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POLICIES AIMED AT THE DIGITALIZATION OF THE RUSSIAN GOVERNMENT

POLÍTICAS VOLTADAS PARA A DIGITALIZAÇÃO DO GOVERNO RUSSO

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Abstract: The article examines e-government development stages in Russia from 2002 to the present in the context of contemporary reform. In the first phase (2002-2009), the federal target program "Electronic Russia" was implemented along with a major administrative reform. The federal target program "Information Society" (2011-2020), especially the key project "E-Government" (2011-2015), defines the second phase (2010-2015). The third phase (from 2016 to the present) marks the beginning of the development of the concept of "Government as the foundation". It has not been implemented yet but has generated great interest and sparked debates about the future of digital data and the digital infrastructure to collect, process, and store them. The authors of the paper conclude that the continued failure to adapt to the new principle of distributed and delegated management in different political spheres without clear administrative boundaries will be decisive, foreshadowing more obvious and necessary reforms.

Keywords: Information Society. Digital Democracy. Scientific and Technological Progress. Information and Communications Technologies.

Resumo: O artigo examina os estágios de desenvolvimento do governo eletrônico na Rússia desde 2002 até o presente, no contexto da reforma contemporânea. Na primeira fase (2002-2009), o programa alvo federal "Electronic Russia" foi implementado juntamente com uma grande reforma administrativa. O programa alvo federal "Sociedade da Informação" (2011-2020), especialmente o projeto chave "Governo Eletrônico" (2011-2015), define a segunda fase (2010-2015). A terceira fase (de 2016 até o presente) marca o início do desenvolvimento do conceito de "Governo como base". Ele ainda não foi implementado, mas gerou grande interesse e desencadeou debates sobre o futuro dos dados digitais e da infra-estrutura

digital para coletá-los, processá-los e armazená-los. Os autores do artigo concluem que o fracasso contínuo na adaptação ao novo princípio de gestão distribuída e delegada em diferentes esferas políticas sem limites administrativos claros será decisivo, antecipando reformas mais óbvias e necessárias.

Palavras-chave: Sociedade da Informação. Democracia Digital. Progresso Científico e Tecnológico. Tecnologias da Informação e da Comunicação.

INTRODUCTION

The study is relevant due to the rapid development of information technologies widely used in socio-political processes and the need to improve democratic mechanisms in Russia with due regard to the opportunities provided by the information society.

In modern society, informatization is everywhere and influences all spheres of human life. Under these conditions, the effective functioning of government, interaction between state and citizens, and the implementation of democracy are impossible without the use of information technology. During the transformation of power, electronic government becomes a top-level communication tool between the state and society. Thus, it is important to identify the content of e-government technology.

The most important feature of the modern economic system is the increase in the share of the value created by intellectual labor in all sectors of the economy. Intellectual products possess the cultural, spiritual, and scientific potential of the nation. In Russia, there are significant opportunities in the future for the development of intellectual potential associated with the digitalization of government activities. Unfortunately, currently, the accumulated Russian scientific potential is used in other countries. Its use within Russia is unproductive and, therefore, does not produce surplus value.

In the early 2000s, Russia's new leaders saw digital backwardness due to the public sector's lack of progress in this area. As world leaders gradually embrace a new digitalization agenda, Russia has only undertaken a comprehensive reform of its public sector. This prompted reformers to carry out reforms simultaneously but independently. Within the framework of the Federal Target Program "Electronic Russia" (2002-2010) (Resolution of the Government of the Russian Federation No. 65, 2002), the introduction of e-government was first proposed as an independent reform. At the initial stage, the concept covered an expanded program for promoting democracy and updating information and communications technology, including the public sector (Dzidzoev, 2016). This approach seems reasonable, as the two areas need significant development before

being combined. The federal target program "Electronic Russia" includes many necessary measures to create an integrated state information technology infrastructure. Specifically, these measures include the development of identification and authentication systems, as well as digital (paperless) workflows. Throughout its implementation, the program suffered from many shortcomings, including severe underfunding, lack of coordination, inefficient use of budgets, and relatively low priority, and insufficient political attention, value for reform. Since its launch, the federal target program "Electronic Russia" (2002-2010) has been revised at least five times, narrowing the scope and reducing ambitious plans due to the absence of program coordination, ineffective reforms, and poor use of budgets.

