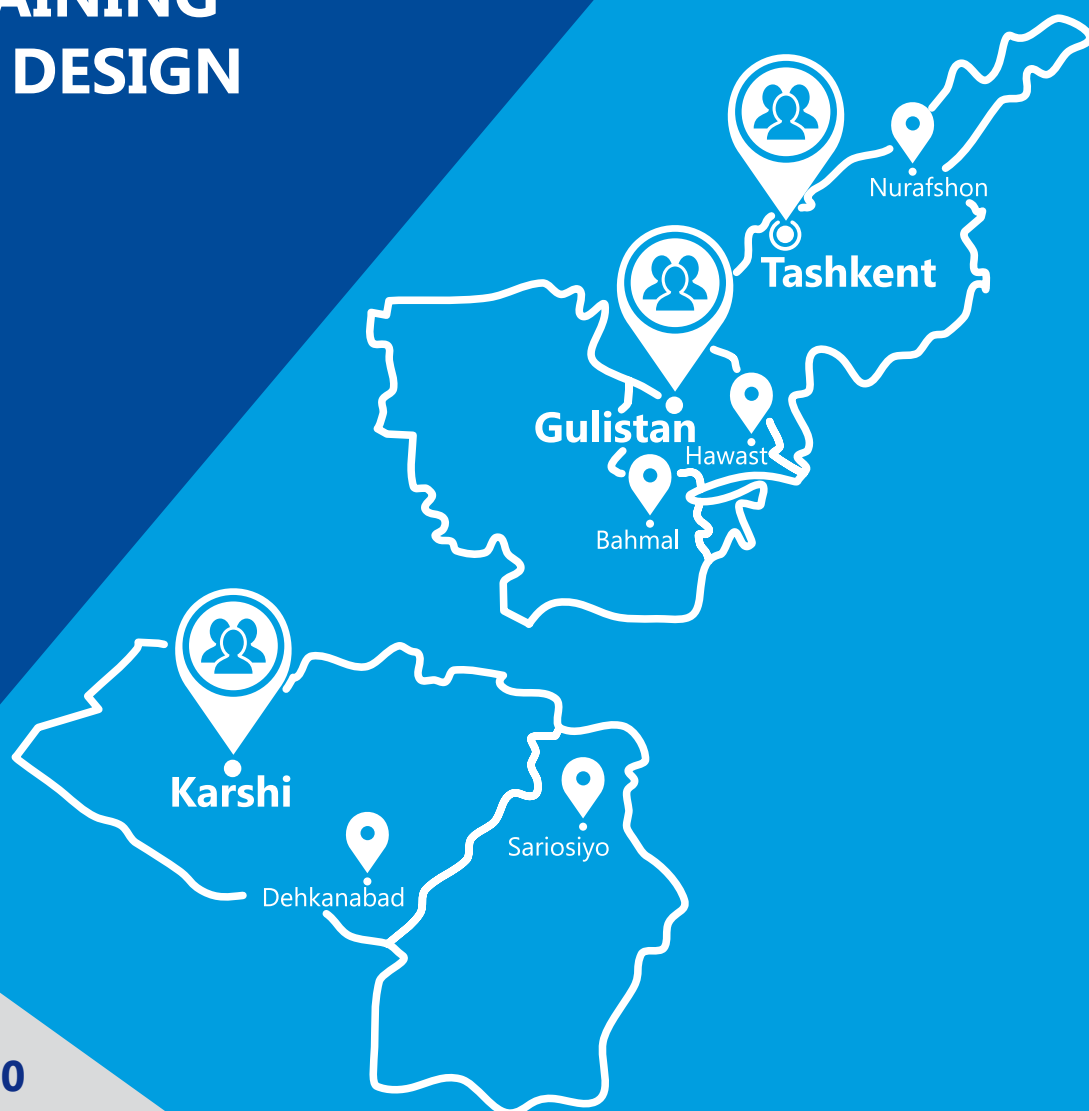




ANALYTICAL REPORT

A LOCAL GOVERNMENT MANAGEMENT TRAINING EVALUATION AND IMPROVEMENT OF THE TRAINING PROGRAM DESIGN



TASHKENT | 2020

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The views and conclusions contained in this report reflect only the views of the authors and are not the official views of the Government of the Republic of Uzbekistan, the Delegation of the European Union and UNDP.

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LIST OF ABBREVIATIONS

BAKÖV	Bundesakademie für öffentliche Verwaltung
ENA	Ecole Nationale d'Administration
HBÖV	Die Hochschule des Bundes für öffentliche Verwaltung
KPI	Key Performance Indicators
OECD	Organization for Economic Co-operation and Development
ICT	Information and communication technologies
USA	The United States of America
UN	United Nations
UNDP	United Nations Development Programme
APA	Academy of Public Administration
EU	European Union
RBPO	Regional branch of the public organization
DCBPO	District or city branch of a public organization
OECD	Organization for Economic Cooperation and Development
AS	Administrative staff
CIS	Commonwealth of Independent States
MCM	Makhalla citizens' meeting
NGO	Non-governmental organization
MM	Mass media
HEI	Higher education institution
RANEPAPRF	Russian Academy of National Economy of Public Administration under the President of the Russian Federation
CPD	Council of People's Deputies

INTRODUCTION

The urgency of the problem. Achieving the goals of the Action Strategy for the five priority areas of development of the Republic of Uzbekistan in 2017-2021 requires the creation of a completely new, effective and high-quality system of public administration, the organization of harmonious activities of public administration and local executive authorities. In this regard, the Decree of the President of the Republic of Uzbekistan No. PF-5185 dated September 8, 2017 approved the Concept of Administrative Reform in the Republic of Uzbekistan and the «Roadmap» for its implementation. The goal of this concept is to create a system of public administration that meets the global trends of innovative development, is able to fully implement the planned reforms and timely identify and effectively address the problems of socio-political and socio-economic development.

In this regard, a number of ministries and departments have been reorganized, measures have been taken to inform and simplify administrative procedures in the provision of public services to the population. At the same time, outdated bureaucratic methods of working in ministries, departments, local executive bodies and other state organizations remain.

Recently, there have been reports in various media and on the internet that some local government leaders (governors and their deputies) have made ineffective decisions in organizing the work of their subordinate civil servants. Such negative developments in local administration will inevitably have a negative impact on the quality of administrative procedures in the provision of public services, the development of infrastructure and the successful implementation of important social projects. The slow speed of introduction of modern management methods of planning and organization of work, advanced information and communication technologies in the local self-government process, the lack of adequate modern management knowledge and skills among many leaders, prevents the effective implementation of decisions. This leads to excessive bureaucracy and high budget expenditures in public administration.

Goals and objectives of the study. The purpose of this analytical report is to assess the need for local government leaders to develop their knowledge and skills in modern local governments and, consequently, to develop practical recommendations for improving the short-term training curriculum and teaching aids for modern local and provincial governments.

To achieve this goal, the following tasks are envisaged:

- study of conceptual approaches and international experience in the development of guidelines and manuals in the field of local self-government (on the example of the EU and some CIS countries);
- conducting a sample survey (determining the object, units, composition and size of the sample, developing a questionnaire, collecting data and entering it into the database);
- assessment of the need to improve the knowledge and skills of leaders in the field of local government;
- Development of relevant practical recommendations for improving the effectiveness of management in the field of local government through training and retraining (in particular, recommendations for the development of guidelines and manuals, as well as action plans to improve the knowledge and skills of managers, curricula and training manuals).

Research methods. Comparative analysis, sample statistical observation, descriptive and correlation-regression statistical analysis were used as part of the methodology for this analytical report.

Expected results. The practical recommendations presented in this analytical report can be used in plans, training manuals and various roadmaps developed to increase the effectiveness of local government leaders.

This research is carried out within the framework of the 4th direction of the joint project of the Public Services Agency under the Ministry of Justice of the Republic of Uzbekistan, UNDP and the European Union « Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan.»

