



PUBLIC ADMINISTRATION SYSTEM IN UZBEKISTAN

Kamoliddin Mirzaakhmedov*

**Doctor of philosophy (PhD) Political Sciences. National University of Uzbekistan named after MirzoUlughbek, Tashkent, Uzbekistan*

ABSTRACT

In this article investigated the formation of basic principles of public administration system, development of the state system, including the socio-cultural aspects of the teachings of Eastern and Western thinkers, the boundaries between democracy and state power, and the development of public administration, in its essence, the transition from administrative methods to quality management. Also researched the object of management related to the activities of public administration bodies, their current administrative functions and the activities and improvement of the implementation of management procedures.

KEY WORDS: *public administration, efficiency of public administration, project management, development institutions, crowdsourcing, strategic planning, assessment of authorities' performance efficiency, reform strategy, public sector of the economy.*

I. INTRODUCTION

By the 21st century, the practice of applying effective administrative mechanisms to the system of public administration as a factor in the political, social and economic development of a democratic state is growing in the developed countries of the world community. This leads to the regulation of the civil service sectors, which requires the democratization of the relationship between the subject and the object of public administration processes, the evaluation of labor efficiency, the introduction of innovative approaches to governance. And there is a sharp increase in the need for training of professional managers who can control the indicative planning indicators of management. A new stage in the introduction of democratic features of the modernization of the public service delivery system is becoming more and more important.

In the experience of developed countries, special attention is paid to the use of management performance evaluation technologies to democratize public administration, the introduction of new mechanisms for outsourcing and contracting out services between the public and private sectors based on achieving target indicators. There are also some theoretical and practical problems with the use of innovative management technologies in public administration. Therefore, currently in the research of the world's leading research centers: prevent duplication of tasks, functions and powers between the institutions that make up the public

administration process; they focus on issues such as the abuse of power by some civil servants and the insufficient participation of civil society institutions in assessing the effectiveness of public administration.

From the very beginning of independence, one of the important tasks in Uzbekistan has been to create a national system of public administration based on the principles of equality and democracy in the international community. In this regard, the structure of public administration has been radically changed, the essence of which is enshrined in the Constitution of the Republic of Uzbekistan on the basis of national democratic principles. Today, the system of public administration in our country has entered a new stage of development. At this stage, "the introduction of a modern, rational system of governance is a prerequisite for fulfilling the tasks set before us"¹. In this regard, one of the important tasks before us in the implementation of the priorities set out in the "Concept of Administrative Reforms" of the Republic of Uzbekistan is the formation of an effective system of public service, in the democratization of public administration processes, special attention is paid to the development of the organizational and legal framework for the clear definition of the roles, powers and responsibilities of each governing body^[2].



II. DISCUSSION

Legal, political, and philosophical ideas for the study of the structure of the state and society, the system of governance, are also found in the works of thinkers of the ancient world. They were guided by a moral and philosophical view of the decision-making process of public administration through the prism of mythological interpretations.

Also of great importance are the scientific and practical research of European and American scientists who have conducted research on the subject, including: A. Fayol, M. Weber, L. Erhard, M. Oakshott, on the institutional and functional features of public administration. Certain scientific studies have been conducted by D. Mc.Gregor, A. Maslow, M. Duverger, D. Easton, and M. Croese [3].

At the same time, G.V. Atamanchuk-object and subject relations of public administration, A. Ya. Ponamareva - Conceptual bases of public administration, I.A. Vasilenko - Management Models of Developed Western Countries, V. Kozbanenko - issues of efficiency in public administration, V.I. Knorring-management art and leadership factors, as well as G.L. Kupryashin's [4] scientific-theoretical approaches to specific models of democratization and modernization of public administration can be traced in their research. In this regard, the Russian scientist G.L. Kupryashin said: "The successful outcome of the modernization of public administration is determined by the fact that governance reforms - rational norms that can be adopted by the state apparatus, the public nature of the civil service, the high level of professionalism of civil servants: compliance with anti-corruption laws and normative restrictions on the management of various social interests in the process of governance," - he said confirms our views on the urgency of clearly defining the functions of public authorities, as well as the introduction of mechanisms aimed at improving their efficiency [5].

