

MODERNIZATION OF PUBLIC ADMINISTRATION IN RUSSIA: ISSUES AND JUDGMENTS

Diana Rustemovna Fatykhova, Alexandr Ivanovich Ostroumov, Olga Fedorovna Ostroumova
Kazan Federal University
d.fatikhova@gmail.com, ostroumov.1951@mail.ru, ofostroumova@mail.ru

ANNOTATION

The article examines the issue of modernization of public administration in Russia. Formation of an effective modern system of public administration is an integral part of the modernization strategy for Russia. The urgency and objective necessity of developing a new political strategy and model of public administration in Russia is determined by the ineffectiveness of outdated principles, methods and technologies of governance in the system of state (executive) authorities, non-compliance with their contemporary realities, internal and external challenges. The real social meaning of modernization is determined by the specific Russian conditions, the nature of those problems and contradictions that are solved with the help of these transformations.

The purpose of the study is to identify the features of modernization of public administration in Russia. Achieving this goal requires consideration of the main tasks, contradictions and tendencies of modern state policy and public administration, research of the influence of state administration on the socio-economic and political development of Russian society. To achieve this goal, the following hypothesis is put forward: what kind of transformation should be carried out in the state administration of Russia to acquire the modern features of an effective model that fosters the innovative development of the society and the state, the well-being of Russian citizens.

As a methodological research base, the work includes the following approaches and methods: systemic and structural-functional approaches, sociological, logical and comparative methods, as well as analysis of the conditions and factors affecting public administration in modern Russia.

As a research result, we came to the following conclusions:

1. Liberalization and democratization of all aspects of life of Russian society in the late XX and early XXI century sharply actualized the issue of the place and role of the state and public administration in Russia.
2. Socio-economic, national, cultural, confessional, territorial diversity excludes for Russia the possibility of transferring the experience of any one country or the use of any one model of public administration approved in the world practice. In the process of modernization and reforming, Russia should create a synthesis of domestic and world experience.
3. The modernization should result in the creation of an effective model of public administration aimed at the innovative character of the country's development, which contributes to full socialization of the individual and formation of the Russian nation as a solidarity community.
4. As a transformation result, modernization becomes an inherent (immanent) attribute for the Russian society development. This is the strategic goal of modernization in Russia.

Keywords: public administration, modernization, efficiency of public administration, criteria and indicators of an effective model of public administration in the Russian Federation.

INTRODUCTION

This study is aimed at solving one of the most important theoretical and practical issues of the Russian society development: search for an effective model of public administration in modern Russia, identification of its effectiveness criteria.

The current state of public administration in Russia can be characterized as follows:

- 1) existence of a long time gap between the occurrence of the issue and its actual resolution, the process of developing and implementing the administrative decisions is often characterized by a belated response to a particular issue. Absence of a desire or an ability to understand the processes that are taking place and to properly assess the development prospects leading to the neglect of issues in a timely manner [1, p. 2];
- 2) low level of a predictive function of public administration in Russia, which is a result of absence of a long-term development strategy of the society and the state, which makes this development unpromising [2, p. 80];
- 3) lack of transparency in the work of the state apparatus;
- 4) low efficiency of work of the state apparatus, which "has privatized the state" to a large extent and often links its own activity not with the public interests, but with the group and personal interests, the interests of corporate structures, thereby opposing itself to the majority of the country's population.

METHODS

The use of systemic and structural-functional approaches in the study of public administration helps to identify its role in the development of modern Russia. The comparative method in the study of current stage and the state of public administration in Russia made it possible to identify the issues and contradictions in the positions of power and society. The analysis of trends and main directions of modernization of public administration made it possible to identify the criteria for increasing its effectiveness in Russia.