Based on the recommendations of this study, it is planned to create the necessary training manuals for local governments and test them in partner districts of the project - Sariosiyo of Surkhandarya region, Dehkanabad of Kashkadarya region, Havas of Syrdarya region and Bakhmal of Jizzakh region and Nurafshan city of Tashkent region.

CHAPTER 1.

CONCEPTUAL ASPECTS AND FOREIGN EXPERIENCE IN THE DEVELOPMENT OF METHODOLOGICAL GUIDELINES AND MANUALS IN THE FIELD OF LOCAL SELF-GOVERNMENT

1.1. MANAGEMENT FOR LOCAL GOVERNMENT LEADERS: THEORETICAL ASPECTS

If we summarize the scientific research in the field of modern public administration, we can divide them into two groups:

- 1) Research in the field of **“New Public Management”**;
- 2) Research in the field of **“Good Governance”**.

At this time, in many developed countries, public administration is carried out simultaneously based on a synthesis of the principles of “Good Governance” and “New Public Management”¹.

“New Public Management” Theory: a Brief Review. “Reinventing government: how the entrepreneurial spirit is transforming the public sector?” created in 1992 by David Osborne and Ted Gaebler², was shown to the scholars. This book contains scientifically based theoretical approaches to the organization of modern public administration, conclusions and recommendations based on the study of advanced foreign experience. Subsequently, the Organization for Economic Co-operation and Development (OECD) analyzed public administration reforms in various countries and generalized “new governance” methods³. After that, scientists began work on further development of the theory of “new public administration”⁴.

The basic principles of “New Public Management” are as follows:

¹Goldfinch, S., & Wallis, J. (2010). Two Myths of Convergence in Public Management Reform. *Public Administration*, 88(4), 1099-1115.

² Osborne, D. E., Gaebler, T. *Reinventing government: how the entrepreneurial spirit is transforming the public sector*. MA: Addison-Wesley, 1992.

³ OECD. *Governance in transition: public management reforms in OECD countries*. Paris: OECD, 1995.

⁴Dunsire, A. (1995). Administrative theory in the 1980s: a viewpoint. *Public Administration*, 73, 17–40.

- *ensuring the economic efficiency of public administration;*
- *ensuring competition between public organizations and private enterprises in the provision of public services;*
- *privatization of inefficient state-owned enterprises and reduction of state participation in the economy;*
- *decentralization of central government in the vertical and horizontal directions on the basis of the principle of subsidiarity;*
- *implementation of socially significant projects on the basis of public-private partnership;*
- *differentiation of public policy and public administration;*
- *application of modern personnel management, financial management, regional marketing, planning and forecasting, project management and optimal decision-making methods in public administration;*
- *use of "outsourcing" and "contracting out" methods in the provision of public services;*
- *informatization of public administration in order to ensure the exchange of information between government agencies and the public and private sectors;*
- *elimination / reduction of budget deficit, etc.*

Today, the New Governance Principles are widely used in the United States, the United Kingdom, and Australia. As a result, it was in these countries that the public sector was highly commercialized, the market economy was further developed, and state participation in it was eliminated or reduced.

It is known that every theory has its shortcomings, and the doctrine of "New Public Management" is no exception. P. Dunleavy and C. Hood summarized the shortcomings of the New Public Management doctrine⁵. Critics can be divided into two groups - supporters of a «strong state» and supporters of a "strong society".

Proponents of a "strong state" group cite the following shortcomings of the New Public Management doctrine: recommendations based on the New Public Management doctrine and aimed at improving the efficiency of public services imply a high level of market relations, ie this doctrine does not analyze underdeveloped market relations; reliance on market relations may reduce the effectiveness of governance in some areas, such as defense, because it has been found that the bureaucratic model of governance in the military has been found to be more effective.

Proponents of a "strong society" criticize the New Public Management doctrine as follows: they believe that the New Public Management doctrine does not pay enough attention to preventing corruption, that is, it does not study the mechanisms of strong public (or civic) control; The introduction of New Public Management principles will lead to the commercialization of the public sector, and as a result, even non-governmental non-profit organizations will be forced to engage in social

⁵Dunleavy, P., Hood, C. (1994). From Old Public Administration to New Public Management. *Public Money & Management*, 14(3), 9-16.

entrepreneurship, prioritizing profitability, as the mechanism of state support for them will weaken⁶.

“Good Governance” Theory of Public Administration: A Brief Review. Since 1996, the World Bank has been monitoring the quality of public administration in nearly 200 countries around the world. According to its methodology, Worldwide Governance Indicators include: citizen participation in important decision-making processes (ie, citizens’ voting opportunities) and accountability of public administration, political stability, public administration efficiency, quality of public policy, the rule of law, and fight against corruption⁷.

The concept of “Good Governance” was first reflected as a holistic concept in the 1997 UN Development Programme documents⁸. Good Governance “was further developed by the World Bank⁹, the International Monetary Fund¹⁰ and the European Union¹¹.

According to the concept of Good Governance, the ultimate goal of public administration is to achieve a high level of trust between the state and society. However, in order to achieve this, public authorities must provide public services not in isolation, but in partnership with citizens, NGOs and businesses, i.e. public administration must be carried out jointly by the state and society. In a sense, this means corporate governance.

According to the concept of “good governance”, in order to introduce corporate governance, the following conditions must be met: partnership of stakeholders (i.e. stakeholders) in solving problems; citizen participation in public administration; prevention of discrimination and injustice; the rule of law and ethics in public administration; accountability of public administration bodies to stakeholders; sustainable development.

The Good Governance School is known for its views on: sustainable economic growth, and not just economic growth; not only the standard of living, but also the quality of life needs to be improved.

The following are the main features of the Good Governance model.

Principles of public administration: openness and transparency in decision-making; accountability of central and local government to citizens; efficiency; rule of law; partnership of the state, business entities, NGOs and citizens in the creation of social benefits.

Form of organization of state and public administration. Government agencies, citizens, business structures, NGOs with common and related goals create appropriate networks for the production of social benefits and organize their management

⁶Eikenberry, A. M., Drapal Kluver, J. (2004). The Marketization of the Nonprofit Sector: Civil Society at Risk? Public Administration Review, 64(2), 132-140.

⁷ <http://info.worldbank.org/governance/wgi/index.asp>.

⁸Governance for Sustainable Human Development. New York : UNDP, 1997.

⁹Kaufmann, Daniel, Kraay, Aart and Mastruzzi, Massimo, The Worldwide Governance Indicators: Methodology and Analytical Issues (September 2010). World Bank Policy Research Working Paper No. 5430.

¹⁰The IMF’s Approach to Promoting Good Governance and Combating Corruption – A Guide. International Monetary Fund. 2005.

¹¹European Governance. A White Paper. Commission of the European Communities, 2001.

through corporate governance¹². In this regard, the e-government mechanism ensures transparency, openness and public participation in public administration. In the Good Governance model, citizens, businesses, NGOs, and government agencies govern in partnership. If necessary, the partnership will be carried out without state participation¹³.

Convenient way to manage human resources. Governance based on the principles of “Good Governance” is manifested in the form of sectoral organizational structures, in particular, “advocacy coalition framework”¹⁴ and is carried out on a public basis. In other words, civil servants, citizens, and non-governmental organizations work based on common values pertaining to the network. Management based on this approach is called Public Value Management in the literature¹⁵.

In the Good Governance model, the content, direction, goals and objectives of public policy are directly determined by civil society, and the role of the state in this regard is to organize public discussion of public policy. Thus, in such a model, the quality of public administration depends primarily on the level of thinking and political activity of civil society representatives and citizens¹⁶.

