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**STATEMENT AND IMPLEMENTATION OF GOALS OF THE POLITICAL STRATEGY IS THE
BASIS OF EFFECTIVE PUBLIC ADMINISTRATION**

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Abstract

In the practice of public administration, politicians and managers at various levels of the state apparatus are inevitably faced with the problem of improving the efficiency of activities while striving to achieve the planned result at a lower cost. A combination of efficiency and effectiveness is possible and necessary to achieve the objectives of the various structural units within public administration. However, it should be recognized that the simplicity and speed in achieving performance goals leads to such practical situations where the heads of public services achieve results at the expense of effective activities in relation to the achievement of management goals. In this regard, it is important to identify and analyse those components of leadership activities and conditions that can significantly improve the effectiveness of public administration at different levels and in different political and socio-economic contexts. The scientific and methodological basis of the study is formed by the dialectical-materialistic concept of scientific knowledge, a set of General scientific and special methods of analysis of political, legal, economic, social, moral and managerial aspects of the effectiveness of the state strategy. The main conclusion: management decisions and measures for their effective implementation should be politically, legally and economically well-grounded, should be targeted, implemented systematically and continuously, organically combined with consolidated actions on a global scale. The key to success is scientific validity, professionalism, responsibility, openness and constructiveness.

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State – Forms of management activity – Effectiveness – Efficiency – Purpose

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Introduction

The dynamically changing political and socio-economic conditions of the modern world pose complex, often difficult to solve tasks to the state, many of which in scale and effect often cannot be compared with those that were solved in the recent past. In order to find a worthy response to the challenges and uncertainties of the present, the authorities review traditional forms, methods and procedures of management activities, take care to improve the mechanisms and tools of managing influence, strive to achieve the indicators and standards of an effective state of a modern formation - a democratic, secular state and social. The values and advantages of an effective state are now the leading leitmotif of political, economic, administrative and other reforms carried out in the Russian Federation, consistently reviving “the authority and strength of the state” and restoring democratic traditions and “elementary controllability of power”¹.

The one who deals with the problems of public administration could not fail to pay attention to the fact that some authors try to present management efficiency as “the effectiveness of the management system”, as the degree of its reflexivity, organization, flexibility and adaptability², i.e. the fact that it describes more the organizational and managerial culture of the subject of management than the effectiveness of the managerial action and the usefulness of the result. In their research, sociologists also pay more attention to the professional competencies and status of the ruling elite, its ability to use the advantages of its powerful positioning, the nature of decisions made and the ability to self-organize than the social effect obtained and its conformity to the interests of society. Efficiency is something else and represents the ratio of positive results obtained for a certain period of time in the process of implementing management decisions made, their timeliness and adequacy to the challenges of time. And without fail, taking into account the material, intellectual, time and other resources used to achieve them. It is also fundamentally important that goals and intentions are consistent not only with objective conditions and prerequisites, but also with the combination of the vector of managerial activity with global economic, political, and other trends³.

The complexity of following the principle of efficiency in management practice is connected with the fact that managers adhere to two main targets: effectiveness and efficiency. These areas are fundamentally different, but in everyday practice they are often mixed. This is expressed in the fact that managers, especially of a bureaucratic warehouse, achieve results, but do not provide adequate efficiency. These different target areas are illustrated by renowned American management specialist I. Adizes using the example of a game of tennis⁴. Tennis player throws the ball to the opponent's side, which, of course, is a productive action, but this does not mean winning a point, much less winning the game as a whole. Transferring the ball to the opponent's side, in which the player uses the conditions and his own resources, allows him to win a point in the match and this really brings him closer to victory. Throwing the ball to the opponent's side cannot in itself be considered effective in terms of the goals of the match as a whole. Consequently, in addition to achieving a result, a tennis player must make rather difficult

¹ V. V. Putin, Russia is focusing. Landmarks (Moscow: OLMP Media Group, 2012), 12.

