

Evaluating the Effectiveness of the Executive Branch is an Integral Part of Modern Public Administration

Umidullayev Khahramon Usmanovich

Senior Researcher of the Institute of State and Law of the Academy of Sciences of Uzbekistan,
doctor of Philosophy in Law (PhD)

Abstract: This article focuses on the system for evaluating the effectiveness of the activities of the executive authorities and their managers. The achievements and shortcomings of evaluating the effectiveness of the activities of executive authorities and their managers are analyzed. Also, the experience was studied, as well as the work of scientists conducting research in this area, their scientific achievements and shortcomings were highlighted.

Proposals and recommendations were made to improve the management system of the Republic of Uzbekistan by introducing a system to evaluate the effectiveness of the activities of the executive authorities and their managers.

Keywords: Executive authorities, manager, criteria, methodology, evaluation, foreign experience, efficiency.

State and law are known from history that various methods and practices have been used to improve the functioning of the state and its governing bodies. At the current stage of history, more precisely at the end of the XX and the beginning of the XXI century, special attention is paid to the system of evaluation of public administration bodies and civil servants on the basis of their effectiveness in improving their performance. Originally introduced in the West, this new system has become a key criterion for reform in many countries around the world now.

In the Republic of Uzbekistan, there is a system for evaluating the performance of governing bodies and their leaders in improving public administration on the basis of criteria, rewarding them based on their achievements, or resolving issues of responsibility for shortcomings.

In his speech on September 9, 2021, the President of the Republic of Uzbekistan Sh. Mirziyoyev said that "the activities of a number of ministries, departments and economic associations, as well as local executive bodies will be critically reviewed based on the requirements of our reforms." In his speech, the President said: "From now on, the civil service will be recruited on a competitive basis. Criteria for continuous professional development, performance appraisal and promotion will be established for civil servants." ^[1].

In-depth study and analysis of new approaches to improving the performance of the state and its governing bodies on the example of developed foreign countries.

In general, the assessment of the effectiveness of the state and its governing bodies can be divided into two groups, international and national. In the international assessment, the World Bank and other authorized international organizations assess about 200 countries on the basis of various criteria. That is, countries are compared and their ratings are announced. At the national level, the performance of public administration bodies and civil servants in a given country is assessed.

In our opinion, both evaluations are important, while international evaluations determine the international rating of a country, while national evaluations play an important role in further improving governance in the country and in all aspects of socio-economic development. It should be noted that both assessments are directly related to each other. In other words, the achievements or shortcomings of the national assessment system are reflected in the international ranking of the country. One of the main reasons for this is the fact that most of the international evaluation criteria are similar to the national evaluation criteria. The compatibility of international and national evaluation criteria not only serves to improve the country's position in the international rankings, but also shows that the evaluation criteria are in line with generally accepted international standards. This also means that the evaluation system is based on criteria of fairness.

At present, in most countries of the world, special attention is paid to the introduction of performance-based governance in the process of reforms aimed at improving the functioning of the state and its governing bodies. Organizing the evaluation of the activities of public administration bodies, especially the executive authorities and their leaders on the basis of criteria and indicators, scientists, as well as practitioners, express their views on its strengths and weaknesses.

In particular, E.A. Kapoguzov and N.N. Kabijan according to, "Assessment of the activities of the executive branch creates an opportunity to identify areas and areas that require special attention and to direct available resources to the most problematic areas and areas. It also serves as a basis for identifying and identifying public services that are and should be provided by the executive, as well as for providing better and more targeted services."^[2] According to them, evaluation serves as a point of choice or rejection of methods and forms of government in increasing the effectiveness of public administration.

