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**ENCIRCLED REFORM OF THE PUBLIC ADMINISTRATION BASIS FOR RESPONSIBLE  
WORKING  
(CASE STUDY OF THE REPUBLIC OF MACEDONIA)**

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**Abstract:**

*The aim of this paper is to analyze the legal and sub legal acts in Republic of Macedonia by which it is regulated the liability of the state administration. The organs of the state management as holders of the executive authority have key role in the policy conduction in the execution of the regulations by the Assembly and the Government of Republic of Macedonia. For that aim it is necessary to create good organizational basis and staff potential, followed by plans and action measures for implementation to reach professional and other directions for conduction of those measures. The organs of the state management as liable for law execution as well as the organs of the state authority should set rules and procedures by which through clear indicators will be able to confirm the liability and at the same time it will be created a base for effective working. The execution activity of the organs of state management is consisted of direct application of the laws and the other regulations by reaching decision in the management procedure by which it is decided for the rules, obligation and interest of the citizens and other legal entities passing separate acts outside of the management procedure, making management surveillance, passing of sub legal regulations for successful execution of laws and the other regulations and performing management actions and taking management measurements especially in the achievement of the surveillance authorizations.<sup>340</sup> As news in the work of the government is the methodology for analyses of the policies and coordination with the ministries and the other organs<sup>341</sup> as initial document which represents a good base for the following of the organs of the state management. These policies contain more principles which could be applied and should be worked out and made to be more detailed. In the laws there should be clear directions how to control and evaluate the working of the state and the public administration and by that the irresponsible working of the administration can be proved. The conclusion of this paper is that in Republic of Macedonia the legal and the sub legal acts should be changed in the direction of clear completion of the liability of the state and the public administration.*

**Key words:** state and public administration, liability, efficiency.

**JEL Classification:** M1.

## 1. INTRODUCTION

### 1.1. SUBJECT AND AIMS OF THE PAPER

The aim of the subject of this paper is to show by comparable analyses of the content of the legal and the sub legal acts in Republic of Macedonia, the necessity of their preciseness and clearness in order to produce liable state and public administration.

The ascent of these analyses refers to the provisions in the legal and sub legal acts directed towards the liability of the state administration from all aspects: prevention, confirmation and the proof of the liability.

In this paper the period of reform of the state administration has been covered which as urgent necessity was establishment of new laws which had for their aim conduction of the strategy for reform of the public administration in Republic of Macedonia, as part of the overall strategic policy for the progress of the country in all spheres of the social living.

<sup>340</sup> Article 13 and 55 of the Law for organization of the state managements organs (Official Gazette of RM number 58/00,44/02 and 55/05)

<sup>341</sup> The decision for the methodology for the strategic planning and preparation of the annual program for work of the Government passed on 50<sup>th</sup> Assembly of the Government of Republic of Macedonia held on 22.09.2003 Methodology for the analyses of the policies and coordination 9Official Gazette of RM number 52/06)

Precise and clear legal and sub legal acts are bases for liable working and that represents disciplined state and public administration responsible and civic oriented, that will efficiently answer to citizen's necessities and the other subjects and that overall will reflect towards all spheres of the social living. That means that even the non productional activity of the administration, if it executes its services in a transparent effective and efficient way, it will reflect the economic progress of the country.

So, the purpose of this paper is to cover the most essential laws of the state management and the state power, the rule books, codex and other policies which directly or indirectly are connected to the work of the state and the public administration in Republic of Macedonia. So this paper will give review of the advantages and the disadvantages whether the legal and sub legal acts represent not only a form but the same have partial usability. The overall analyses of this paper is in direction to give humble contribution in the scientific public in Republic of Macedonia and wider.

## 1.2.METODOLOGY OF THE RESEARCH

Taking into consideration the subject and the purpose of this paper as a logical continuation the general hypothesis is imposed that if the laws and sub legal acts and other documents are not clearly and precisely set there could not be produced liable state and public administration.

If in the laws there are regulations which have legal reasons, a possibility is created for irresponsible working of the administration from one side or there is no possibility to reward and motivate the liable working. In this context in order to get answers to my dilemmas, I realized analyses of the content of the legal and sub legal acts by which the organizations are managed, the rights, obligations and the liabilities of the state and the public administration of Republic of Macedonia.