² Organization Management, Encyclopedic Dictionary (Moscow: ID INFRA-M, 2001).

³ A. I. Soloviev, Russian ruling elite as a strategic designer. Elitology of Russia: current state and development prospects. Materials of the First All-Russian elitological congress with international participation. October 7-8, 2013. Rostov-on-Don, Publishing House JURIF RANEP. 2013. T. 1.

⁴ I. Adizes, Corporate Lifecycle Management (Moscow: Mann, Ivanov and Farber, 2015).

decisions and take vigorous actions to enable him to win. Given this circumstance, we can say that the achievement of efficiency is a more labor-intensive and complex process than the achievement of an intermediate one, the path of even an important result.

Methods

The effectiveness of management impact is a correlation of the results achieved and the resources used in a certain time period. Unfortunately, at different levels of government, we observe the desire of subjects of different levels of the management pyramid to achieve results, but they are far from always able to provide the necessary quality and high efficiency of the efforts made. As an example, we can point out a situation where the task of producing large volumes of food is posed and realized, to achieve a large crop without taking into account the material, financial and labor costs incurred. In this case, it is not about efficiency, but rather about a situation that is perceived as a desire to obtain high quantitative indicators.

People need not resolutions and decisions, not high statistics and beautiful reports, but concrete results. Self-adjusting systems are needed, institutions and bodies that are sensitive to falsehoods, are aimed at implementing not only individual management decisions, but also the mission of government in general. And this is primarily a qualitative solution to the problems of public safety, education, health, culture, sports and recreation, employment, housing and communal and pension benefits, the environment and other human needs. The effectiveness of the control action should be assessed not by the presence of beds in hospitals, not by the number of ambulance cars purchased and not by the volumes of drugs sold in pharmacies, but by people's health, by a real decrease in the incidence of the population. The quality of management efforts is estimated not by tons of produced cement and smelted steel, but by the number of square meters of housing commissioned in a timely manner, in terms of quality, cost, and comfort. This is precisely what determines the quality of the ruling elite and the real effectiveness of its management activities.

Effective management is a particular qualitative certainty. At its best, it can be illustrated by the experience of managing socio-economic processes in a market environment. In this case, the leaders, in addition to the focus on profit, also care about the storage, sale and promotion of the brand of their products. Even indicators of profitability, growth in the volume of funds used, reduction in the cost of maintaining the management apparatus, if the final consumer product is scanty or not at all, is little consolation. To talk about the effectiveness of management in this case is very difficult. Unfortunately, such a simple truth is often ignored. So we have to remind of the “new reality” with serious risks, uncertainties and external restrictions. We have to talk about the need to “form a new growth model”, about professionalism and readiness “to adequately respond to the challenges of the turbulent decade”, about “accelerating technological renewal” of public administration and its digitalization, again and again set the task of ensuring sustainable growth of well-being and competitiveness, as a matter of fact “National goals and priority projects”⁵.

⁵ D. A. Medvedev, “Russia-2024: Strategy of social and economic development”, Questions of economy num 10 (2018): 5-13.

Results and discussion

Achievement of efficiency in relation to management decision-making by managers is impossible without proper goal setting and subsequent tasks. It is not by chance that a recognized specialist in the management of complex systems P. Drucker⁶. In spite of the obviousness of the need for a clear target orientation of managerial actions in practice, in the overwhelming majority of cases we are confronted with a goal setting that not only sets unrealistic boundaries, but does not even provide the conditions for compliance with which provides an effective managerial and regulatory impact.

In order to understand the significance of objectives in the practice of state regulation, it is important to rely on the scientific understanding of management objectives, their adequate interpretation and definition. For our analysis, it is important to consider that the *goal, in management practice, is presented as a planned result, organically combined with the means to achieve it*. In this definition, there are two components that represent the essence of a targeted management approach.

