



## PECULIARITIES OF CARRYING OUT A NEW STAGE OF ADMINISTRATIVE REFORM IN THE REPUBLIC OF UZBEKISTAN

*Yaroslav M. Kvitkov*

*Senior Researcher Institute Of State And Law Of The Academy Of Sciences Of The Republic Of Uzbekistan,  
3rd Class Lawyer, Uzbekistan*

### ABOUT ARTICLE

**Key words:** administrative reform, public administration, concept of administrative reform, meritocratic management, public service, decentralization.

**Received:** 14.11.2023

**Accepted:** 19.11.2023

**Published:** 24.11.2023

**Abstract:** The article considers the experience of administrative reform in the Republic of Uzbekistan. In particular, the author provides a definition, goals, objectives and main directions of administrative reform in Uzbekistan, as well as the definition of conditions for the effectiveness of the implementation of administrative reform.

### INTRODUCTION

The need for a radical and systemic administrative reform of the executive branch in Uzbekistan emerged in the early 1990s, since independence. There was a need to optimize the structure of the state apparatus, eliminate duplication of functions, and reform the civil service system.

The primary and obvious reason for such a need was the low efficiency of the executive power system, which seems to be determined by the following key factor in the process of formation of the system of republican, as well as regional executive bodies.

There is also a global reason that necessitates a large-scale administrative reform. Such a reason is the transition to the post-industrial stage of civilizational development that began in the late twentieth and early twenty-first centuries.

As a result of this transition, there is a cardinal transformation of the social structure of society, which requires an adequate response in the field of politics and, above all, qualitative changes in the system of public administration, reflecting the changing role and purpose of the modern state.

The transformation of public administration systems carried out today in many countries of the world is characterized by such general trends as: vertical and horizontal decentralization, reduction of the role of vertical hierarchy, optimization of structures and functions of state bodies, development of functional bodies, creation of organizations for a limited time to solve specific problems and tasks; transition to service principles of activity with a predominant focus on the provision of public services to citizens and legal entities; rejection of bureaucratic principles, forms and methods as the basis of public administration, introduction of models and methods of organizational management of the

private sector, public management; optimization of the ratio of political and professional principles in the activities of the state apparatus, reduction and control of costs for its maintenance, orientation of activities to the final goal and specific results [1].

### THE MAIN FINDINGS AND RESULTS

At the same time, special attention is paid to transparency, accountability and «responsiveness» to public expectations and requirements in the activities of state bodies, the entire system of state power, the development of openness and accessibility of information about its activities, which is designed to increase confidence in the state on the part of its citizens.

Nisnevich Yu.A. notes that the implementation of such cardinal transformations of the public administration system is carried out on the organizational and technological basis of large-scale introduction of modern information and communication technologies and network information communication infrastructure into its activities, and based on the post-industrial philosophy of public administration, which is expressed in the concept of «e-government» [2].

Under «administrative reform» it is accepted to understand transformations in the system of executive power bodies in order to create an effectively functioning unified system of executive power, working in an «automatic mode» in the interests of society.

As Bartsits I.N. notes, «administrative transformations, the development of a system for making and implementing management decisions is a constant process. It is impossible to clearly define their start or end date. As social needs change in the degree of state regulation of a particular sphere of the economy, social or socio-political life, the model for making management decisions is adjusted, and the means to ensure their implementation are specified. At the same time, any state is periodically confronted with the realization that smooth transformations of the governance system do not meet the challenges of the time, with the understanding that political efforts are needed to ensure that the governance model meets the requirements of society» [3, P.5].

Naryshkina S.E., Khabrieva T.Y. give the following definition of administrative reform: administrative reform is a set of measures of public authorities to improve the organization of the executive apparatus of the state - public administration, its functions, forms and methods of activity [4, P.3].

The new stage of reforming the executive authorities in the Republic of Uzbekistan began in September 2016, when Acting President Sh. Mirziyoyev proclaimed a new principle «It is not the people who should serve the state, but the state should serve the people! ».

As part of this reform, the Concept of Administrative Reform was approved in 2017 [5]. The purpose of developing the concept is to introduce an effective, transparent system of public administration, ensuring reliable protection of the rights and freedoms of citizens and increasing the country's competitiveness in the international arena.

Administrative reform should ensure, first of all, the modernization of the system of public administration, radical transformation of the bodies of state power and administration, ensuring compliance of their activities with the needs of reforms and modern requirements of liberality, democracy and responsibility.

