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ON IMPROVING THE MECHANISM OF PUBLIC PARTICIPATION IN THE EVALUATION OF THE ACTIVITIES OF EXECUTIVE AUTHORITIES

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Abstract: This article highlights the concept and types of efficiency of the activities of executive authorities. The definitions given by scientists and practitioners to such concepts as efficiency and effectiveness are studied and analyzed. A clear definition of the effectiveness of the activities of executive authorities has been developed by the author of this article. Based on the results of the local and foreign research works of famous scholars in this field, conclusions were drawn, relevant proposals and recommendations were developed**.**

Keywords: Efficiency, productivity, executive authorities, criteria, assessment, New Public Management (NPM), Good Governance (GG), New Public Service (NPS), Government Effectiveness (GE)

As it is observed in recent years, the reasons for the great interest of the system of rating the effectiveness of the activities of state administration bodies based on criteria and indicators are the followings, i.e. – the simplification of the management system, the formation of a compact, professional government, ensuring the effectiveness of the activities of the evaluated bodies, further improving the openness and transparency of their activities, and effectively solving issues related to the state personnel policy, and to pay public servants based on the results achieved, to build a humane, democratic state, open and fair society, the main thing is the possibility to ensure the sustainable development of the country in all aspects.

This method of improving the state management system and ensuring any country's development has attracted the interest of state and government leaders, scholars and practitioners in many parts of the world. Currently, in some developed countries, the assessment of the effectiveness of executive authorities has become an integral and integral part of public administration. A special emphasis is drawn on introducing effective management mechanisms in the private sector and the management of state bodies.

According to the well-known scholar C.A. Hood, "consumers, who are used to high-level service provided by the private sector, began to complain about the technologies of public service provision and similar claims. As a result, the problems of transfer of management technologies from the private sector to the public sector and its public-legal regulation have become urgent" [1: P. 69].

These new approaches in the processes of improving the activities of the state and its administrative bodies are "New Public Management", "Good Governance" – "Quality public management", "New Public Service" and "Government Effectiveness". They all came about with the emergence of "Government Efficiency" theories.

The founders of the theory, D. Osborne and T. Gebler, defined as "New state management" (NSM) as "a concept focused on social, economic, organizational efficiency in all forms of the state management process" [2: P. 432].

Those scholars emphasize the following as the main ideas of the "New State Administration" concept

of modernization of the state administration system.

- implementation of state functions in accordance with the principle of paying attention to customers;
- use of performance-based management mechanisms;
- application of management technologies of commercial companies in the public sector;
- decentralization and transfer of power in order to improve the quality of resource management and self-management;
- saving budget funds;
- modernization of corporate culture and working methods of state bodies;
- reduction of redundant structural elements, redundant and ineffective functions;
- to strengthen competition in the service sector and in the exercise of their powers in the public sector.

Scholars A. Shirokov and S. Yurkova, who conducted scientific research in this field, describe the effectiveness and efficiency of state bodies as follows:

Effectiveness is planned according to the result of activity, achievement of desired goals and results, solution of tasks set ahead.

Efficiency is achieving results with less resources or getting higher results with the same amount of resources" [3].

In the explanatory dictionary of economic words, the concept of "efficiency" in Economics is defined as the ability to achieve any specific results with the least costs or to obtain the maximum possible volume of output from a certain amount of resources" [4].

In our opinion, in order to determine the effectiveness of the executive authorities, it is necessary to convert the tasks specific to them into several criteria and indicators and evaluate them based on them, and then compare the achieved result with the resources spent to achieve it.

According to the famous Russian scholars – P.V. Romanova and Ye.R. Yarskoy-Smirnovoi, "it is not possible to find a definition of the concept of "efficiency" in many current economic literature, only its interpretation can be found. In almost any traditional economic information, there is a definition of economic efficiency that expresses the content of the ratio of the result to the costs of achieving it (the final result). In modern theory and practice, this concept has several meanings. In the sense of productivity, profitability, economy, efficiency is an indicator of activity efficiency, it is understood that it reflects the amount of products per unit of costs. Achieving planned results by spending less resources. This concept is often equated with efficiency, which means economic. When it comes to the optimization of the public service system, it means effective management of resources, cost reduction and improvement of system efficiency. Effectiveness in the sense of activity is the ability to produce some effect (result) of actions, which cannot always be measured using quantitative indicators" [5: P. 234].

