

**The problem of improving
the efficiency of public
administration in
modern Russia**

THE PROBLEM OF IMPROVING THE EFFICIENCY OF PUBLIC ADMINISTRATION IN MODERN RUSSIA

EL PROBLEMA DE MEJORAR LA EFICIENCIA DE LA ADMINISTRACIÓN PÚBLICA EN LA RUSIA MODERNA

ABSTRACT

The paper examines the problem of improving the efficiency of public administration in Russia. The urgency of raising the effectiveness of modern public administration in Russia is caused by a number of reasons. First, the relevance of the problem under consideration is determined by the worldwide trend of increasing the role of the state in the modern era. Secondly, inefficiency of the existing model of public administration: the use of outdated principles, methods and technologies of governance in the system of public authorities. Thirdly, there is no correspondence of state management to internal and external challenges. Fourth, the problem of the public administration effectiveness in Russia is exacerbated by the use of sanctions measures against the country. Fifth, assessment of management efficiency allows society to determine the quality of the activities of state institutions and the state apparatus to evaluate the results of its own activities. The purpose of the study is to consider the problem of improving the efficiency of public administration in Russia. Achieving this goal requires revealing the main problems and tasks for improving and reforming the state administration of Russia. As a methodological base of the research, the work includes the following approaches and methods: systemic and structural-functional approaches, sociological, dialectical and comparative methods, as well as analysis of conditions and factors affecting public administration in modern Russia.

KEYWORDS: State, Governing, Management, Efficiency, The Russian Federation

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RESUMEN

El documento examina el problema de mejorar la eficiencia de la administración pública en Rusia. La urgencia de aumentar la eficacia de la administración pública moderna en Rusia se debe a varias razones. Primero, la relevancia del problema en cuestión está determinada por la tendencia mundial de aumentar el papel del estado en la era moderna. En segundo lugar, la ineficiencia del modelo existente de administración pública: el uso de principios, métodos y tecnologías de gobierno obsoletos en el sistema de autoridades públicas. En tercer lugar, no hay correspondencia entre la administración del estado y los desafíos internos y externos. Cuarto, el problema de la eficacia de la administración pública en Rusia se ve agravado por el uso de medidas de sanciones contra el país. En quinto lugar, la evaluación de la eficiencia de la gestión permite a la sociedad determinar la calidad de las actividades de las instituciones estatales y el aparato estatal para evaluar los resultados de sus propias actividades. El propósito del estudio es considerar el problema de mejorar la eficiencia de la administración pública en Rusia. Lograr este objetivo requiere revelar los principales problemas y tareas para mejorar y reformar la administración estatal de Rusia. Como base metodológica de la investigación, el trabajo incluye los siguientes enfoques y métodos: enfoques sistémicos y estructurales-funcionales, métodos sociológicos, dialécticos y comparativos, así como análisis de las condiciones y factores que afectan la administración pública en la Rusia moderna.

PALABRAS CLAVE: Estado, gobierno, gestión, eficiencia, Federación de Rusia

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INTRODUCTION

The paper is a continuation of the work of the authors on the study of the effectiveness of public administration in Russia (Fatykhova ET AL, 2017). Any state needs to assess its viability, the quality of managing social processes. Its most important and necessary requirement for modern public administration is its effectiveness.

The study of problems of increasing the effectiveness of public administration in Russia has both a theoretical and practical aspect.

In the conditions of cardinal post-Soviet transformation and reorganization of Russian society, the simplest option would be to find an effective model of public administration based on the experience of other countries. However, as practice shows, universal models that are optimal for use by all countries do not exist. Each state should develop its own model and ways to improve the effectiveness of public administration, taking into account the national and historical characteristics of its development.

METHODS

The use of the system approach and structural and functional analysis in the study of public administration contributes to the consideration of its place and role in the development of modern Russia. Comparative method in the study of the current stage and the state of public administration in Russia made it possible to identify the state and dynamics of development, determine the contradictions in the positions and relations of power and society. An analysis of the main directions of the public administration development made it possible to identify problems associated with improving its effectiveness in Russia.

RESULTS AND DISCUSSION

The effectiveness of public administration is a complex description of the potential and actual results of the management system, taking into account the short-term, medium-term and long-term prospects.