The first is the planned result. This is a completely understandable and seemingly natural goal in the practice of making state decisions - the main thing is to determine the actual planned result, and then aggressively and consistently strive to achieve it. For most subjects of the managerial action, the planned result is not only the main, but, often, the only component of the goal of their professional activity. The reporting system and the bureaucratic rules of the public administration system contribute to this perception of management objectives.

But in fact, not everything is so simple, straightforward and straightforward. The manager's professionalism is manifested not only in his ability to provide planned indicators, but in the ability to realize the second component of efficiency, i.e. ensure rational, optimal use of the means to achieve the goal. Yes, even in optimal time. In this case, the head chooses a more difficult way to achieve the goals, which ultimately, nevertheless, turns out to be optimal, and often the only true way to implement management actions⁷. In the practice of implementing state policy, a sufficiently wide range of forms, means and tools for achieving goals in the mode of "neutralizing marginal elements" and implementing "large-scale and irreversible changes" is used⁸ [Burov A.V., Hovakimyan M.A. 2016. P.540]. Much depends on the configuration and density of the connection between all the structural components of a single process control action. The most important of these components.

1. *Social norms* that have been established, have passed the test of time, are legally fixed and function stably in society. It is clear that the regulatory side of management is closely connected with the bureaucratic basis of the organization and functioning of the state apparatus. Nevertheless, it is the regulatory certainty that is the main condition for the effectiveness of the management structure and at the same time the most problematic aspect of the management process.

⁶ P. Drucker, *Effective leader*. 4th ed. (Moscú: Mann, Ivanov and Ferber, 2014).

⁷ R. Ackoff, *The Art of Problem Solving* (Moscú: Book on Demand, 2012).

⁸ A. A. Burov y M. A. Hovakimyan, *Elitological aspect in ensuring the strategic development of the territory // Elitology and development strategies of modern Russia*. Materials of the Second All-Russian elitological congress with international participation. Tomo I. October 21-22, 2016 (Rostov-on-Don: Publishing House JURIF RANEPa, 2016).

2. *Management culture and value orientations* of representatives of various structural divisions of the state apparatus - democracy, legality, morality. First of all, these are the values of humanism - social justice, freedom, social creativity, social solidarity (O. Kont), social well-being, mutual assistance, harmonious development of the personality, social harmony (MM Kovalevsky). And all this in contrast to destructiveness, immorality and speculative thinking, creating only the illusion of well-being, turning normality into pathology (E. Durkheim), generating the alienation regime (Karl Marx), constantly increasing "human suffering" (G. Spencer). The presented values are well known and can be interpreted as follows⁹:

- justice is legal legality, political equality, pluralism and tolerance, integrity of the law enforcement system and courts, proportionality of work and remuneration;
- freedom is interpreted as freedom of choice, freedom of enterprise, freedom of movement and place of residence, freedom of speech and religion;
- high-quality and effective work as a pledge and the basic condition of welfare and human dignity;
- moral duty and patriotism as faith in oneself, in one's own state, in one's own country, in one's own great culture and the culture of other nations.

Positive value orientations lead to the unconditional support of the initiatives and efforts of the subjects of management on the part of society and representatives of its various strata, groups and classes. That is why advanced leaders, within the framework of their state powers, pay close attention to the formation of a positive value culture, moreover, both among representatives of government and management, and representatives of various social communities.

3. *Material resources and rationality of their distribution.* In this case, we are faced with a rather controversial and conflicting component with regard to achieving the effectiveness of state management activities. Representatives of any state structural subdivisions are well aware that all types of resources (political, economic, informational, social) should be rationally distributed according to their status and potential functional contribution to the system as a whole. It is the rationality of the distribution of powers and resources that is an important condition for the effective activity of government management structures.

4. *Organizational component:* the unity of strategic and situational management; combination of project and process management; the creation of project offices; professional training, retraining and continuous staff development; creating real conditions for sustainable and steady economic growth; the formation of a "healthy investment climate", the creation of a sustainable and understandable budgeting system.