According to G.Sulemanova, "with the emergence of the concept of efficiency, such a direction as "efficiency assessment" was developed. In the scientific literature, the term "performance measurement" is used. Here, "working" (activity) serves as the main concept" [6].

According to a Russian scholar Yu.M. Voronin, "efficiency and effectiveness are different concepts. Therefore, it is not possible to know the exact content by means of simple arithmetical addition" [7: P.230].

According to the Russian legal scientist S.K. Mordovin, who conducted scientific research in this field, the most important feature of any important activity (for example, production, management, research), as well as social at any level (enterprise, city, region, national economy as a whole) – the development of the economic system is efficiency.

According to him, "efficiency" is one of the main concepts in modern science. In modern science, evaluating the performance of employees means the process of determining the effectiveness of employees in the implementation of the strategic goals of the organization" [8: P.28].

Based on the above, it can be said that efficiency in general means achieving maximum results with minimum costs. Efficiency often refers to socio-economic efficiency.

In our opinion, efficiency is the main goal of activity. The success of the activity depends on the compatibility of goals and tasks. However, it should be noted here that the multifaceted nature of the activities of executive authorities means the complexity of evaluating their activities. The difficulty of determining efficiency in connection with the activities of executive authorities is explained by the complexity of obtaining accurate information about the state of the object and the change of the subject.

Besides, the effectiveness of the activities of public administration bodies means the ratio of spent resources and management results, providing high-quality public services with limited resources, and increasing the volume of services. At the same time, the achieved results must also meet the requirement of appropriateness.

Efficiency refers to administrative processes as well as resources (financial, human, etc.). If it is possible to increase the volume of public services using limited resources or to increase the number and quality of public services based on the same resources (accelerate, make them more convenient), then the efficiency and goals of the assessment are considered to have been achieved.

Taking into account the management costs associated with the activities of executive authorities, efficiency is the achievement of planned goals (expected results) in the activities of these bodies. Limited resources indicate that the resources spent on organizing the activities of state bodies are important. Therefore, quantitative and qualitative indicators become the main condition for evaluating the effectiveness of state bodies.

In the words of the President of the Republic of Uzbekistan, Sh.M. Mirziyoev, "efficiency is becoming the main requirement, the main criterion for all of us" [9].

According to scholar A.S. Malin, "efficiency can be determined by the ratio of the results achieved and the funds spent on it. The result is related to material, organizational, informational, etc. spent resources" [10: P. 243].

According to Ye.A. Belalova, the term "efficiency" in the field of public finance has its own characteristics, and it consists of additional socio-economic effect in addition to the provision of budget services. Thus, the criterion for evaluating the effectiveness of the use of budget funds is not so much monetary equivalent and profit, but socio-economic efficiency. There are many interpretations of the concept of "efficiency" in modern legal scientific literature, but they all ultimately boil down to two general definitions:

Efficiency – the ratio of the value of resources and the results obtained from their use;

Efficiency is a socio-economic category that shows the influence of ways of organizing the work of process participants on the level of results achieved by them" [11].

According to most scholars, in particular A.A. Dugarova, "it is not difficult to assess the efficiency of the enterprise. The main indicator of the success of the enterprise is profit. It is difficult to evaluate the activities of the authorities, because here not only the spent funds are taken into account, but also the implementation of the strategic goals of the state" [12: P.185-189].

In general, although there are many definitions of the concept of "efficiency" in the scientific literature, we believe that at the basis of all of them lies the concept of "getting the maximum benefit from the spent resources".

According to scholar V.N. Lexin, "the effectiveness of the activities of the executive authorities means the degree of achievement of the set goals (expected results). He stated that "the effectiveness of the activities of the executive authorities should be determined by comparing the quantitative ratio of the resources used in a targeted way and the results of state management or the economic parameters of the implementation of certain powers with the norms" [13: P. 3-39].

It is known that the executive authorities perform their main tasks in ensuring the development of the country. The effectiveness of the activities of executive authorities depends on the correct organization of work in the system, accurate accounting of completed work and the amount of resources spent on the achieved result.

In our opinion, it is necessary to evaluate the effectiveness of the activities of public administration bodies and civil servants based on the ratio of expenses spent on the organization of their activities and the services provided by them.

Scholar N.A. Baranov, who conducted scientific research in this field, divides the efficiency of state power into technological and social efficiency.

