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## ON THE ROLE OF PARLIAMENT IN IMPROVING PUBLIC GOVERNANCE

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### Abstract

The article examines the role of parliament in implementing administrative reforms. The article emphasizes the need for active participation of the chambers of parliament in implementing administrative reforms. At the same time, the article notes the advisability of regulating issues related to public administration at the legislative level. The article also notes the role of parliament in promoting good public administration requires a correct understanding of the concept of effective public administration.

**Keywords:** Public administration, parliament, separation of powers, principle of checks and balances between branches of government, legislative power, executive power, administrative reform, optimization of executive bodies, parliamentary control, concept of effective public administration.

### Introduction

One of the main ideas of the Strategy “Uzbekistan – 2030” is to build a fair and modern state that serves the people by carrying out reforms to organise public administration focused on serving the people and improving public administration. In this regard, one of the priority goals is to further enhance the role of the Chambers of the Oliy Majlis and political parties in building a New Uzbekistan [1]. The special role of Parliament in ensuring effective public administration is due to the following two main factors. Firstly, the Parliament exercises the legislative function, which lays the legal basis for public



administration. Secondly, the Parliament determines the competences of all three branches of power. Thus, in accordance with the constitutional norm, the joint competence of the Legislative Chamber and the Senate of the Oliy Majlis of the Republic of Uzbekistan includes the determination of the system and powers of the legislative, executive and judicial authorities of the Republic of Uzbekistan [2].

To date, the second phase of administrative reform has been implemented within the framework of achieving this goal. Recall that the first phase of administrative reform began with the implementation of the Concept of administrative reform in the Republic of Uzbekistan [3]. The second phase was implemented in accordance with the Decree of the President of the Republic of Uzbekistan dated 21 December 2022, No. UP-269, 'On measures to implement administrative reforms of New Uzbekistan' [4].

At the same time, the role of parliament in the implementation of administrative reforms is almost invisible, despite the fact that it has quite broad powers in this area.

In particular, the chambers of Parliament have such powers as considering and approving the candidature of the Prime Minister and nominations to the Cabinet of Ministers, hearing reports by the Prime Minister on topical issues relating to the country's socio-economic development and by members of the Cabinet of Ministers on their activities. Perusing the annual report of the Cabinet of Ministers on the most salient issues in the country's socio-economic life, submitting parliamentary enquiries to officials of state bodies, and exercising the powers of the Cabinet of Ministers to consider and approve nominations to the Cabinet of Ministers [2].

In this regard, in terms of strengthening the role of parliament in improving public administration, it is considered appropriate to draw attention to the following topical issues.

**Firstly, the active participation of the chambers of parliament in the implementation of administrative reforms can improve their quality**, as in this case the mechanisms of checks and balances between the legislative and executive branches of power will work in practice.



The second phase of administrative reforms, as noted above, was implemented in accordance with Presidential Decree No. UP-269 of 21 December 2022 “On measures to implement administrative reforms of New Uzbekistan”. But as of 18 April 2025, this decree has been amended and supplemented by more than ten acts of reorganisation nature. And Presidential Decree No. UP-14 of 25 January 2023 “On priority organisational measures for the effective establishment of the activities of the republican executive authorities” has been amended and supplemented about fifty times during the same period. For example, the Ministry of Natural Resources was reorganised into the Ministry of Ecology, Environmental Protection and Climate Change, the Ministry of Youth Policy and Sport - the Ministry of Sport, the Ministry of Culture and Tourism - the Ministry of Culture. The number of managerial staff of the Executive Structure of the Cabinet of Ministers has been increased. In addition, there are a number of changes related to the re-subordination of some state bodies, for example, the Tax Committee.

The so-called deviations from the true purpose of administrative reforms, the aim of which is to optimise executive authorities, their structures and subdivisions, primarily result in an increased burden on the state budget. Therefore, until the end of 2025, it is prohibited to make proposals on the following issues [5]:

- increasing the salaries of managerial staff of the republican executive authorities (except for the increase in the minimum wage)

The purchase of official cars (except for special vehicles), expensive upholstered furniture and office equipment is to be carried out at the expense of additional sources of the budget of the Republic of Karakalpakstan, regional and city budgets of Tashkent (except for the executive budget of the Republic of Karakalpakstan).