The results in the paper are based on the empiric research with using of the methodology of analyses of the content of documents (legal and sub legal acts). Over 50 legal and sub legal acts have been analyzed where the regulations that refer to the set organization, the management control, corruption, discipline and material liability as well as the strategic documents by which the working of the state and public administration in the organs of the have been checked.

The results from the analyses are based on equal references that direct to same conclusions and recommendations.

## 2. RESEARCH REUSLTS

Important European regulation in the setting and confirmation of the liability of the state administration for the countries members of the European Union is the Recommendation<sup>342</sup> which refers to the public liability of the employees in the state organs.

The aim of this recommendation of the European Counsel is on the filed of the administration law and the purpose of the same is to protect the citizens in their relations with the state organs. As a result of the public authorization of the state (public) administration numerous cases of public conflicts appear and it is huge damage to confirm in such extend it will be requested from the officials to bear the damage.

In Republic of Macedonia pursuant to the Law of State Administration the liability is set hierarchically. Regarding the liability of the state administration, the relation has misbalanced the state administration with the same status. So, the state secretary is appointed by the Government of Republic of Macedonia and although he is in the group of the management state administration, he is not under the regulation of disciplined liability pursuant to the Law of state administration<sup>343</sup> and the same function is purely under political liability. From the other side the municipal secretaries and the other general secretaries are appointed by person in charge of the state management and the same are under the regulations of liability contained in the Law of State Administration.

The liability for the made criminal act that is violation does exclude the liability of the state administration. The Law of State Administration plans two types of discipline liability, discipline disorganization and discipline violation.<sup>344</sup>

<sup>342</sup> P(84)15 passed by the Committee of Ministries on 18<sup>th</sup> September 1984.

<sup>343</sup> Article 11-a by the Law of state clerks ( Off. Gazette of RM number 114/09)

<sup>344</sup> Article 65 a by the Law of state administration ( Off. Gazette of Republic of Macedonia number 59/2000, 112/2000, 34/2001, 103/2001, 43/2002, 98/2002, 17/2003, 40/2003, 85/2003, 17/2004, 69/2004, 81/2005, 61/2006, 36/2007, 161/2008, 06/2009 and 114/2009).

Under discipline disorganization is included the smaller violation of the reputation of the service and the reputation of the state administration.<sup>345</sup> As a discipline violation pursuant to the Law of State Administration heavier violations of the working tasks are considered which are planned by the Law of State Administration.<sup>346</sup>

The Legislator described the discipline procedure but he did not defined regulations which will refer to the confirmation of the liability. The Conduction of the discipline procedures in practice refers to a range of ambiguities. The legislator does not clearly point to what way certain behavior of the employees will be proved to be a base for discipline fine. In the context of the public liability the Law of State Administration introduced the category material liability in case when a state administrator is liable for a deliberate damage which is at work or in the reference with the work or with gross negligence caused by the organ where he is employed. The category material liability is news in this law and practical use of the same almost does not exist

The executive activity of the state management organs is consisted from the direct use of the laws and the other regulations.<sup>347</sup> The following of the conditions in the state organs is made by professional analytical activity which is made by the state administration and by the same certain opinions are given in order to prevent the irregularities.<sup>348</sup>

In the frames of its activity the organs of the state management also have great liability in the role as initiator for taking over certain measures or in the confirmation of certain policy for decision of the issues of its activity, on bases of professional analyses from the following of the conditions from those areas.<sup>349</sup> The organs of state management do not have clear procedure which will give clear direction how to prepare a proposal of a text of a law.

Also, the laws allow proposal of a text of a law which will pass all previous phases and will form qualitative proposal of a text and will be changed in the procedure of its reaching by the government coalition. This all results with laws which do not have ambiguities and emptiness and the same due to the noncompliance with the Constitution can be contested by the Constitutional court of RM.

With the Law of the Government of Republic of Macedonia<sup>350</sup> the organization is managed, the way of working and the authorization of the Government of Republic of Macedonia. In the part of setting of the liability of the president of the Government and the other liable persons that are named by the same, except the regulations that president of the Government is liable for its work and the liability of the ministries to conduct the legal regulations, we do not find concrete regulation how to confirm their liability.<sup>351</sup> Also, except numbering of the authorizations of the Government and the ministries from these legal acts, we can not concretely complete their authority with correct and precise authorization and liabilities. If we start with the role of the Government to analyze all proposed legal and sub legal acts. That refer to the working of the organs of the state management can not see which is the mechanism for the supervision of the ministries work, commission at the Government, indicators which will point to the positive and the negative crises in the working of the Government, the consistency of the conclusion, the legal support, the preservation of the knowledge, document management of the system, the managements systems, the informational and the other tools which are important for the effective and efficient working.

