0.00831
State_funded_PoW	2.256	3.026*	2.365	3.566*	3.932*
Universities_PoW	1.521	2.279	1.980	2.744	4.234**
Private_NGO_PoW	0.759	1.447	0.858	2.031	3.266*
Proper SE-part	-0.0117	0.00354	-0.0147	-0.00552	-0.0175
N	286	282	278	276	274

	q7_6	q7_7	q7_8	q7_9	q7_10
Gender	0.0225	0.797***	0.0160	0.204	0.470*
Education	-0.157	0.0111	-0.0429	-0.00513	0.0509
State_funded_PoW	1.539	0.763	1.781	0.475	1.414
Universities_PoW	1.551	0.392	1.834	0.496	1.250
Private_NGO_PoW	0.287	-0.674	2.591*	-0.192	0.836
Proper SE-part	-0.0173	-0.00399	-0.0161	-0.0130	-0.00441
N	273	280	260	277	279

*Note: p<0.05, ** p<0.01, *** p<0.001*

Appenix 3: Experts' Self-estimation

TABLE 17, EXPERTS' SELF-ESTIMATION

	SE-part 1	SE-part 2	SE-part 3	SE-part 4	SE-part 5	SE-part 6	SE-part 7
Gender	-0.226*	-0.114	-0.0736	-0.0547	-0.167	-0.0567	-0.362**
N	250	250	249	251	250	250	251
Education	0.0861	0.0532	0.00633	-0.0184	-0.0111	0.0118	-0.00256
N	250	250	249	251	250	250	251
State_funded_PoW	0.216	-0.00939	0.377*	-0.0207	0.117	-0.267	-0.124
N	250	250	249	251	250	250	251
Universities_PoW	0,157	0.155	-0.015	-0.0495	-0.0955	-0.0717	0.163
N	250	250	249	251	250	250	251
Private_NGO_PoW	-0.415**	-0.255	-0.329*	0.125	0.0183	0.262	-0.177
N	250	250	249	251	250	250	251
SE-part 1	1	0.652***	0.634***	0.101	0.408***	0.235**	0.274**
N	250	250	249	250	249	250	250
SE-part 2	0.578***	1	0.616***	0.135*	0.390***	0.319***	0.343***
N	250	250	249	250	249	250	250
SE-part 3	0.638***	0.722***	1	0.126*	0.479***	0.283**	0.257**
N	249	249	249	249	248	249	249
SE-part 4	0.163	0.244*	0.195*	1	0.205*	0.179	0.228*
N	250	250	249	251	250	250	251
SE-part 5	0.425***	0.458***	0.481***	0.133*	1	0.473***	0.389***
N	249	249	248	250	250	249	250
SE-part 6	0.167**	0.255***	0.198**	0.0792	0.322***	1	0.231**
N	250	250	249	250	249	250	250
SE-part 7	-0.212**	-0.30***	-0.192**	-0.108*	-0.285***	-0.253**	1
N	250	250	249	251	250	250	251

*Note: p<0.05, ** p<0.01, *** p<0.001. Variable Gender: 1 – male, 2 – female. Variable Education: 1 – secondary, 2 – secondary special (vocational school), 3 – incomplete higher, 4 – higher (bachelor, specialist), 5 – master, 6 – candidate of science, 7 – doctor of science/PhD. Variable State_funded_PoW: 1 – regional administration, legislative or judicial regional authorities, federal state authorities, budgetary agencies (except public institutions of higher education), and 0 to all other employers; variable Universities_PoW: 1 – public institution of higher education, 0 – all other employers; variable Private_NGO_PoW: 1 – the enterprise/organization of the private sector, non-governmental or private nonprofit organization, 0 – all other employers. Variables SE-part 1 – 7: experts' self-estimation in each sphere of questionnaire respectively.*

Appenix 4: Questionnaire

THE SURVEY QUESTIONS ARE PRESENTED HERE IN ENGLISH (ORIGINALLY IN RUSSIAN)

THE QUALITY OF GOVERNMENT IN THE RUSSIA'S REGIONS: THE QUESTIONNAIRE

Note: Explanatory notes aimed at non-Russian readers are in italic, they are not part of the questionnaire.

