

MODELS OF THE DEVELOPMENT OF LOCAL SELF-GOVERNMENT AND THE DECENTRALIZATION EXPERIENCE: AN INSTITUTIONAL APPROACH

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The models used in the practice of territorial administration differ by the autonomy of territorial level of government to make political decisions independently of the central government and the sufficiency of the necessary resources.

The ideal autonomous model of local self-government is a system with horizontal management, in which each territorial level authority possesses its own, exclusive competence, not intersecting with the higher levels of government in terms of powers and responsibilities.

By such management, the control over the activities of local authorities is exercised not by the upper levels of government, but by the population, either directly through such forms of direct democracy as referendums, elections and others, or through representative bodies and officials elected by direct voting. In this case, the central executive authorities, such as ministries, administrative agencies mainly perform methodical, forecasting and analytical functions, and their decisions are of a recommendatory nature for the structures of a lower level.

At the same time, the management system with a completely horizontal nature does exist nowhere in the world. Even in the United States of America, a country standing as close as possible to the horizontal management of territorial structure, some governmental regulations of the activities of state, county and city authorities exist, which is conducted by ministries and departments indirectly - by funding or co-funding a variety of national programs.

So-called integrated Soviet system of local self-government could serve as an example of vertical management. The most important political decisions in this system were made on the upper "floor" of the government, being then transferred through "single-channel" scheme along the entire vertical chain of territorial management.

The matrix scheme of management involves the interaction of the authorities, both vertically and horizontally, thus providing levels of management with the possibility of "multi-channel" interaction. The

horizontal interaction acquires great importance under these conditions; between departments within a single governing structure, between various autonomous levels of management (inter-municipal cooperation).

Thereby, there are four systems of local government are distinguished:

- Anglo-Saxon model;
- French or Napoleonic model;
- German or mixed model;
- Soviet integrated model.

The Anglo-Saxon model includes a certain amount of latitude for municipalities, and the absence of specifically authorized state officials controlling the executive bodies at the local level, with management predominantly possessing a horizontal nature. This type of management is common in English-speaking countries such as Great Britain, the United States of America, Canada, Australia, etc.

The French model assumes a local public official responsible for coordination of the activities of public services. Often, these public officers are entitled to control the activities of local self-government. With this scheme of management, a vertical of public administration operates simultaneously with the system of horizontal decentralized management which deals with the issues of the territory life-support. Elements of the French model are used in France, countries of Scandinavia, Latin America, etc.

The German model combines the features of both models mentioned above. Thus, the simultaneous existence of municipalities as the form of territorial administration and government districts without elected local authorities is adopted in Germany and Austria. In Germany, alongside this, the right of communities to interact horizontally, thus forming various municipal intercommunal unions for joint management is legislated. Involvement of the one governing officer is allowed to manage such agglomerations of communities, thereby considerably cutting down costs for the maintenance of the administrative apparatus.

All three models, to some extent, incorporate elements of the matrix, vertical and horizontal models of management.

The Soviet integrated model is a system of territorial management, primarily based on vertical management.

In the frames of the research, it would be most appropriate to investigate the experience of decentralization of government in the countries of

Eastern Europe and the CIS in depth, since this experience is closest to Uzbekistan.

Summarizing the analysis of the process and results of decentralization, it can be noted that there is a direct dependency between political, legal and economic factors. The criterion for the overall assessment of the degree of decentralization is the distribution of functions (or financial responsibility) for the provision of public services between levels of government. This criterion is one of the main indicators of fiscal decentralization, along with the distribution of income, intergovernmental transfers, the system of borrowings of local governments, etc. It should be noted that such distribution of responsibilities is quite monotonous and requires further development in the direction of a delegation of greater empowerment to the local level as well as towards the application of various forms and the performance modalities of functions of public administration.