Introduction

We can determine the most crucial feature of the modern society in everyday life transformations: individuals, families, social groups, business organizations and public institutions, labor and rest, industry and business undertakings, modes of communication, partnership and rivalry, private property institution, power and administration. These transformations are defined as lasting and strong tendencies in development of modern society. So we are going to distinguish these tendencies and determine the way of reforming of public administration. But first of all we need to determine the definition of the public administration and it’s reforming process.

Public administration is purposeful, organizing and regulating influence of government, presented by power and administrate institutions, directed to social production, social processes, perception, individual and social behavior. The purpose of this influence is realization of the social needs, interests and aims according to the social abilities making the most efficient use of all kinds of resources using innovation techniques. Public administration is a center of political system which presents a governmental influence to the society and it’s subsystems. It’s the interaction between authorities presented by political, public, administrative bodies from one hand, and social groups, classes, organizations of civil society, from the another, for realization the government policy and making managerial decisions.
Realization of the public administration is making by political leadership, governance and public management. **Political leadership** makes the organizing, directing and coordinating activities of governance and management bodies, which form and realize the politics of aims, principles and directions, providing interests agreement for different social groups, classes to rich the country-size goals. Political leadership does not function outside the executive branch of power. It is realized by the processes of *administrating*. In comparison with the political leadership administrating is a subordinate managerial and power level. Professional bureaucracy present as the direct subject of administrating. They work on a constant **contractual basis**. Administrating consists of organizing, regulatory, normative, controlling functions of management effort. Administrating – regulating activities of executive power bodies, which base the fundament for stable and interactions between public, management, social and economics authorities. Social and economical development is reached with the help of innovational business decision-making. Activities, used for decision-making or presented as a prevention factor of social and economical problems. **Public management** presents the same functions on the national level. Political management reforming, from our point of view, include step by step progressive transforming of the governance managing forms: political leadership, administrating and public management. The public management reforming should be made only in context of the general tendencies of the modern society development because only such conditions can make this process mostly organic inside the dynamical changing of modern society image.
General tendencies of the modern society development

According to M. Crosier works we can observe three main tendencies of modern societies development: «more complicated people interaction, developing freedom for individuals and social groups, and the transition from industrial society to the society of services»\(^1\). So management and public administration have to response on these challenges.

It is not only very important, but from our point of view, it is the crucial fact that these tendencies, defined by M. Crosier are very dynamical. That’s why from our point of view aforesaid tendencies should be filled up with the tendency of the rate of social and economical development, in context of scientific and technological progress dynamism, taking into account the transformation rate in modern society. Let’s analyze these tendencies, depending on M.Crosier’s theory, goaled on analysis of modern complicated society development and on logic changing of public administration.

Today we can see that interactions between people and social groups become more and more complicated, it depends on interactions inside social groups inside the country borders and outside them. The growing complication of human interactions is reasoned by the transformation of «rules of social and political games, when barriers of access to decision are gradually fail and allow more numerous groups having different interests to intervene in any decisions».\(^2\)

The complication of interactions on different levels, from individual to international ones, depends on the dynamism of scientific and technological progress and social and economical development. This technological rate and the reduction of the time for it’s result application of social production, the economical enhancement, the harmonization of social and economic development bring to high-grade transformations in
people interactions. On the one hand, political and economic conditions are making for free choice in different spheres of social life. On the other hand, and technical equipment, more vulnerable; the risks of natural and technical catastrophes as well as political cataclysms become higher. The modern society is the society of risks, and nobody secured against them, neither rich, nor poor. Western civilization realizes itself as the society of risks, where all the intentions to decrease the risks bring to new ones and new threats.

The process of globalization complicate the interactions between different countries. Correlation between external and internal development factors has fundamentally changed in external favour. “There is no such country today which can’t form and realize the economic policy without taking into account priority and behavior norms of the main members of world economy policy.” The openness and accordingly the interdependency of national economies have grown. Besides the state, transnational corporations stay to be the full members of economical interactions.

Increasing complexity of people interactions caused by transformation of the social rules and political games. But for all that numerous and everyday growing social groups with different interests have an influence for decision making.

Tendency to freedom – is one of the most important tendencies in modern society development. This tendency is irresistible because the source of freedom consists in social actions, but not in ideology, although it has been always one of the western greatest value.

Freedom of speech, freedom in choosing in decision making are requirements to form and strengthen trust relations between individuals and social groups. It cuts down chances of leaders’ pressure to their subordinates, and managers to executors. At the same time freedom in choosing makes individual and social interactions more complicated
causes administrational transformations changing it’s functions and methods. It courses the changing of functional and methodological proportions. Among the management functions the particular meaning belongs to forecasting and planning – prevision functions of the modern dynamical world. It became necessary to use the searching planning in cooperation with normative one to verify the accuracy of criteria for getting wishful results. Planning as a fiction and method of management from strongly determining process is transforming to flexible management instrument, to social process of getting compromises of interests and needs of different participants of social, political and everyday life.