R. and J. Denhardt founded New Public Service¹⁷ field of study. This field of study complements and perfects the doctrine of Good Governance. The principles of the New Public Service are as follows:

Serving the community, not managing the office;

- *To perceive serving the interests of the people as the goal of public service;*
- *Strategic thinking, democratic management (development and implementation of programs with the participation of civil society);*
- *To serve the population through communication with citizens, not to serve the population by sitting in the office;*
- *Serving the community with openness and transparency;*
- *Putting man first, not productivity;*
- *Putting the interests of society above the interests of state bodies (i.e. ensuring the effectiveness of the state body should not be done at the expense of the interests of society).*

¹²Borzel, T. (1998). Organizing Babylon - On the different conceptions of policy networks. *Public Administration*, 76(2), 253-273; O’Toole, L. J. (1997). Treating Networks Seriously: Practical and Research-Based Agendas in Public Administration. *Public Administration Review*, (1), 45.

¹³Lowndes, V., & Skelcher, C. (1998). The dynamics of multi-organizational partnerships: An analysis of changing modes of governance. *Public Administration*, 76(2), 313-333.

¹⁴ Sabatier P.A. (1998): The advocacy coalition framework: revisions and relevance for Europe, *Journal of European Public Policy*, 5:1, 98-130

¹⁵Stoker, G. (2006). Public value management - A new narrative for networked governance? *American Review of Public Administration*, 36(1), 41-57.

¹⁶ Khudaynazarov, A. (2017). Modern public administration: a review of theory and practice // *Society and Management*, №2, pp. 58-65. - Tashkent: Academy of State Administration under the President of the Republic of Uzbekistan.

¹⁷Denhardt, R.B., Denhardt, J. (2000). The New Public Service: Serving Rather Than Steering. *Public Administration Review*, (6), 549.

Development of guidelines in the field of local government: a review of foreign experience

It should be noted that there are different models of training of civil servants today. Examples include the "model based on legal education", "model based on economic efficiency and business management" and other models.

The model based on legal doctrine is based on Weber's doctrine of bureaucratic management, which was mainly used in Germany in the first half of the twentieth century. Under such a model, management in the public administration system will be based more on absolute adherence to laws and regulations, decision-making without going beyond the scope of authority. In many cases, based on such a model, bureaucracy comes first in the implementation of administration, resulting in underutilization of innovative approaches. Later, the model included elements such as the widespread use of ICT, initiative and public opinion, but its main principle remained to follow the rules.

The "cost-effectiveness and business management-based model" is used in more Anglo-Saxon countries, such as the United States and the United Kingdom. The public servant can also use modern business methods applied in the private sector in his practice, if necessary, and there is a basis for this in the legislation: for example, methods based on forms such as outsourcing, crowdsourcing, public-private partnership and results-oriented management methods. For the first time in Uzbekistan, the introduction of such methods in public administration has been discussed since 2016¹⁸.

If the development of guidelines and manuals is based on a "model based on legal education", then curricula, programs and manuals in the field of public administration or administration are based more on the legal framework of public administration and administration. In Germany, the same approach is used: higher education institutions in the field of public administration play a leading role in this regard and provide teaching and methodological support. In Germany and France, public administration personnel are trained centrally. In France - by the National School of Public Administration (École nationale d'Administration, ENA)¹⁹, in Germany - by the Federal High School of Public Administration (Hochschule des Bundes für öffentliche Verwaltung, HBÖV)²⁰ and the Federal Academy of Public Administration (Bundesakademie für öffentliche Verwaltung, BAKÖV)²¹ in their territories, prepared by branches. The entrant must be a civil servant and can only have a career in public administration if he / she graduates from these universities. Naturally, the professors at these universities will develop guidelines and manuals on municipal management, and these teaching materials will be delivered to the field.

¹⁸ Hudaynazarov, A. (2016). Review of modern theory and practice of public administration. 7-12 b. // Proceedings of the scientific-practical conference "Issues of introduction of modern management methods in public administration." - T.: Academy of Public Administration under the President of the Republic of Uzbekistan. - 260 b.

¹⁹ <https://www.ena.fr/>

²⁰ https://www.hsbund.de/DE/00_Home/home-node.html

²¹ https://www.bakoev.bund.de/DE/00_Home/home_node.html

After gaining independence, in Uzbekistan, training for public administration was carried out until 2016 based on a “model based on legal education”. It should be noted that the textbooks “Public Administration” and “Local Government” were prepared based on more legal disciplines until 2016, and the authors of these textbooks were mostly lawyers. Furthermore, it should be noted that even in the classification of the areas of training, the subject of “Public Administration” has always been officially included in the list of legal disciplines. A similar situation exists in the classification of scientific directions.

On the other hand, if the development of guidelines and manuals is based on the “Economic Efficiency and Business Management-Based Model”, then training curricula, programs and manuals in public administration or governance are based more on the basics of economic theory and business management. If we pay attention, in the US and the UK, public administration personnel training is decentralized - for example, at Harvard Kennedy School²² at Harvard University, masters for public administration are trained decentralized. The training materials developed by the professors at this school include management decision-making methods that provide more cost-effectiveness. Naturally, the methodological guidelines and manuals on municipal management developed by the professors at these universities are widely used in the training of personnel for the field of public administration and are purchased by the municipalities for practical use.

This means that, as mentioned above, textbooks and manuals, often called “Municipal Management”, are developed by university professors who train personnel for local self-government in foreign countries, and these teaching materials are used not only by universities but also by municipal leaders.

As for the experience of the Russian Federation, there is currently an integrated system of professional training for state and municipal services in this country. The most important educational institution providing training for such specialists is the Russian Academy of National Economy under the President of the Russian Federation (Российская Академия народного хозяйства государственной службы при Президенте Российской Федерации - РАНХиГС)²³, and many of its branches are located in almost all regions of the Russian Federation, and these branches contain sufficient amounts of textbooks and teaching materials developed by the academy. Many teachers of the Academy have served in public positions, having practical experience not only in the theoretical solution of social problems, but also in the implementation solutions in the field.

²² <https://www.hks.harvard.edu/>

²³ <https://www.ranepa.ru/>

CHAPTER 2.

EVALUATION OF THE NEED FOR IMPROVING THE COMPETENCES OF LOCAL GOVERNMENT LEADERS

2.1. REVIEW OF RESEARCH METHODOLOGY: SELECTION, SURVEY, DATA ENTRY AND PROCESSING DETAILS

In March of this year (02.03.2020 to 30.03.2020) under the framework of a joint project of the Public Services Agency under the Ministry of Justice of the Republic of Uzbekistan, the United Nations Development Programme and the European Union “Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan”, in Surkhandarya, Kashkadarya, Syrdarya, Jizzakh, Tashkent region and the city of Tashkent a survey of administrative staff of local governments was conducted.

The objectives of the sample survey were: to introduce a KPI system in the practice of assessing the performance of administrative staff at local governments; to identify the need for training of local government staff; to evaluate the need for public participation in the activities of local governments; and to evaluate the need for applying modern management techniques to practice. Based on these goals, the project team developed a survey questionnaire (**Annex 1**).

Table 2.1.1. Age of respondents (distribution by gender and type of organization)

Type of organization	Age		Total	Gender		Total
	Male	Female		Male	Female	
Regional administration/khokimiyat	35,0	44,0	35,3	62	2	64
District / city administration/khokimiyat	36,2	42,8	36,8	37	4	41
Regional division of the ministry / office	34,2	35,8	34,5	95	20	115
Ministry / Office District / City Division	31,1	28,5	30,3	30	12	42
Regional Council of People's Deputies	55,9	54,8	55,5	11	6	17
District / city Council of People's Deputies	45,7	43,0	45,5	11	1	12
Assembly of District (makhalla) citizens	43,0	48,0	44,4	15	6	21
Regional branch of a public organization	45,8		45,8	4	0	4
District or city branch of a public organization	35,0	29,5	32,8	3	2	5
Business entity	39,2	37,3	38,9	18	4	22
NGO	37,0	19,0	33,4	4	1	5
Media and bloggers	42,7	32,0	41,1	6	1	7
Other organizations and experts	37,9	38,7	38,1	72	24	96
Total	36,9	38,1	37,1	368	83	451

The planned sample size for each region was 130 and for the six regions - 780 people (**Annex 2**), but for various reasons, the actual sample size, in fact, was 451 people. In addition, questionnaires that were poorly completed and whose logical sequence of responses were broken were not included in the database.

