



MAIN DIRECTIONS FOR IMPLEMENTATION OF ADMINISTRATIVE REFORMS IN UZBEKISTAN (IN 2017-2023 YEARS)

Otajonov Elyor

Doctoral Student Of The Institute For Research Of The Youth Problems And Training Perspective Personnel, Uzbekistan

ABOUT ARTICLE

Key words: Administrative reforms, state, public administration, executive power, optimization, personnel policy, civil service, public services.

Received: 20.07.2023

Accepted: 25.07.2023

Published: 30.07.2023

Abstract: This article aims to analyze the administrative reforms implemented in the Republic of Uzbekistan since 2017 to 2023. The tasks and their results are considered in chronological order in the article. The main issues in the normative legal documents adopted for the implementation of administrative reforms were isolated and analyzed. As a result of the research, several proposals and recommendations were developed for the effective implementation of administrative reforms.

INTRODUCTION

As every country in the world chooses the path of long-term development, it will be necessary to develop various sectors and carry out reforms to achieve it. At the center of the reforms are administrative reforms. Because the administrative reform, by its essence, aims to create an effective public administration, implying innovations in the field of management. On the other hand, effective public administration ensures that extensive reforms are carried out in other spheres of public life. This accelerates the creation of a prosperous life for the population.

It should be noted that improving public administration and increasing its efficiency is a constant focus of the Presidency of the Republic of Uzbekistan. For example, President Shavkat Mirziyoyev, in his speech at the ceremonial ceremony dedicated to the 24th anniversary of the adoption of the Constitution of the Republic of Uzbekistan on December 7, 2016, spoke about the issue of organizing state and local government based on modern standards, and said, among other things: "The priority tasks just described require further improvement of the public administration system based on today's and tomorrow's requirements. In this regard, it is planned to adopt the concept of reforms in the field of administrative management in the Republic of Uzbekistan for 2017-2021. In accordance with this concept, specific measures will be taken to optimize the structure, tasks and powers of state

administration bodies, to reduce their non-specific, repetitive functions and the total number of employees, as well as to sharply reduce the role of the state in managing the economy" [1].

In addition, in his address to the Oliy Majlis dated December 28, 2018, President Shavkat Mirziyoyev stated that "the introduction of a modern, rational management system is the main condition for fulfilling the tasks set before us" [2]. In fact, the goal cannot be achieved with an ineffective management system.

Thus, implementation of administrative reforms in our country has become a vital necessity. As political scientist M. Kyrgyzboev pointed out, one of the important directions of state policy for strategic development is the implementation of the principle of the division of state power into three parts of the country. In general, the fact that the main priority activity of state authorities is the creation of conditions and opportunities for human development means that the result of reforms is focused on people [3]. Another political scientist A.Yusupov emphasizes that an important aspect of improving the efficiency of state administration is the reform of the executive power system [4].

MAIN PART (ANALYSIS AND DISCUSSIONS)

The Decree of the President of the Republic of Uzbekistan No.4947 of February 7, 2017 approved the Action Strategy for 2017-2021. Its first direction was called "Priority directions for improvement of the system of state and society construction", and it defined the issues of reforming the state administration system. In the strategy, the Concept of administrative reforms in the Republic of Uzbekistan and the development of projects of the program of measures for carrying out administrative reforms in the Republic of Uzbekistan were determined [5].

As a result, the "Concept of Administrative Reforms in the Republic of Uzbekistan" was approved by the Decree of the President of the Republic of Uzbekistan No. 5185 of September 8, 2017. This concept started a new stage of fundamental reform of the state management system. The final result of this concept is the full implementation of the ideas that "Human rights are above all else" and "The people should not serve the state agencies, otherwise the state agencies should serve our people". The process of decentralization of state administration in Uzbekistan, researcher H.Jurabekova recognizes the concept of administrative reforms as a "new national model" of decentralization of the executive power system [6].

Why is Administrative Reforms necessary for Uzbekistan. To our mind, the following main reasons can be mentioned here:

There is a lot of duplication in the powers of the state apparatus and a large number of unnecessary states. As a result, there are many repetitive tasks;

High concentration. For example, the system of working directly with the Prime Minister has not been introduced, the authority of ministers is limited;

Excessive time, effort and resource consumption as a result of insufficient cooperation of management agencies;

"Manual control" is seen as the only solution;

The fact that the practice of holding many meetings and meetings of no practical importance, paperwork remains;

Management is not based on the achievement of target indicators and insufficient financial independence.