<sup>345</sup> Article 68 by the Law of State administration (Off. Gazette of republic of Macedonia number 59/2000,112/2000, 34/2001, 103/2001, 43/2002, 98/2002, 17/2003, 40/2003, 85/2003, 17/2004, 69/2004, 81/2005, 61/2006, 36/2007, 161/2008, 06/2009 and 114/2009).

<sup>346</sup> Non execution or unconscious unbiased or delayed or negligent execution of the official duty expression or presentation of political opinion in the performance of the official duties: rejecting for giving or giving incorrect data of the state organs or legal entitles and citizens, if disclosure of data is planned by law illegal availability with the material means; rejection for performance of the official tasks from the working post on the one has been distributed or denial of orders by the ministry that is the functionary who manages the organ that is managing organ ;disrespect of the act reached by the person in charge for execution of the functions in the organ during strike; inaction or partial action of the prescribed measurements for insurance of the security of the given object causing larger material damage, repetition of the discipline, disorder, receiving gifts or other type of benefit misuse of the status or exceeding of the authorization in the performance of the official tasks misuse of the sick leave giving classified information with the level of secrecy defined by law entering use an working under alcohol or narcotics disreptic of the regulations for disease protection, protection at work fire explosion, dangerous action of poisons and other dangerous materials and violation of the regulations for protection of the living environment setting of the personal financial interest conflict with position and the status of the state clerk and offensive violent behavior.

<sup>347</sup> Article 13 and 55 by the Law for organization of the organs of the state management ("Official Gazette of RM" number 58/00, 44/02 and 55/05).

<sup>348</sup> Article 13, paragraph 4 by the Law for organization of the organs of the state management ("Official Gazette of RM" number 58/00, 44/02, and 55/05).

<sup>349</sup> Article 13, paragraph 1 and 2 by the Law for organization of the organs of the state management (" Official Gazette of RM" number 58/00, 44/02, and 55/05).

<sup>350</sup> Article 1 and 2 and 3 By the Law for the Government of RM ("Official Gazette of RM number 59/2000, 12/2003,11/2005).

<sup>351</sup> Article 11 paragraph 1 By the Law for the Government of Republic of Macedonia (" Official Gazette of RM " number 59/2000, 12/2003,11/2005) which states:" The president of the Government manages with the work of the Government he is liable for its work and makes cooperation with other organs public companies and institutions and article 13 by the same law states "Ministry independently manages with the ministry he has been appointed for follows and he is liable for the condition of the laws and the other regulations. "

## 2.1. METHODOLOGY FOR ANALYSES OF THE POLICIES

The methodology for analyses of the policies and coordination with the ministries and the other organs<sup>352</sup> as starting document represents good basis for supervision of the state management organs and by that a possibility the liability to be located. Such methodology has many principles which individually are worked out in details with concrete direction to its supplement in the direction of the function applicability from the aspect of the liability and liable working.

The first principle is: The coordination of the policies and the acts with the strategic priorities of the Government confirmed with the decision of the Government that the government passes in March - April each year. The concrete indicator for the way in which this decision is passed except the suggested strategic plans by the organs of the state management that should worked out pursuant to the Manual for the way content and the form of the strategic plans preparation ( there is no concrete surveillance for the indicators on which it should be based this strategic plan as the Ministry of finances defines the possible financial means in advance for a certain organ of the state administration and on basis of that the strategic plans should be made which is opposite to the way on which one strategic plan should be made).

The second principle of the fiscal liability of the policies implies that ministries and the other organs of the state management should make evaluation of the fiscal implications, taking into consideration those decisions that give the most effect regarding the expenses. Again, we have opposite order in the conduction of one policy, if we have the financial construction in advance and if the expenses are planned in the strategic plans and the opinion by the Ministry of Finances is negative, whose the responsibility for deviation is from one policy that entered in the strategic plan and only one negative opinion without any consistency and explanation will postpone the realization of the same. Again, we have no liability and correct indicators in which cases Ministry of Finance can stop a certain policy.