"Technological efficiency is understood as the compliance of changes in government structures and institutions with the goals, their compatibility with the character of the changing situation. Social efficiency is determined by the ratio of the results reflected in the social costs of the reforms" [14].

Based on the results of scientific research, it can be said that it is difficult to apply a universal formula

for the ratio of costs and results in determining social efficiency. Social efficiency is determined by the improvement of working conditions, unemployment, reduction of mortality, increase in birth rate and average life expectancy, etc., and this is important.

According to scholar O.V. Malakhova, the following types of assessment can be considered:

1) efficiency assessment;

2) evaluation of effectiveness (effectiveness);

3) evaluation of effectiveness (efficacy);

Often, all these elements are combined into a comprehensive assessment" [15: P. 65-71].

According to scholars V.P. Kirilenko and Ye.V. Mandryka, the goals of state administration determine the direction of the state, that is, its functions. The main goal of the executive power is to perform the duties and functions of state administration in a high-quality manner. Thus, the task of executive authorities is determined by the goals and functions of state administration and requires the creation of a certain structure" [16].

In our opinion, in order for the activities of state management bodies, including executive authorities, to be effective, their functions and tasks should be clearly defined in normative legal documents, free from overlapping norms, and the enforcement mechanism should be clear. After that, it will be possible to evaluate their activities and conclude whether they are effective or ineffective.

According to V.A. Kozbanenko, "evaluation of the performance of executive authorities is one of the main indicators of management improvement determined by comparing the management results and the funds spent to achieve them. In the assessment of the effectiveness of the implementation of decisions, a set of methods of studying and measuring the actual results of the implemented or implemented programs is understood" [17].

That is, efficiency is the ratio between the results achieved and the resources spent, the level of achieving the planned results.

According to K.I. Apkanayeva, "evaluation of the effectiveness of the activities of state authorities allows to determine to what extent the areas of management activity are well chosen and what results they give in practice" [18: P. 123-127].

According to scholars J.M. Shafritz and A.C. Hyde, "for the effective functioning of the government, when determining the main directions of the activities of the executive authorities of the Government, it is necessary to determine the ways to achieve the goals of public administration with the highest indicators, but with the least expenditure. For this, it is necessary to reform the public administration system based on the requirements of "New Public Administration". In addition, it is important to listen to public opinion in public administration. Undoubtedly, the openness of the activities of the government and executive authorities comes from this" [19: P.800].

In conclusion, it should be noted that, as mentioned above, it is easy to determine the cost and result in business entities, but it is not easy to determine the connection between the resources spent on the organization of the activities of state bodies and the result. However, the main goal of introducing business management methods in state administration, particularly in the administration of executive authorities, is to increase the efficiency of their activities.

In modern state administration, the costs of organizing the activities of public administration bodies require to be based on the achievements of these bodies.

It is known that the characteristics of the activity result from the functions of the object where the employee works. The efficiency, result, product of any activity is determined by the level of achievement of the set goals. That is, compliance with established rules, legal requirements, deadlines, budget, and achieving results while minimizing labor costs. Along with the effectiveness of the activity, its effectiveness is also important.

Operational efficiency is a direct result of resource utilization efficiency. Efficiency is the main and integral part of the goal of any activity. The effectiveness of the activity depends on the successful implementation of the tasks and the appropriateness of the set tasks.

The effectiveness of the activities of the executive authorities is multifaceted, and it means not only economic efficiency, but also socio-political stability. The effectiveness of the executive authorities is an economic approach, in which the effectiveness is ultimately explained by the increase in financial

opportunities, that is, by reducing inefficient costs and achieving efficiency. It should not be forgotten that the effectiveness of the activities of executive authorities is determined not only by economic, but primarily by social and political results.

In our opinion, in general, the effectiveness of the executive authorities can be divided into micro and macro.

The Micro level is determined by the costs of organizing their activities.

The macro level is explained by the socio-economic development of the country, which is directly related to the result of their activity.

The results of scientific research show that there are many concepts related to the effectiveness of executive authorities and various methods and tools used in their evaluation processes.

As a conclusion, it should be noted that in addition to socio-economic efficiency, indicators such as labor productivity, capital productivity, and profitability should not be neglected. A detailed study of concepts, practices and theories related to ensuring the effectiveness of the state, its management bodies and employees will serve to further improve this field and develop effective methods and tools in the future.

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