III. RESULTS AND DISCUSSIONS

In studying the scientific and theoretical foundations of public administration, it is important to understand the essence of the concepts of "state" and "governance", which are its components. In particular, the concept of "governance" has been widely interpreted so far, and as a result, the concept today is based on an infinite variety of different characteristics, relationships, and processes. After all, the system of public administration, as long as it reflects the needs of society and the evolution of national interests, in order to know the scientific and methodological basis of the principles of organization of public administration processes, it is necessary to study in depth the methods of political research in this system. In particular, the study of the system can be used to achieve a sufficient degree of commonality with practical processes and to develop effective governance measures to further improve the system of public administration. This requires, on the one hand, a scientifically based practice

to carry out existing management tasks, and, on the other hand, the development of public administration theory and the systematic systematization of research findings in this area.

In this regard, it is worth noting that Uzbekistan has all the necessary opportunities for further development of practical reforms in public administration. One of these opportunities is, first of all, the availability of historical, political, legal, economic scientific sources on theories of public administration. Comprehensive study of political experience in the democratization of public administration today, in particular, the implementation of effective governance models and strategic development programs based on a comparative study of modern concepts of public administration, typical of Eastern and Western traditions, is necessary for the national development of each country, it is of both practical and theoretical importance.

Therefore, this chapter reveals the essence of scientific theories, approaches, practical concepts studied in the field of public administration to date, the methodological basis of democratic governance in developing countries. Also, the specific principles of democratization and modernization of public administration in Uzbekistan, the interpretation of the specifics of public administration will be improved from the point of view of political science, based on the task of ensuring balance and coherence between branches of government.

The desire to understand any modern socio-political process, in particular, systemic phenomena such as public administration, encourages us to address the nature and essence of the issue. Many socio-political processes that take place in society are inextricably linked with the issue of governance. In fact, the Latin "administratio" - the term "service" and "management" - means to lead (someone, something) [2]. Management is a universal and necessary feature of the world around us. Management is a necessity, without management it is impossible to direct the activities of people to the goal, to develop the relevant areas. Where there is no control, there is happen chaos.

In this regard, the study of public administration in terms of its essence, who belongs to power in the state, who is its subject, which state, first of all, represents and protects the interests of which stratum, group, class, its main components, internal structure, state power the main methods of implementation, i.e. how power is organized in a particular state? Which state bodies are governed? What are the procedures and powers of these bodies? requires finding reasonable answers to questions such as.

In the history of political and legal doctrines, there have been different approaches to such concepts as "state", "society", "governance", firstly, because of the socio-political situation that has prevailed in each epoch, and secondly, we can see that different criteria



are used as a basis. In particular, in a society organized by the state, who and how exercises state power determines the form of government of that state. This issue has been of interest to mankind for a long time, for example, in the ancient Greek political and legal doctrine of Democritus: "The common interest and justice are reflected in the state. The interests of the state take precedence over everything else, so the activities of citizens should be aimed at improving the state system and governance. The "good" are not the nobles and the rich of the past, but the high intellectual and moral. The state should be ruled by such people. Laws should serve the well-being of police officers. But people also need to work to achieve such a result. "They have to obey the law," he said[3].

The Republic of Uzbekistan, whose main goal is to build a just, humane, democratic state, free and prosperous life, said today that the introduction of modern methods of public administration aimed at achieving tangible results, in particular, "People should serve our people, not government agencies" is carrying out solid reforms on the way to the full implementation of the glorious idea. In this regard, "We are striving to build a civil society," said the first President of the Republic of Uzbekistan I.A. Karimov. This means that as our statehood develops, we will be handing over the various functions of government directly to the people, that is, further developing our self-governing bodies"[4].

Also, with his rich scientific and theoretical heritage, Plato, who made a significant contribution to the philosophy, political and legal doctrine of antiquity, in his work "The State" seeks to identify the causes of social inequality in society and reflects on building a just ideal state. Plato's society is divided into three classes: the philosophers who run the state, the military who defend the state, and the peasants and artisans whose job it is to meet the needs of society. According to him, "the state is ruled by wise philosophers, who develop scientific theories, understand the world and teach it to others. The military exercises, maintains order in the country, and participates in war when necessary. Farmers and artisans, on the other hand, engage in hard physical labor, create material wealth, and own a limited amount of private property only when necessary"[5].

