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FACTORS OF THE EFFECTIVENESS OF POLITICAL POWER AS THE BASIS OF THE SUSTAINABILITY OF SOCIETY

Abstract: *The problem of responsibility and efficiency of public authority has always been the subject of heated public and scientific debates. The abundance of different points of view and the relative limitations of domestic experience create certain difficulties in studying responsibility as process and system. At the same time, the level of research of political processes achieved by domestic political science makes it possible to objectively analyze the entire set of problems relating to the responsibility of those who make and implement political decisions, to develop criteria for evaluating the effectiveness of the activities of government bodies and administration.*

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Introduction

The responsibility of public authorities directly affects the effectiveness of its work. The current stage of development of the Uzbek statehood is characterized by increased attention to the problem of the effectiveness of state power and administration. Many remarks of the President of the Republic of Uzbekistan Shavkat Mirziyoyev in his current and programmatic presentations are devoted to this problem. In essence, the materials of all his appeals to the Parliament of the Republic, starting in 2017, contain the formulation of tasks in this area.

In particular, the first message of 2017 directly indicates the need to improve the efficiency of public administration, without which it is difficult to achieve the overall efficiency of government. We make every decision concerning the life of the country on the basis of a direct dialogue with the people, taking into account the opinions of the public. The principle "It's not the people who serve the state bodies, but the state bodies should serve the people" becomes the cornerstone of our activity. Employees of state bodies, first of all, executives, not limited to desk work, go to the field, and deal with practical solutions to the most pressing problems of the population. In this sense, we

can say with full confidence that in the history of Uzbekistan, 2017 was the year of creating a new system of direct dialogue with the people, effectively solving their life problems.

Virtual Reception of the President of the Republic of Uzbekistan, which is the basis of this system, has become a kind of democratic institution for dealing with citizens. [1].

In their Appeal of the President of the Republic of Uzbekistan to the Parliament for 2017, the bureaucracy is called a closed and sometimes simply arrogant caste, which understands public service as a type of business. In this regard, the main tasks are to increase the efficiency of public administration, strict observance of the rule of law by public servants, their provision of high-quality public services to the population, ensuring the right of citizens to objective information.

These judgments contain an important problem of a strategic nature - building a stable and efficient system of government in modern Uzbekistan. Meanwhile, the complexity of this task is also obvious, primarily due to the definition of the essence of management efficiency and the transition from situational to its systemic understanding. It is also

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necessary to emphasize the insufficient elaboration in the theory of public administration of this problem.

The research results show that the activities of public authorities are very slowly acquiring new qualities that are adequate to modern tasks and requirements. Moreover, it develops negative trends that reduce the effectiveness of the activities and authority of the government. Many transformations are superficial, boiling down to unreasonably frequent reorganizations of public authorities. Objective needs for changes in the public administration system in the Republic necessitate the development and implementation of mechanisms that contribute to improving the manageability and efficiency of public authorities.

A theoretical analysis of the effectiveness of public administration is carried out within the framework of modern management theory, refracting it to the conditions of the state as a control system. In the modern theory of organization and management, the effectiveness of the management system is characterized by "... the effectiveness of the management system, its autonomy, degree of organization and self-management, flexibility, adaptability, cohesion of the organization's collective, etc"[2].

Accordingly, the effectiveness of the management process is understood as "... the effectiveness of the process of influence of the subject on the controlled object itself; quantitatively carried out by a relative change in the organizational and technological good ". With all the accuracy and conciseness of these definitions, they go back to the management models of economic and technical-technological systems.

These systems were focused on all stages of development of the theory of management. At the present stage of its development, the model of the effective organization of R. Likert and A. Etzioni, which uses elements of a systematic approach and takes into account the primary importance of the human factor, is a fairly common model.

However, the concepts of understanding efficiency, existing in economics and management, are much more difficult to apply in public administration. According to Sh.I. Pakhrudinov, the attitude of citizens to the government is capable of being based not only on value-normative attitudes, but also on the assessment of power "in terms of what it gives or can give to people. Such instrumental relations between citizens and the state are characterized by the concept of efficiency.