That fully complies with international standards of selection for service in the government apparatus - the reliability of actions taken, the validity and fairness of decisions made, respect when interacting with anyone, transparency of communications¹⁰. It is not by chance that society highlights decency, professional competence, managerial experience, state approach to business, the ability to resist the temptations of power

⁹ E. V. Okhotsky, "The welfare state: reality or mirages of social well-being?", Labor and Social Relations: Science. Practice. Education num 6 (2015): 47-59.

¹⁰ Public Service, Personnel management. Collection of scientific articles. Under scientific. ed. V. A. Mau and E. S. Naryshkina (Moscu: Business, 2016).

among the most important qualities of the leading cadres of the modern formation. This draws attention to the difficulties that give rise to the inability to define strategic goals and objectives (53.3% of the experts surveyed), the imperfection of the system of training and advanced training (40.0%), irresponsibility (26.7%)¹¹.

5. *The regime of government*, the nature and methods of exercising power, the use of powers and the resource of influence. Loyalty and adherence to a certain regulatory framework, which was mentioned in the first component of effective management, cannot be fully implemented without the necessary means of social control and internal power influence, up to coercion. It is important that all three components of power influence on subordinates be used correctly. These components include: powers given to representatives of various structural divisions in the civil service, direct power influence (net power) and influence. The combination of these components allows you to maximize the use of available resources for the successful implementation of the tasks and the achievement of relevant management objectives.

6. *Key risks*: the crisis of representative power; political and public passivity of citizens and civil society institutions; gross violations of electoral legislation; the lack of an even division of power between the vertical and horizontal, especially in the “region-district-village” link; the lack of a unified system of balanced criteria, indicators and indicators of the effectiveness of the activities of executive bodies; inconsistency of the budget process with strategic and operational planning targets; poor information and technological security; demographic and social risks.

7. *The influence of external conditions* - the system of a higher level, the world order and the international situation. Achieving results at any level of government can be incomplete (and sometimes even completely minimal) if the relevant structural unit is not able to attract external resources (or, in other words, to fully exchange with system units of the external environment) to enrich or supplement its own resources in order the most complete development of a region or its structural unit. The state management of the modern model cannot be considered effective without an active exchange with the external environment - from the law of effective management activity. The vital activity of any structural unit of the state whole in a modern complex society cannot be considered as self-sufficient. The art of positive exchange with the external environment is one of the essential components of the adoption and implementation of effective management decisions.

8. *Psychological factor*. Unfortunately, in the practice of public administration, the psychological factor in many cases does not constitute any significant basis for making management decisions. And this is on condition that everyone is well aware that the psychological factor plays a special role in the implementation of managerial powers in complex and often conflicting situations. Often it is the psychological factor that turns out to be a priority component of effective managerial influence.

In addition to these essential components of management activities, the effective work of representatives of state bodies of government should be based on the *strict fulfillment of functional requirements in relation to management objectives*. Many well-

¹¹ V. M. Zakharov, Renovation system of reproduction of professional potential of state and municipal government. Abstract of dissertation for the degree of Doctor of Sociological Sciences 22-00.08 - sociology of management. Orel. RANEPa. 2016.

known management researchers believe that successful work (management) on objectives is the most important component of effective management influence in general and within the system of government, in particular. The most well-known and understandable, for most government agencies, various departments, services and agencies, can be considered the cognitive function of management goals. This function is directly related to ensuring the desired effectiveness of management impact. If the regional administration wants to build, for example, a road, then this goal represents a clear practical striving towards the cognitive function of the goal. When setting such a goal, the availability of those resources that are solely aimed at achieving the desired result is taken into account, which corresponds to the cognitive goal in the process of exercising the powers of government bodies.