From Plato's views on social inequality in society and the construction of a just ideal state, governance is the process of human consciousness, behavior, and it is a set of preferential measures aimed at regulating certain tasks. In this way, public administration is carried out within the framework of subjective factors, and it is the influence of public servants on others in the material, social, spiritual spheres, on those who are engaged in production. Also,

the development of the political, economic and social spheres of the country requires the implementation of modernization processes in all systems of governance in order to achieve high results in these areas. Of course, the realization of these huge goals is largely determined by how well the management staff meets the requirements of the modern world. In general, the effectiveness of all sectoral mechanisms in society is also measured by the readiness of management personnel to the current conditions. In particular, the areas of leadership, including management, planning, organization, decision-making, public service delivery, directly depend on the methods of implementing technologies to implement innovative targeting strategies of management personnel policy.

In the Middle Ages, for example, ideas about the state, society, and justice were widely propagated, especially by Central Asian scholars. The great scholar Abu Nasr al-Farabi, for the first time in Eastern philosophy, emphasized the need to establish a just government in the country in order to build a noble society. His works, such as "The City of Noble People", "The Book of Laws", "The Booklet on the Ways to Happiness", "The Management of the City" and "Virtuous Behaviors", its function, the origin, composition and types of public associations are described, and the forms of human society are discussed. The scientist was a city-state in his time; the peculiarities and life of the state union; functions of the state and forms of its management; the tasks and ultimate goal of the state association; clarifies concepts such as ways and means of achieving overall integration.

Farabi sees the emergence of the state and its activities as a result of the people's natural desire to unite. He knows that the ultimate goal of everyone is to achieve happiness. Farabi argues that the normal existence of a state depends in many ways on how it is governed, so he attaches great importance to the personality of the ruler. The ruler, according to Farabi, had certain intellectual and moral qualities; must know the general laws of governance and be able to follow the people of his country and lead them to the common good. When thinking about the forms of government, Farabi lists the internal and external functions of the state. The effectiveness of these functions (ensuring the happiness of internal citizens; out-of-town protection) depends on the rational organization of governance. Farabi includes such forms of government as monopoly, the rule of the country by a small group, and the power of a ruler elected by the people. "Only sound politics strengthens human rights and responsibilities in society," he said[6].

Indeed, the essence of the state is characterized primarily by its interaction with society, the implementation of such functions as the regulation and improvement of private, collective and social life of the people. After all, the social function of the state is a



form of its legal relationship with society. One of the forms of decision-making of the foundations of statehood is the "social state", which in this regard implements its goals and principles on the basis of the rule of law. At the same time, the traditions of "noble city" and "noble society" put forward in Farabi's views on the formation of the foundations of civil society, the expansion of human rights and freedoms and the filling of legal norms with the content of justice are specific to the "socio-legal state" reflected in goals and objectives[7].

The development of the socio-legal state was further intensified in 1960-1975 with the introduction of minimum social standards by the European Social Charter and the International Covenants on Economic, Social and Cultural Rights.

By this time, the social state began to be described as a model of government based on the social security of the individual. The basis of such a state is the principle of "civil society". Since that time, the socio-legal state has been recognized as a political institution that creates a stable legal, economic and social environment for civil society[8]

Nizamulmulk, who has left an indelible mark on the history and culture of the East with his work *Siyasatnoma* (or *Siyar ul-muluk*), connects the foundations of society with social development and moral values. He taught that "a ruler who is just and upright, wise and merciful, pure and upright, a happy society is one in which the country is prosperous, civilized, peaceful, and wisely governed by strict discipline." Indeed, the main feature of a society is its organic integrity, its systemicity, the extent to which people are able to unite on the basis necessary for the common purpose of living in it. The main characteristics of any society are: a nation that has historically emerged; commonality of territory; certain ways of life; regulation of economic, social and political relations; common language, spiritual culture and traditions; factors such as the organization of power and governance.

We believe that while the state remains the leading element of society, the attitude of the ruling class to the duties and responsibilities in this regard, honesty, morality, the image of the state, through which it has a strong impact on the sustainable development of society. In this regard, the civil service is a type of activity, the results of which can not be measured by the amount or volume of documents prepared and received by employees, the time spent on their work. The civil service is a kind of social relationship in which the government performs the function of organizing and managing its social processes, human activities and behavior. In fact, the first President of the Republic of Uzbekistan Islam Karimov said in his speech at a special session of the Surkhandarya Regional Council of People's Deputies on June 1, 2004:

"When will a leader gain the trust and attention of the people?" When he has a pure heart, pure hands, open mind, intellect and intelligence, his nature is one of perseverance, of knowledge, of perseverance and justice, if he is able to take the worries of the people he controls into his own heart.[9]"