The concept identified the following major shortcomings:

- existing methods of "manual" management and directive planning, effective at the transition stage, have lost their relevance in the conditions of market relations and rapidly growing private sector, step-by-step decentralization and democratization of public administration;

- excessive centralization of the republican bodies of state administration and institutional, as well as organizational and staff weakness of the local bodies of state power;
- lack of clear criteria for delimiting the legal status, tasks, functions and powers of public administration bodies (ministries, state committees, agencies, committees, centers and inspectorates);
- inconsistency of the level of fulfillment of tasks and functions assigned to public administration bodies, as well as the provision of public services with the expectations and requirements of the population and business;
- performance by state bodies of functions not inherent to the nature of the state, as well as a significant quasi-state sector (state unitary enterprises, systemically important non-governmental non-profit organizations);
- excessive regulation of economic and social sectors by the state, and underdevelopment of the institution of self-regulation;
- the presence of serious gaps in the mechanisms of interdepartmental and intra-departmental interaction of state administration bodies;
- low efficiency of corporate management of state property, as well as the combination of regulatory and economic functions within one economic entity;
- imperfect mechanisms of public-private and social partnership in the implementation of the most important socio-economic programs;
- legal lack of regulation of the civil service system, lack of norms defining the status of civil servants, criteria for assessing their performance, and effective mechanisms for counteracting corruption;
- poor social and material protection of employees of public administration bodies, inconsistency of social and legal status with the degree of responsibility imposed on public servants;
- insufficient use of modern information and communication technologies in the activities of public administration bodies;
- certain closedness of the management system from the society, undeveloped channels of direct communication between the society and public administration bodies.
- In this regard, in order to form a conceptually new model of public administration, the Concept outlines the following directions, providing for:
  - specification of tasks, functions and powers, mechanisms of their implementation and sphere of responsibility of public administration bodies, decentralization, improvement of coordination and strategic planning processes;
  - improving the institutional and financial foundations for organizing the activities of public administration bodies, improving the quality and accessibility of public services, including the transition to full-fledged provision of these services in electronic form, and further development of the «Electronic Government» system;
  - increasing the effectiveness of state regulation of economic sectors and revising the status of economic management bodies;
  - improving the organization and activities of local government bodies;
  - formation of an effective system of professional civil service, introduction of effective mechanisms for combating corruption in the activities of public administration bodies.

The next important stage in improving the system of public administration, was the adoption of the Presidential Decree «On measures to radically improve the personnel policy and the system of state civil service in the Republic of Uzbekistan» on October 3, 2019 [6]. The Decree establishes the Civil

Service Development Agency under the President of the Republic of Uzbekistan [7]. Its tasks were defined as: development of reforms in the sphere of state civil service; coordination of personnel policy of state bodies; introduction of innovative methods of personnel management; management of the National Personnel Reserve; introduction of a system for assessing the effectiveness of civil servants and others.

In addition, this decree defines the priority areas for further improvement and reform of the State civil service:

- application of the principle of meritocracy, providing for the admission to the state civil service and promotion of the most worthy and capable persons on the basis of a fair and objective assessment of their professional qualities and special merits;
- introduction of the "career model" of the State Civil Service, which provides for the successive stages of a career with regular professional development, as well as the categorization of State civil servants and the assignment of qualification ranks (ranks);
- admission to the state civil service on the basis of an open, independent competitive selection process that allows for an objective assessment of all the merits and advantages of a candidate;
- introduction of a unified system of remuneration of labor of state civil servants;
- formation of an effective and professionally trained personnel reserve at the national, republican, sectoral and regional levels;
- introduction of modern information and communication technologies in the sphere of personnel management and human resources development in state bodies and organizations;
- introduction of an effective system of social guarantees, as well as motivation and incentives for public civil servants to improve their professional skills and efficiency.

Here it should be said that a number of foreign researchers point out that countries that apply the principle of meritocratic governance have a higher level of economic development [8, P. 760]; capacity and efficiency of civil servants increases [9]; there is a higher level of trust among its population due to accountability [10];

low level of corruption is registered [11]; the growth of competent and highly educated civil servants leads to higher tax revenues to the budget, more efficient management of public finances and stable economic growth [12].

Despite the implemented large-scale administrative reforms, a number of problems and shortcomings remain, which does not allow for the creation of an effective management system. Thus, the President of the Republic of Uzbekistan

Sh. Mirziyoyev, in his address to the Oliy Majlis and the people of Uzbekistan, noted that «at present there is a lot of duplication in the state apparatus, the staff is highly centralized. As a result, today too much time, effort and resources are spent on finding solutions to complex situations» [13].

The President also noted that in the course of the administrative reform, a system will be introduced where the heads of ministries, using their constitutional status, will work directly with the Prime Minister.

In particular, draft government resolutions and important socio-economic issues will be decided collegially, with the direct participation of ministers.

In this regard, on December 21, 2022, the Decree of the President of the Republic of Uzbekistan «On measures to implement administrative reforms of New Uzbekistan» was adopted [14].

The purpose of the adoption of this regulatory act is to form a compact system of public administration that meets modern requirements, increase the responsibility of heads of state bodies by simplifying the processes of consideration of issues and decision-making, and focusing their activities on effectiveness. The document stipulates that from January 1, 2023, the number of independent republican executive authorities will be reduced from 61 to 28, including the number of ministries from 25 to 21. The staff of executive authorities, including management personnel, will be reduced by a maximum of 30%. 24 government bodies are changing their organizational subordination.

Along with this, on January 25, 2023, a Presidential Decree [13] was adopted, which approved: the total maximum number of all managerial personnel of the republican executive authorities, as well as their territorial and district (city) subdivisions; unified requirements for the formation of structural units and the introduction of positions in the republican executive authorities - ministries, committees, agencies and inspectorates.