There are only questions: how will this work be done, what means will be used, how will other project participants react to this, how will this road be used in the future? The cognitive function of goal-setting does not imply and does not contain answers to such questions. Practice shows something else: resource-based goals show that the cognitive component in this case is a kind of basis for making management decisions and their subsequent effective implementation. At the same time, it should be noted that, following the implementation of an exclusively cognitive function, the authorities do not reach the required level of effective execution of the decisions made. This is due to many reasons, including the natural desire of management to take into account the problematic situation and the existing difficulties, uncertainties and risks, the desire to ensure in practice, and not just the reports and political information of the required indicators.

The distribution function of goals to a large extent brings the subject of management to the effective execution of management decisions. It is important to correctly take into account the fact that each significant management decision not only presupposes, but also requires a reasonable allocation of the objectively necessary and rational in these conditions, the allocation of resources between the individual components of the organizational structure for the joint solution of tasks constituting the goal of management impact. It is important that the allocation of resources was carried out exclusively in the interests of their effective use and guaranteed access to the goals. Moreover, abstracting from the factors of false prestige, self-interest, the proximity of a participant or a structural unit of a single production process to the central authorities. Obviously, for most managers and organizers, the targeted allocation of resources seems to be the most significant problem - the implementation of the distribution management function implies a high probability of conflict situations.

Unfortunately, in the course of public administration, such an important component of effective management as a function of target identification is often forgotten. In this case, we are confronted with the correlation of the objectives of the part of the system with the system as a whole. Whether we consider central government bodies or regional or local government bodies, in all cases it is important to correlate the goals of individual structural units and the structure of the management process as a whole. In the absence of identification of parts with central authorities, management efficiency is practically reduced to zero. Goals that do not take into account the possibility of parts being detached from the whole cannot be not only effective, but also of any significance in their effectiveness in general. We can observe many examples when, due to the detachment of parts from the whole, the strategic goals of management seem to hang in the air.

Example: Decree of the President of the Russian Federation of May 7, 2018 No. 204 "On the national goals and strategic objectives of the development of the Russian Federation for the period up to 2024" provides for a breakthrough mode of scientific, technological and socio-economic development, a significant increase in the standard of living of citizens and the creation of comfortable conditions for their residence, the Ministry of Economy report a huge, exceeding 5 billion rubles. the state budget's surplus and its great potential for the future, the Central Bank is proud of low inflation, the Ministry of Labor reports a significant increase in real wages, and in fact there is exactly the opposite - a decline in GDP growth, bankruptcy of many business structures, frozen projects, increase in pension age, increasing tax burden, increasing control and administrative pressure, reducing the consumer market. For the first time in eight years, the population began to decline in population and the migration potential does not cover it.

And on this background, banks, rather than production teams of the real sector of the economy, report on their record incomes. During the ten months of 2018, the profits of the banking sector increased by 58% - almost two times more than in the same period of 2017¹². This is what qualifies as the inefficiency of economic policy and the imperfection of government. Probably, not without reason, experts at the World Economic Forum (WEF) predict a budget crisis, uncontrolled inflation and a sanctions crisis in interstate relations. The reasons for the difficulties (stagnant pit against the background of almost threefold rise in oil prices) are attributed by the head of the RF Accounts to the low quality of government, weak political institutions, irremovability of power, lack of political competition, and the style of manual control from the report of A.L. Kudrin forum "How to get into the top five".

The next goal function that creates the conditions for effective management can be considered the motivational function of goals within the framework of government structures.

It should be said that, by its nature, the goal should motivate representatives of various groups of the population. The most striking example of the manifestation of this function is the goal of the annexation of Crimea to Russia, when all regions of the country were motivated by the actions of the Russian government regarding the political recognition of the Crimean Republic and support for its policies. We observe high efficiency of management actions in this direction, based on the creation of a common motivation of representatives of various social groups. Creating motivation for action in relation to can be part of an effective management policy in the event that conditions are created to meet the needs of representatives of social groups that are consistent with the goals of public service bodies.

Another objective function that can be considered the main one in the practice of public administration can be considered a conversion function. The content and value of the objective function of transformation should be sought in the innovative nature of state management. Indeed, state activity at any level should focus on the formation of new social relations, structures, forms of interaction, etc. This point should be reflected in the content of the management goal.

