

Questions of the Estimation of Efficiency of Public Administration in Modern Conditions

I.I. Kokhanovskaya^{1*}, A.L. Fatykhova², A.A. Khachatryan³ and K.S. Khachatryan³

*Corresponding author: koh-indira@mail.ru

¹ RANEPa (Moscow Regional Branch), Krasnogorsk, Russia

² Bashkir State University, Sterlitamak, Russia

³ Military university of the Russian defense ministry, Moscow, Russia

Abstract. The system of public administration directly determines the degree of well-being and opportunities for a happy life for the inhabitants of the country. Public administration contributes to the satisfaction of the material, social, cultural needs of different groups of the population, which is achieved by using specific actions. The article discusses the main approaches to the efficiency of public administration, as well as highlights the ways to improve the efficiency of public administration.

Keywords: state, management, efficiency of public administration.

1 Introduction

Solving the problems of the socio-economic development of Russia, ensuring the improvement of the quality of life of the population, strengthening national security make it necessary to solve the problems of increasing the efficiency of authorities. From the analysis of domestic and foreign historical experience, it can be concluded that there are a large number of factors determining both the development of statehood and the decline in the effectiveness of public administration [1].

The current level of the socio-economic development of society necessitates improving the efficiency of public administration. The overall well-being of the country's population depends on how effectively authorities work. In connection with the increasing role of public administration, it is becoming increasingly important to solve the problem of increasing the efficiency of authorities.

2 Problem Statement

Public administration is an important scientific concept, the analysis of which reveals and explains the characteristic features of the organizational structure of the state, as well as describes the activities of people belonging to this system and, on the basis of this, advances areas that increase the efficiency of their work.

It is well known that it is the system of government that directly determines the degree of well-being and opportunities for a happy life for residents of a given country. It is important to note the fact that the population of a number of countries in the world that do not have vast territories, natural resources, lives in better conditions, unlike those who have these advantages. We consider this to be an indication that society is characterized by better organization, that is, management technologies are used with greater efficiency, besides this, the state often performs its functions better.

It can be said that, despite the fact that state administration is directly separated from the political sphere, they are nevertheless closely interlinked through the institutional level, and in turn the administrative level is the link between the overly politicized - institutional and non-political - technological levels [2].

The essential basis of public administration is based on the following characteristics [3]:

- the need for public administration, directly arising from the need to ensure the implementation of state policy, focused on the effective use of available resources (natural, labor, material and informational), ensuring equity in the redistribution of income and the provision of guarantees, basic social rights and freedoms, as well as maintaining public law and order;

- social conditionality of public administration, which is explained by the fact that the main focus of the existence of this complex organizational system is the satisfaction of the needs of the country's population. Simultaneously with the daily necessities of life, the goals of a political nature also have an important influence on public administration, which contributes to the streamlining of development in the interests of society as a whole. Thus, public administration is an act of government intervention;

- target orientation of public administration, which implies setting rational (i.e. corresponding to the available resources) goals and objectives determined by the need to obtain the highest possible results with minimal use of taxpayers' funds based on the orientation given by public authority.

Based on the foregoing, it can be concluded that the essence of public administration is based on its special social function, which is directly aimed at streamlining development processes in the interests of the whole society by harmonizing various requirements, needs and forms of activity, where the state apparatus acts as an effective mechanism for implementing public authority policies through the system of administrative institutions.

3 Research Questions

Public administration acts as a way in which the state in practice pursues a policy of settling various kinds of contradictions (individual, group, national, territorial) and contributes to meeting the material, social, cultural needs of different groups of the population, which is achieved by using specific actions of political, legal, organizational, financial nature: various stages of administrative preparation and implementation of necessary managerial decisions whereby the coordination and implementation of government policy.

The modern stage of development of public administration is associated with the increasing role of information technologies and relations that constitute the information infrastructure that allows subjects management to actively influence the state of political, economic, defense and other components of state security management. Modern public administration is focused on improving the quality of life of citizens through the provision of public services in the sphere of legal services, and this becomes a new function of the state, which consists in simplifying the system of interaction between citizens and the state and increasing the efficiency of its management.

For today, a specific mechanism has been developed that allows evaluating the effectiveness of the activities of state authorities. Today, this mechanism in the Russian Federation is supported by legislation and has a great influence on the activities of public authorities. The effectiveness of their work is measured by the introduction of professional standards, standards and official regulations, which reflect the indicators of the efficiency and effectiveness of professional performance as individual civil servants, and government bodies in which they serve. Currently, the legislative consolidation of the main aspects of assessing the effectiveness of public service seems to be the most significant. The legislative framework allows minimizing the possibility of bureaucratization of the state apparatus, moving to a new level of professional competence of public servants, as well as improving their qualifications. Today, legislation regulating the activities of state bodies should represent the interests of not the bureaucratic apparatus, but the interests of the country's population. The social orientation of the public service should be a priority in organizing the activities of state structures.

