

Stages of Formation and Development of Local Executive Authority Bodies in Uzbekistan

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ABSTRACT

The article presents a scientific analysis of the stages of formation and development of local executive authorities in the Republic of Uzbekistan. The transformational processes started in the executive power in the first years of independence are compared with today's processes.

In the years of independence, the need to reform the local state power, which is the lower link of the executive power system of the state administration of the Republic of Uzbekistan, and to improve their activity has become an urgent issue. Because the executive committees of the Soviets of People's Deputies, which were introduced in the Republic of Uzbekistan based on the model of the former union and were considered an executive and commanding body for a long time, did not meet the requirements of the time at all. They were under the strong influence of the party authorities and could not decide anything independently. As you can see, the above problems could not be solved under the rule of the administrative-command system. These, in turn, put the reform of the local government system as an urgent topic before the leadership of the Republic.

For a long time, local executive bodies have been responsible for the important tasks assigned to them, leading the development of the economy, carrying out cultural and educational activities, controlling labor and consumption standards, providing various services to the population, protecting property, public order, protecting natural resources and the environment. He could not perform other duties adequately. These reasons required the creation of a new system of local executive bodies. Such a body was governors.

In order to improve the activity of executive bodies, increase their ability to work, and define their rights and obligations more clearly, the introduction of the position (institute) of governor in Uzbekistan has become of special importance. For the purpose of reconstruction of local executive bodies, improvement of their system and activity, the post of Tashkent city mayor was established for the first time in Uzbekistan, and he was elected by Tashkent residents on December 29, 1991. On January 4, 1992, the law "On the reorganization of local authorities of the Republic of Uzbekistan" was adopted, and the post of mayor was established as a local executive authority in all regions of the

republic. The first President of the Republic of Uzbekistan, Islam Karimov, highly appreciated the establishment of the position of governor in the republic, and justified it as follows: "In the new historical process, the traditional governing bodies - tested in the past have been restored. Political and economic stability is maintained in our country due to their activities and the presence of social forces that support reforms.

The adoption of the Constitution in Uzbekistan on December 8, 1992 was a new stage in the activities of local executive authorities. In the Republic of Uzbekistan, the division of local power into representative and executive power was strengthened at the constitutional level for the first time (Article 102 of the Constitution). Bodies of executive power - governors were established in regions, cities and districts. Unlike the representative bodies, governors were also established in districts that are part of the city.

On September 2, 1993, the Law "On Local State Power" was adopted. In it, based on the norms of Articles 102-103 of the Constitution, the main duties of the Councils of People's Deputies and governors were defined. According to Article 1, the beginning of the third letter of the law, " The Council of People's Deputies and the mayor are responsible for the implementation of social and economic development tasks common to the region, district and city, local laws, decisions of the chambers of the Oliy Majlis of the Republic of Uzbekistan, adopted by the President of the Republic of Uzbekistan and the Cabinet of Ministers ensures the implementation of documents, the decisions of high-ranking Councils of People's Deputies, governors, the relations between the state power and management bodies of the Republic of Uzbekistan and the self-government bodies of citizens, and the involvement of the population in the management of the region, district and city. Local representative bodies have a two-tier system. According to Article 99 of the Constitution, "Councils of People's Deputies headed by governors in provinces, districts and cities (except for cities subordinate to the district) are representative bodies of power, and they resolve issues related to their authority in the interests of the state and citizens." Article 1 of the Law on Local State Power states that "Councils of People's Deputies in provinces, districts and cities (except cities under the district) are representative bodies of state power." This was due to the need for the presence of executive authorities in local areas. Thus, a system of governors was established in the Republic of Uzbekistan - a set of governors of regions (Tashkent city) and cities and districts. Article 103 of the Constitution states that "Provincial, district and city mayors exercise their authority on the basis of sole leadership and are personally responsible for the decisions and activities of the bodies they lead." The principle of sole leadership is strengthened at the constitutional level. This rule strengthens the personal responsibility of the governors, along with increasing their autonomy to an important place in their activities. In this case, the establishment of the governor's personal responsibility not only for his own activities and decisions, but also for the activity of the body he leads, strengthens the responsibility of governors. One of the main reasons for the establishment of the post of mayor was to strengthen the connection between the central and local executive bodies, to ensure that the lower bodies execute the documents of the higher bodies without exception, and to strengthen the control of the higher bodies over the activities of the lower bodies.