Cathectic (or emotional) objective functions support the effective adoption of goals by creating a certain emotional state by representatives of state structures. Any goals will

¹² O. Solovyov, Banks report on record profits. Nezavisimaya Gazeta. 2018. November 12th.

become ineffective if members of social groups are not motivated to take actions that are consistent with targeted actions emanating from government structures. Modern management theories pay enough attention to this issue. Scientists proceed from the fact that each formalized and accepted goal of state governance structures should be accompanied by the necessary communicative support, including from the media and through the social networks of the Internet. This is a really important condition for the effectiveness of targeted execution in relation to the managerial impact of state structures.

The effectiveness of a management decision largely depends on the fulfillment of the symbolic function of management objectives. It can be said with all certainty that each goal must be a business card of the organization. Regarding the activities of state governance structures, we can say that the effectiveness of their managerial decisions cannot be fully implemented, in conditions when the goals presented are not perceived by members of social groups as meaningful, necessary and achievable. The effectiveness of goals in this regard largely depends on the ability of representatives of management structures to present in the right light the significance of the activities of management structures, to show that their goals can serve as benchmarks for very significant achievements. Openness, broad demonstration and explanation of target areas of state structures is an important component of PR activities in the field of the effectiveness of the activities of all structures and personally of each government representative.

The ideological function of the objectives of public administration is often discussed and its importance in terms of efficiency cannot be of increased interest. What is not accidental and explainable, because each goal and each management decision is inevitably somehow ideologically oriented. In order to understand this function of management objectives, it is important to remember that ideology is intended not only to indicate how members of social groups should act, but also (most importantly) why they should act in this way. It is important to recognize that the ideological component is recognized and used differently in different periods of time. Obviously, only one circumstance: ideology always exists and is used as the most important and necessary component of an effective management strategy used in modern public management practice.

Conclusions

As a conclusion, it can be said that the division of managerial actions into results, quality and efficiency always existed in the practice of state administrative structures. Today, management by result becomes a priority, which does not exclude the option of low quality of state administration as a whole. In this regard, it is important to move from management by results to effective government management by objectives as a system. In the course of such a transition, government leaders should pay special attention to the optimality of the organizational structure, professionalism, discipline, responsibility and moral potential of all components of the management process. The second condition for creating situations of effective management can be considered the optimization of functions, which guarantees high efficiency of managerial influences. The cumulative assessment of the public administration system through the prism of the formation of the institutions of the Russian state shows that, at present, the achieved results demonstrate a lack of sensitivity of the national government system to the “activating state” model spreading in developed countries. The problem is complemented by the lack of distinction between the interests, powers, and functions of the state, and the interests, powers, and functions of the bureaucracy. Meanwhile, the differences here are very significant.

All this suggests that in the case of management it is impossible to rely on lucky circumstances. It is necessary, not exaggerating, but not minimizing the severity of the problems, to deal with the matter in detail and, if necessary, to “reassess values”¹³. The main thing is to overcome the negatives of conservatism and the values introduced from outside (on the crest of radical market-democratic reforms and the fascination with the Western way of life) of the values of neoliberalism and postmodern, the bureaucratic habit of “burying the decisions made in papers”, drowning the matter in a whirlpool of endless discussions, approvals, resolutions and formal reports. If we do not refuse such a style, we will continue to succumb to the temptation to live for today and go with the flow without taking energetic initiatives, the country will not survive the next crisis.

Management is actions and results, not conversations and intentions. The only question is what theoretical-methodological and strategic-target matrix of practical actions and innovative modernization is most appropriate, which of the great variety of management models should be adopted - liberal or social democratic, progressive and dogmatic-conservative, democratically constructive or this was done by the rulers of a number of countries in the post-Soviet space, a radical nationalist one.

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¹³ Straight line with Vladimir Putin. 2015. April 16. URL: <http://moskva-putinu.ru>

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