Very important principle is the base of the policies of the previously made analyses. This principle implies that the organs of the state management when preparing its acts start from the previously made analyses of the conditions in the area for which they are authorized then definition of the issues and the confirmation of the disadvantages and in the acts that are proposed there should clearly confirmed the aims and the decisions that is to say the opinions that are discussed with explanation of each single decision. This principle covers the widest work of a state organ surely the applicability of the same will depend whether the activities are determined in the state organ that should be achieved by this principle. The setting of the steps for realization of this principle should be confirmed though procedures inside in each organ and the directions should come out from a concrete sub-legal act.

The transparency in the preparation of the policies and the acts implies that organs of the state managements should make transparent consultations with the authorized and interested ministries but not only with them but also with the units of the local self-government with interested citizen's associations, experts and other subjects. The applicability of this principle is left to free judgment of the state organs, as well as to the government who should be informed who should be consulted in what way, collecting opinion should be made according to correctly confirmed list of close activities. All that is left on free evaluation of the members of the government and that means it should be correctly discussed in what cases one opinion is accepted or denied.

The last is the principle of plan conduction of the policies that implies that the organs of the state management should make plans for the condition of the proposed acts with calculated expenses then thesis of sub legal acts for the conditions of the laws the necessary organizational capacities and human resources as well as procedures for supervision of the evaluation which from the other hand implies measurable indicators for successfulness of the policies condition. The conditions for the applicability of this principle still should be précised and standardized and directed to concrete sub legal acts.

## 2.2. LEGAL AND SUBLEGAL ACTS AND LIABILITY OF THE ADMINISTRATION.

The Law for corruption prevention is based on principles of legality, equality, publicity and liability. It regulates the issues for prevention of conflicts of interest the reporting of criminal acts and performance of discrete authorizations.

<sup>352</sup> Decision for the Methodology for strategic planning and preparation of the Annual program for work of the Government passed at the 50<sup>th</sup> Assembly of the Government of Republic of Macedonia held on 22.09.2003, Methodology for the analyses of the policies and coordination, (" Official Gazette of RM" number 52/06).

The Law plans active cooperation between the organs and the bodies that have important role in the fighting against the corruption and the organized crime.<sup>353</sup> The State commission in current existence gave recommendations regarding the précising of the liability of the state administration but it represents only minimal improvement.

Pursuant to the Law for corruption prevention, the commission passes annual program and plans for operation of that program<sup>354</sup>.

This program transparently is reprinted and the same contains recommendations for the necessary measurements and the activities that should be taken in order effective system for prevention and repression of the corruption to be established. In Macedonia there is still no complementary system of measurements for prevention and repression of the corruption.

The most important normative setting of the subject of this research we can see through the analyses of the Law of State Administration which sets the legal from of the state service the status, the rights, obligations and the liabilities of the state administration.

According to this research the current system for employment of state administration is only acceptable for the trainees. The progress in this service is made with application on public add for the free management and professional working posts which enables people to apply who really from the beginning do not fulfill conditions as they do not have experience in the organ where such necessity for that working post has been planned. The procedure for employment and selection of the state administration as well as the procedure for evaluation of the state administration are confirmed by sub legal acts. It all effects the motivation and the liable working of the public and the state administration.

The Law for General Management Procedure and its consistent use in combination with the application of the Law of Management Inspection represents basis for increasing of the effectiveness and the efficiency of the administration its transparency and liability as well as the basis of increased protection of the citizens' rights and the citizens' interest and the legal entities. The Application of this law in practice is far from liable administration can make. There is still no mechanism and procedure for supervision of the realized the quality of the done, the promptness and the respect of the terms.

In the direction of the establishment of the efficient control of working of the state administration in the part of the expenditures of the public means in 1998 the State Institution for audit as independent entity has been formed which is liable for its acts in front of the Parliament. With the changes of the Law of State Audit the existing control mechanism for the performance of the audit are strengthened. The state audit has legal obligation to identify the irresponsible working regarding the finance management but the further acts for confirmation of the liability are not worked out.<sup>355</sup> Expect the fact that the reports by the state auditor which aren't sent to the authorized institutions which point to irresponsible working, the other legal norm does not exist which will precise the steps for this procedure and will direct to the audit of the report. Also, it is of huge importance to precise the regulations which will give regulations and possibilities, the actions for confirmation of liability, directly to be taken by the step auditors in front of the public prosecutors.