4 Purpose of the Study

Improving the efficiency of government bodies is a problem that scientists from all over the world are trying to find solutions. At the moment, there are many concepts, the general purpose of which is to substantiate the mechanism for increasing the efficiency of state bodies. In our opinion, in order to most efficiently organize their activities, each state body should take into account different views on ways to increase the efficiency of state bodies' activities and choose the most appropriate approach for a particular state structure.

The approach based on the concept of leadership, the main representatives of this approach are K. Levin, R. Likert and other researchers (according to V.V. Korytov [4]), suggests that the effectiveness of public administration is based primarily on the leadership qualities and management style of the heads of state bodies, as well as on their systems and methods selection, criteria for assessing the implementation of the tasks and professional development [5]. The main disadvantage of this approach is the fixation of the situation and consideration of the leader's behavior in conditions of the constancy of the situation. There is no doubt that in organizing the activities of state bodies take into account the occurrence and impact of various situational variables.

Representatives of the next approach, which develops M. Weber's theory of rational bureaucracy, see prospects for increasing the efficiency of public administration in delimiting administration and hierarchical structure, precise work rules, and the need for clear regulation of the activities of public servants. It seems that M. Weber's theory [6] is one of the main theories that can be adapted to Russian conditions. The differentiation of administration and the hierarchical structure of management seem especially promising in the Russian realities due to the need for a clear separation of powers of state bodies in order to achieve coherence and rationality of their work. In addition, one of the directions is a clear regulation of the activities of civil servants, today it is the basis of the activities of state bodies of the Russian Federation: this direction is expressed in the existence of such laws as the Federal Law of July 27, 2004 No.79 «On Civil Service in the Russian Federation» [7], Federal Law of May 27, 2003 No.58 «On the System of State Service of the Russian Federation» [8], etc. It is equally important to use Weber's methods for paying state employees those who experience the results, the introduction of quantitative performance indicators, openness and transparency.

According to M.Yu. Zenkov, the main idea of the next approach based on the theory of life cycles, whose representatives are I. Adizesi, C. Blanchard, F. Modigliani and others [9], is the interrelation of the effectiveness of public servants and the impact of permanent or temporary groups within the control system. The presence of this relationship pushes civil servants to make a management decision that representatives of this theory associate with the life cycle of the organization's development [5]. In our opinion, it is especially important that this theory, from the point

of view of increasing the efficiency of public administration, determines the goal of the state not to completely get rid of all problems, which in essence is impossible, but to prevent the occurrence of pathologies within the state. In addition, the theory of I. Adizes makes it possible, unlike many other models, to see the dynamics of the state, and not to consider it as a static formation [9]. Nevertheless, in our opinion, the proposed methods of the theory of life cycles are extremely difficult to adapt to Russian conditions.

5 Research Methods

In her work «Theories of leadership in management: History and prospects», S.R. Filonovich notes that in the concept of professionalism proposed by G. Becker, T. Parsons and other scientists [10], the level of professionalization of public bodies, as well as the level of professional training of public servants, come to the fore. In our opinion, the effectiveness of the work of the state body increases with the growth in its number of competent officials. Unfortunately, in Russia there is a widespread decline in the level of professionalism of civil servants, which is often associated with a decline in the quality of education, corruption of government agencies that accept public service «to pull», as well as the presence of many other reasons, which together reduce the effectiveness of government agencies. The solution to the problem of the level of professionalism of civil servants is gradually coming to the legislation of the Russian Federation, and already certain changes can be seen, which are expressed in the implementation of state standards and qualification requirements of the civil service, the mandatory passage of refresher courses by government officials, and the tightening of anti-corruption legislation. However, it is necessary to improve the education system as a whole, so that at the exit from a higher education institution, the state will receive a competent public servant, and not a person with limited thinking and inability to make management decisions.

The researchers C. Izmalkov and K. Sonin note that the concept of economic responsibility (based on the Hart-Shleifer-Vishny model) stands out among the conceptual models for increasing the efficiency of state power [11]. This concept sees the creation and development of a certain competition among ministries, departments and services as the main criterion for the effectiveness of state bodies. In addition, the concept assumes the existence of a system of accountability, primarily to taxpayers, of public authorities. In our opinion, healthy competition among government bodies has never been a regressive factor, and therefore its presence among government bodies is quite normal and contributes to the growth of their effectiveness by fighting not only for government encouragement, but also for the support and approval of the population. The introduction of some principles of a market economy in the activities of state bodies can be a factor in the development of the potential of the public service, and the presence of an accountability system can increase the level of public confidence in government bodies.