In fact, a total of 451 respondents participated in the survey. Their average age was 37.1, including 368 males and 83 females (**Table 2.1.1**).

Representatives of local government administration, NGO leaders, parliament deputy's, entrepreneurs, journalists and bloggers, as well as independent experts took part in the survey.

Based on the goals and objectives we set for ourselves in this study, we used data primarily to identify the need for in-service training for local government staff.

The data was entered into a database created in Excel and then transferred to a database in IBM SPSS Statistics 23.0.

2.2. OUTCOMES OF THE ASSESSMENT OF THE NEED TO IMPROVE THE KNOWLEDGE AND SKILLS OF LOCAL GOVERNMENT LEADERS

Details of the selection. To analyze the need to improve the knowledge and skills of local government leaders, we singled out the selection of local government administrative staff because we assumed that respondents who did not work in local government did not know the procedures in these organizations. Indeed, for example, an entrepreneur or blogger should know exactly what knowledge and skills can be developed in district administration leaders. In governance, leaders face real problems and a certain knowledge potential is needed to solve them. So, it is natural that governors and government officials know better than anyone what kind of knowledge and skills they need to acquire.

For a total of six regions, our sample size was 451 people, of which the total number of administrative staff of local governments was 262 people, including 224 men and 38 women.²⁴

Suppose we only covered the khokimiyats as an object. In that case, the choice we need will be reduced several times. Therefore, we assumed that khokimiyats and local divisions of ministries and departments are the same object in terms of training of administrative staff (for this purpose, employees of local divisions of khokimiyats are trained on the basis of the same curriculum in local government, suffice it to assume that there is a need). That is, we selected exactly 262 people from the 451-person sample, assuming that, as noted above, respondents who do not work in local government bodies are not familiar with the procedures in these bodies.

In Surkhandarya, Kashkadarya, Syrdarya, Tashkent, for various reasons, respondents from district (city) divisions of ministries or departments did not participate.

²⁴ This is, in a sense, a sign of gender inequality among employees in local government.

Representatives of district (city) khokimiyats in Syrdarya region and Tashkent did not take part in the survey. In Kashkadarya region and Tashkent, in practice, only 21 and 22 respondents respectively were included in the selection of administrative staff of local governments, which, of course, is not enough to draw representative conclusions for these regions (Table 2.2.1).

In addition, the analysis did not separate the local government at the regional (Tashkent) and district (city) levels, as we saw them as a single local government, because this allowed us to increase the sample size and achieve representativeness. We also assumed that the data obtained was random.

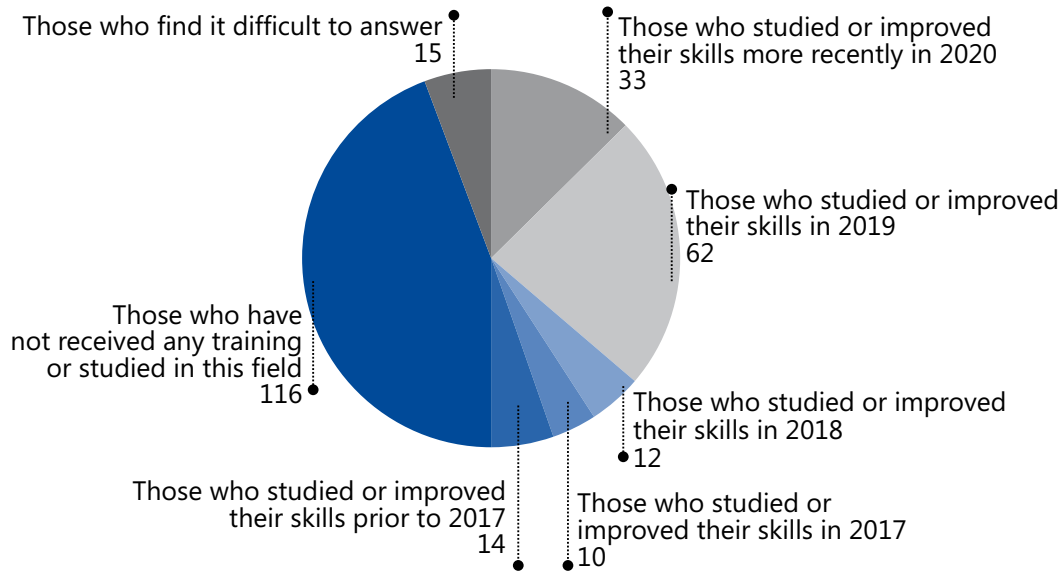
Respondents’ competences in local government leadership. It should be noted that *among the respondents of local governments, the number of those who improved their skills in state or local government courses or studied at the Academy of Public Administration or its branch was low - only 131 out of 262 people, i.e. half. However, it was found that 116 people had not yet been trained or educated at all in this field (Annex 3). This result indicates that the need for professional development in public administration in the field of public / local administration is very high.*

It should be noted that from year to year in the regions the scale of vocational training and advanced training in short-term courses of state or local government is growing. For example, while in 2017 only 10 people attended the courses, by 2019 that number had risen to 62. In the first quarter of 2020, 33 people attended the courses, and by the end of this year, that number could quadruple (Figure 2.2.1). The reason for this was the establishment of regional branches of the Academy of Public Administration under the President of the Republic of Uzbekistan in 2018 in accordance with the Decree of the President of the Republic of Uzbekistan dated August 6, 2018 No PP-3901.

Table 2.2.1. Selection of administrative staff of local governments (by gender of respondents, regions and types of organizations), person

Region	Gender	Regional Administration/ Khokimiyat	District / city administration/ Khokimiyat	Ministry / Agency Regional Office	Ministry / Agency district / city department	Total
Surkhandarya region	Male	21	6	22	0	49
	Female	0	2	4	0	6
Kashkadarya region	Male	3	16	0	0	19
	Female	0	1	1	0	2
Syrdarya region	Male	14	0	21	0	35
	Female	2	0	3	0	5
Jizzakh region	Male	18	9	16	7	50
	Female	0	1	3	0	4
Tashkent region	Male	5	6	16	23	50
	Female	0	0	8	12	20
Tashkent city	Male	1	0	20	0	21
	Female	0	0	1	0	1
Total	Male	62	37	95	30	224
	Female	2	4	20	12	38
Total		64	41	115	42	262

Figure 2.2.1. Training of administrative staff of local governments in the field of management (in the total surveyed areas), among a total of 262 people



If we look at the figures, it turns out that the short-term courses were attended mainly by regional (Tashkent city) departments of ministries or agencies: 115 out of 262 people (Annex 3).

If we look only at local governments, the situation is almost the same: almost half of the 105 respondents, i.e. 52, have not been trained in art of state or local government management; Thirty-nine people confirmed that they had completed the training in 2017 and beyond (Figure 2.2.2).

Analysis by regions showed an almost similar situation. The analysis was not conducted for the city of Tashkent and Kashkadarya region, as in practice only 21 and 22 respondents in these regions were included in the selection of administrative staff of local governments. In this case, the conclusions drawn for these two regions are not representative. With the exception of Tashkent and Kashkadarya region, the sample (by regions) formed to analyze the training or retraining of administrative staff in local government was 219 (Figure 2.2.3).