Beside that, it is necessary to divide the levels in the confirmation of the irregularities in the working where it should be correctly précised which violations of the working obligation should be fined by the liable person of the organ and which violation points to misuses that gives indications of criminal acts which represents misuse of the official duty.

The introduction of the internal audit as obligatory working post represents good basis for establishment of liable and effective state administration. This category of post should be worked out in the legal and sub legal regulative from reason that there are no clearly defined steps of the liability. The internal auditor is liable in front of the management in front of the liable person and the same should be as a controller of the working of the management.<sup>356</sup> These categories of posts are not acting in practice and if there are employees at this function they just execute tasks of formal character.

<sup>353</sup> Article 60 by the Law for prevention of the corruption (" Official Gazette of RM" 28/02, 46/04, 83/04, 26/06, 10/08, 161/08 ) states: " In the execution of the works of its authority, defined by this law, the State commission can request to make direct inspection in the documentation of the organs and the legal entities that are on disposal with the state capital."

<sup>354</sup> Article 55, paragraph 1, lines 1 and 2 by the law for prevention of the corruption (" Official Gazette of RM" 28/02, 46/04, 83/04, 26/06, 10/08, 161/08 )

<sup>355</sup> Article 11, 12, 13 By The Law for State Institution of Audit clear text ("Official Gazette of Republic of Macedonia " number 73/04).

<sup>356</sup> Law for public internal control ("Official Gazette of RM" number 90/09).

## CONCLUSIONS.

As a common conclusion from this research is the necessity for changing that is supplement of the legal and sub legal acts in RM in direction of establishment of clear rules for proving of the liability of the public administration as well as weakening of the feeling for liable working by which the fine will be prevented.

So, in order to be applicable the recommendation for public liability to be applicable, the standards for behavior should be clearly and precisely set planned in certain normative acts, regarding the public tasks by which the clerks are authorized by. At the same time, when the state organ does not act according to the duty which is requested, according to the legal rules there is damage for the citizens, the damaged should be paid by the state organ which is in question regardless for what kind of responsibility we talk about that is who caused the damage.

All this means fast rational competent unbiased and uncorrupted execution of the working obligations. Such principles will be achieved with clearly set rules and procedures for the holders of public functions which direct to liable execution of the working obligations and it could be clearly concluded liability if there is certain deviation from the procedures that is irresponsible execution of the working obligations.

Individual regulations for the liability of the state administration are contained in special laws by which it is regulated the work of the state organ management. Largely it has been left a discretionary right to the first people in the organs of the power to pass sub legal acts for processing of the system of liability of the state administration which largely does not exist and if there are such documents the same are different, they are not identical in the methodological and the legal setting.

In the part of the strategic setting of the Government policies there should be still worked on the completion of the circle of liability and by that it has to be finished the legal regulative by which clear procedures of control, clear working assignments, measurement of the worked out and clear division of the state from the public administration will be established. That means that the state clerk participant in the conduction of the policy who knows his authorizations and liabilities is to act in the execution of the working tasks, especially when the same are connected with the supplying of the citizens' services which reflects their professionalism, competency, confidence and liability.

The organs of the state management as holders of the executive power have key role in the conduction of the policy of execution of the regulations by the Assembly and the Government of the Republic of Macedonia. For that purpose, it should be created good organizational basis and staff potential followed by plans and action measures for implementation to pass professional and other directions for the conditions of the laws, to suggest measures to the authorized organs and to conduct those measures. The organs of the state management as liable for conditions of the laws should set clear rules and procedures by which through clear indicators liability can be confirmed and at the same time bases for effective working will be create.

It is very important procedures to exist which will be correctly explained when and in what cases the regulations from the text of the laws can be changed after the passing of the obligatory phases, necessary for the execution of the texts based on the relevant scientific and professional bases.

The system of evaluation and monitoring in the conditions of the policies of the Government should be developed in the direction of establishment of the circle of liability, where the process can be seen from the setting of the policies to their realization, the reasons and who are the people to blame for the deviations from the same. All this means that it should be confirmed who is liable for the policy choice, the strategic aim of the state organ on what scientific analyses it is based. So, through indicators and clearly set rules we can confirm the liability of the state and public administration, when although ideally set policy the outcome is negative.