1. RECRUITMENT AND CAREER

Thinking about the region of your expertise, how often do you think the following happens? Possible answers: Hardly ever (1) 2 3 4 5 6 Almost always (7) D/K

1.1. When recruiting to regional public administration (to positions known as "specialists"* and "support specialists"*), education, professional experience and professional skills, identified with the help of vacancy contests, decide who gets the job. *such positions are legally guided by the principle of merit in recruitment.

1.2. When recruiting to regional public administration (to positions known as "specialists" and "support specialists"), political connections of the applicants decide who gets the job.

1.3. When recruiting to regional public administration (to positions known as "specialists" and "support specialists"), personal connections of the applicants (such friendship or kinship) decide who gets the job.

1.4. Vacancy announcements for positions in regional public administration (to positions known as "specialists" and "support specialists") are easy to find on the official websites of the regional administrations, on the Internet, in newspapers and other media.

1.5. These announcements contain detailed information about the professional qualities and experience needed for a specific vacancy.

1.6. In practice, "specialists" and "support specialists" may develop their careers up to the very top of the bureaucratic ladder, including positions of the category "managers" (*which are legally subject to political appointment*).

1.7. When it comes to hiring to positions above entry level, public administrators ("specialists" and "support specialists") have *de facto* advantage over external candidates with roughly similar training and experience.

1.8. "The Cadre Reserve" is (a personnel management) tool that serves to attract individuals with the best qualifications and experience to the public service.

1.9. The legal provisions governing recruitment, promotion, dismissal and remuneration of public administrators are observed in practice.

1.10. In the event of a dispute over recruitment, job applicants who are dissatisfied with how the vacancy contest was carried out or with the decision of the selection commission, appeal in court.

1.12. In your opinion, how many (as a percentage) currently working public administrators ("specialists" and "support specialists") were hired via a vacancy contest?

1.13. Even if formal vacancy contests take place, their outcome is usually decided in advance (in XX (*respondent fill the number between 0 and 10*) out of 10 cases).

2. REPLACEMENT OF CIVIL SERVANTS

2. When a new head of the regional executive is appointed/elected, how many public administrators of the following categories are dismissed and the posts filled by supporters (sympathizers) of the new chief executive?

- "Specialists" and "support specialists" (*low to mid- level, merit personnel on permanent contacts*)
- "Managers" (*top layer, at will appointed, on fixed-term contracts*)
- Top managers of the state-funded (fully or partially) profit and non-profit organizations

Answers: < 10%, about a quarter, about half, about two-thirds, more than 90%, D/N

3. THE WORKING CONDITIONS OF PUBLIC ADMINISTRATORS

Thinking about the region of your expertise, to what extent do you agree with the following statements? Answers: Fully agree (1) 2 3 4 5 6 totally disagree (7) D/N

3.1. The salaries of public administrators ("specialists" and "support specialists") in positions of managerial responsibility are comparable to salaries of managers in the private sector who have a roughly similar training and responsibility level.

3.2. Individual performance indicators directly affect the pay of public administrators ("specialists" and "support specialists").

3.3. Bonuses are often distributed based on considerations that have nothing to do with public administrators' diligent performance of duties.

3.4. The legal provisions guaranteeing job security (permanent contacts) for public administrators ("specialists" and "support specialists") are actually observed and are not affected by organizational, political or other changes.

4. IMPARTIALITY

In accordance with the generally accepted definition, impartiality implies that when making decisions with regard to specific people/organizations, public officials take into consideration nothing else but the formal criteria stipulated in the relevant laws and other normative acts (considerations such as, for example, the gender, age, ethnic and socio-economic characteristics of the applicant should not be taken into consideration).

Thinking about the region of your expertise, how often do you think the following happens? Answers: Hardly ever (1) 2 3 4 5 6 Almost always (7) D/K

4.1. Public administrators ("specialists" and "support specialists") act partially in relation to some social groups.

4.2. Public administrators ("specialists" and "support specialists") treat individuals with whom they have direct or indirect personal connections more favorably than other individuals.

4.3. Public administrators ("specialists" and "support specialists") treat business applications completed by individuals with whom they have direct or indirect personal connection more favorably than other business applications.

