



ON THE ISSUES OF MANAGERIAL PROBLEMS AND DEFICIENCIES IN EVALUATION OF THE EFFICIENCY OF EXECUTIVE BODIES

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Article history:	Abstract:
Received: March 21 st 2023 Accepted: April 26 th 2023 Published: May 26 th 2023	The main focus of this article is to highlight some of the problems and shortcomings in evaluating the effectiveness of the executive branch on the basis of criteria. The article examines and analyzes the views of scientists and experts who have conducted research on this topic. Based on the results of the study, suggestions and recommendations were developed.
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In recent years, we face the challenges in reforming administrative system and apply good governance features in nowadays Uzbekistan. In this regard, the basis of organizing the activities of the executive authorities does not ensure the timely solution of the problems accumulated in the localities, which slow down the development of the regions.

The fact that the legal status of executive authorities (ministries, state committees, agencies, committees, centers, inspectorates) is not clearly defined in some cases does not allow to determine their exact place and role in the state apparatus. Besides, the declarative nature of the tasks assigned to some executive authorities, the insufficient organizational and legal mechanisms for their implementation, the duplication of tasks and the presence of cases of excess regulation by the state have a negative impact on the effectiveness of the reforms being implemented. Performance of functions by executive authorities that are not typical for them, as well as the existence of a significant quasi-state sector (economic management bodies, state unitary enterprises) lead to excessive state regulation of economic sectors and the social sphere.

If we seriously analyze the current situation (for instance, in today's Uzbekistan), from theoretical point of view then we emphasize that scholars and practitioners have expressed their views and opinions that this new system is not without some shortcomings, along with many positive opinions about the effectiveness of the executive branch. Careful study of any ideas and practices related to the evaluation of the effectiveness of the activities of the executive

bodies, their leaders and staff, their in-depth analysis to promptly eliminate shortcomings in the implementation of this system in the future or to prevent potential problems; provides a scientific and practical basis for cost reduction and effective organization of the evaluation system.

Especially, in the process of reforms to improve the performance of public administration over the past decade, the evaluation of their performance on the basis of criteria is widely discussed among practitioners and scientists, as well as critical views and comments on this issue. The main part of the critical opinions and comments is about the shortcomings in the criteria and methodology of the evaluation system, and in general, the executive authorities, their leaders and employees are unanimous about the prospects for performance evaluation.

In particular, according to S.K.Mordovin, "Evaluating the effectiveness of the executive is one of the most complex research tasks and is the subject of independent study for many local (Russian) scientists. Assessing the effectiveness of government agencies is more complex. In this case, it is not possible to use a simple formula for the ratio of results and costs, because the activities of public authorities are aimed at managing many areas of public life. However, the goal of government agencies is ultimately to improve the living standards and quality of life of the population, which means that it is even necessary to assess the effectiveness of their activities.

The above comments of S.K.Mordovin are relevant, and it is difficult to assess the activities of the executive branch. It is also not easy for executive



bodies to develop clear and systematic criteria for evaluating performance. It is a continuous process that requires not only the multifaceted functions of the executive branch, but also the continuous improvement of the division of responsibilities, the addition of new services and tasks in connection with development and progress. However, regular assessment of the activities of the executive branch plays a significant role in improving the system of governance in accordance with democratic requirements, ensuring the development of the country [1, P.28].

According to O.Yu.Eremina, "Attempts to objectively assess the activities of government agencies, in general, the quality of public administration has been made in almost all countries of the world at different historical stages. Most of the assessments were, as a rule, critical in nature, urging state leaders to take steps to improve the efficiency of public administration.

Since the middle of the last century, a wave of administrative reforms has engulfed many countries around the world. As a result, the paradigm of public administration has changed: the focus of management has shifted from resources to results. Thus, the most common concept is "new governance" - results-based governance.

This concept of public administration is confirmed by its rapid spread in many countries around the world. Thus, the results-based governance system has been strengthened in the countries of the Organization for Economic Cooperation and Development (OECD) and is actively implemented in the BRICS countries (Brazil, Russia, India, China, South Africa) [2, P.86-94].

According to A.G.Zhukova, "Identification of assessment problems will help to ensure their effectiveness. Quality assessment of any type of management is a key indicator that allows you to assess the quality of management of the entire management system, the system of public authorities and individual government agencies. This cannot be equated with the concept of management quality, but the evaluation of quality and efficiency can often be seen as similar.

