

## THE ISSUES OF PUBLIC ADMINISTRATION IN THE ASPECT OF INCREASING ITS EFFICIENCY

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*Formulation of the problem.* In the article there considered the issues of theoretical underlying reasons of public administration as an element of management system of society, the issues of combination of self-management and public management, in dependence of forms of participation of the state in economy from head institutions. *The purpose of the research* is the mapping of the main directions of public management and administration, in order to find ways to improve its efficiency and effectiveness. *The object of research* – the process of public administration in the country of state-owned objects, as well as ways to improve its efficiency. *The methods used in the research* – logical, comparative, analytical, scientific and methodological. *The hypothesis of the research* is the ways to improve the efficiency of public administration depend on the qualifications of management personnel and feedback from the local population. *The statement of basic materials.* The economic conversions which carried out in Uzbekistan have been directed to dismantling of the institutes resisting to the market, and active formation of the new institutional structures inherent in preferentially market public systems. Gradualness and sequence of the re-formatory steps excluding shock components for economy and population and providing a necessary social insurance of transformational risks are the feature of transformational model of Uzbekistan. *The originality and practical significance of the research.* The choice of model of public administration in economy is inevitably connected by geopolitical priorities and ideas of the place of the country in the modern world. It means that exert impact on institutes of management and an assessment of management efficiency and political factors which are in turn subdivided on internal political are, first of all, support by the population of the idea of the state independence. *Conclusions of the research.* Further improvement of public administration assumes improvement of legal base of administrative activity (from a position of interests of public servants), necessary guarantees and incentives, standardization of their activity as most complex, responsible and skilled work, and maximum informatization of administrative decisions. Such approach assumes formation of special legislation on public service, development of the quality standards of state services, electronic forms of low-cost and transparent forms of interaction with economic entities and citizens.

### Key words:

government administration, self-government, society, head economic institutes, self-regulation, efficiency of public administration.

## ПИТАННЯ ДЕРЖАВНОГО УПРАВЛІННЯ ВІДНОСНО ПІДВИЩЕННЯ ЙОГО ЕФЕКТИВНОСТІ

*Формулювання проблеми.* У статті розглянуті питання теоретичних основ державного управління як елемента системи управління суспільством, питання поєднання самоврядування та державного управління в залежності від форм участі держави в економіці від керівних установ. *Метою дослідження* є відображення основних напрямів державного управління та адміністрування, з метою пошуку шляхів підвищення його ефективності та результативності. *Об'єкт дослідження* – процес державного управління в країні державних об'єктів, а також шляхи підвищення його ефективності. *Методи, що використані в дослідженні:* логічні, порівняльні, аналітичні, науково-методичні. *Гіпотеза дослідження* – шляхи підвищення ефективності державного управління залежать від кваліфікації управлінського персоналу та зворотного зв'язку з місцевим населенням. *Вклад основного матеріалу.* Економічні перетворення, які здійснювалися в Узбекистані, спрямовувалися на демонтаж інститутів, що чинять опір ринку, та активне формування нових інституційних структур, притаман-

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них переважно ринкових публічних системах. Поступовість і послідовність реформаторських кроків, що виключають шоківі компоненти для економіки та населення і забезпечення необхідного соціального страхування трансформаційних ризиків, є особливістю трансформаційної моделі Узбекистану. *Оригінальність і практичне значення дослідження.* Вибір моделі державного управління в економіці неминуче пов'язаний геополітичними пріоритетами та ідеями місця країни в сучасному світі. Це означає, що вплив на інститути менеджменту та оцінку ефективності управління та політичні фактори, які, у свою чергу, підрозділяються на внутрішньополітичні, є, насамперед, підтримкою населення ідеї державної незалежності. *Висновки дослідження.* Подальше вдосконалення державного управління передбачає поліпшення правової бази адміністративної діяльності (з позиції інтересів державних службовців), необхідних гарантій та стимулів, стандартизації їх діяльності як найбільш складної, відповідальної та кваліфікованої роботи, максимальну інформатизацію управлінських рішень. Такий підхід передбачає формування спеціального законодавства про публічну службу, розробку стандартів якості державних послуг, електронних форм недорогих і прозорих форм взаємодії з суб'єктами господарювання та громадянами.

**Ключові слова:**

державне управління, самоврядування, суспільство, керівник економічних інститутів, саморегулювання, ефективність державного управління.