I.Yu. Chazova and M.V. Israilov according to, "The effectiveness of public authorities should take into account quantitative and statistical indicators, but special attention should be paid to quality indicators that need to be assessed by the population. According to them, the purpose of assessing the effectiveness of civil servants, heads of executive bodies is to introduce an optimal and fair system of remuneration throughout the country."^[3]

In particular, according to SK Mordovin, "Assessing the effectiveness of the executive is one of the most difficult tasks of research and is the subject of independent study for many local (Russian) scientists. Assessing the effectiveness of government agencies is even more difficult. In this case, a simple formula for the ratio of results and costs can not be used, because the activities of government agencies are aimed at managing many areas of public life. However, the goal of government agencies is to ultimately improve the living standards and quality of life of the population, which in turn means that it is even necessary to assess their effectiveness." ^[4]

SK Mordovin's comments above are valid, and it is difficult to assess the activities of the executive branch. It is also not easy for the executive to develop clear and systematic criteria for evaluating performance. This is due not only to the multifaceted nature of the executive branch, but also to the need for continuous improvement due to the changing distribution of responsibilities, the addition of new services and responsibilities in connection with development and progress. In addition to the above, we consider it appropriate to emphasize the following.

First of all, it is necessary to obtain quantitative and statistical indicators from reliable sources, to minimize human intervention in the process of converting them into scores and ratings, to pay special attention to the effective use of information technology, openness and transparency.

Secondly, the executive branch and its leaders need to be able to clearly define the procedure, criteria and methodology for evaluating the performance of the population by the population. In this case, it is necessary to take into account that each person is based on his own subjective opinion, and the factual situation and the individual opinions expressed may not be consistent. This will require conducting the survey among as many respondents as possible among different segments of the population.

In addition to the views of the above scholars, we consider it appropriate to emphasize the following.

First of all, it is necessary to obtain quantitative and statistical indicators from reliable sources, to minimize human intervention in the process of converting them into scores and ratings, to pay special attention to the effective use of information technology, openness and transparency.

Secondly, the executive bodies and their leaders are one of the most important subjects in determining the procedure, criteria and methodology for evaluating the activities of the population, ensuring the reliability of the methodology and operation of the assessment and rating. In this case, it is necessary to take into account that each person is based on his own subjective opinion, and the factual situation and the individual opinions expressed may not be consistent with each other. This requires conducting the survey among as many respondents as possible among different segments of the population. In the practice of some countries where the system has been introduced, in particular in the Russian Federation, the procedure for conducting a survey among 1% of the total population has been adopted.

Effective management, in particular the purpose of evaluating the performance of executive bodies and their leaders, is to introduce a system of remuneration based on labor. The system of remuneration of labor is reflected in the legal documents of some countries.

For example, the Resolution of the Government of the Russian Federation No. 915 of July 17, 2019 states that the purpose of assessing the effectiveness of civil servants and heads of executive bodies is the introduction of an acceptable and fair remuneration system that takes into account all areas of official activity.^[4]

Regarding the evaluation of the effectiveness of the executive bodies and their leaders, I.Yu. Chazova's views are valid. "In many countries, the main task of achieving the goals of socio-economic development is to increase the efficiency of the executive branch of government and officials. A well-organized system of performance appraisal of public authorities and executive bodies of civil servants is a prerequisite for continuous optimization of their activities, which will allow to evaluate and improve the performance of the state apparatus on the basis of science-based methods. Only a comprehensive assessment of efficiency can provide complete and reliable information about the quality of public administration. It also encourages government agencies to assess the effectiveness of the executive branch in addressing strategic goals, to make the necessary changes in leadership through the replacement of ineffective regional leaders, and to achieve the best results."^[5]

Also, on the assessment of public administration, K.I Apkanieva said, "Assessment of the effectiveness of public administration allows us to determine how well the areas of public administration are selected and what results are achieved in practice."The idea that very validated. It can be added that a clear selection of the processes, tools and methods that make up the evaluation system will help to achieve the intended purpose of the evaluation system.

In addition to scholars who have conducted research on the performance of public administration bodies, especially the executive branch, and who have acknowledged its strengths and weaknesses, I have also been able to quickly analyze the opinions of scholars who have written about the shortcomings of the evaluation system. serves to prevent possible defects.

In particular, K.I.Apkanieva who conducted research in this area. B. "It should be noted that the majority of researchers who are concerned with the effectiveness of public administration find it difficult to think of a single criterion for evaluating the effectiveness of the results of their work, as well as the goals and objectives set for public authorities," Volkova said.^[7]

A. B.Volkova the views of and other scholars on the difficulty of choosing the criteria for evaluation are valid. Examples include the following.

