

УДК 338.242.42

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THE CONCEPT OF "NEW PUBLIC MANAGEMENT" AND FOREIGN EXPERIENCE IN THE FIELD OF SOCIAL PARTNERSHIP

Abstract: The development of modern approaches and the development of a model for the new Public Management of the economy is aimed at reducing the low efficiency of the bureaucratic management system, the state share in the economy, and improving the efficiency of the public management mechanism.

Keywords: public sector, public management, public services, decentralization, social partnerships, tripartism, private sector.

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КОНЦЕПЦИЯ «НОВОГО ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ» И ЗАРУБЕЖНЫЙ ОПЫТ В СФЕРЕ СОЦИАЛЬНОГО ПАРТНЕРСТВА

Аннотация. *Развития современных подходов и разработки модели нового государственного управления экономики, направлен на сокращение низкой эффективности системы административного управления, государственной доли в экономике и повышение эффективности механизма государственного управления.*

Ключевые слова: *государственный сектор, государственное управление, государственные услуги, децентрализация, социальное партнерства, трипартизм, частный сектор.*

One of the foundations for the formation of social partnership is the development of the New Public Management movement, which has engulfed many developed countries since the 1980s. This movement was widely used in reforming the public sector in the UK, the USA, New Zealand, Japan, etc. The concept of "New Public Management" is based on the definition of a number of methods and programs aimed at reforming the public sector in order to make it more competitive and efficient in providing services to the population and using resources [1]. In this sense, the "New Public Management" deals with the commercialization, to the extent possible, of the role of the state in providing service to its citizens and introducing a business approach in relations with its citizens.

The main elements of the concept of "New Public Management" are:

- severe resource conservation and the reduction of budget expenditures, i.e. getting more value from using less resources;
- widespread privatization;
- work on contract (contracting out). This element is primarily aimed at strengthening the role of public and private organizations;
- promoting competition in the provision of public services. By improving competition in this area is expected to increase the quality of services provided to

the population. This element involves competition not only between organizations, both private and public, but also between different offices and departments within the same organization;

- giving managers the freedom and flexibility to manage;
- separation of policy from administration, that is, without abandoning the legal regulation in the activities in the field of public administration which adds efficient criteria that are applied in the business sector;

- decentralization. This element involves the transfer of functions and powers from the Central government to local authorities and self-government of citizens;

- performance and accounting;

- strategic planning at all levels of government;

- wide use of information technologies in the provision of public services;

- rationalization and streamlining of administrative structures;

- democratization and increased citizen participation in governance.

The basic principles of the concept of "New Public Management" refer to the reform of the public sphere with a view to introducing the experience of the private sector. This concept or its individual elements can give a tangible impetus to the development of social partnership. For instance, the principle of decentralization enables the development not only of the private sector, but also of non-governmental and non-profit organizations (NGOs). On the basis of the agreement on social partnership, civil society institutions can assume some of the functions of the state on the ground, for example, the implementation of various social projects.

For example, NGOs can actively participate in the following areas to provide employment and create jobs in rural areas:

- promotion of cooperation between entrepreneurial subjects and local population, mainly from among women and disabled people, through the organization of home work;

- assistance in creating a system for harvesting, storing and marketing the products of rural residents in order to obtain income from active activities within the framework of personal subsidiary plots;

- Assistance in organizing your own business by creating mobile groups to advise start-up entrepreneurs who would conduct field meetings with beginning entrepreneurs and two or three day seminars in the field;

- conducting special studies to learn the requirements of potential employers in rural areas to hired employees.

Moreover, a good perspective is the creation of special civil services, following the example of Scandinavian countries, which take on the implementation of about eighty percent of local government contacts with the population. These civil services were able to relieve local authorities of labor-intensive work, which gives them the opportunity to focus on the strategic development of the territories and contributes to improving the effectiveness of their activities.

Certainly, not all elements of this concept are new and many of them have long been used in the Republic of Uzbekistan in the reform of the public sector. The report of the first President of the Republic of Uzbekistan Islam Karimov at the joint meeting of the Legislative Chamber and Senate of the Oliy Majlis of the Republic of Uzbekistan on 12.11.2010 stresses that: "Great attention was paid to changing the functions of the administrative structures of the central executive authority and

administrative bodies, drastically reducing their power, distributive powers, their direct interference in the activities of economic structures. In other words, bringing their powers in line with market principles and, ultimately, reducing the role of the state in managing the economy. Much attention has been paid to issues of decentralization of management, the transfer of some functions from the republican level to the regional, city and district authorities, the formation of such a unique system of local self-government in Uzbekistan as a makhalla." [2, p. 40]

In the same report, the first President of Uzbekistan, I. A. Karimov, emphasized the importance of increasing the role of civil society institutions in addressing various socially significant tasks: "The development of a package of legislative acts that create the legal framework for the participation of NGOs in the decision of the most important state programs in the field of health care, protection environment, employment, especially among young people, social support for vulnerable segments of the population and other problems of great social importance." [2, p. 87]

The application of elements of the concept of "New Public Management" can be a good incentive for the development of social partnership in the health sector (projects to improve maternal and child health, prevent the spread of harmful habits among young people, etc.), in education (the formation of a competitive environment in this area by increasing the number of non-state educational institutions, projects for the exchange of experience, etc.), in employment projects (especially among young people and in rural areas).

