

Analysis of the processes of optimization of the executive power system in Russia

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Abstract. This article is devoted to the analysis of modern methods and technologies that can be used in the process of optimizing the executive system in the Russian Federation, as well as to the study of criteria for assessing the effectiveness and efficiency of this process. The work has developed and justified a system of criteria for assessing the efficiency and effectiveness of the processes of optimization of the executive power system in Russia. The choice of modern methods and technologies in the process of constructing the optimal executive system in the Russian Federation should be carried out within the framework of the current legislation, taking into account the most important qualitative and quantitative indicators of the optimization process. The process of optimizing the executive power system in Russia requires the use of modern implementation techniques and technologies, including global modeling and the use of electronic technologies in the analysis, forecasting, design (modeling) and management of the formation, functioning and development of state and public institutions. The system of criteria for evaluating the effectiveness and efficiency of optimizing the executive branch system in Russia should be aimed not only at analyzing the current state of processes for optimizing the formation and functioning of the executive branch in the country, but also at predicting the stages of their development in the future.

1 Introduction

The Institute of executive power in the Russian Federation is widely analyzed in the scientific works of N.Yu. Khamaneva, O.E. Kutafin, V.V. Grib, L.Yu. Grudtsyna, V.E. Chirkin and several other authors. These works provide the basis for the analysis of the theoretical content of the executive branch in relation to its social essence. However, the share of researches that highlight the problems of using modern methods and technologies in the process of optimizing the executive system in Russia, as well as criteria for evaluating the effectiveness and efficiency of this process, is extremely small. In this regard, the main purpose of this research is a comprehensive study of the problems of using modern methods and technologies in the process of optimizing the executive branch in the

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Russian Federation, as well as criteria for evaluating the effectiveness and efficiency of this process, in order to expand and clarify the conceptual categorical apparatus science of constitutional law in the field of executive power, having formed a holistic concept of the optimal organization and implementation of executive power and in Russia, and the subject of the study is the regulatory framework for the formation and functioning of the executive power system in the country, as well as scientific views on the problems of using modern methods and technologies in the process of optimizing the executive power system in Russia, as well as criteria for assessing the effectiveness and efficiency of this process.

2 Materials and Methods

This article in the process of cognition of state-legal phenomena were used: a) General scientific methods (formal-logical, systemic, structural-functional, concrete-historical); b) General logical methods of theoretical analysis (analysis, synthesis, generalization, comparison, abstraction, analogy, modeling, etc.); c) private scientific methods (technical and legal analysis, specification, interpretation, etc.) (Zalesny, Goncharov, 2019: 129-142; Zalesny et al., 2019: 51-61; Zalesny, Goncharov, 2020a: 1-6; Goncharov et al., 2020a, 78-90; Goncharov et al., 2020b, 93-106; Moros, Goncharov, 2020, 114-128; Zalesny, Goncharov, 2020b: 1-10).

3 Results and Discussion

Optimization of the system of executive power as a socio-political and legal institution implies continuous improvement, the addition and development of the principles of organization and activities of the entire structured set of state executive bodies, bringing the practice of its formation and functioning in accordance with applicable law, which, in turn, should reflect the objective change of social relations in the field of public administration. Thus, the executive power must be constantly improved in order to simultaneously possess signs of legitimacy and legality (Chirkin, 1995: 65-66; Petrov, 2012: 79-85), having optimal and effective (Dobrynin, 2014: 15-22) set of principles for its organization and activities. In any case, the optimization is a dynamic process, the main actors and the moving force which are themselves government officials. The success of the implementation of measures to optimize the system of executive power depends primarily on how properly defined goals and objectives optimize how clearly and precisely the methodology of improving the organization and operation of the system of bodies of state administration, announced that the necessary financial and logistical resources. However, an important role in achieving efficiency and effectiveness in the optimization of the system of executive power plays the fact how clear and fast to execute various actions (Goncharov, 2009: 9-12; Shmaliy, 2011: 289-292; Avakyan, 2019: 18-21; Kalinin, 2020: 14-23).