RESULTS AND DISCUSSION

The concept of "modernization" as a general concept can be reduced to the following concepts: 1) modernization (from the Greek language "modeme" - the newest) - improvement, enhancement, renovation of the facility, bringing it in line with new requirements and norms, technical conditions, quality indicators; 2) the transition process from a traditional society to an industrial society; 3) the reconstruction process of the public system (full or partial) in order to accelerate development (catch-up modernization); 4) modernization as a kind of permanent evolutionary development process of the most modernized societies, implemented through the reforms and innovations, which means transition to a postindustrial society today [3, p. 193-195; 4, p. 13-16].

There are the following main reasons for modernization of public administration in Russia:

- 1) lack of clear criteria for assessing the power effectiveness; 2) severance of power from the society and unsettledness of a large number of pressing issues; 3) absence of mechanisms reflecting the citizens' satisfaction with the activities of the main subjects of state policy and administration and the possibility to influence it during the inter-election period; 4) populism and lack of strategic leadership; 5) weak involvement of creative class in the development process of state decisions; 6) lack of transparency of the system of social elevators, allowing talented people in all spheres to implement their potential; 7) outdated principles, methods and technologies of management in the system of public authorities [5; 6].

At the same time, it is necessary to emphasize that the modern modernization of public administration in the Russian Federation, in contrast to the 90's of the last century, proceeds in completely different political, information and social conditions. As one of the leading world powers, Russia retains its independence. This enables it to develop and improve its sovereignty, its own political, legal and socio-economic identity.

The strategic goal of modernization of public administration in Russia is to form an information society and simultaneously pursues a two-pronged task: 1) creating a model that includes the mechanisms and tools for responding to the challenges of the coming XXI century; 2) creating an effective model of public

administration that contributes to the development of the country's innovative potential, full-fledged socialization of the individual and formation of the Russian nation as a solidarity community.

The first task of modern modernization is that it should contribute to the revival of Russia as one of the world development leaders, to turn the country into a high-tech and stable state. Based on the development traditions of our country, the state and the state administration have the leading, dominant role.

The second task of modernization of public administration in Russia is the need to implement the systemic transformations to bring new realities in the emerging market economy and to democratize public life with the political system innovations in Russia.

The third task includes the fact that the modernization process cannot be simply borrowed or copied from the experience of other countries. The creation of the public administration modernization program should be based on the specific features of the Russian political culture, the evaluation and analysis of the political processes taking place in Russia, and the knowledge of the Russian political context specifics. All this is necessary in order to avoid unnecessary mistakes, first of all, based on an understanding of what steps should be taken, what it is needed to be done or not to be done, what theoretical achievements are available for such modernization, what prerequisites are available for its successful effective implementation [7, p. 6].

What does it mean to modernize the public administration in Russia?

The solution of this issue has two sides: political and organizational-technological. The solution of the first one is impossible without the development and modernization of the political system of society: democratization of power and administration institutions. The most important element of this system should be the civil society institutions that facilitate the public control over the activities of administration apparatus, reinforcing the feedback of authorities and society, which allow drawing on instruments and mechanisms of consultative and expert nature when preparing the political and administrative decisions [8, p. 33-36].

It is proposed the process of "transferring more and more of the political and public administration functions to the sphere of self-organization - to the civil society structures, which, for its part, should be ready to take on these functions. The civil society development thus becomes one of the main political tasks of the state, a condition for its effectiveness and the only alternative to degradation and disintegration" as one of the directions for modernization of public administration in the scientific literature [9, p. 6].

Modernization of the organizational and technical side of public administration cannot be imagined without an appropriate scientific basis of state policy and administration - a verified, correct arrangement of development priorities based on information openness and publicity nature of the work carried out, search for the system-organizational work forms of the state apparatus, clear interaction of various branches of government, delimitation of subjects of various administration levels.

The unconditional deviation from the scientific certainty of public administration is the absence of a long-term strategy for the development of the society and the state and a low professionalism of the state apparatus.

It is not so important in a stable quiet time, but such miscalculations may be costly for the society and the state in pre-crisis and crisis conditions.