First, in some cases, duplication of responsibilities between the assessed government agencies;

Second, the functions of the assessed government agencies may change, albeit partially;

Thirdly, there are cases when the directions of the assessed state bodies, which are not included in their responsibilities, are determined as criteria;

Fourth, there are areas that are included in the functions of the assessed government agencies, but which are difficult to convert into points;

Fifth, the difference in the importance (priority) of the criteria identified for evaluation purposes;

Sixth, the evaluation criteria may be the result of the work of another body rather than the evaluated government body;

Seventh, with the increase in the number of assessment criteria, the methodology of assessment and the possibility of accurate assessment become more complex, and others can be cited as examples.

L.G.Sokolova according to, "Operation has shown that many of the indicators developed and used do not meet classical requirements, such as ease of use and comprehension, statistical reliability, speed of updates, and expediency. For example, a study conducted at the National Project Institute by the executive branch of government showed that the effectiveness of public services is largely not directly related to budget funding."^[8]

According to KI Apkanieva, a Russian scientist who has conducted research in this area, "In addition, the National Project Institute has identified serious problems during its research, including:

- 1) the results of the assessment of the quality of public services provided by the authorities are of little interest to citizens;
- 2) there is no clear relationship between the results of the evaluation of a civil servant participating in the procedure (for example, the results of certification, qualification examination) and the evaluation of the quality of service;
- 3) information on the methods and results of assessing the effectiveness of public authorities in the provision of public services, posted on the official websites of the subjects of the Russian Federation.^[9]

According to him, the result of the activities of public authorities is social efficiency, as the main indicator in the field of public administration is the standard of living and quality of life of citizens.

According to TA Kulakova, “Due to the fact that public authorities do not produce material products, it is very difficult to determine their impact on the socio-political situation and macroeconomic indicators of the country. Most developed countries attach great importance to assessing the effectiveness of public authorities, while recognizing that increasing the effectiveness of public administration is one of the most important conditions for ensuring socio-economic development and increasing the prosperity of society. The use of advanced technologies also affects the quality of public administration.”^[10]

The views of the above scholars on the complexity of assessing the effectiveness of public administration are valid. However, performance-based governance, which has become an integral part of modern public administration, requires a direct assessment of the performance of public administration bodies and their leaders on the basis of criteria and indicators. Thus, it is a social necessity to select and evaluate effective methods of evaluating the performance of public administration bodies and their leaders.

I.B.Kovrizhnykh according to, “It is necessary to ensure the participation of civil society in the evaluation of government agencies, to establish clear mechanisms for the preparation and adoption of decisions that affect the interests and rights of society by the executive. Non-participation of the public in the evaluation of the activities of public authorities may not provide reliable information about the public interest. As a society develops in the field of public administration, its own criteria of efficiency are formed.”^[11]

At present, in most operations on the evaluation of the performance of executive bodies and their leaders, special attention is paid to the assessment of the level of satisfaction of the population with the activities of leaders.

Many scholars and practitioners emphasize the need to pay more attention to areas that are directly related to the socio-economic needs of the population when evaluating the activities of the executive branch.

A. N., Savrukov NT Savrukovs “Effectiveness of health care in the selection of criteria for evaluating the activities of the executive authorities; living standards of citizens; efficiency of financial resource management; level of development of education; ensuring the safety of citizens; condition of housing and communal services; The level of satisfaction of the population with the activities of the executive branch emphasizes the need to pay attention to the tribes.

According to them, in order to increase the objectivity of the assessment, it is necessary to expand the list of criteria that take into account the following socio-economic factors.

In particular, in relation to the per capita income, the level of obsolescence of housing and communal services, the opportunity to buy housing and start a business, the share of low-income citizens, the level of financial independence of the regional budget, financial independence, degree. The use of per capita indicators as part of the assessment procedure to take into account differences in the socio-economic status of the regions.^[12]

Conclusions and suggestions

In conclusion, it should be noted that scientific research shows that it is necessary not to refrain from evaluating the activities of the executive authorities and their leaders, but to develop advanced methods of evaluation.