At this point, it should be noted that the main legal document of the activity of local governments is the Law "On Local State Power" adopted in 1993. Over the past years, a number of changes have taken place in the state and local government system. There is a need to revise this Law in accordance with the requirements of today's and modern economy.

It is necessary to recognize that the reform of local government bodies has not been able to solve a number of problems that hinder the effective functioning of local government bodies. From the point of view of interaction with state authorities, we are talking about the formation of stable spheres of local self-governance, the problem of distribution of powers between the levels of state power, provision of certain powers of the state to local authorities, formation of the financial and economic basis of local administration, and increasing responsibility for the local budget. , the control of state authorities over local government bodies, the influence of informal institutions on the local level of

power is discussed.

In our opinion, achieving political, economic and organizational independence of local authorities should not be the main goal for the modern development of the political system of Uzbekistan. Local authorities are a part of the state administration system and are integrated into the general state administration system according to their nature and functional goals. Because they carry out their activities on the territory of Uzbekistan, it may not contradict the general state principles and directions of the country's domestic and foreign policy. Second, they are specific agents of state action to implement state policy at the local level. All spheres of community life in local authorities should be developed on the basis of state policy, limited only by the scope of this local formation.

Also, people living in the territory of the region, district, city and experiencing the influence of local authorities are citizens of the Republic of Uzbekistan and are under the protection of the state, which imposes certain responsibilities on local authorities and forces them to protect and observe the rights and freedoms of citizens.

Unfortunately, scientific and political practice is aimed at solving the issue of the independence of the local government system, which actually leads to the replacement of the goals of the local government system and its bodies. Instead of fulfilling their important tasks of developing regions and improving the quality of life of the population, the leaders of local authorities are actively creating pessimistic perceptions about the dependence of local authorities on the state.

In our opinion, in some areas, this fact should be recognized as insurmountable and the actions of the governors should be directed towards achieving independence in places where the functioning and functioning of the entire local government system is impossible. For example, limitation of powers, financial and economic security of local authorities, implementation of certain state powers, etc.

The main directions in the activity of local self-governing bodies are interactions with the population and institutions, civil society, and this is the political essence of the activity of local self-governing bodies. The main principle of organizing such interaction is openness. The activities of the state authorities, the local government system should be open, so that the population should be informed about the activities of these bodies.

The effectiveness of any organization or body is ensured when there is control. Local authorities should also create new forms and methods of administrative control, including institutions of public control. The level of local government is closest to the population, and the essence of local government is reflected in the participation of citizens in solving local problems. Here, the possibilities of local authorities are unlimited, because it is at this level of public power that forms of direct democracy can be practically implemented.

Thus, an important task of local authorities is to attract citizens to participate in their activities, which ensures the legitimacy of local government and increases the level of confidence of the population in it. In general, effective interaction between local authorities and society is facilitated by solving the following tasks:

1. the activities of local authorities should be open, transparent and understandable management process for the population providing access;
2. it is necessary to review the management of local authorities and adapt them to the specific needs of society;
3. for the effective development of local government management, a radical restructuring of the bureaucratic system is required;
4. at the local level, it is necessary to constantly monitor the areas and problems that need to be managed and solved;
5. at the local government level, the usual methods of communication should be gradually transformed into a communication process that is as close as possible to the population;

6. it is necessary to introduce new methods of management at the local level, for example, to strengthen the system of medium-term and long-term planning at the legislative level, the "one-stop shop" system and the provision of services to local residents via the Internet;
7. adoption of legal documents at the local level should be carried out based on the initiative and interests of citizens;
8. it is necessary to change the management culture, which implies accepting the initiatives and ideas of citizens as a motivation for action;
9. it is necessary to develop intercity cooperation and international intercity networks;
10. it is necessary to develop a system of regional public self-government at the local level, to reform the process of public hearings, to conduct local referendums and polls more often.