Social partnership (from the French word "le partenaire" – "partner", "companion") is characterized by a way of regulating public and labor relations between large groups and segments of the population, in particular between entrepreneur (employers), employees and the state. Social partnership focuses on their equal cooperation, on the integration of workers into the system of market relations. The policy of social partnership is related to the implementation of the program of cooperation between various forces of society, search and agreement.

In economic terms, social partnership involves material and moral stimulation of employees' interest in the growth of production rates, labor productivity in ensuring the labor conditions necessary for the growth of employers profits and the gross product of the society, improving the level and quality of life of the workers themselves. Social partnership, being a multidimensional process, involves the search for optimization of relations between the forces acting in society. The ideology of social partnership was formed during the World War I and had to be a counterbalance to the doctrine of class struggle that emerged in the middle of the XIX century and claimed the intensification of social conflicts. The founders of the ideology of social partnership, based on the ethics of L. Feuerbach, The ideas of L. Blanc, P. Prudhon, F. Lassal and E. Bernstein, the concept of liberal reformism (M. Wirth, O. Michaelis), saw solidarity classes decisive form of social interaction and reform of industrial society [4, p. 41]. At the end of XIX century, ideology of social partnership denies class character of social conflicts, which create codified legal form in norms of labor law, organizational forms and ideological programs of social world.

In the encyclopedia "Reum Novarum" (1891), there were calls for workers not to use violence, not to seek to overthrow the social order, to direct their energy to the evolution and improvement of the way of life society [3, p. 32]. A powerful

impetus to the ideology of social partnership was given by the scientific and technical revolution, which created new opportunities to meet the life needs of different segments of the population and at the same time put forward extremely high requirements for the quality of the workforce, its professionalism. In the new conditions, the socio-psychological context was important, that is, the relationship between the participants in the production process, the humanization of labor and social relations, blurring the boundaries between social groups, the emergence of common standards in lifestyle. All this has created additional opportunities for social peace and cooperation among groups.

The concepts of social partnership draw attention to the monitoring of economic, political and social development by state institutions and to the accumulation of positive changes for civil society and the strengthening of social structures. In modern conditions, the policy of social partnership allows solving controversial issues at the negotiating table, by mutual consent, search for a balance of interests of different social groups.

Social partnership focuses on reaching a reasonable compromise, on the search for harmony and mutual tolerance, on evolutionary reforms. The ideology and policy of social partnership in industrialized countries plays a stabilizing role, contributing to the economic and political stability of social relations. There are different models of social partnership, which express the national specifics of different countries that have adopted the ideology of partnership (Austria, Germany, Sweden, etc.) [4].

State interference in the relations between workers and employers, with their consent to such interference, was called tripartite. Tripartite developed two main models of state action: "before" and "after" labor conflict [5, p. 145]. Under the first model, the state seeks to prevent adverse events and to achieve in advance an agreement between the parties that would allow for social peace, at least for the duration of the agreement. The first model is more typical of continental European countries (and others drawing on their experience), where the state has always led the private sector more decisively. This way allows the parties to conclude preliminary agreements on pressing socio-economic issues in order to reduce the possibility of aggravating relations between them in the future and to facilitate the resolution of conflicts, if they arise. The second model is typical for great Britain, the USA, Canada and some other countries, where the state traditionally carried out only minimal regulation of the economy. Under the second model, state intervention is carried out by law at a stage when the conflict between employers and trade unions is already evident and is ready to lead to actions that undermine the stability of society.

State intervention is particularly appropriate in cases where difficulties arise in reaching an agreement between unions and employers (otherwise bilateral agreements are more appropriate). It is necessary that the participants were representative, and the state was able to fulfill its obligations. The most consistent principle of tripartite is in the Netherlands, where the state bodies responsible for the sphere of labour and social relations include representatives of trade unions and employers or create advisory bodies with their participation, for example, these representatives are included in the Socio-economic Council (where the state has 15 independent experts) In the Central employment Bureau of the Ministry of labour and 28 of its regional offices, the Council for social insurance. In the Netherlands,

General agreements between the three parties have been concluded over the years. The existence of tripartite consultative bodies does not preclude the establishment of bilateral organizations. In the same Netherlands, there is a labour Fund, in which some trade unions and business structures cooperate [6, p. 123].

Tripartite bodies have been established in the Czech Republic, Slovakia, Hungary, Bulgaria and Poland. They constantly discuss draft labour legislation and issues related to social and economic policy, draw up annual agreements, determine the minimum wage, consider collective disputes, restructuring and privatization of enterprises, and the fight against unemployment. In Japan, minimum wage rates are set on a tripartite basis, both for individual professions and for regions of the country. The Ministry of labour of Japan is the leading Agency that brings together representatives of trade unions and employers in the Central labour relations Commission [7, p. 156]. In Portugal, such a body serves only as an exchange of views among the dissenting parties [7, p. 156]. In India and Pakistan, Advisory bodies representing the three parties meet only as urgent matters arise, that is, not on a permanent basis. In other countries, where tripartite has shown only limited advantages over traditional forms of social partnership, there has been a decline in its use. In Sweden, organizations of entrepreneurs out of some of the Advisory bodies, acting on the basis of tripartite. There are times when political parties coming to power involve trade unions and business associations in negotiations to support the future government; at the same time, the parties agree on a salary policy, social security and similar problems.

Thus, the above examples from foreign experience confirm that in the world social partnership is still at the stage of development.

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