## ВОПРОСЫ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ В АСПЕКТЕ ПОВЫШЕНИЯ ЕГО ЭФФЕКТИВНОСТИ

*Постановка проблемы.* В статье рассмотрены вопросы теоретической подоплеку государственного управления как элемента системы управления обществом, вопросы совмещения самоуправления и государственного управления в зависимости от форм участия государства в экономике от головных институтов. *Целью исследования* является определение основных направлений государственного управления и администрации с целью поиска путей повышения его эффективности и действенности. *Объект исследования* – процесс государственного управления в стране государственными объектами, а также пути повышения его эффективности. *Методы исследования* – логические, сравнительные, аналитические, научно-методические. *Гипотеза исследования* заключается в том, что способы повышения эффективности государственного управления зависят от квалификации управленческого персонала и обратной связи от местного населения. *Изложение основных материалов.* Экономические преобразования, проведенные в Узбекистане, были направлены на демонтаж институтов, противостоящих рынку, и на активное формирование новых институциональных структур, присущих преимущественно рыночным общественным системам. Постепенность и последовательность шагов реформирования, исключая шоковые составляющие для экономики и населения и обеспечивающие необходимое социальное страхование трансформационных рисков, являются особенностью трансформационной модели Узбекистана. *Оригинальность и практическая значимость исследования.* Выбор модели государственного управления в экономике неизбежно связан с геополитическими приоритетами и представлениями о месте страны в современном мире. Это означает, что на институты управления оказывают влияние и оценка эффективности управления и политические факторы, которые в свою очередь подразделяются на внутривнутриполитические, – это поддержка населением идеи государственной независимости. *Выводы исследования.* Дальнейшее совершенствование государственного управления предполагает совершенствование правовой базы административной деятельности (с позиции интересов государственных служащих), необходимых гарантий и стимулов, стандартизацию их деятельности как наиболее сложной, ответственной и квалифицированной работы, и максимальная информатизация управленческих решений. Такой подход предполагает формирование специального законодательства о государственном обслуживании, разработку стандартов качества государственных услуг, электронных форм недорогих и прозрачных форм взаимодействия с хозяйствующими субъектами и гражданами.

**Ключевые слова:**

государственное управление, самоуправление, общество, главные экономические институты, саморегулирование, эффективность государственного управления.

**Formulation of the problem.** Structuring of modern world society, first of all, is connected with concepts "region", "country" and "state". Territorial, national positioning, need of minimi-

zation of risks of their change, and also solution of a number of specific tasks of life support of the state, its citizens, provide maintenance of public administration. In modern conditions it



intends powerful risks of ecology, military shocks, globalization challenges, and also serious defects of self-adjustment of social and market agents as will. It pushes the increasing number of economists both "western" and "eastern" direction to focus this attention on various aspects of the state participation almost in all spheres of activity of the state.

The substance, contents, efficiency of public administration in the theory of control are considered as difficult concepts lying in the space of a row of interdisciplinary sciences (philosophy, sociology, political science, jurisprudence and even psychology). They are often connected to different methodological approaches of science schools. For example, in the science about public administration (state, municipal, and corporate) there are directions which integrate scientists-researchers of genesis of public administration in general, and the control of economy in particular. At the same time different methodological approaches are used: totalitarian, democratic, state and religious, social technologies and others.

**Analysis of recent research and publications.** From the point of view of another the institutional approach using system, dialectic methods of a research of bases of public administration looks rather productive. The approach offered by the Novosibirsk school of sociologists considers as the fundamental principle, defining specifics of functioning and evolution of society as social system, a macro sociological hypothesis of institutional matrixes. From the point of view, of the another it includes the important methodological bases implemented by economic science of management – logical, historical, system, causal investigative, etc. In its framework the institutional matrix of society defines allocation of primary model of interrelated the economic, political and ideological basic institutes on the basis of which the historical developing forms of specific social relations are constantly reproduced [1].

Within this hypothesis the stable basic institutes providing preservation and functioning of society there distinguished. On the other hand, there analyses changeable, mobile institutional forms in which the implemented basic institutes under specific cultural and historical conditions.

**The purpose of the research** is the mapping of the main directions of public management and administration, in order to find ways to improve its efficiency and effectiveness.

**The statement of basic materials.** At the same time economy is considered as projection, a cut, a subsystem of a certain type of society, and specifics of the institutes causing its development are defined by characteristics of this public whole. Therefore, the role of the state in economy is defined by these components. We will remind that the control system of modern society within separately taken country includes, along with public administration and self-government subsystems (formal and informal), self-adjustment of participants of social interrelations. Their interrelations and interdependence are also defined by the same institutional matrix. However it is about the model of life of society as special biosocial formation, which by its system consideration is subordinated to this main backbone sign and providing its elements. The Primary step for defining of domination of this or that institute of management - definition of the main characteristics of society and its economy. It is possible to assume that economy of Uzbekistan from a position of the theory of institutional matrixes can be carried to the category X of systems (unlike Y systems). Traditional society, with strong paternalistic and collectivist components which does not accept the Western European individualism is typical for Uzbekistan. The communal form of social self-organization is inherent to national mentality of the people of Uzbekistan, moreover, many forms of the operating form of the organization of production and labour. Many characteristics of public administration in general and managements of economy in particular are also originated in it [1]. The following step – an assessment of condition of society in concrete periods. As S. G. Kirdina notes: "the corresponding stages of transformation are important for transformational economy. At the first stage, there take place expansion of market mechanisms borrowed from alternative economies and their adaptation. At the second stage the developing redistribution mechanisms pass from latent into an obvious form, begin to dominate distinctly [2]. At the same time, market forms are develop and not as intensively as at the first stage, they are modified, their application carries more and more pronounced pragmatically, but not ideological character. The second stage is characterized by more careful and deep work on real embedding of the borrowed market mechanisms in the public environment which has historically developed and keeping the phenomenological and civilization qualities". The ideas of liberalization have be-

come the priority of all stages of economic conversions of the republic. The economic conversions which carried out in Uzbekistan have been directed to dismantling of the institutes resisting to the market, and active formation of the new institutional structures inherent in preferentially market public systems. Gradualness and sequence of the reformatory steps excluding shock components for economy and population and providing a necessary social insurance of transformational risks are the feature of transformational model of Uzbekistan. This process objectively has long-time character owing to patrimonial features inherent in operating X system, its directivity is caused by liberalization processes, but in the conditions of more strict, flexible and responsible system of state regulation.