In connection with the digitalization of government activities, it is important to dwell separately on the intellectual property component, the infrastructure of which and legislative regulation are important for future processes of digitalization of government activities. The intellectual property market presupposes the existence of its infrastructure. The infrastructure of the intellectual property market is a set of institutions that ensure the circulation of various products of intellectual labor. The main functions of the intellectual market infrastructure are searching for the results of intellectual activity with commercial content, qualified assessment of the cost of an intellectual product, bringing the intellectual product to the buyer or consumer, activating impact on the economy in the production industries, and indirect regulation of monetary circulation. The regional intellectual property market should objectively include an infrastructure that is directly and indirectly related to the commercial circulation of intellectual labor products.

Indirectly, in the process of circulation of intellectual products, elements of the stock, commodity, and labor markets can be involved. Securities of innovative companies, controlling blocks of shares, through which a business based on the sale of products of intellectual labor is sold, can be presented on the stock market. The issuance of state and municipal bonded loans focused on financing research and development, which have a clear commercial result, is also effective. The commodity market can serve as a platform for the sale of the first (experimental) samples of innovative products. On the labor market, the intellectual labor force is sold – the employment of specialists who ensure the creation of products of intellectual labor. Although qualified workers often do not use the services of labor exchanges, this only speaks of the insufficiency of the proposals presented there and the underdevelopment of the labor market in terms of highly qualified specialists.

To a large extent, the interaction of the intellectual property market with the information market should be carried out, where information services are provided and

information is collected, processed, and systematized and is also bought and sold in the interests of the end user. The correctness of the decision to purchase and sell intellectual labor products depends on the quality and volume of information. Between the producer and the consumer in the information market, intermediaries charge a commission for the services rendered. An important element of market information is information about competitors. The subjects of sale and purchase on the information market also include television and radio products, books, newspapers, etc.

Depending on the development of the region, all or a limited number of these structural components can take place. Thus, in the Volga Federal District, it may be enough to create one intellectual property exchange in the Republic of Tatarstan, given the presence here of the Academy of Sciences of the Republic of Tatarstan, the Kazan Scientific Center of the Russian Academy of Sciences, and one federal and two national research universities. To have an objective basis for making decisions on the formation of a network of infrastructure support for the intellectual property market, it is advisable to develop and put into practice interregional standards for the creation of such organizations, companies, and firms. The optimal level for carrying out the relevant work is the federal district, at the level of which the balance of interests of the regions is ensured, corresponding to their real intellectual potential and interregional intellectual cooperation within the framework of the main industry profiles.

The territory of the Russian Federation turned is the scene of various kinds of pirates. Violations in the field of protection of intellectual property cause enormous damage to both copyright holders and the economy as a whole. Intellectual property counterfeiting is especially dangerous for the economy, leading to significant direct and indirect losses of state revenues. Piracy undermines the economic foundations of the emerging legal market for intellectual property and causes significant damage to the Russian budget.

MATERIALS AND METHODS

The study aims at analyzing, generalizing, and systematizing the stages of development of e-government in the Russian Federation. It also offers recommendations and proposals for the further development of e-government.

The chosen topic is interdisciplinary since it covers a wide range of scientific and practical issues, in particular, information, constitutional and administrative law. Today

digitalization transfers all social processes into cyber-physical space and forms a new scientific and technological paradigm based on digital systems. The interdisciplinary discussion of the most significant issues relating to the transformation and digitalization of public relations and their legal regulation should resolve uncertainty in certain areas of forming an information society in Russia and foreign countries.

The scientific novelty of the research is determined by the lack of systemic scientific knowledge regarding e-government mechanisms in Russia and trends and patterns of its development in the digital era, which are supposed to be replenished in the course of the project.

The study should bring the following results:

– To clarify the nature, necessity, and limits of e-government in Russia;

– To determine the stages of development of e-government in Russia;

– To identify the existing issues of e-government in Russia and develop possible solutions.

The methodological basis of the study consists of general (dialectical, analysis and synthesis, deduction and induction, formal-logical, structural-functional, etc.) and specific scientific (comparative-legal, historical-legal, formal-legal, sociological, statistical, empirical, etc.) methods.

The significance of the planned results is predetermined by their relevance and novelty, as well as their contribution to the theory and practice of democratic rule in Russia at the federal, regional, and municipal levels. The full-fledged introduction of e-government and civic participation will contribute to the rapprochement of government and society, increase civic participation in the public sector, help make public and political decisions, open government bodies to citizens, and create additional incentives for the development of a partnership model between public authorities and citizens.