As participants of the round table on the problem of Russia's strategic development note:

The state apparatus did not catch the early, weak signals of the impending financial and economic destabilization and crisis of 2008-2009. This behavior is attributed to the light-weight, indifferent and irresponsible attitude of the authorities and the administration institutions to the experts' opinion, weakness of feedbacks in the administration system and low sensitivity of the control system to reciprocal impulses [7, p. 23]. Such disregard for the expert opinion is due not only to the long Russian tradition of the relationship between government and society, the desire of public authorities to show and defend their exclusivity in matters of political and managerial decision-making, but also to the lack of appropriate services in the power structures responsible for carrying out an ongoing dialogue with the expert community representatives from the ranks of university and academic science.

Despite serious attempts to reform the administrative activities in the field of public administration, they have not yet led to the proper result - to the creation of an integrated administration system.

The administrative reforms of the 2000s basically closed on the solution of internal administration issues and did not properly influence the increase in the effectiveness of administrative impact on the main spheres of society's life in Russia. As the authors of the collective work "Effectiveness of Public Administration of the Russian Federation in 2008" note, "the strategy of the power and administration system centralization, strengthening of administrative components in the system of administration methods has not yet developed into a single administrative "trunk", retaining multiple discrepancies between the functions of various public and administrative authorities. Violations in their relations and hierarchical (and polycentric) subordination, actual organizational underdevelopment of the power vertical, contribute to increasing gaps between the decision-making levels, increasing the uncoordinated actions and reducing the influence of conciliatory mechanisms for cooperating the actions of public and administrative authorities" [7, p. 5-6; 9].

The fact that the above-mentioned tendencies of uncoordination and diversification remain today, is shown by numerous interventions by the President of the Russian Federation, the leaders of the country and regions in the political and administrative process in the form of "manual administration". The process of reforming the education system in Russia and the reform of the Russian Academy of Sciences are a confirmation of the use of the manual administration mode. In both cases, the position of the Ministry of Education and Science of the Russian Federation is sharply criticized by both the government representatives (interference and critical assessment of the initial reform version of the RAS by the President of the Russian Federation) and the general public.

Thus, the implementation of the objective need to modernize the public administration should be directed not only to the improvement and development of the state authorities themselves, which is important in itself, but also to the formation of an effective interaction mechanism of the administrative structures with the civil society and the country's turn to an innovative development model.

One of the central modernization directions should include the development of basic principles and criteria for efficiency, effectiveness, social quality of administrative activities. As the main directions and criteria for the effectiveness of public administration, we propose the following:

1. An essential aspect of modernization and, at the same time, the criterion of public administration effectiveness is the increase in transparency (information openness) of public authorities. The openness, sensitivity to the needs and interests of the population necessary for that should be considered as the most important criterion for increasing their social effectiveness and ability to make the necessary changes.
2. Formation of an effective public sector of the economy, capable of becoming the main force of Russia's socio-economic development. The state corporations established in Russia should contribute to the revival of Russia's economic power with proper public control.

3. Implementation of the main provisions of the state corporatism concept should lead to social solidarity, strengthening of mutual understanding and mutual responsibility of business, civil society and the state in practice. A significant part of the success in establishing such mutual understanding lies with the state as the central element of social coordination and administration, which does not undermine their autonomy and aspiration for self-government.

4. The modern modernization projects of the system of public administration and strategic development should be built and implemented so that the citizens see the specific results of improving their lives, see it at every stage of its implementation. The result and the most important criterion for the effectiveness of modernization of public administration should be an increase in productivity and quality of social production, the growth of people's well-being.

5. Recently there have emerged the Public Control Committees (PPCs) in the political life of Russia that have obtained the right to control the activities of natural monopolies, which undoubtedly reflects the growth of increased activity of civil society and facilitates the participation of citizens in the administration of the state and public sector of the economy.