The concept of efficiency means achieving the goals we have set and want to achieve. That is, this indicator indicates that the result is fit for purpose. Market relations describe the concept of economy, productivity and efficiency and its basic terms. It is much more difficult to apply them to government agencies. The difficulty in assessing the

effectiveness of public administration is characterized by the following main reasons:

1. The existence of a monopoly on goods and services in many public institutions.

2. The result of the activity of enterprises is the production of this product, which is partially present in the activities of state institutions.

3. It is not always easy to identify the end user in government agencies.

4. The goals of commercial organizations and government agencies differ significantly, as for the latter, the core values include legitimacy, social justice, law and order requirements, and so on.

5. Quality is difficult to assess due to the use of norms and standards in a small number of public institutions.

6. It is difficult to determine the source of success in governance in the administrative and political process [3, P.61-68].

According to some analysts, it is difficult to assess management performance in the short term. The results of many government decisions made at the state level can be seen in the long run. In this case, its effectiveness can only be assessed in the long run.

According to T. A. Kulakova, "As long as public authorities do not produce material goods, it is very difficult to determine their impact on the socio-political situation in society and macroeconomic indicators of the country.

Most developed countries place great emphasis on evaluating the effectiveness of public authorities, while acknowledging that improving the efficiency of public administration is one of the most important conditions for ensuring socio-economic development and improving the welfare of society. The use of advanced technology also affects the quality of public administration [4, P.96].

According to V.I.Mayorov, who has conducted research in this area, the evaluation system, which is ideal for assessing the effectiveness of the private sector, cannot be fully used to assess the performance of civil servants [5, P.164-169].

K.I.Apkanieva in her work "Assessment of the effectiveness of public administration in the Russian Federation: situation, problems and solutions" have effective channels that can influence the executive in the preparation and adoption of influential decisions. Another serious problem is the reluctance of the state and its agencies to provide reliable information about their activities and the results obtained, and the reluctance of government



agencies to accept the results of the assessment [6, P.123-127].

V.V.Novojilov defines the complexity of public administration assessment in the following cases.

First, the socio-economic systems of the state are incomparably larger than any private administration. Second, the impact of management on the outcome is not direct but indirect. Third, the multi-elemental and complex structure of the evaluation object means that many factors need to be considered and analyzed.

In this case, the generally accepted criteria cannot be used in practice. "It should be noted that most researchers related to public administration efficiency agree that it is usually very difficult to select performance appraisal criteria because of the specific nature of work outcomes, as well as the goals and objectives set for public authorities [7, P.432].

According to L.G.Sokolova, a researcher on public administration, "Practice has shown that many of the indicators developed and used do not meet classical requirements, such as ease of use and understanding, statistical reliability, manageability, speed of updates, targeting. compliance and so on [8, P.142].

I.A.Tikhomirov, a well-known scientist who has conducted a lot of research on the effective organization of the executive branch, there are many advantages and disadvantages in assessing the effectiveness of the executive branch. According to him, "the legal basis for assessing the effectiveness of the authorities is not without shortcomings. In order to achieve these goals, amendments should be made to the normative and legal acts adopted to achieve such goals [9, P.452].

A.V.Volkova, who has conducted research in this area, in her work "Management of the state and civil status" includes the sources, procedure and participants of the evaluation of the objectives, criteria, parameters, technologies, methods of the personnel assessment system. Evaluating the effectiveness of public authorities allows us to determine how well the areas of management are selected and what results they produce in practice.

It should be noted that most researchers who are concerned with the effectiveness of public administration point out that it is usually very difficult to select performance evaluation criteria due to the specificity of performance, as well as the goals and objectives set for public authorities.

Like most researchers, A.V.Volkova notes that it is difficult to select evaluation criteria. Evaluation

criteria are very important in the organization of the evaluation process, and an accurate and complete definition, based on the powers and responsibilities of the body being evaluated, ensures the effectiveness of the evaluation process.

The many elements and complex structure of the subject matter of the assessment mean that a large number of factors need to be considered and analyzed [10, P.45].

According to A.A.Dugarova, the analysis of the works devoted to the issues of public administration efficiency showed a lack of understanding of the main categories of this topic. Researchers also substantiate different criteria to assess the effectiveness of governing bodies [11, P.185-189].

First, it is an object of study, a testament to the multiplicity and diversity of state and municipal governance.

The presence of many indicators in the system of performance evaluation of government agencies makes it difficult to compare the government agencies being evaluated. Another complexity of assessing the effectiveness of public administration is determined by the level of customer satisfaction. This is more complicated than evaluating the economic consequences.

- The lack of reliable indicators for evaluation leads to erroneous conclusions about the results of the assessment.