Despite the existence of a constitutional provision stating that the joint jurisdiction of the Legislative Chamber and the Senate of the Oliy Majlis includes the determination of the system and powers of the legislative, executive and judicial authorities of the Republic of Uzbekistan, and the exclusive powers of the Senate include the approval of presidential decrees on the formation and abolition of ministries and other national executive bodies [2], the role of the chambers of parliament in this area is virtually invisible.



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**Secondly, Parliament needs to make an effort to pass laws on matters relating to public administration.**

Regulation at the legislative level of public administration is designed to ensure the stability of the legal framework in this area. The process of adopting laws is much more complicated compared to the adoption of other types of normative legal acts, as it involves additional stages related to the participation of the chambers of parliament. In this regard, it is quite difficult to promote the so-called narrow departmental interests at the level of laws.

In this regard, if we refer to the experience of foreign countries, our nearest neighbours in Kazakhstan, relations in the sphere of public administration are regulated by consolidated laws, which are adopted to improve the structure of legislation and unite laws that regulate complex by their nature social relations in the relevant spheres) [6].

In Moldova, the government's structure is established by an organic law, which is a normative act that is a development of constitutional norms and operates in areas expressly provided for by the Constitution [7].

In Georgia, the procedure for the establishment and activities of legislative, executive and judicial authorities, as well as the structure, powers and activities of the Government, the procedure for the establishment of ministries, other state executive agencies, supreme state control bodies and other state control bodies may be determined only by legislative acts [8].

**Thirdly, parliament's role in promoting good governance requires a proper understanding of the concept of good governance themselves.**

A review of the various concepts of good governance shows that there are many approaches to the concept.

Effective or good governance is a new concept of public administration, which has no exact equivalent in Russian. This theory was first proposed in 1997 in the documents of the United Nations Development Programme. The UN's widely used methodology for assessing 'good governance' takes into account the key values of different approaches [9]:

The values of a rights-based approach:

Rule of law - the existence of fair laws and effective protection of human rights, especially for democratic minorities.



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Equality and non-discrimination (equity and inclusiveness): equal treatment of all citizens.

Values of the policy approach:

Participation: citizens participating in public decision-making, both directly and through civil society organisations.

Responsiveness - administrative processes ensure that all stakeholders are involved and enabled to participate within a reasonable time.

Consensus-oriented: mediation mechanisms and other means are used to reach a common agreement in decision-making that benefits all members of society.

Values of the managerial approach:

Effectiveness and efficiency authorities produce results that meet public expectations and at the same time make the best use of the resources at their disposal, taking care of the reproduction of these resources.

Universal organisational values:

Transparency:

Accountability.

As defined by the World Bank, good governance is characterised by open and developmental policies, professional management, public good, principles of law, transparent processes and strong civil society [10].

At the same time, it should be recognised that limitations to good governance can arise from frequent external imposition by donors. It should therefore be realised that good governance is in each individual's own self-interest and that strong management commitment is required to realise most of these goals.

In this regard, one of the key determinants of parliamentary effectiveness is the representative quality and effectiveness of its political parties.

In general, parliament is crucial for ensuring quality and effective governance. Parliament is the primary forum for expressing and promoting the interests of the people, including by constraining the executive. These kinds of functions make parliament a valuable tool for promoting good governance, democracy and the rule of law.

At the same time, the following factors may hinder the effective functioning of parliament:



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- active subordinate lawmaking, which can undermine the lawmaking function of parliament;
  - lack of resources compared to the rather bloated institutions of the executive branch;
  - insufficient public support. Parliamentarians are representatives of the people. However, parliamentarians do not sufficiently care about their electorate once elected.

In this regard, it is considered appropriate to pay attention to the issues discussed above and the proposed priority areas for strengthening the role of parliament in ensuring effective public administration.

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