Given the above, the question arises: «Why is administrative reform so important and what impact does it have on the development of the state? »

The answer to this question is quite simple - if the administrative reform is not fully implemented, the state will not be able to carry out qualitative socio-economic transformations. Everything that happens in any country, its achievements and problems are determined by the way the state power carries out its activities. Studies conducted by the World Bank [15], UNDP [16] and other international organizations show that the standard of living in any country directly depends on the quality of public administration and institutions.

## CONCLUSION

The most important areas of reform of the system of State bodies of the Republic of Uzbekistan are its social orientation, whose activities should be aimed at ensuring human rights and freedoms, providing timely and quality assistance to citizens, and the unconditional fulfillment by each civil servant of his or her official duty - «To serve the interests of the people».

Successful implementation of the reforms under way in Uzbekistan will make it possible to create a system of State administration that is in line with global trends, capable of ensuring the rights and freedoms of citizens, decent living conditions and the activities of civil servants, and timely identification and effective resolution of problems of socio-political and socio-economic development.

## REFERENCES

1. Оболонский А.В. Бюрократия для XXI века? Модели государственной службы: Россия, США, Англия, Австралия. М.: Дело, 2002; Совершенствование государственного управления на основе его реорганизации и информатизации. Мировой опыт. М.: Эко-Трендз, 2002.
2. Нисневич Ю.А. Электронное правительство как постиндустриальная философия государственного управления / Политическая коммуникация в постсоветской России: проблемы формирования и парадигмы развития. – М.- Улан-Удэ, 2003.
3. Барциц И. Н. Реформа государственного управления в России: правовой аспект. М.: Формула права, 2008.
4. Административная реформа в России. Научно-практическое пособие. / Под ред. С.Е.Нарышкина, Т.Я.Хабриевой. М.: ИНФРА-М, 2006.
5. Указ Президента Республики Узбекистан от 8 сентября 2017 года

1. «Об утверждении Концепции административной реформы в Республике Узбекистан». Национальная база данных законодательства. [Электронный ресурс] // URL: <https://lex.uz/docs/3331176>
6. Указ Президента Республики Узбекистан от 3 октября 2019 года
2. «О мерах по кардинальному совершенствованию кадровой политики и системы государственной гражданской службы в Республике Узбекистан» Национальная база данных законодательства. [Электронный ресурс] // URL: <https://lex.uz/docs/4549993>
7. Официальный веб-сайт Агентства по развитию государственной службы при Президенте Республики Узбекистан. [Электронный ресурс] // URL: <https://argos.uz>
8. Evans, P. and Rauch, J. Bureaucracy and Growth: A Cross-National Analysis of the Effects of "Weberian" State Structures on Economic Growth // American Sociological Review. 1999. 64 (5).
9. Anderson J., Reid G., Ryterman R. Understanding public sector performance in transition countries – an empirical contribution: Document of the World Bank. – Washington, 2003. – Mode of access: <https://documents1.worldbank.org/curated/en/714701468779089789/pdf/303570UPSP0final.pdf>
10. McCourt, W. Public appointments: From patronage to merit // Human Resources in Development Group Working Paper Series. Working Paper No. 9. Manchester: Institute for Development Policy and Management, University of Manchester, 2000. – Mode of access: [https://hummedia.manchester.ac.uk/institutes/gdi/publications/workingpapers/archive/hr/hr\\_wp09.pdf](https://hummedia.manchester.ac.uk/institutes/gdi/publications/workingpapers/archive/hr/hr_wp09.pdf)
11. Recanatini, F., Prati, A. and Tabellini, G. Why are some public agencies less corrupt than others? Lessons for institutional reform from survey data. Washington, DC: World Bank, 2005. – Mode of access: <https://www.imf.org/external/np/res/seminars/2005/arc/pdf/reca.pdf>
12. Arezki, R. and Quintyn, M. 2013. Degrees of development // Finance and Development. March 2013, Vol. 50, No. 1. – Mode of access: <https://www.imf.org/external/pubs/ft/fandd/2013/03/pdf/arezki.pdf>
13. Address by the President of the Republic of Uzbekistan H.E. Mr. Shavkat Mirziyoyev to the Oliy Majlis and the People of Uzbekistan. December 20, 2022. Official website of the President of the Republic of Uzbekistan [Electronic resource] // URL: <https://president.uz/ru/lists/view/5774>
14. Национальная база данных законодательства Республики Узбекистан [Электронный ресурс] // URL: <https://lex.uz/ru/docs/6324798>
15. Указ Президента Республики Узбекистан от 25 января 2023 года
3. «О первоочередных организационных мерах по эффективному налаживанию деятельности республиканских органов исполнительной власти». Национальная база данных законодательства. [Электронный ресурс] // URL: <https://lex.uz/ru/docs/6369999#6370250>
16. Official website of the World Bank. [Electronic resource] // URL: <https://web.worldbank.org/archive/website00504/WEB/PDF/POMFRE-4.PDF>
17. Official website of UNDP in Uzbekistan. [Electronic resource] // URL: <https://www.undp.org/ru/uzbekistan/projects>