Analyzing the practice of public administration in Russia, it must be said that effectiveness has not become a benchmark and an assessment of the activities of the administrative system so far. Among the most important problems of increasing the effectiveness of public administration in Russia aimed at overcoming obsolete management practices and increasing the professionalism of the state apparatus, the following should be noted:

1. The formation of a market economy in Russia determined the negative attitude of the ruling elite towards the role of the state in managing social processes. The uncontrollable desire to get rid of the Soviet command-administrative model of governance and follow the letter of classical liberalism contributed to the dominance of the idea among the ruling class of Russia about minimum state participation in the management of social and economic processes. "Do not prevent us from acting! The market is shaping everything up and putting everything in its place!" – this was the slogan of the ruling elite of the initial post-Soviet transformations in Russia.

2. The modern ruling elite and all of its state institutions of influence and control is isolated as much as possible from society. The lack of control over the result is perhaps the greatest problem of the modern system of public administration in Russia. Today, the most important tasks of public administration in Russia are the state's participation in the formation of market relations, finding a balance in the ratio of private and public sectors, searching for the optimal model for interaction between business and the state.

3. The idea of state government in the capacity of an indicator of the limitless possibilities of state power to realize its own ambitions and interests. The ideology continues to dominate that power can do everything, it only needs to want. "Only recently, in modern Russia, the notion of public administration as a professional activity is asserted that requires not only general and special erudition, a certain world outlook (ideology), bureaucratic

drill, loyalty and discipline, life experience and personal charm, but also professional knowledge" (Bartsits, 2015).

4. The lack of a strategy for the development of society and the state generates perverse incentive of simple solutions - the desire to solve a problem quickly, without delay. But the ability to address a problem strategically and dialectically very often leads to the fact that long-term goals are substituted for opportunistic and political tasks, and this is typical for all levels of government.

5. Political and government decisions are made and evaluated outside the public political space. For example, a report of the government of the Russian Federation in the State Duma should be public in nature, with publication of the main provisions of the report to the public, followed by discussion of the results of activities in the media and in the Internet.

6. The problem of the public administration effectiveness often has several dimensions in the form of direct and indirect results. If direct measurements can be observed realistically, they reflect the appropriateness and consequences of the goals and objectives of public administration embodied in the life of society, the side results are often not so obvious, but they allow one to see the validity and conditionality of the goals set, determine the degree of their impact on other public phenomena. The correlation of both types of measurements is especially important and necessary when it comes to the immediate and distant prospects for the development of society and the state.

7. Ineffective system of personnel recruitment of in the state apparatus, to which the lack of clear selection criteria, the non-public nature of the nomination process is peculiar. The prevalence in the formation of the management system of clannishness and clientelism, as well as the closedness and non-transparency of the process of preparation and adoption of decisions is crucial for society and the state.

The current management training system is clearly not capable to cope with the staffing shortage. Today we need constant retraining of management personnel, including changing the motivation and technology of their work. An example of this kind of advanced

training was the training of the management of ministries at the Corporate University of Sberbank in 2016. The goal of the training is to reconfigure the management system according to the modern methods, move away from work solely on behalf of the president and train the project management apparatus and methods of work (Gref will teach deputy ministers to govern the country, 2016).

The crisis state of Russian society and the state during the 90s of the 20th century did not allow a full and systematic reorganization and modernization of public administration. Only in the early 2000s Russia came to reform its administrative system to solve the following problems: 1) the need to create a system for the adoption and implementation of decisions coming from a single center of power and administration, while eliminating existing parallel and shadow centers of influence; 2) the transition and reorientation of public administration from the situational to the strategic management regime; 3) determining the role of public administration in the formation of market relations, within which administrative management should be clearly differentiated into direct and indirect methods of influence, in accordance with the economic subordination of management objects; 4) reorientation of management activities to the quality of performance, professionalism and competence of the apparatus (Frederickson, 1999; Osborne AND Gaebler, 1992; Brym and Gimpelson, 2004).

The solution of the first task basically got its realization in the formation of the "rigid vertical of power" significantly weakening both the independent potential of the regions and the formation of Russian federalism. There were just over 20 self-sufficient regions in Russia, even in the best non-crisis times, and in the crisis years their number is halved. In addition, it was not possible to completely solve the problem of the prevalence of particular interests over the national interests, the mouthpiece of which the state is called to be. This expression is found in the prevalence of interests of state corporations, corporate and oligarchic capital. For example, the state spent almost half of its gold and currency reserves to save the financial sector and business corporations during the crisis years 2014-2015.