The great scholar Hussein VaizKashifi, for example, said, "The state and society cannot be imagined without politics and governance, for without them it is impossible to carry out the task of regulating the important affairs of the world, the absence of laws on education and punishment leads to the disruption of state activity." In doing so, the author is talking about two forms of government: controlling one's own heart and controlling one's subordinates. According to the thinker, "without governance in society, there can be no mutual support, because everyone harms others for their own benefit, and vices such as strife, violence, and violence abound.[10]

It can be concluded from the thoughts of the thinker that, the concept of "governance" is based solely on administrative power, not through the use of power, but through the stimulation of this concept, it is also a factor influencing people's behavior, attitudes, and activities. The nature of "governance" in this sense is creativity, practical cooperation and is aimed at the development of society and the implementation of the tasks facing the country. Therefore, in order to properly understand public administration, it is necessary to take into account the characteristics of the interaction of the parties involved. The Constitution of the Republic of Uzbekistan states: "The Republic of Uzbekistan determines its national state and administrative-territorial structure, the system of state power and administration, implements domestic and foreign policy ..."[11]. In this sense, public administration can be considered as a "subject of government" ("system of government"), that is, the interdependence of the "subject of government" is reflected in the social system (managed spheres of life). This requires knowledge of the laws of the object to be controlled, the object and conditions of the organization, before the effect. In such a system, the subject of government, the state, through the state apparatus, defines the functions of the state's influence and determines its legal forms. Society, on the other hand, shapes the content of interactions and brings together the relationship between laws, interests, and needs (the controlled entity) and the capabilities (resources) of the governing entity.

IV. CONCLUSION

When we make a comparative analysis of the evolution of the state, society and the phenomenon of governance, we summarize them: 1) patriarchal (R.



Filler); 2) theocratic; 3) violence (E. During, L. Gumplovich); 4) social contract (G. Grotius, J. J. Russo, J. Locke); 5) organic dependence (D.J. Fortesky, A. Sheffl, R. Worms); 6) psychological (J. Burdo); 7) can be divided into scientific theoretical directions, such as political anthropology. Such approaches have a specific meaning and, from the point of view of the political approach - the common feature of the state and society - are seen as a means of solving certain economic, social, political goals and objectives [16]. In doing so, the state regulates the relationship between the government and the people, the ruler and the governed. Indeed, in the current era of "state-society-individual" balance, which is based on a special administrative apparatus of government-state-wide, a political organization that legislates for all and has its own sovereignty." It is the reflection and improvement of the functional nature of public administration and the need to analyze the activities of modern scientific schools in determining its main directions and goals. The scientific and practical concepts developed in Western schools in France, Germany, the United Kingdom and the United States are of particular importance in the study of public administration. In particular, A. Fayol is recognized as a classic representative of the theory of public administration in France. His views and analysis of management are set out in his 1916 book, "General and Industrial Management". A. Fayol gives a classic definition of scientific management: "Management means foresight (predictive function), organization, command, coordination and control." Fayol, showing the important functions of management: foresight is the development of a forward-looking action plan; organization - that is, the organization of the material and social organism of the organization; command-encouragement of employees to approach functional labor activity; coordination - coordination of management activities; to ensure that control and management activities are carried out in accordance with established and established norms. 12

According to Fayol's view, the management of any organization consists of the following set of functions: technical, commercial, financial, insurance, accounting and administrative methods. Among these functions, Fayol recognizes the "administrative function" as the main function, noting that none of the remaining functions perform the functions of creating an overall program of work of the organization, gathering workers, distribution of forces. All of this is part of one function, the "administrative function." That is why this function is the leading function.

In our opinion, in order to form the criteria of administrative function, it is necessary to first identify all the problems that exist in the system of public administration, the issues that need to be addressed. The first of these, as noted by the President of the Republic of Uzbekistan Sh. Mirziyoyev, is the

problems in the "system of communication between government agencies and the public." In particular, the factors that create a negative attitude of the population towards public authorities and officials are: 1) "alienation from the people"; 2) "the big difference between words and deeds (hypocrisy)"; 3) "corruption". Therefore, in order to eliminate such factors, first of all, reforms in public administration should be considered as a priority, such as defining specific areas of administrative functions, increasing the initiative and role of public authorities in shaping state and regional development programs.