Figure 2.2.2. Training of administrative staff of local administration/ khokimiyats in the field of management (by type of organization), a total of 105 people

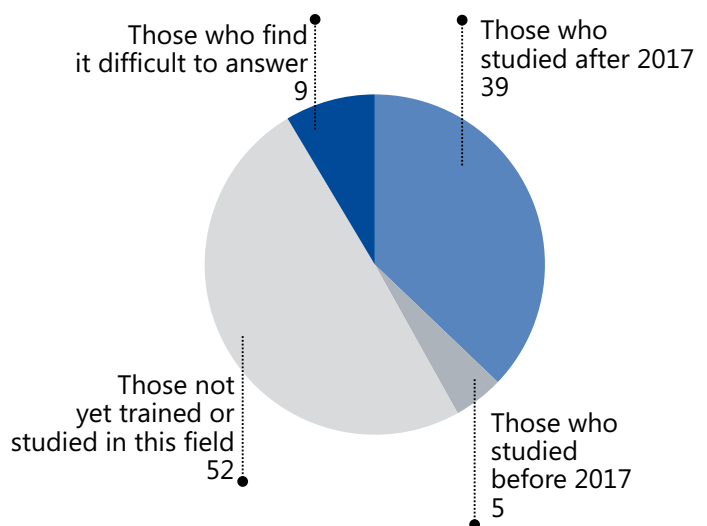
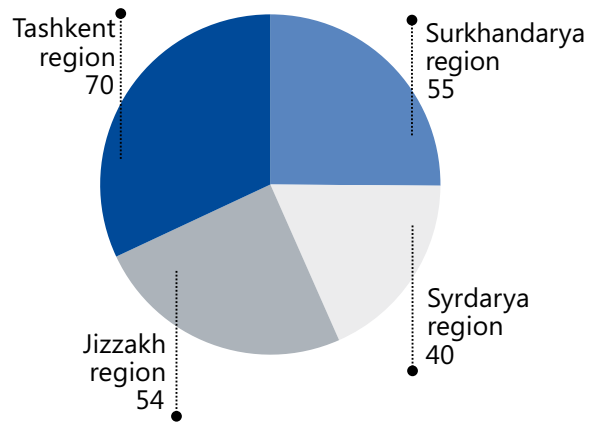


Figure 2.2.3. Sampling (by regions) to analyze the training or retraining of administrative staff of local governments, total: 219 people

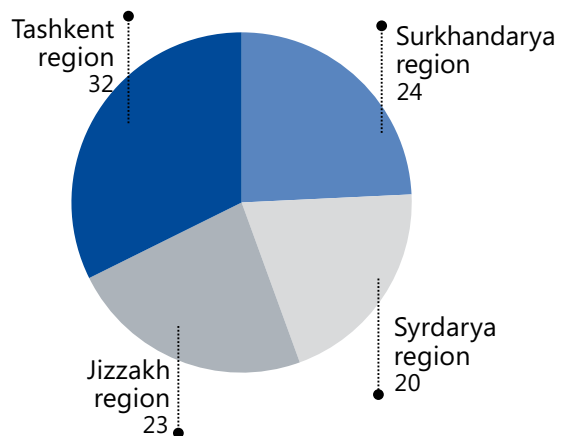


The impact of vocational training and development on career growth. During the analysis, a very interesting correlation was identified: vocational training and professional development seem to affect career growth. For example, after 2018, 61 out of a total of 107 people trained and retrained in public and local government specialties were found to have been promoted in the last year. This connection has been further strengthened since 2019: 57 out of 95 people have been promoted. Recently, 24 of the 33 people who studied and improved their skills in 2020 were promoted (**Table 2.2.2**). This is supported by the positive trends in human resource management in the state and local government.

The need for improving knowledge and skills in local government management. The next step was to study in which areas there is a need for training in local government management and to what extent there is a need. When compiling the list of academic subjects, subjects that did not duplicate each other in content and complement each other as much as possible were selected. This is confirmed by the double linear correlations between the indicators of academic needs (**Annex 4**). All the obtained correlation coefficients were found to be significant for the population with 99% reliability. Hence, there is no multicollinearity between the indicators of the needs of the academic disciplines, i.e. it has been shown that each academic subject has its own learning objectives and learning content. This is a very important result, because it is not advisable to replace the indicators of the need for academic subjects. On the contrary, they are supposed to complement each other.

In order to study the need to improve knowledge and skills in local government, respondents were asked the following question: **In order to further increase the**

Figure 2.2.4. Training or retraining of administrative staff of local governments after 2017 (by regions), total: 99 people



2.2.2-жадвал. Касбга ўқиш ва малака оширишнинг лавозим ўсишига таъсири

			Q: Have you been promoted in the last 2 years?			Total
			Yes	No	Found it difficult to answer	
Q: When did you improve your skills or study at the Academy of Public Administration or its branch?	Recently in 2020	People	24	7	2	33
		%	72,7	21,2	6,1	100
	In 2019	People	33	24	5	62
		%	53,2	38,7	8,1	100
	In 2018	People	4	6	2	12
		%	33,3	50,0	16,7	100
	In 2017	People	3	6	1	10
		%	30,0	60,0	10,0	100
	Prior to 2017	People	9	5	0	14
		%	64,3	35,7	0,0	100
	I have not yet studied or participated in any trainings	People	57	47	12	116
		%	49,1	40,5	10,3	100
	I have a hard time answering	People	6	4	5	15
		%	40,0	26,7	33,3	100
	Total	People	136	99	27	262
		%	51,9	37,8	10,3	100

Note: According to the Pearson xi-square test, the xi-square statistic is 20.9 and the p-value is 0.5, i.e., the results obtained are significant for the overall set with 95% reliability.

efficiency of regional and district (city) governments/khokimiyats, in what field / discipline do you think it is necessary to improve skills? (Evaluate each field / subject from 0 to 10 according to the level of need for a more in-depth study; if you find it difficult to answer, leave the box blank).

The results of the analysis showed that the highest need for knowledge and skills development in the local governments of the experimental areas **was distributed in the following five disciplines** (Figure 2.2.5):

“Modern results-oriented management (principles, methods and models) in the management system of local government” - 7.5 points.

“Strategic planning of local development (planning of economic development, including the construction of urban, market and social infrastructure) and ensuring civilian participation in these projects” - 7.5 points.

“Social sphere (labor, education, health, culture, sports, arts, social infrastructure), economy and social policy (poverty reduction, youth and women’s employment, etc.)” - 7.5 points.

“Sectoral economics and public sector policy” - 7.3 points.

“Management of human resources (personnel) in local government” - 7.2 points.

Representatives of local khokimiyats (mayor’s office) preferred to study the following subjects (**Figure 2.2.5**):

“Modern results-oriented management (principles, methods and models) in the management system of local government” - 7.7 points.

“Sectoral economics and public sector policy” - 7.7 points.

“ Strategic planning of local development (planning of economic development, including the construction of urban, market and social infrastructure) and ensuring civilian participation in these projects ” - 7.6 points.

“Management of human resources (personnel) in local government” - 7.5 points.

The need to improve skills in the above disciplines stems from the goals and challenges of today’s khokimiyats. For example, the government’s commitment to poverty reduction and youth and women’s employment was reflected in these responses - in particular, *local government respondents preferred to study Social Economy and Social Policy with the highest priority (8 points).*

This is clearly confirmed by another result: **“What do you think should be included in the evaluation of the effectiveness of the district / city administration? (Assess the scale of importance of each sector from 0 to 10 points) ”**, they considered the “ Development of the social sphere, reduction of poverty and unemployment ” goal as a priority (8 points), especially the representatives of the regional (Tashkent city) khokimiyat set it as the highest priority (8.4 points).

Figure 2.2.5. The need for educational disciplines in local government bodies (including khokimiyats), the level of priority: from 0 to 10



Formation of educational discipline groups aimed at improving knowledge and skills in local government: the results of the analysis of key components.

To perform the analysis of the main components, it is first necessary to check that the sample fits into the main set and is normally distributed in the cross section of the dimensions. As a result of the Kaiser-Meyer-Olkin test, the Kaiser-Meyer-Olkin statistic was found to be equal to 0.934, i.e., above the critical value (0.5). Hence, the sample meets the analysis requirements. According to the results of the Bartlett test, the r-value is equal to 0, i.e. less than 0.05, i.e. the sample corresponds to a multidimensional normal distribution. In conclusion, it is possible to analyze the main components in this selection, and such an analysis was performed, i.e., the need for academic disciplines and the degree of correlation between the main components were determined and the content of the main components was analyzed accordingly (Table 2.2.4).