The type of model of reforming of Uzbekistan is defined as "the way of regeneration and progress" though still abroad it is rigidly not classified (certain scientists carry it to the Central Asian type of liberal model of gradualist type, the Korean and Japanese economists - to the Chinese model of market socialism). Originality of this way is defined by the particular that Uzbekistan, small to global measures, since the period of finding of its independence at all stages of reforming realizes policy of a primacy of state regulation. We will remind that such territorial giant as Russia at the beginning of reforms had refused many methods of the state impact on economy and only much more later began to restore institutes of state regulation.

The choice of model of public administration in economy is inevitably connected by geopolitical priorities and ideas of the place of the country in the modern world. It means that exert impact on institutes of management and an assessment of management efficiency and political factors which are in turn subdivided on internal political are, first of all, support by the population of the idea of the state independence and sovereignty and foreign policy - extent of economic support of market reforms from developed states and international financial institutions.

In the conditions of transformational economy, there obviously are various types of economic relations inherent in new formats of market interrelations, developed forms of the public and archaic relations caused by a multiformity of economy and characteristics of this or that stage of transformations, and also the mentality and national originality which are shown as in traditions of business circle, and its infor-

mal limiters. For this reason standard schemes of transition to the developed market were insolvent practically in all former Soviet Union. However it doesn't mean the recognition of various approaches to efficiency of public administration. In fact search of recommendations concerning its growth though isn't universal, but is connected first of all with answers to the following questions (at each new stage of development of economy):

1. What is a criteria of efficiency of public administration?
2. What is the level of optimization of a ratio of public administration and institutes of self-regulation adequate to an institutional matrix of society?
3. Is the participation of the state in economy necessary and what modern forms of this participation, including state support of business?
4. Which forms of cooperation of the state and private business are most optimal for this stage?
5. What forms of cooperation of the state and society can be used for improvement of public administration by economy?
6. What are the forms of control of production efficiency of the state services and public products?

Economic approach defines the importance of identification of reasons of domination of this or that mechanism of public administration, level of state power in formation of economic processes and influence on their development.

We believe that the purposes of participation of the state in economic processes are caused not only by well-known criteria of insolvency of granting public benefits by commercial structures or national security, but also by inability or unavailability of public institutes which out specified functions. It is especially actual for transitive economies when new market and providing its relations are only formed and when institutes of self-adjustment reduce social efficiency of economic processes as well. The importance of the state in economy, and the level of his administrative resources are defined by it as well. However, the answer to such question is important here: how the government is interested in emergence and development of public institutes of self-government and what incentives society can be used here?

The fact of need of public administration for economy at the present stage wouldn't raise doubts if not existence of some contradictions







generated by a possibility of ineffective state management (as result of opposition of personal interest of official to public interests), and also decline in quality of the mechanism of the state administration in case of its high cost intensity. Response of economy to their appearance consists in lowering figures of life merit, growth of transactional expenses, positive dynamics of an informal segment and economic crime at all levels of economy, falling of level of a resource component of the budget, low return of the state investments, structural deformations and distortions, overflows of human and financial resources abroad, growth of a public debt, lowering of innovative component motivation of economic authors, etc. As a result they strengthen a status of economic bifurcation and instability of the transient phenomena which are repeatedly strengthened and external shocks.

As the general signals of their activity serves both official statistics, and information of media, public associations of self-government. For this reason special importance is repaid to timeliness and quality of information on such signals that requires special attention to transparency and reliability of administrative information, its availability to public administrative associations.

**Conclusions and prospects for further research.** Thus, development of institutes of catching of such signals is in the sphere of primary basic interests, both society, and the operating structure. The last can be proved by need of accounting moods of electorate and opportunities of activity of administrative personnel in future. These institutes are closely connected with the institutes of accountability forming moods of electorate, their requirement to development of these or those structures of public administration or their replacement (duplication) with public institutes and also interfere with decline in quality of administrative management.

Further improvement of public administration assumes improvement of legal base of administrative activity (from a position of interests of public servants), necessary guarantees and incentives, standardization of their activity as most complex, responsible and skilled work, and

maximum informatization of administrative decisions. Such approach assumes formation of special legislation on public service, development of the quality standards of state services, electronic forms of low-cost and transparent forms of interaction with economic entities and citizens, gradual transfer of a number of inefficient state functions (including in law enforcement agencies) nonprofit organizations NPO, to initiative groups on the basis of partnership development.

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