- the influence of external factors complicates the objectivity of the assessment;

- Insufficient involvement of external (independent) experts in the evaluation process.

- solutions without resources;

- time-consuming solutions.

According to I.Zinchenko, the problems that have a significant impact on the quality of management decisions and, accordingly, make it difficult to evaluate them include:

1. Insufficient coordination of activities between different structural units (disorderly management mechanism), as a result of which decisions from different structural units (vertical and horizontal) are poorly coordinated and sometimes contradictory.

2. Frequent conflicts between set goals and their resource provision. As a result, decisions are often not enforced.

3. Conflict between formal and informal norms and rules in force in the administration. For example, existing but not officially defined norms.

Thus, prior to evaluation, it is important to analyze how well prepared some decisions are and



how well they are considered and justified in making and implementing certain decisions [12].

It should be noted that many researchers believe that in assessing the performance of executive bodies, heads of regions, the opinion of the population, their level of satisfaction should be taken into account.

A.V.Volkova, who conducted scientific research in this field, in her work entitled "Upravlyaemost Gosudarstva i Grajdanskaya Sostoyatel'nost'" writes that "goals, criteria, parameters, technologies, methods of the personnel evaluation system includes the sources, procedure and participants of evaluation within the normative framework. Evaluating the effectiveness of the state authorities' activity makes it possible to determine to what extent the areas of management activity are well chosen and what results they are producing in practice. It should be noted that the majority of researchers related to the effectiveness of public administration state that it is usually very difficult to choose the criteria for evaluating the effectiveness due to the specificity of the activity results, as well as the goals and tasks set for the state bodies" [13, P.45].

According to I.Yu.Chazova, the problem of assessing the effectiveness of management of socio-economic systems at the state and regional levels is related to the fact that the multiplicity of processes and facilities includes many external and internal factors that affect the performance of the system and the quality of management decisions. Another important problem is the presence of a subjective factor in the process of public administration [14, P.776].

In conclusion, it should be noted that in general, the evaluation of the activities of executive bodies is a tool for monitoring and controlling the activities of government agencies. The effectiveness of the assessment depends in large part on the clear development of criteria, indicators and methodology.

It is necessary to ensure that the evaluation system works as a single mechanism aimed at improving the efficiency of government agencies. Assessing the performance of executive bodies not only serves to ensure efficiency, but also to improve the quality of public administration.

According to some analysts, it is difficult to assess management performance in the short term. The results of many government decisions made at the state level can be seen in the long run. In this case, its effectiveness can only be assessed in the long run. It was also criticized that the economic basis of the regions is not uniform, and the evaluation criteria are uniform throughout the

country, and that it is not possible to develop separate criteria for each region and introduce its accounting system.

However, the results of the evaluation of the effectiveness of the executive branch clearly show the reasons for the shortcomings. This, in turn, allows you to eliminate shortcomings and plan the work correctly and rationally. Long-term planning and strategic development programs can be developed by summarizing the performance indicators of the executive branch.

These recommendations, along with effective monitoring of the executive branch, will allow for a more objective assessment of the activities of public authorities and administration, a clearer identification of problem areas, and effective decision-making by the executive branch.

In general, the evaluation of the performance of public authorities is a multifaceted problem that is still poorly studied in theoretical, methodological and practical terms. Achieving the goals set by the performance appraisal system of government agencies depends in many ways on the experience of the bodies and staff responsible for the performance appraisal system. The evaluation system leads to the conclusion that regular scientific research is required.

And more specifically to say that in transitional economies or so-called post-Soviet states such as Uzbekistan the low level of social and material protection of the employees of the executive authorities, the level of responsibility imposed does not correspond to their social and legal status, the absence of uniform principles for the payment of labor and the formation of the social security fund, the exit of qualified personnel from the state service, and corrupt situations create conditions for unfair and disproportionate distribution of financial resources allocated by the state.

Additionally, the existing deficiencies in the state administration system do not allow to adequately respond to the growing demands of society, to solve local problems, to rapidly develop the economy, and as a result, to achieve expected positive changes in people's lives. There are of course, positive changes in New Uzbekistan after the overall reforms fostered by "open doors" policies of President Sh.Mirziyoyev. In order to radically improve and further modernize the activities in search and selection of talented and promising young specialists, especially in the regions of our country, the organization of their targeted training and internships in prestigious foreign educational



and scientific institutions, industrial, innovative and other companies; as well as the formation and creation of all the necessary conditions for attracting modern-minded professional.

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