As a result of the analysis of the main components, the following groups of academic disciplines were formed to improve leadership knowledge and skills in local government:

Educational disciplines related to the management of processes in the system of local government:

- *Modern results-oriented management in the local government management system (correlation rate with the first component is 0.674);*
- *Financial management in local government organizations (0.816);*
- *Human resource (personnel) management in local government (0.733);*
- *Strategic planning of local development (aspects of regional strategic management) (0.713);*

Table 2.2.3. Level of priority of the goals assessed by the respondents in the assessment of the effectiveness of local government, average score (0 to 10 points)

Type of Organization	Development of market of infrastructure, increase of production capacity	Social sector development, poverty and unemployment reduction	Increasing productivity through innovation and human capital development	Improving the business, investment climate / security of private property	Improving the environment
Khokimiyat of the region (Tashkent city)	7,9	8,4	7,6	8,4	6,9
District (city) khokimiyat	7,9	8,1	7,8	7,3	6,6
Regional division of a ministry or agency	7,8	8,1	7,4	8,0	7,0
District (city) division of a ministry or agency	6,5	6,8	5,7	6,8	5,9
Total	7,4	8,0	7,1	7,6	6,8

Educational disciplines related to the management of processes outside the system of local government:

- *Development of public-private partnership (correlation rate with the second component is 0.769);*
- *Time and action management (development of road maps, network graphing, etc.) (0.706);*
- *Social Sphere Economics and Social Policy (0.580);*
- *Sectoral economics and public sector policy (0.695);*
- *Project Management (0.599);*

Educational disciplines related to the management of the process of working with the community and the public by the local government:

- *Organizational and managerial psychology and leadership (correlation rate with the second component is 0.793);*
- *Public participation and control in local government (0.707).*
- *The selected components account for 70.6% of the total variation in the need for vocational training and skills development..*

Table 2.2.4. Correlation of key components with the need for academic disciplines

Module/Educational Discipline	Main Component		
	1	2	3
Modern results-oriented management (principles, methods and models) in the management system of local government	0,674	0,317	0,334
Financial management in local government organizations (on the basis of public participation)	0,816	0,188	0,325
Management of human resources (personnel) in local government	0,733	0,414	0,116
Strategic planning of local development	0,713	0,428	0,175
Project management	0,522	0,599	0,210
Development of public-private partnership	0,358	0,769	0,029
Time and action management	0,211	0,706	0,248
Social sphere economics and social policy	0,369	0,580	0,316
Sectoral economics and public sector policy	0,201	0,695	0,395
Organizational and managerial psychology and leadership	0,175	0,393	0,793
Public participation and oversight in local government	0,519	0,110	0,707

Note: The components were separated using the Varimax method using Kaiser normalization.

CHAPTER 3.

IMPROVING THE CURRICULUM AND TEACHING AIDS TO DEVELOP THE KNOWLEDGE AND SKILLS OF LOCAL GOVERNMENT LEADERS IN MODERN LOCAL GOVERNMENT

3.1. IMPROVING THE SHORT-TERM CURRICULUM TO DEVELOP THE KNOWLEDGE AND SKILLS OF LOCAL GOVERNMENT LEADERS ON MODERN LOCAL GOVERNANCE

The analysis of the second part of this analytical report showed that the highest need to improve the knowledge and skills of administrative staff in local government in the experimental areas was distributed among the following five disciplines: “Modern results-oriented management (principles, methods and models) in the management system of local government” - 7.5 points, “Strategic planning of local development (planning of economic development, including urban planning, construction of market and social infrastructure) and ensuring civilian participation in it” - 7.5 points, “Social sphere (labor, education, health, culture, sports, arts, social infrastructure) economy and social policy (poverty reduction, youth and women’s employment, etc.)” - 7.5 points, “Sectoral economics and public sector “Policy” - 7.3 points, “Management of human resources (personnel) in local government” - 7.2 points.

However, it should be noted that all of the above disciplines are more economic and management disciplines. Curriculum for professional development and retraining for public and local government can be based on economics and management sciences or legal sciences, or a synthesis of both. For the conditions of Uzbekistan, it would be wrong to completely abandon the legal disciplines and modules. Therefore, it is recommended to include the module of “Administrative procedures (processes) and public services in the field” in the curriculum²⁵.

It is also recommended to address the issue of shortening the names of the above disciplines and adapting them to local government. For example, it would be appropriate to change the name of the subject “Economics and Social Policy” to “Local Social Policy”.

²⁵ This is because khokimiyats are required to follow direct administrative procedures in their activities. In our future research, it is recommended to study the needs for these disciplines and modules in more depth.

Table 3.1.1. Short-term training (recommended) curriculum for the “Modern local government” specialty

	The name of the subject	Total, academic hours	Lecture	Practical training	Distribution of hours by week	
					1st week	2nd week
1	Local social policy	8	4	4	4	4
2	Results-oriented management in local government	8	4	4	4	4
3	Strategic planning of local development	8	4	4	4	4
4	Human resource management in local government	8	4	4	4	4
5	Development of public-private partnership in the regions	4	2	2	4	-
6	Organizational behavior and culture in the local government system	4	2	2	-	4
7	Local economic policy	8	4	4	4	4
8	Public finance management based on public participation	8	4	4	4	4
9	Local project management	8	4	4	4	4
10	Local administrative procedures and public services	8	4	4	4	4
	Total	72	36	36	36	36

As a result, it is recommended to conduct a 72-hour short-term (two-week) training to develop the knowledge and skills of managers working in the local government system, and its curriculum is shown in the table below. This curriculum is based on the important goals, objectives and problems of local governments today. It should be noted that the main emphasis in the curriculum is on economics and modern management, and only “Local administrative procedures and public services” can be found in the legal sciences. This curriculum is based more on the “Economic Efficiency and Business Management-Based Model” of leadership training for the civil service and focuses on the introduction of modern methods of business management in the practice of leading officials.

A sample group of participants of short-term training in the “Modern local government” specialty is attached to this report (**Annex 5**).

3.2. GUIDELINES FOR THE PREPARATION OF TEACHING MATERIALS AIMED AT IMPROVING THE KNOWLEDGE AND SKILLS OF LOCAL GOVERNMENT

We recommend the development of teaching aids in the following 10 disciplines with the highest need to improve the knowledge and skills of administrative staff in local government:

- *“Results-oriented management in local government”;*
- *“Strategic planning of local development”;*
- *“Local social policy”;*
- *“Local economic policy”;*
- *“Human resource management in local government”;*
- *“Organizational Behavior and Culture in the Local Government System”;*
- *“Public control in local government”;*
- *“Local Finance Management (with public participation)”;*
- *“Local Project Management”;*
- *“Local administrative procedures and public services”.*

It is recommended to use textbooks and manuals on various aspects of municipal governance (finance, human resources, projects, housing and communal services, strategic planning, etc.) in the field of local government in advanced foreign countries during the preparation of teaching aids.

