

MODELS OF MANAGEMENT EFFICIENCY IMPROVEMENT IN LOCAL GOVERNMENT BODIES

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Abstract. *This scientific article examines the USA, Great Britain, Australian and German models of improving management efficiency in local government bodies and evaluating their performance. As a result of the research, a new system for improving the management efficiency of local state authorities in Uzbekistan and evaluating their activities was proposed.*

Keywords: *local government, effectiveness, management system, the performance of local governments, motivating local governments, “work on the indicator”.*

Introduction: The system for evaluating the effectiveness of the activities of local governments in Uzbekistan is constantly being reformed, which indicates a number of unresolved problems in this area. Hence, the experience of evaluating the activities of local governments in foreign states is of particular interest to consider.

It should be noted that, in general, in Uzbekistan, the development of the institute for assessing the effectiveness of activities at the level of municipal government has gained its relevance only in the last decade, while in foreign countries references to assessing the effectiveness of the activities of government bodies began to emerge as early as the 20th century. One of the initial assessment models was the American three-level model of economic indicators based on: the assessment of costs (inputs), intermediate (outputs), and final results (outcomes).

D. Williams, an American researcher, provides a number of convincing pieces of evidence and argues that this method of evaluating the effectiveness of activities is the prototype of the modern model for evaluating the activities of local governments [1]. At the same time, the researcher notes the importance of this method in that, within the framework of such a model, not only criteria for evaluating effectiveness were developed, but also a causal relationship between the action and the result was tracked.

Literature review

At the beginning of the 21st century, the changing socio-economic conditions and the crisis in the financial sector forced the world community to improve the mechanisms of responding to the challenges of the time and to look for new methods of evaluating the activities of state authorities and management bodies. Currently, experts (P. Dunleavy, H. Margets) are talking about the “decline” of the

“new public administration”, the arrival of the digital era of management based on the strong centralized authority, and the use of modern electronic technologies [2].

According to A.S. Ermakova, centralization in the field of management is characteristic of the following countries: Japan, France, Italy, Spain, and the Netherlands, where the centralized system helps to create national educational standards, preserve the cultural community of the population, and strengthen authoritarian tendencies. In contrast to such a system, states in the USA, lands in the FRG, counties in England, and cantons in Switzerland, which still have significant autonomy in the field of education, have a unique decentralized system that opens up great opportunities.

Under the influence of socio-economic factors, these two systems tend to converge. The central government recognizes the autonomy of local authorities, but at the same time strengthens a certain control over them. In the West, constitutional and legal guarantees of regional power and local self-government are given great importance [3].

Belyakov S.A. and in his opinion, stability in solving such an important issue as determining the boundaries of jurisdiction between the federation and its subjects can be ensured only when it is solved in the constitution itself. However, in some countries, the constitution allows, on certain issues, define the boundaries of jurisdiction between the federation and the subjects in the applicable legislation[4].

According to the research of V.V. Eremyan [5], the management activities of local authorities differ in complexity. Because it includes legal, political, economic, and social aspects.

In particular, according to A.M. Skokov, local state authorities operate as public organizations in foreign countries. For this reason, when forming the functions of local state authorities, they should be considered as bodies close to the people, not state administration [6]. And A. Gretchenko mentions that it is necessary to ensure people’s participation in making decisions of local state authorities because the activity of local state authorities directly depends on the taxes paid by the people [7].

Local economists include Sh.R. Kholmo‘minov, G. M. Shamarova, A. Kholov studied the issues of implementing effective decision-making systems in local state authorities. In particular, according to A. Kholov, when determining the principles of order to improve the mechanisms of monitoring and control over the activities of state authorities and administrative bodies, their compliance with the law, and the proper fulfillment of their obligations, it is necessary to provide full and truthful information to citizens about the activities of executive authorities. . For this purpose, in addition to the texts of the decisions adopted by the state agencies, their essence and the intended purpose of the decision should be covered in the mass media [8].

Research Methodology

In the study, models of management efficiency in local government bodies were analyzed, and research methods such as scientific abstraction, analysis and synthesis, scientific conclusion, and comparative analysis were used in the analysis process.

Analysis and results

Let us consider in more detail the methods for evaluating the activities of self-government bodies in the United States, which are currently used. Thus, the main criterion for evaluation in Coral Springs (Florida) is the quality of service. At the same time, the index as a whole is being developed as an indicator as a whole.

A similar system of evaluation is inherent in the local government performance evaluation system in Austin, Texas. The city management performance management system is a cascade system of indicators. The performance indicators of branches are correlated with the performance indicators of employees of departments and municipalities.

The evaluation of local government performance in Sunnyvale (Figure 1), California is slightly different from the above system. The city defines individual objectives for each sector, as well as criteria for the level of public service and wealth. In addition, the parameters of the task are defined for each sector, and if the quality and productivity indicators exceed the planned indicators, then the manager receives a 10% bonus, which further serves as a mechanism for stimulating municipal employees [9]. Consider the evaluation of the performance of the British system. Evaluation of the activities of local authorities has several aspects. At the same time, it is important to note that the evaluation of the performance of local governments in the UK is not carried out to compare the performance of cities but to improve the level of services provided to the population, their efficiency, and effectiveness.