As the conducted sociological studies show, the citizens of the Russian Federation support the need to optimize the system of executive power (Website, 2020a).

Table 1. The level of support by Russian citizens for the need for reforms to optimize the executive power in the country (2019 research, number of respondents 1000).

Age categories of Russian citizens	Yes, I support it (in % of the total number)	No, I don't support it (in % of the total number)	I find it difficult to answer (in % of the total number)
18-30 years old	78	12	0
31-40 years old	79	10	11
41-50 years old	76	11	13
51-60 years old	67	17	16
61 years and older	60	19	21

The selection of modern methods and technologies in the process of constructing the optimal executive system in the Russian Federation should be carried out within the framework of the current legislation, taking into account the most important qualitative and quantitative indicators of the optimization process:

1) an optimization program (the number and sequence (steps) of events), which will be determined by the choice of the ideological paradigm of Russia's development (the national idea of our country in the era of globalization) (Ursul, 2010; Sinyugin, 2010: 35-45; Kiseleva, 2018: 61-69; Maslovskaya, 2020: 46-52);

2) the time of the stages and individual optimization events;

3) values and priorities (the main of which are the preservation by the Russian Federation of state sovereignty, independence and territorial integrity; ensuring the sustained sustainable development of our country in the long term; creating the most favorable conditions for citizens of Russia to exercise their rights, freedoms and legitimate interests; modernization of the country's economy and a qualitative improvement in the standard of living of the population) (Goncharov, 2010a: 6-9);

4) purposes and objectives of a strategic and tactical nature (due to the fact that the optimization process is dynamic in nature and depends on a number of indicators of development of the government system in the country, its economy and social sphere, the chosen development paradigm, as well as the degree of development of socio-economic indicators of the development of the world as a whole).

It seems that the process of optimization of the executive power system in the Russian Federation requires the use of modern techniques and implementation technologies, which should be understood not only as an optimal set of techniques, methods, methods and principles for achieving optimization purposes, which is systemic and structural in nature (Ushakov, 2008: 452, 1052), but also a certain organization of this process taking into account the dynamics of development, in particular, the system of Russian public administration and state power in general, and world vectors developed I state and public institutions (Goncharov, 2010b; Vasilevich et al., 2019: 85-92).

Among the most relevant methods and technologies that need to be applied in the process of optimizing the executive power system in the Russian Federation, one can single out global modeling of social phenomena and processes (Gelovani, Britkov, Dubovsky, 2009; Zelentsova, 2018: 105-110; Starostin, 2018: 14-21), as well as the use of electronic technologies in the analysis, forecasting, design (modeling) and management of the processes of formation, functioning and the development of state and public institutions (Bystritskaya, 2006: 45-47; Medvedev, 2013: 32-40; Kiseleva, 2018: 61-69; Tikhomirov, 2018: 90-94; Firova, 2019: 181-184).

Global modeling of social phenomena and processes in building an optimal system of executive power in our country suggests that:

1) The optimization of the executive power system in the Russian Federation should be carried out comprehensively as part of the optimization processes of the entire state power system. Moreover, the comprehensive implementation of the optimization of the executive

power system as part of the optimization of the state power system in the country as a whole is due to the extreme interdependence and interdependence of the formation and functioning of various branches and levels of state power and local self-government in any state.

2) The optimization processes of the executive power system (and the state power system as a whole) should be carried out in full accordance with the principles, methodology, optimization techniques and technologies, enshrined in the foundations of the state ideology of Russia (Goncharov, 2010c: 31-35), and within the framework of the chosen paradigm of social and state development of our country. Thus, the optimization of the public administration system can be effectively carried out only under the condition of simultaneous modernization of the entire system of state and public institutions. Its basis should be the modernization of the Russian economy and the gradual qualitative improvement of socio-economic indicators of the standard of living of citizens of the Russian Federation (Goncharov, 2010d: 13-16), their realization of their rights, freedoms and legitimate interests in accordance with the Constitution of Russia and current legislation (Poyarkov, 2010).