The last two tasks have not been resolved, especially the task of achievement of the public administration effectiveness. The specified signs indicate the incompleteness of the administrative reform.

What are the reasons for the ineffectiveness of the Russian government?

In O.V. Gaman-Golutvina's opinion, in order to identify the reasons for the ineffectiveness of the state administration, it is necessary to clearly distinguish between traditional and new functions of the state. Traditional functions are related to the state's protective missions (security provision). New ones are the social mission of the state (the development of education, science and health). Only the implementation of new functions, taking into account the performance of traditional ones, can be a guarantor of success in the way of increasing the effectiveness of public administration.

The strategic goal of this way is to achieve the state's competitiveness. One of the factors for achieving this is the development of the knowledge economy. "The precondition for the development of the knowledge economy is the improvement of the quality of human capital, what today belongs to the prerogative of the state" (Gaman-Golutvina 2015, ; Borisenko and Zhu, 2014).

Thus, in order to fulfill modern functions, a state itself must become modern, when the effectiveness of public administration is directly linked to the development of human potential. Moreover, the constantly growing social orientation of state policy to a certain extent determines the entire spectrum of the development of society. "Today we see an inversion of the social and the economic in comparison with the period of industrialization: the social is brought to the forefront, the economic is subject to its imperatives" (Krasil'shchikov, 2009; Inglehart and Welzel, 2009).

The process of developing and implementing political and managerial decisions in Russia is often characterized by a belated reaction to a particular problem. Unwillingness or inability to understand in a timely manner the processes that are taking place and to properly assess development prospects lead to neglecting problems. In the future, the mea-

asures taken to solve them require larger costs and resources, and sometimes the solution of the problem becomes so untimely that its implementation is postponed for an indefinite period of time to the "best" times.

An unconditional shortage in the capacity of the modern Russian state apparatus is its low prognostic function. In a stable quiet time, this is not so important, but in pre-crisis and crisis conditions such miscalculations can be costly for society and the state. There is often an indifferent and irresponsible attitude of the authorities and management institutions to the opinion of experts, the weakness of feedbacks in the control system and the low sensitivity of the control system to the response impulses in the work of the state apparatus.

This attitude is related to the eternal Russian tradition of the relationship between government and society, the desire of the state authorities to defend and show their absolute exclusivity in matters of political and managerial decision-making. That is reflected in the absence in the power structures of relevant services responsible for carrying out a permanent dialogue with representatives of the expert community from university and academic science.

Administrative reform of the 2000s did not bring the desired effect, because it basically locked oneself up on the solution of internal management problems, without properly influencing the increase in the effectiveness of managerial impact on the main spheres of society's life. "The strategy to centralize the system of power and management, the strengthening of administrative components in the system of management methods has not yet developed into a single managerial "trunk", while preserving multiple discrepancies between the functions of various government and administrative bodies... what contributes to increasing gaps between decision-making levels, increasing uncoordinated actions and reducing the influence of conciliatory mechanisms for the co-operation of the actions of various authorities and government" (Gaman-Golutvina et al, 2008).

The specified problems of increasing the effectiveness of public administration should be supplemented with two important issues noted by G. Gref: 1) the non-involvement of

the so-called creative class in the process of developing state decisions; 2) absence or insufficient transparency of the system of social elevators, which would allow talented people in all spheres to realize their potential (Gref, 2012).

SUMMARY


It is these problems that predetermine the need to develop an effective public administration strategy in Russia, since old approaches and methods no longer meet the challenges of our time. As priority measures, it is possible to suggest strengthening of control by the political leadership, representative power over the work of the government and state apparatus. Another measure should be an increase in the executive discipline of state administration, as well as an effective fight against corruption, an increase in the prestige of the state service and the formation of a positive image of Russian officials in the mass consciousness.

CONCLUSIONS

The absence of cardinal changes in the life of the Russian society actualized the problem of the place and role of the state, and increased effectiveness of state administration in Russia.

The interaction between power and society in the process of adoption and implementation of socially significant decisions presupposes a partnership; the government should not manipulate society, it should conduct a confidential dialogue with it, explain the essence of the changes and involve citizens and their associations in cooperation, using for this purpose a wide variety of forms of participation from participation of representatives of citizens in advisory, consulting, and public councils for expert work on standards and regulations of administrative management, expertize of regulations and legislative acts).

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