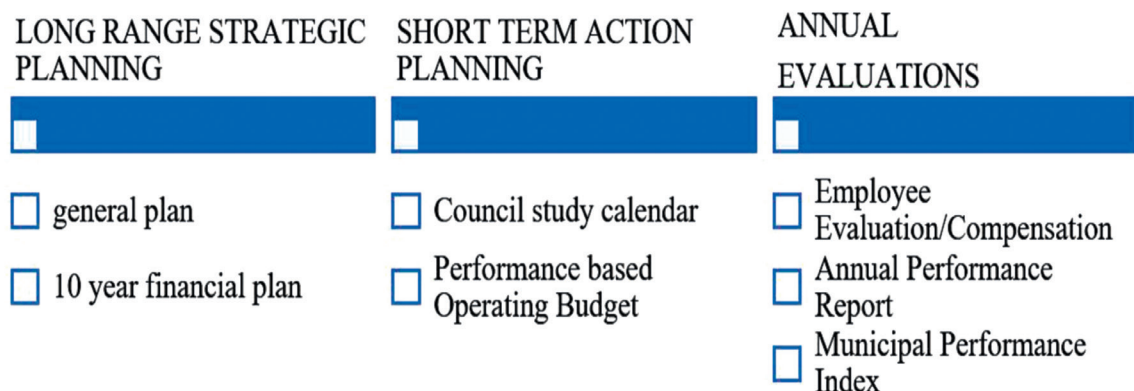


Figure 1. Major Components of Sunnyvale's Planning and Management System [11]

The experience of Australia is also of particular interest for this work. Here, the evaluation of the performance of local governments is considered on the basis of 4 basic models for local authorities: "representative", "participatory", "user" and "network. At the same time, the direct assessment of the effectiveness of activities here takes place constantly, by comparing the results achieved with the planned ones, established according to certain criteria for measuring the quality of the services provided [10].

We will separately consider the experience of evaluating the effectiveness of the activities of local governments in European countries using the example of Germany. The German performance appraisal system is characterized by the use of benchmarking mechanisms based on identifying the best municipal authorities and evaluating their performance in order to further use best practices.

It is important to note that among the variety of methods for assessing the effectiveness of local self-government, today the most popular in Europe, especially in Germany, is the methodology of the Common Assessment Framework (CAF) [9].

The Common European Assessment System is a methodology for internal audit of the activities of public administrations at all levels of government, developed and tested at the European level with the involvement of experts from EU member states. This technique appeared at the beginning of the 2000s and today is an integral part of the practice of state and municipal government in Europe.

Thus, having considered the systems for assessing the effectiveness of the activities of local governments in various foreign countries, we can conclude that there are two ways to form an assessment system: active and passive. The first case is characterized by the fact that the initiative to implement a system for evaluating the performance of local governments comes from a specific municipality or the municipal level as a whole (USA, Germany), while in the second case, this area is regulated at the state level (Great Britain, Australia).

This shows that the most effective system is the original evaluation system, formed in an active way. Unfortunately, our country is characterized by a passive way of forming a single list of all assessment indicators, as discussed in the previous paragraphs.

Analyzing domestic and foreign experience in the field of assessing the effectiveness of state and municipal administration and the activities of public administration at various levels, it should be noted that there are certain problems and shortcomings in the system for assessing the activities of government bodies today. Each of the systems we analyzed has its own advantages and weaknesses, however, this does not prevent us from importing foreign institutions in this area from positive foreign practice.

Let us directly consider those problems that, in our opinion, make the existing system of performance evaluation less effective.

The basic problem of this system is its existence outside of any more general system, such as a performance management system. Being essentially an isolated system, the assessment of the performance of local governments is aimed rather at collecting information about the main results of the activities of individual municipalities, despite the fact that, ideally, the performance assessment system should be a link in the overall chain of the performance management process [8].

One of the main problems can also be called the fact that the authorities, based on the existing performance evaluation system, often set themselves the main goal of formally achieving indicators, and not improving the efficiency of the work itself as a whole. That is, the so-called “work on the indicator” begins.

The next problem we designate is the unification of the official methodology for conducting the assessment. The methodology is based on a basic set of indicators, which does not allow for assessing the activities of local governments in relation to the characteristics of the territory, without taking into account the specifics of the territory. Nevertheless, this methodology format can be called universal, which simplifies the process of comparing the performance of various municipalities [6].

The problem also lies in the fact that most of the performance indicators do not directly depend on the activities of local governments and it is quite difficult

for local authorities to influence them since this is not part of their jurisdiction. Unfortunately, these are not all the problems that exist today in the system for evaluating the activities of local governments. So the very process of assessing the effectiveness of local governments, ideally, should not lead to additional costs. However, in practice, small municipalities face such problems because they do not have all the necessary resources. The process of monitoring is quite laborious, it requires a large amount of data, time, and highly qualified specialists. Otherwise, this monitoring will become nothing more than formal reporting work, which does not imply a further positive effect.

Conclusion and recommendations

As noted above, one of the main problems of the existing assessment system in our country is its uniformity. Hence, in our opinion, there is a need to reform the existing list of indicators, taking into account the characteristics and specifics of various territories.

It seems to us that the new list of indicators for evaluating efficiency should be multi-level. The first level included b indicators that could be classified as basic, that is, the achievement of the values of which would be mandatory for all municipalities, regardless of the characteristics of the territory. The list of basic indicators would include an indicator related to the socio-economic development of the territory and containing information on the existence of a strategy for the territory and the level of its implementation. Also, an indicator related to civic engagement should be added to this list. In this case, the assessment of civic activity would be based on both objective and subjective indicators.

The second level would include indicators related to the specifics of the territory. This could include, for example, indicators relating to the effectiveness of municipal management, taking into account the qualifications of specialists, the speed of processing applications, the introduction of their own standards, etc.

At the same time, the results of the first level of indicators would be taken into account when compiling final reports at the regional level, and the indicators of the second level would be an additional basis for encouraging distinguished municipalities, which could become a fairly effective mechanism for motivating local governments.

The list of problems and directions presented by us to improve the efficiency of assessing the activities of local governments is not exhaustive. At the same time, it should be noted that the very system for evaluating the activities of local governments in Uzbekistan is constantly being reformed.

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