Efficiency - compliance with the results of the goal. Effective will be such a program, the goals of which are realized. If we are talking about a social program, then its effectiveness will be determined by the achievement of a particular result in the course of the activities of state bodies [4].

It should be done to this essentially important addition. The category will not fully reflect the value corresponding to it, if we study the effectiveness of power only as related to the performance of achieving socially significant goals. It is necessary to take into account another aspect - the ability to realize other goals (particularistic and corporate goals of the bureaucracy, that is, tasks related to the so-called internal interest emanating from the depths of the power system itself). Only in this case, the effectiveness analysis will be comprehensive.

Speaking about the technology of legitimization and evaluation of the effectiveness of the authorities, the authors note that the legitimacy of the decisions made, the support of public policy by the population largely depend on the authority of the authorities. Modernization of the activities of public authorities, changes in the mentality of a public servant are essential elements for increasing the efficiency of the public administration system and the administrative and managerial elite.

An analysis of existing studies on the problems of the effectiveness of public administration shows that the issues of methodology and technology for evaluating the effectiveness of government bodies are not adequately reflected. Modern socio-political realities require a new qualitative level of understanding of this problem, the search for effective assessment technologies in the system of sociopolitical society-power interaction.

At the present stage, there is no unified approach to determining the essence of the effectiveness of the activities of public authorities, public servants and its assessment, there are various conceptual models, which creates serious problems in analyzing this phenomenon. The development of a unified theory of public administration efficiency is hampered by the lack of links between theoretical and practical directions. At the same time, the diversity of terminology used by researchers makes it difficult to interact between different scientific fields. Improving the efficiency of government bodies should be considered as an interdisciplinary methodological problem based on a whole complex of theories, such as organization theory, management theory, political science, political sociology, management sociology, culture and management ethics[5].

Thus, based on the above, we can give the following definition of the effectiveness of public authority. This is the correspondence of the results of the activities of the authorities with the social goals that are set for it by society.

At present, it is difficult to single out several conceptual models for improving the efficiency of the state bureaucracy and state institutions that link efficiency with certain factors.

1. Leadership based approach. Representatives of this area (K. Levin, R. Likert, R. Fisher, and others)

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link the effectiveness of the organization with leadership skills, management style, individual characteristics and qualities of the heads of ministries and departments, their selection systems, performance assessment, motivation and professional development.

2. An approach that develops the theory of Weber's rational bureaucracy, in which attention focuses on the separation of administration and hierarchical structure, functional specialization, clear rules of work, strict regulation of the professional activities of civil servants, separation from property, which creates the necessary prerequisites for effective work (M. Weber, K., J. Mill, and others.).

3. Another approach to business performance is the theory of life cycles. The main idea of this school (P. Hersey, C. Blanchard, F. Modigliani, I. Adizes) consists in the interrelation of the effective work of government departments and the influence of constantly and cyclically forming coalitions or groups within the organization. This determines the process and nature of decision-making in bureaucratic structures, which is connected, in its turn, with the life cycle of the organization.

4. Within the framework of the concept of professionalism (G. Becker, E. Dürkheim, M. Weber, T. Parsons, etc.), effective activity is directly dependent on the professionalization of public authorities, the availability of career (professional) officials, on their level of professionalism and competence.

5. The concept of economic responsibility (the Hart-Shleifer-Vishny model, John Stuart Mill, D. North) is based on an economic approach, proving that the increase in the efficiency of government bodies is related to the presence of a competition mechanism among departments, the system of innovation, and political government accountability, especially to taxpayers.

6. In the context of the theory of social ecology (M. Hannan, Freeman, Howard Aldrich), the results of bureaucracy's activities depend on the nature of the external environment (organization's ecology) and the ability of state authorities to manage changes and innovations in order to adapt to these changes[6].

An important part of all concepts is to improve the quality of the public administration system. Quality assessment has, as a rule, objective and subjective components. On the one hand, this is the observance of certain standards and regulations, and on the other - the needs of social groups, organizations or individuals. The task to improve the quality of management and services requires the selection of the most important factors that affect the work of public authorities, which allows you to continue to purposefully manage and regulate this process. Among the factors on which the quality of work of state structures depends are: the quality of the legislative and regulatory framework in the field of

public administration; management planning and decision making system; the mechanism of responsibility and accountability of the authorities; openness and transparency of fiscal and financial policies; professionalism of civil servants; use of modern methods of management, information technology; change management system (reforms and innovations) at the level of public policy, programs and projects.