6 Findings

Despite the fact that each of the models described above sees its own way to increase the efficiency of state bodies, they are all aimed at improving public service as a guarantor of the welfare of society. In this regard, each conceptual model has a place to be in the modern world. At the same time, it is necessary to take into account the conditions of development of a particular country, and not blindly use all the methods to improve the efficiency of state bodies, but to isolate from them what is applicable specifically for a particular state.

In general, there are usually two main approaches to determining the effectiveness of public administration [5]. The first one considers the position of state bodies in the system of state administration. The second one considers, first of all, the results of the work of state authorities, without taking into account the question of their effectiveness. Both of these approaches suggest a high value of costs.

In most cases, the efficiency of the state body is accompanied by the general quality of government. Many authors understand the integrity of the legislative, executive and judicial branches of government as a criterion for assessing the quality of public administration. Undoubtedly, a general assessment of the work of state structures of the three branches of government is an important aspect of assessing the effectiveness of government, but one should always remember that the branches of government function independently of each other, and it is not possible to evaluate their work as a single organism [12].

From the point of view of the final result, in our opinion, the main criterion of the quality of government is its impact on the socio-economic development of the state. In a narrower sense, the quality of government can be considered in the aggregate of the effectiveness of administration, the optimal solution of the tasks set and the rational implementation of existing functions. This approach assumes that consideration of the effectiveness of government activity is an integral aspect of public administration, because it allows determining both the quality of work performed by public authorities in the provision of public services and the overall level of public administration in the country.

In our opinion, the fundamental aspect among the variety of approaches to assessing the effectiveness of state bodies should be the person. It is the people, for and for whose sake the state functions, can most fully assess the quality of the services that are provided to them. Therefore, we consider it important when assessing the effectiveness of state bodies to take into account the opinion of the population, and one of the main directions in this area should be conducting

opinion polls, which are designed to determine not only the overall effectiveness of public services, but also to find weaknesses for their future improvement.

It is known that social and economic efficiency of the activity of state bodies is distinguished. In our opinion, the main role in determining efficiency should be allocated to the social effect in view of the direction of the managerial influence of state bodies on society.

7 Conclusion

Thus, after analyzing the main approaches to improving the efficiency of state bodies, we can conclude that, despite the interest of the state in this, a further search is needed for ways to improve the efficiency of public administration. It should be noted that each state body in the implementation of its work should be guided by various methods of performance evaluation, in order to most clearly realize all of its goals and objectives and, above all, meet the multifaceted needs of the country's population.

References

1. S.A. Kozhevnikov, Improving the efficiency of public administration is a key task for modern Russia. *Economic and Social Changes: Facts, Trends, Forecast*, **10**(3), 78-99 (2017). [in Rus.].
2. I.I. Kokhanovskaya, Priority directions for small business development in the region. *Bulletin of the Samara State University of Economics*, **11**(37), 60-65 (2007). [in Rus.].
3. I.I. Kokhanovskaya, N.V. Batmanova, Modern concept of anti-crisis public and municipal governance. *Regional Development*, **3-4**, 105-107 (2014). [in Rus.].
4. V.V. Korytov, Leadership and management: The main trends of formation and development of the field. *Psychological Science and Education*, **3**, 1-13. URL: http://psyjournals.ru/files/30541/psyedu_ru_2010_3_Koritov.pdf (2010). [in Rus.].
5. I.A. Matyushkina, O.M. Mikhaleva, The state and municipal management effectiveness: Its nature and the problems of definition. *Humanitarian Research*, **8**(24). URL: human.snauka.ru/2013/08/3617 (2013). [in Rus.].
6. M.L. Alpidovskaya, The concept of a rational bureaucracy of the industrial society of M. Weber. *Bulletin of the Finance Academy*, **2**(42), 82-89 (2007). [in Rus.].
7. Federal Law of July 27, 2004 No.79: *On Civil Service in the Russian Federation*. Retrieved form: http://www.consultant.ru/document/cons_doc_LAW_48601/. Accessed: 6.02.2019 (2004). [in Rus.].
8. Federal Law of May 27, 2003 No.58: *On the System of State Service of the Russian Federation*. Retrieved form: http://www.consultant.ru/document/cons_doc_LAW_42413. Accessed: 6.02.2019 (2003). [in Rus.].
9. M.Yu. Zenkov, *State and Municipal Service: Study guide*. Novosibirsk: SibAGS (2012). [in Rus.].
10. S.R. Filonovich, Theories of leadership in management: History and prospects. *Russian Journal of Management*, **2**, 3-24 (2003). [in Rus.].
11. C. Izmalkov, K.Sonin, Basics of the theory of contracts (Nobel Prize in Economics 2016 - Oliver Hart and Bengt Holmström). *Voprosy Ekonomiki*, **1**, 5-21 (2017). [in Rus.].
12. A.V. Gladilin, et al., *Modern business: Social and economic measurement*. Book 14. Voronezh: Voronezh State Pedagogical University (2006). [in Rus.].