6. The personnel component of state administration in the country's modernization is one of the most important components of its implementation. The current state of the state apparatus in Russia does not meet the needs of the country's development and is one of the main factors hindering economic growth and necessary reforms. So, the experts have noted in a study of the moral qualities of civil servants that the main negative qualities of public civil servants are manifested in their official activities, primarily: unscrupulous execution of their duties - 46.9%; non-observance of rights and freedoms of citizens - 29.1%; preference for individual citizens, social groups and organizations - 42.5%; use of official position for personal gain - 54.7%; commitment of acts that discredit the honor and dignity of a public civil servant - 28.5%; irresponsible attitude to their official duties - 30.2%; indifferent, disrespectful attitude towards people - 43.0% [10, p. 110; 11].

As the phrase goes - it speaks for itself!

Thus, when we face such negative phenomena as corruption, irresponsible attitude to our official duties, use of official position for personal gain, we understand that there is a close relationship between low moral standards of civil servants and professional activities. However, with the help of selecting the necessary professional and ethical qualities, mandatory examination tests, the society is able to significantly raise both the level of professional ethics and the very administrative activity of the state apparatus [12].

SUMMARY

In conclusion, it should be noted that the objective need of our society for modernization cannot be implemented at any cost. The modernization will be successful only if it is based on the support of society, if the transformation program is not an abstraction, but is understandable to the majority of the population and has clear measurable tasks in its decision.

ACKNOWLEDGEMENTS

The work is performed according to the Russian Government Program of Competitive Growth of Kazan Federal University.

REFERENCES

Potekhin V.A. Modernization of Public Administration in Modern Russia: Directions and Mechanisms: Abstract of a Doctorate Thesis on Sociological Sciences. – M., 2011. - 42 p.

- Morozova G.V. Modernization policy: factors and threats of Russian safety / G.V. Morozova, A.A. Nikitin // Journal of Organizational Culture, Communications and Conflict Volume 20, Special Issue 3. - 2016. - P. 78-82
- Galina Victorovna Morozova, Tatyana Igorevna Nikitina and Aleksey Aleksandrovich Nikitin., Modernization of the Social Sphere and the Healthcare System in Russia. Adv. Environ. Biol., 8(10). - 2014, - P. 193-196.
- Afanasyeva V.I. Modernization: Concept and Forms // Law and the State: Theory and Practice. – 2014. – No. 2(110). – P.13-16.
- Gref G. Efficiency of the Russian Government and Modernization. Vedomosti.ru, 13.04.2012.
- Glazunov O.N. Modernization of the Russian economy and revolution in consciousness.-Politics. Economy. Law: International Scientific Journal, 2011.- Vol. 8
- Shabrov O.F. Efficiency of State Administration in the Postmodern Conditions // Power. – 2010. – No. 5. – P. 4-9.
- Inglehart R., Welzel C. How Development Leads to Democracy // Foreign Affairs Mar/Apr2009, - Vol. 88.- Issue 2. - P. 33-48
- Gaman-Golutvina E.V., Smorgunov L.V., Soloviev A.I., Turovskiy R.F. Efficiency of State Administration of the Russian Federation in 2008, <http://www.inop.ru/files/Chapter2.Pdf>
- Magomedov K.O. The Issue of Morality of State Civil Servants in the Sociological Dimension // Monitoring of Public Opinion: Economic and Social Changes. – 2013. – No. 2 [114] March-April. – P. 108-113.
- Bezpalov V.V. Modernization of management of the regional economy as an instrument for solving tasks related to import substitution / JIBC-AD - Journal of Internet Banking and Commerce (ISSN12045357-Canada-Scopus) / Management-16-271 Volume 21
- Borisenko O., Zhu X. The convergence of system in Russian education modernization // Politics, State and Law. 2014. № 12 [Electronic journal]. URL: <http://politika.snauka.ru/en/2014/12/2134>