V. REFERENCES

1. *Ўзбекистон Республикаси Президентининг Шавкат Мирзиёевнинг Олий Мажлисида Мурожаатномаси*. -Т.: 28.12.2018 й. // Манба: https://president.uz/uz/lists/view/2228Ўзбекистон_Республикаси_Президентининг_расмий_веб-сайти.
2. *Ўзбекистон Республикаси Президентининг 2017 йил 8 сентябрдаги "Ўзбекистон Республикасида Маъмурий ислохотлар концепциясини тасдиқлаш тўғрисида"ги ПФ-5185-сон Фармони*. Т.: "Халқ сўзи" газетаси, 2017 йил 9 сентябрь, 180 (6874)-сон.
3. А.Файоль. *Управление-это наука искусство*, -М.: Республика, 1992.; М.Вебер. *Spanmmgen und Krafte im Westdeutschen Verfassungssystem*. Humbolt, 1970.; Л.Эрхард. *Burokratie und Politik: Zur Struktur und Funktion der Ministerialburokratie in der Bunderrepublik Deutschland*. Munchen: Fink, 1975. P. 223.; М.Оукишотт. "Rationalism in Politics and other Essays". L., 1962. P.184.; Duverger M. *Institutions politique et droit constitutionnel*. Paris, 1970. P.7.; Easton D. *Behaviouralism//Contemporary Political Analysis*. N.Y.; L., 1967. P. 12.; А.Маслоу. "Public Administration: Agencies, Policies and Politics". N.Y.; San Francisco, 1982. P. 211.; D.McGregor. *From Human Side of Enterprise*. McGraw-Hill Book Company, 1960.
4. Атаманчук Г.В. *Теория государственного управления: Учебник*. -М.: "Омега-Л", 2009.; А.Я.Понамарева "Государственное и муниципальное управление" М.: "С-П", И.А.Василенко. *Административно-государственное управление в странах Запада: США, Великобритания, Франция, Германия: Учебное пособие. Изд. 2-е, перераб. и доп.* -М.: Издательская корпорация "Логос", 2001. С.200.; В.И.Кнорринг *Теория, практика и искусство управления*. -М.: "Норма", 2001. С.528.; Козбаненко В. *"Государственное управление: основы теории и организации"*. -М.: "Статут", 2002.
5. Купряшин Г.Л. *Политика-административные институты модернизации государственного управления*. -М.: МГУ, 2013. -С.434.
6. Рахмонов А. "Ўзбекистон Республикасида давлат бошқаруви". -Т., "Академия". 2007 йил. 6 - бет.



7. Мухитдинова Ф. “Сиёсий ва ҳуқуқий таълимотлар тарихи”. Дарслик. -Т., ТДЮУ. 2011. Б.52.
8. Каримов И.А. Ўзбекистоннинг сиёсий-ижтимоий ва иқтисодий истиқболининг асосий тамойиллари. 3-жилд, Т.: “Ўзбекистон”, 1996. - Б.11.
9. Платон. Государство. // Пер. с древнегреч. А.Н.Егунова. Вступ. ст. Е.Н.Трубецкого. Комментар. В.Ф.Асмуса. Примеч. А.А.Тахо-Годи. -М.: “Академический проект”, 2015.(Философские технологии). С.378.
10. Абу Наср Форобий. “Фозил одамлар шаҳри” (Танланган асарлар). Т., А.Қодирйи номидаги халқ мероси нашриёти, 1993. - Б. 159-161.
11. Абу Наср Форобий. “Фозил одамлар шаҳри” (Танланган асарлар). Т., А.Қодирйи номидаги халқ мероси нашриёти, 1993.
12. Идея правового государства: возникновение и развитие. // <http://mir.zavantag.com/pravo/17094/index.html>.
13. Қонун ва адолат устуворлиги фаолиятимиз мезони бўлсин. Ўзбекистон Республикаси биринчи Президенти Ислам Каримовнинг халқ депутатлари Сурхондарё вилояти Кенгашининг навбатдан ташқари сессиясидаги нутқи. // “Халқ сўзи” газетаси. 2004 йил 2 июнь.
14. Мухиддинова Ф. “Адолатнома” // “Ҳуқуқ ва бурч” ижтимоий ҳуқуқий журнали № 12. -Т.: 2008 Б.3.
15. Ўзбекистон Республикасининг Конституцияси. -Т.: Ўзбекистон, 2017.3-модда.
16. Управление- это наука и искусство /А. Файоль, Г. Эмерсон, Ф. Тейлор, Г. Форд. М.: Республика, 1992. С. 12.