The next tendency is transition from industrial society to service society. It means that the classical cycle is changing: from the mass production – mass consumption based on the logic of rationalization - to: high technology – services based on the logic of innovations and quality6. Innovational approach to the organization of business and production, labor, scientific and spiritual activity implies innovations of social technologies in management. It means that users, in particular of state services, become actors creating together with producers.

The rate of social and economical development is a result of scientific and technological advance, which predetermine the speed of economical and social transformations in modern society and it’s spheres. This is one of the regular tendency of the modern society development, which determines the processes of anti-bureaucratization in management, because in conditions of today’s dynamic social development it is impossible to fix decision making in strict bureaucratic frames.

Demands to reforming of Public Administration

Tendencies mentioned above cause changes of demands made to management. The democratic model of management is substituting its
bureaucratic model typical for industrial society and mass production. **Democratization**, one of actual requirements of Public Administration, means the transformation of relations between managers and subordinates, the transition towards transparency in decision-making, the expansions of participants’ circle.

It is reached by steady growth of educational and professional level of the population, technical means, applications and developing of Informational Technologies.

Democratization runs through all forms of state management: political management and public administration. The process of public administration reformation demands professional knowledge. It should be organized by the specific process interesting for all society groups: parties, public organizations of civil society. The reformation of public administration in the new context presumes transition towards new principles. It does not mean refuse from classical principles of management and public administration but implies their transformation and enrichment on the base of new tendencies. New principles include the following: the decreasing of complication, the simplification of organizational structures and management procedures; the using of clients oriented decision-making approach, the increasing professional competences of managers and officials and their capabilities for innovation and flexibility. In addition, the development of co-management in the sphere of goal setting and goal achieving is important vector of public administration reformation.

The transition towards new management principles implies the supplement of bureaucratic rules and regulations with management basing on the association’s culture and its development. Therefore, it is necessary to learn this culture, its changes, and tendencies with regard for global transformations and national specifics. That’s why it is very important to investigate the historical types of cultures, morality, ability
of nations to resist to the growing disorganization and it’s consequences. Effective decisions should be responsible to react on challenges of modern life and provide for solving all the emergent problems. So it is necessary to invest into the culture including organizational but not to set hopes upon sponsor’s help. In correspondence with it, Crosier writes that the reform directed to the deliverance of organization members from bureaucratic burden will have every prospect of success if it implies investments in knowledge.

The reformation of public administration should be based on the comprehension of the new role of the state as active subject of social and economic relations regulation. As very fairly said M.Crosier: “more complicated industrial society needs more organizational and public intervention. But at the same time bureaucracy state is loosing it’s strength in making such regulation”\textsuperscript{7}. It is not a «machine for repression» anymore but social organization with such important functions as social protection of population from different risks, social assistance as well as social service. At the same time this mission will be realized only if the state «does not give orders proceeding from abstractly understood general interest but facilitates the emerging of more concrete forms of general interest where citizens, producers and formed by them numerous groups can unite »\textsuperscript{8}.

We agree with the logic of M.Crosier’s discourse about the fact, that in the modern complex world neither politicians, nor functioners, and, of course, not officials should monopolize general interest because they can’t neither accept it, nor distinguish. Even if they accept it, they wouldn’t be able to realize it unless the sufficient consensus would be reached. In such a way, the preparation for decisions is becoming more important than their realization.

The reforming strategy of Public Administration needs to be concentrated on correlation: recourses – compulsions – aims. As
M. Crosier notes “aims, in other words, conversion of the general interest into the practice, can be effectively defined only on the base of the deep knowledge about the resources and compulsions by the analysis of complicated relations, existing even inside the administrative system and system of relations between administrative one and the served society segment”.9

Reforming of the Public Administration in Russia and the ways of explosion it’s effectiveness.

By the way of illustration the most important factors, defining the topicality of public administration reforming in Russia, the next statements are marked out:

1. The executive power structure through the March of 2004, based on the principles of branch economic management, was out of perestroika’s reality.
2. Using the out-of-date managing technologies in public administration, low competence of officials caused poor quality of public administration.
3. Rather high quality of business management and low one in public administration caused the misbalance between officials and business, bringing danger of the rising corruption and power privatization.

In addition we want to underline that the urgency of reforming is determined by the actualization of the fact that the system of Public Administration needs to be complied with requirements of regular tendencies in the modern complicated society development.

Today we can observe the realization of the program goaled on reforming of the Public Administration and Public service systems in
Russia. In principle this program is directed to build the strong socially-oriented state, contributing to strengthening of the market economy.