It should be noted that the assessment provides a comparative analysis of the pace and level of socio-economic development of ministries, committees, provinces, districts, cities and other

assessed bodies, effective management of financial resources and their use for more specific purposes.

At the same time, the issues of increasing the efficiency of the executive branch require a comprehensive approach.

In our opinion, the following should be taken into account when choosing a methodology for evaluating effectiveness.

- a complete reflection of the activities of the assessed body or civil servant;
- adherence to the principles of impartiality, transparency, independence;
- Availability of parallel and vertical comparisons;

The analysis shows that the criteria for evaluating the effectiveness of all areas of the executive branch, a comprehensive assessment of the degree of achievement of goals, the possibility of comparative analysis, the identification and identification of inconsistencies and problems.

In our opinion, the evaluation should be based on a single system, and the effectiveness of the executive bodies at all levels and the civil servants working in them should be evaluated reliably, completely and comprehensively. Otherwise, the main purpose of the system will not be achieved.

LIST OF REFERENCES

1. Sh.M.Mirziyoev. New Uzbekistan is a society and a people's state with a stable human dignity. 2019
2. Kapoguzov EA, Kabizhan NN Methodological aspects of assessing the quality and effectiveness of public administration in the context of reform in Russia and Kazakhstan // ARS ADMINISTRANDI. 2015.№3. URL: <https://cyberleninka.ru/article/n/metodologicheskie-aspekty-otsenki-kachestva-i-effektivnosti-gosudarstvennogo-upravleniya-v-kontekste-reform-v-rossii-i-kazahstane> (дата обращения: 11.05.2021).
3. I.Yu. Чазова, М.В. Israilov. Evaluation of the effectiveness of the organs of state power. Bulletin of Udmurt University, Department. Economics and Law, Issue 29. Izhevsk, 2019. p.776
4. Resolution of the Government of the Russian Federation of July 17, 2019 No. 915 Water utverzdenii mer rasceta Printable pokazatelej ocenki effektivnosti dejatel'nosti vyssix dolznostnykh licz (rukovoditelej vyssix ispolnitel'nykh organov gosudarstvennoj vlasti) sub'ektov Tajikistan News Rossijskoj dejatel'nosti organov ispolnitel'noj vlasti sub'ektov Tajikistan News Rossijskoj, a takze priznanii utrativsimi silu nekotoryx aktov Pravitel'stva Tajikistan News Rossijskoj.
5. I.Yu. Чазова, М.В. Israilov. Evaluation of the effectiveness of the organs of state power. Bulletin of Udmurt University, Department. Economics and Law, Issue 29. Izhevsk, 2019. p.783
6. Апканиева К. И. Evaluation of the effectiveness of the bodies of state power in the Russian Federation: the state, problems and ways of decision / К. И. Apkanieva. - Текст: непосредственный // Молодой ученый. - 2018. - № 45 (231). - С. 123-127. - URL: <https://moluch.ru/archive/231/53607/> (date of application: 04.05.2021).

7. Волкова А. В. Governance of the state and civil status // Historical, philosophical, political and legal sciences, culturology and art history. Questions of theory and practice. - 2014. - № 4–1. - С. 45.
8. Sokolova L. G. Fundamentals of state and municipal management: textbook. - Irkutsk: BGUEP Publishing House, 2015. - 142 p.
9. Апканиева К. И. Evaluation of the effectiveness of the bodies of state power in the Russian Federation: status, problems and ways of decision / К. И. Apkanieva. - Текст: непосредственный // Молодой ученый. - 2018. - № 45 (231). - С. 123-127. - URL: <https://moluch.ru/archive/231/53607/> (date of application: 04.05.2021).
10. Кулакова Т. А. Publicity: ties with the government // Historical, philosophical, political and legal sciences, culturology and art history. Questions of theory and practice. - 2015. - № 1–2. - С. 96.
11. Коврижных И. В. Effectiveness of the civil service: the problem of analysis and evaluation of professionalism // Altai Bulletin of the state and municipal service. - 2010. - № 5. - С. 24-28.
12. Savrukov A. N., Savrukov NT Methodical approach and criteria for assessing the effectiveness of public administration in the regions. Russian Economic University named after G.V. Plekhanov, Moscow, Russian Federation. 2017.