In the Concept, six priority directions of reforms were indicated:

1. Improvement of the institutional and organizational-legal basis of the activities of executive authorities.
2. Clarification of tasks (functions, powers) of executive authorities, their implementation mechanisms and area of responsibility, improvement of coordination and mutual cooperation processes.
3. Further reduction of administrative influence on economic sectors and expansion of market mechanisms of management.
4. Improvement of mechanisms of vertical management system and cooperation of executive authorities.
5. Introducing modern forms of strategic planning, innovative ideas, developments and technologies into the public administration system.
6. Formation of an effective system of professional public service, introduction of effective mechanisms of fighting corruption in the system of executive authorities [7].

In addition to the concept, the decree approved the road map for its implementation. It was determined to adopt a number of laws. During the past years, the laws "On Public Control", "On State and Private Partnership", "On Administrative Procedures", and "On State Civil Service" were adopted. In addition, today the draft laws "On executive authorities of the Republic", "On local representative bodies" and "On local executive authorities" are being developed.

However, there was still a need to fully resolve outstanding issues in order to continue the administrative reforms consistently. In order to speed up the implementation of the tasks defined in the concept of administrative reforms, to clearly define the mechanisms for its implementation, the Decree of the President of the Republic of Uzbekistan dated November 22, 2021 "On organizational measures for the development of the program of administrative reforms of New Uzbekistan for 2022-2023" No.5 was adopted. Because the implementation of the assigned tasks had slowed down.

It should be noted that in this document specific goals were set for the concept of administrative reforms. Specific tasks were defined in each section of the route. In particular, the following areas of implementation of administrative reforms were defined in six directions [8].

On January 28, 2022, the "On the Development Strategy of New Uzbekistan for 2022-2026" was approved by the Decree of the President of the Republic of Uzbekistan No.60, and its first direction was defined as the establishment of a people-friendly state, in particular, the introduction of modern public administration. 12 specific goals were noted in it, some of them were directly focused on the implementation of administrative reforms, such as:

Adapting the institutional foundations of the local state authorities to the requirements of the modern times.

To transform the activities of public administration bodies based on the principle of "orientation to serve citizens".

Implementation of a compact, professional, fair, high-performance public administration system.

Consolidation of the administrative apparatus and optimization of work processes in the public administration system.

Development of the "Electronic Government" system, increasing the share of electronic government services to 100% and eliminating bureaucracy.

Organization of the state civil service system based on modern standards.

Improving the mechanisms of communication with the people [9].

It should be noted that the most important direction of implementation of administrative reforms in our country is the introduction of a compact and efficient state management system. Because in recent

years, the number of state bodies has increased too much, and the number of states in it has increased. This leads to spending of funds from the state budget. Duplication of tasks in the section of state agencies became visible. In his Address to the Oliy Majlis dated December 20, 2022, President Shavkat Mirziyoyev suggested the transition to a compact and efficient state administration system, including the following points: "It took six years to establish new ministries and agencies to revive the sectors that were neglected and on the verge of extinction. We had to do so, otherwise we wouldn't have achieved our current achievements... It must be said frankly that there is a lot of duplication in the state apparatus, and there are unnecessary states. Centralization is high. As a result, too much time, effort and resources are being spent on finding the right solutions to today's complex problems" [10]. In fact, during the major reforms of the last 6 years, several new ministries and agencies were established. With the establishment of such institutional structures, tangible results were achieved in the fields of pre-school education, housing and communal services, "neighborhood" work, investment, public services, and public-private partnership.

As a result, the day after the Address, that is, on December 21, 2022, the President Shavkat Mirziyoyev signed Decree No.269 "On measures to implement the administrative reforms of New Uzbekistan" [11] and Resolution No.447 "On the measures to effectively organize the activities of the republic's executive authorities within the framework of the administrative reforms of the new Uzbekistan" [12]. These documents defined the mechanisms of organizing compact and effective state administration. According to them, the following important activities were carried out:

First, the activities of state management bodies were reformed. The number of state administration offices was reduced from 61 to 28, in particular, the number of ministries was reduced from 25 to 21, also 20 offices were completely abolished. The ministries of economy and finance, construction and housing and communal services, higher education and science, pre-school and school education, culture and tourism were merged.

As a result of these measures, more than 1.5 trillion soums of budget funds will be saved, and the funds released as a result of the optimization of state units will be directed to solving social issues. Researcher R. Sayidov believes that the optimization of expenses related to the maintenance of the state administration apparatus serves to eliminate corruption factors and establish effective public control over the spending of budget funds [13].

Secondly, the administrative apparatus of the Cabinet of Ministers was also optimized. There were no more than 4 deputies of the prime minister. The total number of management staff was limited to 125 people. Most importantly, a system of ministers working directly with the Prime Minister was created. In this regard, several departments and offices of the Cabinet of Ministers were terminated. This, in turn, serves to simplify the processes of forming a compact public administration system that meets modern requirements, making decisions and considering the issue.