Central authority clamed the main problems of the Public Administration reforming:

- Steady dynamical rising of the Public Administration effectiveness on the all levels
- Realization of the all aims, determined by the officials in the spheres of economical and social development based on budget and finance resources conservation and optimization
- Creation of the professional Public Administration and public service bodies, based on qualification and business merits.
- Servicing improving and organization of the Public Administration system, oriented to the final service consumer.

It became obvious to form the legislative base for realization of presented missions.

The federal government was reorganized under the Public Administration reforming. It was realized by the transforming to three-tier model of the federal body of executive power: ministries, federal agencies and services. Reduction of the numbers of ministries was compensated by the numbers of federal agencies and services. In Russia took place the functional partitioning – ministries became responsible for the policy-making, other structures – for it’s realization.

Public administration reforming required consolidation of official’s energies and resources. That’s why in the end of the year 2004 the project of the Federal Program “Administrative reform” was presented for ratification.

Without pretending to analyze the process of public administration reforming (it should be done with the help of special monitoring) we will make the attempt to give the most general estimate of the first steps of the public administration reforming, how they follow the major
tendencies of the modern society development, and what is necessary to do to get the main requirements of modern tendencies.

First of all it seems that creators didn’t get the sense of the integration tendency between members of social community, including the relations between different level managers. Not in full measure is used the tendency to freedom as one of the main tendencies of the modern society. reforming programs are working up by lobbies, not many people guess who is their authors. That’s why the response for reforming providing in time and for it’s quality is lost out. Provided arrangements in frames of administrative reform very often are misunderstand by their participants. That’s why the first step in getting the quality and effectiveness of reforming should be done by changing the technology of project elaboration of reforming program.

The fact is that the methodology of such types of programs based on strongly centralization model of relations between the subjects of public administration. According to this all the most important decisions are made on the highest levels, at the same time subordinate ones fill themselves under pressure. Technologically it is happening in a such way: the program’ project is preparing by the government in cooperating with the profile ministries (for example Ministry of Finance), sectoral ministries and other executives. After this it is worked out in State Duma. After approval by State Duma the project goes to The Federal Union. And after it’s approved it is converted to the low and goes to the President to be sighed up. If course working bodies depend on norms and procedures existing in society in making decisions. In this case the social point of view is not taking into account in all the value because part of the information is lost moving from one level to another.

Of course while the project is being discussed in fractions and different state commissions the chance of lobbying exists. But at the same time looking through the Russian poll results we can see that a one
third of the Russian population is sure that the power in Russia belongs to the bureaucracy. Average citizen believes that the State follows not their interests, but oligarchy’s ones. And in spite of the constitution, where is sighed that our state is the social one, in consciousness of many people it is associated as the cruel machine making not social welfares but deprivations.

We are sure that the program of public reforming should be working up following the next steps.

First of all determining the main aims and points it is necessary to follow the partnership model on different levels (federal, regional, institutional and so on) and it should be based on trust. It means that public institutes and the institutes of civil society are interested in transformation and reforming of social management. Developing of partnership – is long-standing process, and at the same time feet-back mechanisms should be built in the very beginning. Unfortunately providing the administrative reform top governess never take into account professional opinions of the local officials. Reform was initiated top-down and provided by the traditional bureaucratic procedures.

The next step is involving analytical reports with the federal status on the main social topics in the procedure of the Program providing. Such reports let to summarize the results of different researches on the most problematical topics. They are- poverty, national health, saving of the cultural educational potential of the nation. So it is seems to be appropriate to introduce new practice of organization annual reports about the state of national heath, educational level and cultural potential of the population. Information, contained in reports, could be used in practical procedures correction of providing the Public Administration reforming. For all that it is important that this information have to be open for all interested parties, but not only for officials who were preparing and making such reports.
One more important step – involving the independent scientific examination of the project into the program ratification. It is important to make this examination before providing the project in State Duma. Of course, independent experts’ assessments make the procedures longer, but at the same time they increase the quality. Forming of the institute of independent scientific examination of the federal programs will promote the idea of the objective appraisal of social situation. It will help to fill the conception of real positive and negative tendencies and will form the right direction of development perspectives.

From our point of view the rising of state and management program effectiveness is reachable with the help of state consulting institutions created for solving social problems. We can see very positive results of business consulting. But unfortunately, in the sphere of public administration such potential is not used in appropriate way.

As a whole, public administration reforming should be provided, from one side, on the base of legislative tendencies in the society development, from another, - taking into account people readiness to accept the new model of interaction with the state institutions. Index of human potential development should serve as a criterion for program effectiveness.

2 Ibid.

4 Crosier M. The main tendencies of contemporary complex societies. P.124.
5 Ibid. P. 125.
6 Ibid.
7 Ibid. P.127-128.
8 Ibid. P.128.
9 Ibid. P.129.