The process of reform of the public administration in the part of the organization of the state management covers changes only in the number of ministries and the basic change in the law of organization of the state management is not executed. Although, this law was changed in the direction of improvement of certain legal decisions in correlation with the recommendations of the European commission, to create strong well trained, effective efficient and depoliticized state administration still essential issues are not touched which will create conditions of liable and effective working.

With the last changes of the Law of state administration<sup>357</sup> the legal decision that treat the liability suffered changes with the introduction of the obligations of the state organs for delivering of annual reports for the confirmed measures of discipline and material liability.

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<sup>357</sup> Article 76-à by the Law of state administration (“ Official Gazette of RM” number 114/09) states: “, 1) The organ from article 3 paragraph 2 of this law is obliged to send annual report for the imposed measures for the confirmed discipline and material liability of the state administration not later than 31<sup>st</sup> January during the current year for the previous one 2) The content and the form of the report from paragraph1 of this article is confirmed by the act of the Agency.”



If we analyze the liability of the state administration through everyday working which should be achieved according to the clear procedures the regulations should be set more clearly for the liability of the state administration. And that means all regulations in the Law for state administration that refer to the organizations, authorization, employment, motivation, evaluation the rewarding are not detailed and the same should be worked out by sub legal acts which will give direction for liable effective and efficient working.

According to this research, the opinions are that criteria should be created regarding the professional qualification the training period, the professional results and the capability of the management in order to avoid the non existing business interests and conjunctive necessities of the decisive factors which decide for these exclusively serious issues. The progressing on higher positions, the law for state administration regulates with the system of working posts which implies filling in of a post by announcement of public add at one unperceived procedure for employment and it is completely certain that on side door the spoils system will enter with all its negative consequences of the formal organization. From the other side it should be obligatory taken into consideration that the progress in service is important institute in the career of a state administrant as unique moral spiritual and professional stimulus and that means that the same should plan supplements to salary on basis of career and to plan strong legal decision in the direction of motivation of the state administration.

Regarding the public administration in Republic of Macedonia it is necessary to define the rules of the merit system of the employees in the area of health, education, science, culture and social protection. It is necessary to strengthen the rules for employment promotion evaluation and liability of the employees in the activities who make the public administration on bases of the generally accepted merit system.

This research shows that it is a rare appearance the application of discipline procedures as instrument for creation of liable administration due to ambiguous procedures for closing of the circle of liability.

The surveillance function of the state should be especially strengthened through promotion of the capacities of the inspection organs and their coordinated acting and a mechanism on central level by the Government, coordination body managed by the ministry without resources. In current practice this function is not real and the same is of huge importance for the strengthening of the control function of the state organs, the internal cooperation, avoiding of the overlapping of the authorization and at the same time this function should establish unified rules which will strength the authority and the credibility of the inspection organs and the inspection units.

Regarding the state administrators who consist the closest core of the public administration it is necessary consistently and completely already set principles to be applied in the Law of state administration as well as in the rest of the material laws which manage the employment promotion and the liability of the state service. Also, reaching of unique and consistent regulation for the salaries and the awarding of the employees in the public section at the same time respecting the principles of unique salary will contribute for avoiding of the prohibited risk of corruption and conflict of interests and it will have influence regarding the preservation of the motivation of the qualitative and qualified staff in the administration.

The openness and the transparency represent bases for functioning of the overall public section and the same should be promoted and strengthened. The transparent behavior of the authority protects the public interests and at the same time the possibilities for misuse of the authorization and the appearance of corruption are reduced.

Beside the legal measures as necessity, the activities for training and rising of the consciousness of the state administration appear for issues connected to the ethics in the state service, the conflict of interests as well as the anticorruption campaign for the state administration.

The current setting of the Law for state revision represents progress regarding the control of the work of the state organs, but the same should be detailed and processed so that the same could function and close the circle of liability.

The independent internal revision will direct to preventive and efficient working and at the same time will locate the disadvantages and the irresponsible working in the organ. The internal revision to gain the part of the independence should be legally set and it means to think of legal decision of independent where the control will be made by qualified people for work by an independent institution. In such way the same unbiased independently and liable can achieve the role of internal control of the overall working in the state organ. Such way will enable to create disciplined and liable institutions with liable structure of state and public administration.

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