Thirdly, the organizational and legal status of state management bodies was determined and their differences were clarified. A system of state management bodies consisting of ministries, committees, agencies, and inspectorates was established, and it was determined that each ministry would be responsible for the implementation of state policy in the relevant field. Committees, agencies, inspections were established in the ministry system under its organizational subordination. It serves to increase the status and responsibility of ministries in a certain area. In other words, the public

administration bodies of the republic are being reformed in the following order: reorganization, termination with the transfer of tasks and functions to relevant ministries and agencies, and change of organizational subordination.

Fourth, the political status of each minister was increased. According to the decree, the ministers are responsible for the efficient and targeted use of the funds allocated to the area under their leadership. They are drafts of government decisions, important socio-economic issues are resolved collegially with the direct participation of ministers. A "Government Day" will be held every month to solve problems. Now, the target indicators that the ministries need to achieve during the year are determined. At the beginning of the year, each minister develops an action program for achieving the target indicators set by their deputies and makes it public.

Based on the program of actions, the regional departments of the ministries develop a regional development program in addition to achieving the target indicators, and they also present it to the public. At the end of the year, the ministers will issue a public report on the implementation of actions and regional development programs and the achievement of target indicators.

Ministers will report to the public on the plan in the field and its results. Thus, not only the status and powers of the ministers, but also their responsibility to the President, the Parliament and the public will be increased and their responsibility will be strengthened.

Fifth, about 5,000 functions of state administration bodies were studied, and about 500 repetitive functions, which lost their importance and were not provided with implementation mechanisms, were identified. As a result, it was determined that the practice of creating an open register of the functions of republican and regional executive authorities will be established. It ensures the clear definition of powers and functions in the sphere of state bodies.

Decree No.14 of the President of the Republic of Uzbekistan was adopted on January 25, 2023 as a logical continuation of the above documents [14]. According to the decree, the following important changes were made:

First, 17,447 state units of state administration were reduced. This paves the way for a transition to a compact management system.

Second, a single list of executive authorities of the Republic - ministries, committees, agencies and inspectorates - was approved.

Thirdly, uniform requirements for the formation of structural units of public administration bodies and the introduction of positions were defined. Hierarchy of positions in vertical view is confirmed.

Thus, state administration bodies and positions in them were reduced. The system of public administration bodies and specific procedures for the category of positions were defined. In general, a big step has been taken towards a compact and efficient public administration system.

At the next stage of reforms, it is planned to move to an effective local government system. In this regard, according to Article 120 of the new version of the Constitution, it was determined that the governor cannot hold the position of the chairman of the Local Council at the same time [15]. This makes it possible to fully implement the principle of separation of powers in local government. In addition, today

the draft laws "On local representative bodies" and "On local executive bodies" are being developed. It can be said that the existence of separate laws for both branches of government creates the basis for their effective activity. After all, today the law "On Local State Power", adopted in 1993 and its provisions are quite outdated, applies to both sectors [16].

Another part of the administrative reforms is the state personnel policy. By the Decree of the President of the Republic of Uzbekistan No.5843 dated October 3, 2019, a separate state civil service institute was introduced in the civil service system, and the Agency for the Development of Public Service Under the President of the Republic of Uzbekistan, which is responsible for this field, was established [17]. The Statute of the Agency was approved by the decision of the President of the Republic of Uzbekistan No.4472, adopted on the same day [18]. The Public Service Agency is conducting activities such as recruitment of civil service personnel on the basis of open competition, assessment of some civil servants, and improvement of their qualifications.

On August 8, 2022, a historic event occurred in the field of public administration and public service of the Republic of Uzbekistan. On this day, the Law of the Republic of Uzbekistan "On State Civil Service" was adopted. The law defines the procedures for entering the state civil service, its completion and termination, state administration in the field, legal status of the state civil servant, legal and social protection [19].

CONCLUSION

In conclusion, the implementation of administrative reforms will create a completely new and effective public administration system and ensure the full implementation of the grand idea that "the people should serve our people, not the public authorities." Although the Concept of Administrative Reforms, the Program of Administrative Reforms, and the Development Strategy highlight several priorities for the implementation of administrative reforms, the reforms are carried out mainly in 3 directions according to their content:

1. Optimizing the activities of executive authorities and increasing the effectiveness of their activities;
2. State personnel policy and civil service reform;
3. Effective regulation of administrative relations (including the provision of public services) between state bodies and individuals and legal entities.

Although the Concept of Administrative Reforms and the Program of Administrative Reforms indicate 6 directions, the reforms essentially cover the above 3 directions.

As it was considered, large-scale reforms are being carried out in order to optimize the activities of the executive authorities and increase the effectiveness of their activities. Now, in order to strengthen the fundamental foundations of state administration, it is necessary to speed up the adoption of the law "Basics of State Administration" or "On the Executive Authorities of the Republic". It should define the system of state administration, its limits, means and mechanisms of its implementation. In addition, it is desirable to systematically implement local government reforms. In the future, it is desirable to introduce the practice of directly electing governors to the post by open elections on the part of the residents of the region.