In different areas of activity, the understanding of efficiency has its own characteristics. Thus, in the policy of "effectiveness" is considered as something positive and desirable and therefore gets the meaning of the value characteristics of the organization. In relation to the work of the authorities, this term has become "a very effective political symbol" capable of organizing public opinion in support of certain proposals. Under the influence of organized public opinion, efficiency becomes the goal of the management activities of government bodies and the criterion for the external evaluation of this activity [7].

The concept of "efficiency" of public authorities is often identified with its concept of "performance". Efficiency in the field of public administration is understood as conditional productivity, which is expressed by the ability of labor to perform relevant work per unit of time while ensuring efficiency, reliability and optimality of production management. The term "productivity" (productivity), meaning the ability to produce, appeared in the dictionaries Larousse (1875) and Littré (1883), being used to describe and evaluate the relationship between resources and output, Along with the concept of "productivity", such concepts as "efficiency" (efficiency) and "economy" (economy) have become common.

With all the available discrepancies, most authors understand by productivity the performance of work with the least expenditure of labor, time and materials. With this understanding, the effectiveness of managerial or administrative labor is assessed by determining the ratio between the result obtained and the resources expended.

However, in relation to public authorities, many researchers insist on including in this concept an assessment of the effectiveness and quality of services, and not just the relationship between results and costs. Moreover, productivity is defined by such terms as "costs", "work", "output" and "efficiency". However, due attention was not always paid to the results and outcomes. It was taken for granted that the higher the efficiency of the institution, the better the results and the results of its activities [8].

According to G. Bukhart, the term "productivity" covers such concepts as "planning-programming-budgeting", "management by

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objectives”, and also “budgeting on a zero basis”, economy, efficiency and effectiveness.

Productivity, in the opinion of American specialists in the field of management, is characterized not only by appropriate efficiency, but also by a correctly set goal, by means of achieving it, which cannot always be expressed quantitatively. Labor productivity, for example, managers is proposed to be considered from the point of view of goals, in the methods for determining and achieving which the general concept of productivity and efficiency of managerial labor consists.

The approach to government effectiveness is characterized by two main aspects. Firstly, the position of public authorities in the system of government is analyzed. Secondly, all attention is focused on the results of activity, practically without taking into account the question of efficiency. Both approaches emphasize the importance of a clear description of costs. However, the method of evaluating effectiveness by measuring the level of costs already by definition does not take into account performance. It should be noted that it is an important fact that the ultimate goal of providing services to the authorities is not the services themselves, but the extent to which they are able to meet the interests and needs of citizens or consumers [9].

In studies on economics and management, there are two approaches to evaluating performance. The first is related to the assessment of technical efficiency, the second - economic efficiency. The technical efficiency indicators reflect the nature of the activity being evaluated: it indicates that “the right

things are being done”. The economic efficiency indicators characterize how the estimated activity is realized, how efficiently the resources spent are used, that is, how “these things are done correctly”.

Some scholars, when evaluating the effectiveness of managerial or administrative labor, focus on comparing the resources used and the income received. On the other hand, the problem was looked at in a different way: “the costs of human labor were analyzed, as well as the corresponding employee satisfaction and results obtained”. J. Burke understands efficiency quite widely: he considers the costs incurred (costs), the work done (workload / production) and the results obtained (output). Despite the fact that this definition includes costs (costs), output (completed scope of work) and the results obtained (results), the focus is on the “input-output” cycle: norms of the organization, management methods, technical conditions, work done, unit’s costs and needs to be met. J. Burke examines the effectiveness of state organizations in the context of the main goal of citizens - well-being.

Thus, an illegitimate political power can hardly be considered effective from this point of view. Even with a well-designed, organizational and managerial built, it will face rejection and opposition from a significant part of the population and counter-elites. The reverse is also true: a legitimate government, faced with significant obstacles in the face of crises and deprivations, can successfully cope with difficulties, relying on the support and understanding of citizens.

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