3) The optimization of the public administration system in the Russian Federation should take into account the features of the development of state and public institutions in the modern world, as well as the processes of global international and regional integration. This will allow:

a) minimize the threat of adverse external influences on the processes of optimizing the system of executive (state) power in Russia by foreign states, primarily countries that are global world leaders (the USA and China), their satellites, international organizations and associations (Goncharov, 2010e: 26-29);

b) to diversify and minimize the risks and adverse consequences of the measures taken to build the optimal public administration system in the country by attracting the necessary international and foreign resources, improving the conjuncture of the Russian Federation in the international distribution of labor, international trade and exchange;

c) carry out the operational formation of interstate associations with the participation of our country, as well as the search for allied states (both traditional and those developing in the framework of the general socio-economic development paradigm), in order to minimize the risks of the political and economic blockade of the Russian Federation with the parties of foreign states and international organizations that perceive Russia as their global competitor or adversary (Yakunin, Bagdasaryan, Sulakshin, 2009).

Thus, the optimization of the executive power system in the Russian Federation in the context of using global modeling of social phenomena and processes acts only as one of the levels of optimization of Russian statehood as a whole as a unique phenomenon in world civilization.

The use of electronic technologies in the process of optimizing the executive power system in the Russian Federation implies their participation in the analysis, forecasting, design (modeling) and management of the processes of formation, functioning and development of executive authorities at all levels, which will allow:

1) To speed up the implementation of both individual stages of optimization of the executive branch and to build its optimal system in the shortest possible time. Moreover, according to a number of expert assessments, the Russian leadership has a relatively short period of time to carry out a large-scale restructuring of the public administration system and modernization of the country's economy, due to the fact that the onset of the bifurcation point in the socio-economic development of the Russian Federation is expected between 2022 and 2025 for years, after which the development processes of Russia will be uncontrollable (by the country's leadership), determined more likely by external factors

with a high degree of collapse of countries a number of independent states (Website, 2020a).

2) To carry out processes of optimization of the executive power system with minimal material resources. It is no coincidence that the Address of the President of Russia D.A. Medvedev's Federal Assembly of the Russian Federation of November 12, 2009 was based on the need to modernize the country's economy and its public administration using modern innovative technologies. The head of state especially emphasized the obvious reduction of corruption problems in the public administration system, saving money and time when introducing e-government technologies (Message, 2020).

3) To solve a number of problems that hinder the effective implementation of the optimization of the executive system:

a) Reduce the level of corruption in government bodies and local self-government (Goncharov, 2010f: 36-39), since the introduction of e-government technologies significantly reduces the possibility of personal contact between the population and state (municipal) government officials when providing public services to citizens of the country and legal entities;

b) Significantly reduce the level of crime in general, since it is precisely the high crime rate in the country that is the social base of corruption, embezzlement, cronyism in the ranks of employees of state and municipal government bodies. It is no coincidence that in countries with a low overall crime rate the indicators of corruption in the ranks of state and municipal employees are also relatively small (for example, in the PRC these figures are an order of magnitude lower than those in the USA and countries of Western and Eastern Europe) (Goncharov, 2011: 127-131);

c) Increase the efficiency and effectiveness of the activities of executive bodies and executive bodies of local self-government, as well as their officials. Moreover, the subjective (human) factor appears in the process of optimizing the state (municipal) management system as the main one. It should be understood as the presence of the apparatus of public servants of the executive branch, with a high level of professionalism and high moral and ethical qualities. A certain quintessence of these qualities is the high level of executive discipline of civil servants of the executive power system, which is also the main and indispensable condition for the implementation of measures to build the optimal executive power system. The level of executive discipline in the state apparatus is an assessment category, which should be understood as the simultaneous achievement in the organization and activities of government officials of a number of indicators: the quality of services provided to the public; efficiency in decision making; timeliness of implementation of governing decisions of higher bodies of executive power and their officials; performance in activities (Lomakina, 2013: 43-50).

4) Avoid common mistakes in the optimization of the executive system and minimize the risks of adverse consequences (in particular, a drop in the standard of living of citizens, the degree of realization and guarantee of their rights, freedoms and legitimate interests, the level of controllability of public processes). As rightly noted by the President of the Russian Federation D.A. Medvedev, this will allow the country to pursue a smart foreign and domestic policy, subordinated to purely pragmatic goals, implementing modernization based on the values and institutions of democracy, changing the quality of life in Russia, ensuring the leadership of our country in the world (Message, 2020).