RESULTS

It was not until 2006 that reformers completed the development of the main elements of the Russian government's IT infrastructure: automatic state (information) systems "Election" (Vybory, http: //www.cikrf.ru/gas/), "Justice" (Pravosudie, https://sudrf.ru/), "Law making" (Zakonotvorchestvo, http://parlament.duma.gov.ru/) and "Administration" (Administratsia, http://gasu.gov.ru/). They have also begun to form

components of e-government, especially the Unified City and Public Service Portal (www.gosuslugi.ru) launched in 2010.

In addition, the country's leading experts have acknowledged the overall inefficiencies of the program. In 2008, the program was revived and supplemented by the "E-Government Development Concept until 2010" (Government Resolution of the Russian Federation No. 632-r, 2008), which emphasizes the strategic priority of e-government. New public management is a model of modern administrative reform. More than 70 countries around the world are implementing reforms based on these principles, including the most developed economies. However, the name and concept of the New Public Administration do not have similar words in Russian.

After six years, public administration reform shows that the efficiency of the government and the quality of public services has not improved much. Reform has not achieved most of its measurable goals. In addition, the federal target program "Electronic Russia 2002-2010" was publicly considered a failure. In these cases, it was clear that the approach of undertaking the two modernization projects separately had proved ineffective.

For the third phase of administrative reform, the decision was made to place the development of information and communications technologies at the heart of the administrative modernization project. Thus, Russia has joined many other countries in transforming the public administrative system into an e-government. This e-government reform has harmonized with the federal target program "Information society" (Government of the Russian Federation Resolution No. 313, 2014), which defines the digitization of all sectors of the government. Russian society is its main target.

The vector for further modernization was defined by the passage of Federal Law No. 210-FZ (2010) "On the organization of the provision of state and municipal services". This document de jure prohibits government agencies from requesting previously collected and stored personal information of an applicant. The provision provides for mandatory interministerial cooperation at least in the provision of services. Due to policies that favor digital workflows, the focus of back-end modernization has shifted to electronic cross-industry collaboration systems. The government's digital infrastructure has also spurred the development of a Unified Identity and Authentication System to ensure proper access for users.

Finally, a synchronous approach to this system with state information systems has been established in the previous period.

DISCUSSION

The article concludes that for the real provision of digital human rights, a state mechanism for their protection and an optimal legal compromise between the law enforcement services' access to information and the right of citizens to its confidentiality are needed.

The reform has created an advanced and modern IT infrastructure of digital government with the most notable changes in the field of public service delivery and especially the continuous modernization of the electronic portal. Unification of public and municipal services. In this regard, such a late start (compared to the leading countries) has already addressed the negative consequences of the technocratic approach. This approach has contributed to the rapid modernization of IT infrastructure because it does not take into account how the bureaucracy will use the new infrastructure (Antonov, 2017).

User agreements for the provision of services using digital technologies in modern civil law can be conditionally divided into three types:

- an agreement for the provision of services using digital technologies for a fee (legal relations arising between the parties are subject to the law "On Protection of Consumer Rights"),
- license agreement,
- mixed contract (combination of elements of various contractual structures).

Positive for the development of Russian civil legislation on the provision of services using digital technologies is the experience of the European Union, where legislation on digital services and consumer protection in the digital environment has already been developed and is in force (for example, the Digital Content Directive of April 15, 2019) and mechanisms are being created to ensure adequate contractual regulation between users and digital services.

The infrastructure of the intellectual property market is a set of institutions that ensure the circulation of various products of intellectual labor. The main functions of the infrastructure of such a market are:

- searching for the results of intellectual activity with commercial content;
- qualified assessment of the cost of an intellectual product;
- bringing an intellectual product to the buyer or consumer;
- activating effect on the economy in the production industries;
- indirect regulation of monetary circulation.

The regional intellectual property market should objectively include an infrastructure that is directly and indirectly related to the commercial circulation of intellectual labor products. These include:

1. Intellectual property consolidation centers:

• technoparks and technopolises;

• small innovative enterprises at universities;

• regional invention centers of;

• research institutes and design bureaus at industrial enterprises;

• other innovative enterprises.

2. Organizations that ensure the process of securing and protecting property rights to intellectual products – patent services, specialized law firms.