It should also be noted that the state personnel policy has entered a new stage, and a special state body and a special law have been adopted in this regard. After all, the duties of state bodies are directly

performed by civil servants. If the rights of civil servants are fully ensured, if they are selected correctly and their qualifications are improved in time, the quality of public administration will be high.

In addition, relations between state bodies and individuals and legal entities entered a completely new stage. In this regard, People's Reception Centers and State Service Centers have been established, and the percentage of providing electronic state services to citizens is increasing. In general, regardless of the direction of administrative reforms, the ultimate goal is to create comfort for the people and ensure their well-being.

REFERENCES

1. Mirziyoyev Sh.M. We will resolutely continue our path of national development and raise it to a new level. – T.: Uzbekistan, Volume 1, 2017. – P. 58.
2. Mirziyoyev Sh.M. Address of the President of the Republic of Uzbekistan Shavkat Mirziyoyev to the Oliy Majlis. // "Khalk suzi" newspaper, No. 271-272 (7229-7230). December 29, 2018.
3. Kyrgyzboev M. Political science: study guide for students of higher educational institutions. Andijan State University. – T.: New age generation, 2013. – P. 149.
4. Yusupov A. Improvement of the evaluation system of public administration efficiency. PhD dissertation. – Tashkent. – 187 p.
5. Decree No.4947 of the President of the Republic of Uzbekistan "On the Strategy of Actions for Further Development of the Republic of Uzbekistan" // Collection of legal documents of the Republic of Uzbekistan, 2017, No. 6, Article 70.
6. Jurabekova H. The process of decentralization of public administration in Uzbekistan (comparative analysis of foreign and national experiences). PhD dissertation. – Andijan. – 178 p.
7. Decree of the President of the Republic of Uzbekistan "On approval of the concept of administrative reforms in the Republic of Uzbekistan" No.5185 // Collection of legal documents of the Republic of Uzbekistan, 2017, No. 37, Article 979.
8. Decree No.5 of the President of the Republic of Uzbekistan "On organizational measures for the development of the program of administrative reforms of New Uzbekistan for 2022-2023" // National database of legislative documents of the Republic of Uzbekistan - <https://lex.uz/uz/docs/5738084>
9. Decree No.60 of the President of the Republic of Uzbekistan "On the Development Strategy of New Uzbekistan for 2022-2026" // National database of legislative information, 29.01.2022, No. 06/22/60/0082.
10. Mirziyoyev Sh.M. Address of the President of the Republic of Uzbekistan Shavkat Mirziyoyev to the Oliy Majlis. // "Khalk Suzi" newspaper. December 21, 2022.
11. Decree No.269 of the President of the Republic of Uzbekistan " On measures to implement the administrative reforms of New Uzbekistan " // National Legislative Information Base, 12/24/2022, No. 06/22/269/1117.
12. Decision 447 of the President of the Republic of Uzbekistan "On the measures to effectively organize the activities of the republic's executive authorities within the framework of the administrative reforms of the new Uzbekistan" // National database of legislative information, 24.12.2022, No. 07/22/447/1118.

13. Saidov R. Administrative reforms are the basis for creating a compact and professional public administration focused on results // <https://xs.uz/uzkr/post/mamurij-islohotlar-natizhadorlikka-jonaltirilgan-ikhcham-va-professional-davlat-boshqaruvini-yaratishning-asosi>
14. Decree No.14 of the President of the Republic of Uzbekistan "On measures to effectively organize the activities of the executive authorities of the republic within the framework of the new administrative reforms of Uzbekistan" // National database of legislative information, 24.12.2022, No. 07/22/447/1118.
15. Constitution of the Republic of Uzbekistan in the new version // National database of legislative information, 01.05.2023, No. 03/23/837/0241.
16. The Law of the Republic of Uzbekistan "On Local State Power" // Bulletin of the Supreme Council of the Republic of Uzbekistan, 1993, No. 9, Article 320.
17. Decree No. 5843 of the President of the Republic of Uzbekistan "On the first priority measures related to the fundamental improvement of personnel policy and the state civil service system in the Republic of Uzbekistan" // National database of legal documents, 04.10.2019, No. 06/19/5843/ 3900.
18. Decision No. 4472 of the President of the Republic of Uzbekistan "On measures to organize the activities of the Agency for the Development of Public Service Under the President of the Republic of Uzbekistan" // National database of legal documents, 04.10.2019, No. 07/19/4472/3906 .
19. Law of the Republic of Uzbekistan "On State Civil Service" No.788 // National database of legislative information, 09.08.2022, No. 03/22/788/0723.