5) To create a mechanism for absolute control of the effectiveness and efficiency of the organization and activities of the executive power system in the Russian Federation.

6) To carry out a change in the methods and technologies of measures to modernize the Russian economy and optimize the system of state and municipal government in real time in full accordance with the dynamics of the country's economy, the state apparatus, the mood and wishes of civil society.

It should be noted that the use of electronic technologies is necessary not only in the process of optimizing the system of executive power in the Russian Federation, but also when optimizing the system of state power and local self-government at all levels, up to the territorial public self-government of citizens. This will make it possible to track the dynamics of the development of Russian statehood as a whole, timely identifying and eliminating problems that impede the effective operation of state and public institutions.

Due to the fact that the optimization of the executive power system as a socio-political and legal institution is a process of improving, supplementing and developing the principles of organization and activity of the entire structured set of state executive bodies, bringing the practice of its formation and functioning in accordance with applicable law, which, in turn, should reflect the objective changes in public relations in the field of public administration, it seems extremely important to determine the criteria for evaluating the efficiency and effectiveness of the present process.

Indeed, the construction of an optimal system of executive power in the Russian Federation pursues certain purpose (which were analyzed in detail in the previous paragraphs of this chapter of the research), the degree of achievement of which determines how efficiently the optimization process was carried out.

However, the fact of how, how, with what costs and losses the optimization goals were achieved is also of no small importance, especially since the optimization process requires enormous resources (financial, human, time, organizational and others). In this regard, the assessment of the process of constructing the optimal executive system (including its individual stages and activities) should be carried out taking into account the efficiency criterion, which is understood as the effectiveness of the process, operation, project, defined as the ratio of the effect, the result to the costs that determined its receipt (Borisov, 2003).

The development of criteria for evaluating the effectiveness and efficiency of optimization of the executive power system in the Russian Federation should be carried out at the stage of designing a model for optimizing the executive power system, which will allow achieving the purpose of optimizing the public administration system in optimal terms (Klochko, 2010: 43-50; Koval, 2010: 117-119; Dinnik, 2019: 10-15; Rubtsov, Litvinenko, 2018: 74-86). These criteria of efficiency and effectiveness are standard in nature. They are determined by the goals and objectives of optimizing the executive system. However, the individual stages and the optimization process, as well as the activities carried out in this case, should be evaluated in accordance with the benchmark criteria for the effectiveness and efficiency of building an optimal executive system (since otherwise the purposes and objectives of the optimization will not be achieved). In a number of countries, Federal (central) executive bodies have entire ministries and departments, as well as permanent interdepartmental commissions whose main purpose is to develop criteria for the effectiveness and efficiency of the organization and activities of executive bodies. For example, in Kyrgyzstan, these powers are exercised by the Interdepartmental Commission on the development of criteria and a mechanism for evaluating the performance of executive bodies (Website, 2020b).

Among the criteria for evaluating the effectiveness and efficiency of optimizing the executive system in Russia are the following:

- 1) Designed and enshrined in the Constitution of the Russian Federation and the legislation of the ideological Foundation of Russia's statehood, how it meets real needs and interests of the state and Russian society (in particular, creates conditions for the realization of rights, freedoms and legitimate interests of citizens (legal persons), development of state and public institutions).

- 2) How much positive domestic and foreign experience in the organization and activity of the public administration system, as well as its optimization, has been used.

3) To what extent modern Russian and foreign optimization techniques and technologies were used in building the optimal system of executive power in the Russian Federation.

4) How much the executive power system is formed and operates on the basis of the system of principles of organization and activity (in particular, the participation of Russian citizens in the management of public affairs; the election of executive bodies; federalism; separation of powers; centralism and decentralization in the work of executive bodies; legality; responsibility; collegiality and unity of command; ethics and professionalism of civil servants of the executive branch; publicity in the work of executive bodies) (Goncharov, 2007), closed enshrined in the Constitution of the Russian Federation and applicable law.