30 of the State Program on the Implementation of the Strategy of Actions on the Five Priority Areas of the Development of the Republic of Uzbekistan in the "Year of Development of Science, Enlightenment and Digital Economy" in 2017-2021 stipulates the task of "Ensuring the participation of local governments in decision-making at the level of the Republic" until April 1, 2020. and, according to it, it is envisaged to develop a draft normative legal document and introduce the procedure for coordination of the draft normative legal documents on social and economic development of regions and local programs with the Council of Ministers of the Republic of Karakalpakstan, regions and Tashkent city hokims. Also, in paragraph 28 of this State Program, the task of "Taking measures to increase the efficiency of the activities of local executive authorities" is defined, according to which, until July 1, 2020, drafts of regulatory legal documents will be developed and in the drafts:

reviewing the powers of governors and studying the issues of transfer of functions that are not specific to them and duplicate each other to relevant bodies;

development of specific criteria and target tasks for evaluation of governors' activity;

development of the development index of regions in order to create a system of comprehensive assessment of the activities of local executive authorities;

Based on this Index, it is intended to study the issues of determining regional policy, providing financial support to local budgets, and motivating leaders.

One of the most difficult problems for us is the over-centralization of functions and powers of the state. For example, there are currently 64 types of licenses, of which 21 are issued by the Cabinet of Ministers and 40 by central authorities. Three of these licenses belong to the regional hokimities and only one to the district hokimities. All this has a negative impact on local structures in independent work on solving current socio-economic problems in the regions. It is necessary to abandon excessive centralization of state administration. For this, it is necessary to transfer many powers from central state bodies to regional bodies.

Innovative technologies are one of the bases for optimizing the activities of local authorities. Innovative technologies are not yet widespread in the system of local authorities, this is due to the lack of awareness of the innovative potential of regions and some local structures in local authorities, the lack of understanding of the need to introduce innovative technologies into the practice of local administration, the low level of professional potential of local officials, to introduce innovative projects and innovative methods of management. it is due to the lack of financial resources, the lack of state support for science and scientific research.

Innovations in the system of local government should be understood as innovations, the result of which is the existence of social, political and economic effects in the relations of the entire system of local governments in Uzbekistan, as well as in specific local structures, as well as the formation of positive social opinion. In our opinion, innovations in local management can be considered from several perspectives:

First of all, we are talking about the use of innovative methods in the implementation of economic tasks in local authorities. This, first of all, refers to the development of the economic sphere;

secondly, it is possible to say that innovative methods are necessary in the organization of public management at the local level in the internal management part of the local authorities, interaction with the population.

It should be noted that the innovation process should be systematic as a condition for introducing innovations at the local government level. Therefore, not only the employees of the local authorities, but also the structures should be ready for its introduction, and it should be supported by the local community.

Also, in this regard, local authorities, the local community are fully provided with information about the plans and goals of the authorities regarding the introduction of innovations, their content and nature, and constant interaction with the local structure, the region, and the scientific communities outside of them are also necessary for the introduction of innovations.

In our opinion, it is necessary to introduce innovations using "soft" methods due to the uniqueness of the political culture of the population and the high level of mistrust of local authorities. In other words, it is about adapting innovations to the local conditions of development of all spheres of social life.

The practice of introducing innovative technologies into the activities of local authorities should be based on the principle of their compatibility with the interests and needs of the local community, enable the level of citizen participation in local self-governance to increase, and should lead to social agreement, justice, efficiency, and transparency. It can be considered the effectiveness of local administration that the results of the activities of local authorities correspond to the demands and expectations of the local society as much as possible. Thus, the main criterion for evaluating the activities of local authorities is not just economic growth, but also the satisfaction of the population, business and socio-political organizations with the activities of local authorities. The most important thing is that as a result of these reforms, we should create comfortable and decent living conditions for our people.

Such a control system must be controlled by central and local bodies of power, internal control and monitoring of its activities, elements of public control. The area of control should be defined in accordance with the principle of the distribution of powers, the independence of local government, and should primarily be aimed at protecting the interests and rights of citizens.

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