3. Appraisal companies providing the valuation of intellectual products.

4. Registrar companies maintaining registers of products of intellectual labor and their owners.

5. Depositories and centers of scientific and technical information – organizations that perform the functions of storing documents reflecting the ownership of intellectual products.

To have an objective basis for making decisions on the formation of a network of infrastructure support for the intellectual property market, it is advisable to develop and put into practice interregional standards for the creation of such organizations, companies, and firms. The optimal level for carrying out the relevant work is the federal district, at the level of which the balance of interests of the regions is ensured, corresponding to their real intellectual potential and interregional intellectual cooperation within the framework of the main industry profiles.

Russian Federation is the scene of various kinds of piracy. Violations in the field of protection of intellectual property cause enormous damage to both copyright holders and the economy as a whole. Intellectual property counterfeiting is especially dangerous for the economy since it leads to significant direct and indirect losses of state revenues. Piracy undermines the economic foundations of the emerging legal market for intellectual property and causes significant damage to the Russian budget. The number of economic crimes is growing most intensively in Russia. Primitive crime (theft, robbery, etc.) is being replaced by intellectual crime. Criminals actively use market conditions and information technologies. The number of crimes committed in the sphere of high technology is growing. A significant part of the crimes in Russia is related to the export of strategic

materials, as well as the military-industrial complex. Corruption in the banking, credit, and financial sector, as well as the export of capital, cause irreparable damage to the country's economy. The result of criminal activity is an increase in the spending of a narrow circle of people on luxury goods, while a significant part of the population is below the poverty line. The abuses associated with a monopoly in the market, illegal use of copyrights and intellectual property, as well as commercial bribery, are highlighted.

CONCLUSION

In the course of our research, we examined the development stages of e-government in Russia from 2002 to the present in the context of public administration reform. In the first phase (2002-2009), the federal target program "Electronic Russia" was implemented along with a major administrative reform. Although these two reforms overlap, they have not implemented the new public management principles to the extent necessary. The second phase (2010-2015) is defined by the federal target program "Information Society" (2011-2020), especially the key project "E-Government (2011-2015)". This project abandons the idea of e-government as a partial complement or replacement for "real" government and focuses on developing the infrastructure to deliver e-government services. The third phase (from 2016 to the present) marks the beginning of the development of the concept of "Government as the foundation". It has not been implemented yet but has generated great interest and sparked debates about the future of digital data and the digital infrastructure to collect, process, and store them. These projects have several goals. The first goal is to improve efficiency and reduce public administration costs, the two main ideas of new public management. The projects mentioned above are not symbolic because their achievements, especially in the field of e-services, have had a positive impact on the interaction between society and the state. In short, communicating with government agencies has become faster and easier for ordinary citizens who are not at odds with their state. The e-government project also addresses political and economic aspects. One of its goals is to ensure the country's competitiveness on an international level (making it a more attractive place to live and do business). However, these plans do not correspond to reality and companies see an increased administrative burden. Despite good intentions, there is still a large gap between plans and their implementation. An assessment of public sector digitization in Russia over two decades over three consecutive federal programs/concepts reveals the true nature of these reforms, which may partly explain the

existing gap. First, there is a lot of technocracy in the planning and preparation of reform projects. Unlike most democracies, e-government reform considers the interests of the state rather than society. However, the same strategy in subsequent phases of reform will lead to many inadequacies and will require major adjustments to the entire project. Second, the advent of e-government in Russia is characterized by centralization and top-down governance reform. The top-down approach was even incorporated into the reform project. Ideas are expressed by the federal center and then adopted by the regions. Subnational agencies and organizations have limited ability to influence the e-government reform process. The initial approach was rigid and offered no cooperative strategy. Regions are given the following options: use the proposed solutions or develop their own. This led to the creation of two e-government platforms: federal and regional. Furthermore, the city level of self-governing bodies was neglected in the original plans. The adoption of the "government underpinning" model further exposes the flaws of the technocratic approach, whose focus is on changing functions and policies rather than transforming infrastructure. The latter process will inevitably be fragmented and uncontrollable by a single hub. This undermines the entire ideology of top-down governance in Russia, which radically changed public administration reforms between 2003-2013 and affected the gradual introduction of e-government. The continued failure to adapt to the new principle of distributed and delegated management in different political spheres without clear administrative boundaries presupposes more obvious and necessary reform.

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