5) To what extent is the system of principles of organization and activity of executive authorities improved, supplemented and developed in the process of constructing an optimal system of executive authority, and the practice of its formation and functioning is brought into line with objective changes in public relations in the sphere of public administration.

6) To what extent is the system of executive power really independent (sovereign) (Dobrachev, 2005: 31-37) within the framework of the current legislation, that is, to what extent it: a) is independent in decision-making; b) consists of executive bodies, formed and functioning; c) contains guarantees of such independence, including a mechanism for assessing the degree of such independence of the system of executive bodies.

7) To what extent is the executive branch system resistant to adverse external and internal influences (it is stable and viable).

8) The degree of dynamism of the development of the executive power system (to what extent does the dynamics of its change correspond to the dynamics of changes in public relations in the state). This indicator indicates the level of democracy of the executive branch and its plasticity within the framework of the current legislation. In the event that the dynamics of the development of the executive power system in the country does not correspond to the dynamics of the development of socio-economic relations, then, as the contradictions in the development of state and public institutions increase, according to a number of experts, the danger increases that these contradictions will be resolved in a short time (or by a social explosion - revolution, which in modern Russia is fraught with its collapse, or by large-scale and rapid modernization of both the country's economy and its social superstructure) (Website, 2020a).

9) To what extent does the executive power system in its activity strive to maintain state sovereignty, independence and territorial integrity of the Russian Federation and ensure the proper exercise by citizens of the Russian Federation of their rights, freedoms and legitimate interests.

10) To what extent the executive power system is self-governed by legal governance structures (that is, to what extent the executive branch represents the real actual political leader in the country's state power system, and to what extent it is known (dependent) on world (international, foreign) influence) (Goncharov, 2010g: 49-53).

11) What is the level of corruption within the executive power system in Russia (and the state apparatus as a whole). This indicator is especially relevant due to the fact that Russian officials have historically been characterized by a high level of corruption in the system of governing bodies and a relatively low level of legal culture.

12) What is the achieved level of executive discipline of executive authorities and their officials. Moreover, any internal control over the level of executive discipline in the public administration system seems ineffective without creating an external system of its analysis, assessment and control, which should include the following areas: a) monitoring compliance with the civil service legislation in the executive system (it should be connected

prosecution authorities of the Russian Federation, relevant control bodies of the Administration of the President of the Russian Federation and the Government of the country); b) analysis and assessment of the effectiveness of the use of budget funds in the provision of public services to the population; c) the possibility of an adequate and quick response of higher executive authorities and law enforcement agencies in case of detection of violations of existing legislation and inefficient use of budget funds by government officials.

13) To what extent are the financial costs of the organization and operation of the system of executive authorities consistent with the real quality, quantity and cost of public services provided to the public by executive authorities and their officials. For example, a number of experts suggest using the appropriate system of evaluation "Effective Public Service (EPUS)", which is developed on the basis of the European model, but takes into account the Russian specifics and contains a number of innovative aspects for assessing the effectiveness of the apparatus of state authorities and local self-government. In particular, it is of interest to use in this system a two-level evaluation of the public service effectiveness of state and municipal government bodies (a combination of diagnostic self-assessment and expert assessment (introduction of the institute of expert councils) (Website, 2020c).

4 Conclusions

Summarizing the above, we came to a number of conclusions, and also developed the following suggestions and recommendations:

1. The choice of modern methods and technologies in the process of constructing the optimal executive system in the Russian Federation should be carried out within the framework of the current legislation, taking into account the most important qualitative and quantitative indicators of the optimization process.

2. The process of optimizing the executive power system in Russia requires the use of modern implementation techniques and technologies, including global modeling and the use of electronic technologies in the analysis, forecasting, design (modeling) and management of the formation, functioning and development of state and public institutions.

3. The system of criteria for evaluating the effectiveness and efficiency of optimizing the executive branch system in Russia should be aimed not only at analyzing the current state of processes for optimizing the formation and functioning of the executive branch in the country, but also at predicting the stages of their development in the future.

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