1. It is recommended to use the following textbooks and manuals in the preparation of teaching materials on management in the local government system:

1. *Newell, C. (Ed.). (2004). The effective local government manager (3rd ed.). Washington, D.C.: ICMA Press. ISBN: 0873261437;*
2. *Stenberg, C. & Austin, S. (Eds.). (2007). Managing local government services: A practical guide. Washington, D.C.: ICMA Press. ISBN: 0873267095;*
3. *Powell, O. (2002). City management: Keys to success. Bloomington, IN: Authorhouse;*
4. *Peters, B. Guy. Advanced Introduction to Public Policy. Cheltenham, UK: Edward Elgar, 2015;*
5. *Spicer, Zachary, Joseph Lyons, and Kate Graham. 2019. Local Government in Practice: Cases in Governance, Planning and Policy, PA 9901 Custom Edition. Toronto: Emond;*

2. It is recommended to use the following textbooks and manuals in the preparation of teaching materials on financial management in the local government system:

1. *Graham, Andrew. Canadian Public Sector Financial Management, 2nd Edition. (Kingston, Canada, Queen’s University, School of Policy Studies, 2014);*
2. *Robert L. Bland, A Budgeting Guide for Local Government. 3rd edition Washington, D.C.: International City/County Management Association, 2013;*
3. *Yescombe, E.R. 2014. Principles of Project Finance. 2nd ed. MA: Elsevier.*

4. Ronald C. Fisher. *State and Local Public Finance*, fourth edition, Oxford: Routledge, 2016;

5. Ronald C. Fisher. *Instructor's Manual to accompany State and Local Public Finance*, Chicago: Irwin, Inc., 1996;

3. It is recommended to use the following textbooks and manuals in the preparation of teaching materials on project management on the basis of public-private partnership in the local government system:

1. Grimsey, Darrin and Mervin K. Lewis. 2007. *Public-Private Partnership: The Worldwide Revolution in Infrastructure Provision and Project Financer*. Cheltenham, UK: Edward Elgar Publishing Limited;

2. Chan, Albert P. C. and Esther Cheung. 2013. *Public Private Partnerships in International Construction: Learning from Case Studies*. New York: Routledge;

3. Delmon, Jeffrey. 2011. *Public-Private Partnership Projects in Infrastructure: An Essential Guide for Policy Makers*. New York: Cambridge University Press;

4. Schwartz, Gerd, Ana Corbacho, and Katja Funke, eds. 2008. *Public Investment and Public Private Partnerships: Addressing Infrastructure Challenges and Managing Fiscal Risks*. New York: Palgrave Macmillan;

5. Yescombe, E.R. 2007. *Public-Private Partnerships: Principles of Policy and Finance*. Burlington and Oxford: Butterworth-Heinemann;

6. United States Department of Transportation, Federal Highway Administration. *User guidebook on implementing public-private partnerships for transportation infrastructure projects in the United States*. 2007. Report, Washington, D.C.: Office of Policy and Governmental Affairs (http://www.fhwa.dot.gov/ipd/pdfs/ppp_user_guidebook_final_7-7-07.pdf).

4. It is recommended to use the following textbooks and manuals in the preparation of teaching materials on organizational behavior management and leadership in the local government system:

1. Albert J. Mills et al., *Organizational Behaviour in a Global Context*, Peterborough, Ontario: Broadview Press, 2007;

2. Siegel, David. 2015. *Leaders in the Shadows: The Leadership Qualities of Municipal Chief Administrative Officers*. Toronto: UTP.

5. It is recommended to use the following textbooks and manuals in the preparation of teaching materials on strategic planning and economic development of the region in the local government system:

1. Bryson, J. M. (2011). *Strategic Planning for Public and Non Profit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement*. Fourth Edition. San Francisco: Jossey-Bass;

2. *Stimson, Stough and Roberts, Regional Economic Development: Analysis and Planning. Springer, 2006.*

6 Critical reviews of theories of public administration, regional economic theory and modern approaches to local government effectiveness can be found in the following articles:

1. *Dahl, Robert. 1947. "The Science of Public Administration: Three Problems." Public Administration Review 7 (1): 1-11;*

2. *Kaufman, Herbert. 1956. "Emerging Conflicts in the Doctrines of Public Administration." American Political Science Review 50 (4): 1057-1073;*

3. *Ostrom, Vincent. 1971. "Public Choice: A Different Approach to the Study of Public Administration." Public Administration Review 31 (2): 203-216;*

4. *Nishizawa, Toshiro. 2011. "Changes in Development Finance in Asia: Trends, Challenges, and Policy Implications." Asian Economic Policy Review. Volume 6, Issue 2 (December);*

5. *Michael Porter, "Location, competition, and economic development: Local clusters in the global economy," Economic Development Quarterly, Vol. 14, No. 1 (February 2000): 15-34. See the articles in this issue for more on clusters;*

6. *Edward W. Hill and John F. Brennan, "A Methodology for Identifying the Drivers of Industrial Clusters: The Foundation of Regional Competitive Advantage," Economic Development Quarterly, 14(1), pp. 65-96;*

7. *Batelle and Mass Insight, Choosing to Lead: The Race for National R&D Leadership and New Economy Jobs, pp, 30-41;*

8. *Stephen M. Wheeler, "The New Regionalism: Key Characteristics of an Emerging Movement," Journal of the American Planning Association 68, no. 3 (Summer 2002): 267-278;*

9. *Robert A. Beauregard, "The Employment Fulcrum: Evaluation Local Economic Performance," EDQ 13, no. 1 (February 1999): 8-14;*

10. *Terry F. Buss and Laura C. Yancer, "Cost-Benefit Analysis: A Normative Perspective," EDQ 13, no. 1 (February 1999): 29-37.*

It should be noted that a practicum is not a textbook and it is very different from the textbook. The textbook has a universal character, in which the teaching material has a more theoretical meaning. There are a number of popular and well-known textbooks all over the world. However, the practicum is designed to provide trainees with practical work experience.

Box 3.2.1 (template / recommendation for the manual). The main part of the text of each lecture (except for questions, tests and cases attached to the lecture) should follow the this format: Times New Roman, 13 font, 1 interval, upper, lower and right 1.5 and left 2 and not more than 5-6 pages should. The lecture plan and key words should be given at the beginning of the lecture. At least 5 questions (with separate

answers), 5 tests (with separate solutions) and 1 case (real-life problem situation, 2 questions and answers) should be presented at the end of the lecture.

Each presentation should not exceed 10-12 slides. A lecture plan should be provided at the beginning of the presentation. Presentation slides should not contain parts of text that are densely packed in small print.

Each hands-on session should be accompanied by appropriate presentation slides or other types of handouts. The hands-on session can take the form of a case discussion, a game, or a roundtable discussion.

When preparing the manual, the answers to the questions, tests and case studies should be given in the form of an Annex at the end of the manual. It is recommended that the text of the manual does not exceed 100 pages.

It is recommended to prepare a textbook on the subject in a concise, clear format, rich in illustrations and analysis of the practical situation. Educational materials (training module folder) include a textbook (intended as a textbook used as a universal textbook in advanced foreign countries), teaching aids, texts and presentations of lectures, practical training presentations, sample questions, cases and tests (with solutions and answers) **(Box 3.2.1)**.

Based on the purpose of this study, the case studies and practical examples to be used in the training materials are to be based on the examples from partners for the Public Service Agency under the Ministry of Justice of the Republic of Uzbekistan, UNDP and the European Unions joint project "Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan" from Surkhandarya, Kashkadarya, Syrdarya, Jizzakh and Tashkent region khokimiyats.

CONCLUSION

In this analytical report, the assessment of the need for local government leaders to develop knowledge and skills in modern local governance and, consequently, provide practical recommendations for improving the short-term training curriculum and teaching aids for modern local government has been completed (in particular, curricula and training recommendations for the development of methodological guidelines).

In the training of management personnel for the modern field of local government, advanced foreign countries mainly rely on two models - "model based on legal doctrine" and "model based on economic efficiency and business management." Under the first model, management in the public administration system is based more on absolute adherence to laws and regulations, as well as decision-making without going beyond the scope of authority. Based on such a model, for example, in Germany and France, management staff is trained on the basis of unified curricula and programs in a special higher education institution and its branches. According to the second model, the public administrator, if necessary, uses modern business methods applied in the private sector (eg, outsourcing, crowdsourcing, form-based methods, public-private partnership, results-oriented management methods) in his practice and the law allows it.

After the independence of Uzbekistan, the first model of training for public administration was used until 2016. The elements of the second model have been discussed in the scientific community and the general public since 2016, and from 2017 some of its elements (management in the public administration system, public-private partnership, etc.) were introduced into the APA curriculum.

Today, local governments are required to be proactive, effective, take into account the interests of the people and the public, and come up with creative solutions. This, in turn, requires a radical increase in the management skills of managers working in local government, and, if necessary, their use of business management methods in practice.