5. ORGANIZATION OF PUBLIC SERVICE PROVISION

Thinking about the region of your expertise, how often do you think the following happens? Answers: Hardly ever (1) 2 3 4 5 6 Almost always (7) D/K

5.1. The regional public authorities outsource non-core activities and operations.

5.2. Government agencies and state-funded profit and non-profit organizations that provide medical, educational and other services outsource non-core activities and operations.

5.3. Independent audit of the efficiency of budget spending by government agencies and enterprises (performed by independent audit organizations selected through open and competitive contests) is regularly performed.

5.4. What, in your opinion, is the share of regional public institutions that currently have the status "autonomous"*, including those reorganized by law № 174-FZ (03.11.2006)? Answers: < 10%, about 20%, about one third, about half, about two-thirds, about 75%, more than 90%, D/N

 *the notion of "autonomous" organizations stands for organizations that are funded by the state but have a high level of operational autonomy in financial and economic matters

5.5.1. In your opinion, what is the portion of public (including government agencies and organizations that are partially or fully funded by the state), private and third sector organizations that operate in the provision of health care services?

5.5.2. In your opinion, what is the portion of public (including government agencies and organization that are partially or fully funded by the state), private and third sector organizations that operate in the provision of education services?

5.5.3. In your opinion, what is the portion of public (including government agencies and organization that are partially or fully funded by the state), private and third sector organization that operate in the provision of social services (including welfare, sports, culture, recreation, ecology, etc.)?

For each question 5.5.1- 5.5.3 respondents provide three numerical answers, the sum of which cannot exceed 100%.

6. PUBLIC PROCUREMENT TENDERS

Thinking about the region of your expertise, to what extent do you agree with the following statements? Answers: Fully agree (1) 2 3 4 5 6 7 8 9 Totally disagree (10) D/N

6.1. Public procurement contracts are usually concluded with organizations which are single bidders or organizations whose bid was the only one that met all the formal requirements.

6.2. Even if competitive public procurement tenders take place, the outcomes of these tenders are usually pre-determined in advance.

7. POLITICAL DECISION-MAKING

Thinking about the region of your expertise, how often do you think the following happens? Answers: Hardly ever (1) 2 3 4 5 6 Almost always (7) D/K

7.1. Regional policies and programs usually contain a set of well-developed specific goals and objectives.

7.2. Regional policies and programs usually contain a set of well-defined specific performance indicators.

7.3. Funding of the subsequent stages of policies/programs depends on performance evaluation of the previous stages.

7.4. Policies/programs are usually adjusted based according to performance evaluation of the previous stages.

7.5. The planning and implementation of regional policies/programs is carried out jointly by different organizational units of regional government.

7.6. In everyday decision-making senior public administrators ("managers") have considerable autonomy.

7.7. In everyday decision-making public administrators ("specialists" and "support specialists") are governed by standard operating procedures, contained in their job descriptions, service provision standards, policy and other documents.

7.8. If an oral order of supervisors contradicts the written document regulating everyday decision-making, public administrators follow the oral order given by their superiors.

7.9. Representatives of business organizations are involved in the process of political decision-making in matters of general socio-economic development and/or those pertaining to their interests.

7.10. Representatives of non-governmental and non-profit organizations are involved in the process of political decision-making relating to matters pertaining to their interests.

8. FINAL SECTION

8.1. What is your gender? Male / Female

8.2. What is the level of your education? Please choose the response category that best describes your level of education: secondary, secondary special (vocational school), incomplete higher, higher (bachelor), higher (specialist), MA, candidate of science, doctor of science/PhD, none of the above.

8.3. Who do you work for? Please choose the response category that best describes your current employer: regional administration, the regional legislative or judicial authorities, the federal state authorities, one of the budgetary agencies (except for public institutions of higher education), public institutions of higher education, an enterprise/organization in the private sector, a non-governmental or private nonprofit organization, temporarily not working/retired, none of the above.

8.4. How do you assess the extent to which the following sections* of the questionnaire fall within the scope of your expertise? Absolutely / Rather fall / Rather don't fall / Not at all / D/N

* 7 *substantive sections of the questionnaire*

8.5. If you have any comments about this survey, please provide them in the space below.