Under the framework of the joint project of the Public Service Agency under the Ministry of Justice of the Republic of Uzbekistan, UNDP and the European Union "Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan" in March of this year (from 02.03.2020 to 30.03.2020) a survey of administrative and management staff of local governments was conducted in Surkhandarya, Kashkadarya, Syrdarya, Jizzakh, Tashkent region and the city of Tashkent.

Exactly 262 participants (administrative staff working in the local government system) were selected from the 451 staff members. If we look at the selection, there is

a clear gender inequality in the administrative staff of local governments: among 382 respondents, the number of women was only 38.

The analysis showed that 131 out of 262 respondents, i.e. half, had improved their skills in public / local / public administration courses or studied at the Academy of Public Administration or its branch. 116 people reported that they had not yet been trained or educated in the field. This result indicates that the need for training in local government in the field of state and local government is extremely high.

In addition, the highest need to improve the knowledge and skills of local authorities in the experimental areas was distributed in the following five disciplines:

“Modern results-oriented management (principles, methods and models) in the management system of local government” - 7.5 points.

“Strategic planning of local development (planning of economic development, including the construction of urban, market and social infrastructure) and ensuring civilian participation in these projects” - 7.5 points.

“Social sphere (labor, education, health, culture, sports, arts, social infrastructure) economy and social policy (poverty reduction, youth and women’s employment, etc.)” - 7.5 points.

“Sectoral economics and public sector policy” - 7.3 points.

“Management of human resources (personnel) in local government” – 7.2 points.

Based on the above results:

- a 72-hour short-term (two-week) training curriculum was developed to develop the knowledge and skills of managers working in the local government system.
- training and retraining in the field of local government, the number of trainees (by region) and
- guidelines have been developed for the preparation of teaching materials to be used in in-service training and retraining in the field of local government (see Section 3 of this report).

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ANNEX

ANNEX 1. SURVEY

Survey

Dear respondent. This form is filled out anonymously. The purpose of the survey is to develop criteria for the effectiveness of partner district / city khokimiyats, to study the views of experts and develop recommendations on how to improve the skills of their staff and the proper organization of public participation in government.

Thank you for your feedback.

A. GENERAL INFORMATION ABOUT THE RESPONDENT		Code
A1	How old are you? _____	
A2	Your gender: <input type="checkbox"/> male <input type="checkbox"/> female	
A3	Type of organization: Khokimiyat: <input type="checkbox"/> region khokimiyat <input type="checkbox"/> district khokimiyat	
	Ministry and republican office: <input type="checkbox"/> regional administration <input type="checkbox"/> district (city) department	
	Councils: <input type="checkbox"/> Regional Council of People’s Deputies <input type="checkbox"/> District (city) Council of People’s Deputies	
	<input type="checkbox"/> Assembly of District (makhalla) citizens Public organization: <input type="checkbox"/> regional branch <input type="checkbox"/> district (city) division	
	<input type="checkbox"/> business entity <input type="checkbox"/> NGO <input type="checkbox"/> media and bloggers <input type="checkbox"/> other categories of organizations	
A4	Your position (choose only one option):	
	Specialist, Lead / Chief Specialist (or similar category of employee)	1
	Secretariat / Department / Sector / Group Manager (Head, Deputy)	2
	Leader / First Deputy Chairman / Deputy Chairman / Chairman	3
	MP	4
	Entrepreneur	5
	Journalist, blogger	6
	Other (write if necessary):	7
B. EVALUATION OF THE EFFICIENCY OF GOVERNMENT ACTIVITIES		
B1	In your opinion, are the activities of district (city) departments of ministries and republican agencies and district (city) khokimiyats evaluated on the basis of specific criteria? <input type="checkbox"/> yes <input type="checkbox"/> no <input type="checkbox"/> I don’t know	
B2	In your opinion, which of the following criteria should be used to assess the effectiveness of district (city) departments of ministries and republican agencies and district (city) khokimiyats? (Rate each of the following criteria from 0 (lowest) to 10 (highest) points according to the level of priority)	
	Official statistics (for example, gross regional product per capita, etc.)	
	Indicators of achieving the United Nations Sustainable Development Goals, as Uzbekistan is committed to achieving them	
	Appeals of the population and entrepreneurs and the level of their satisfaction	
	Results of public opinion polls conducted by non-governmental organizations	
	Prices published in the media, on websites (by bloggers)	
	Evaluations of Republican / Regional Leaders	
	Evaluations of public councils under khokimiyats / agencies	
	Estimates of local councils of people’s deputies	
	Ratings of local government bodies	
	I have a hard time answering	
	If you have an opinion on another criterion, write it down and set a priority:	

B3	Which of the following criteria do you think should be included in the evaluation of the effectiveness of the district / city administration? (Rate each area from 0 (lowest) to 10 (highest) according to its level of importance)	
	Development of market infrastructure, increase of production capacity	
	Social sector development, poverty, and unemployment reduction	
	Increasing productivity through innovation and human capital development	
	Improving the business, investment climate / security of private property	
	Improving the environment	
	I have a hard time answering	
	If you have an opinion on another criterion, write it down and mark its importance:	
B 4	To further increase the efficiency of the district (city) administration, in your opinion, which factor should be given more attention? (Evaluate each factor from 0 (lowest) to 10 (highest) according to its level of importance. If you cannot assess the significance of a factor, then leave the appropriate box unevaluated)	
	Expansion of the local budget under the jurisdiction of the khokimiyat (i.e. due to the transfer of some taxes and revenues to the local budget, and not to the republican budget)	
	Addressing the shortage of highly qualified personnel in public administration and related areas in the region	
	Giving the khokimiyat the power to change the staffing team and the number of staff to a certain extent based on the assigned tasks and opportunities - this will allow optimizing the workload and deepening the specialization	
	Establish a scientific-analytical (intellectual) center under the administration and establish a system of long-term strategic planning	
	Granting additional powers to the khokimiyat (including the independent construction of certain social and physical infrastructure facilities without waiting for permission from a higher authority)	
	Establishment of an international relations department in the khokimiyat and its direct international relations in attracting investors or exchanging experience	
	Elimination of corruption in local government bodies and district departments of ministries and departments of the republic	
	Introduce a system of electing one of the active citizens of the district (except for the mayor) to the chairmanship of the local council of deputies and reporting to the district council of deputies; participation of the population, deputies of local councils, public organizations, mass media in the decision-making of important decisions in the khokimiyat with their critical approaches; Ensuring broad public participation in the development and implementation of relevant district / city development programs	
	Establishment of a separate specialized unit in the khokimiyat for personnel management (creation, selection, evaluation, promotion, professional development, improvement of the corporate organizational culture - the environment, the formation of a team spirit)	
	Improving the logistics of employees in the workplace (ICT, Internet access)	
	Develop initiative in lower level khokimiyat employees and strengthen their participation in khokimiyat decisions	
	Transfer of some khokimiyat functions to the private sector (for example, waste collection, sorting, and processing in khokimiyats, involvement of a consulting firm in strategic planning, etc.)	
	Subordination of ministries and departments of the Republic to the full khokimiyat (along with the budget and powers) and khokimiyat should be responsible for the full territory - full decentralization	
	There are many functions in the khokimiyat, they should be responsible only for certain areas, the relevant ministries and agencies should be responsible for the development of all key areas - functional responsibility	
	Other (write if you have an opinion about another factor and rate its importance):	
	C. INCREASING THE QUALIFICATION OF PERSONNEL (TRAINING)	
C1	When did you improve your skills in state / local / public administration courses or study at the Academy of Public Administration or its branch (select one answer)?	
	Recently, in 2020	1
	In 2019	2

	In 2018	3
	In 2017	4
	Before 2017 (provide the year):	5
	I have not trained or studied in this field yet, but I have set a goal to improve or study	6
	I have a hard time answering	7
S 2	To further increase the efficiency of regional and district (city) khokimiyats, in what field / science do you think it is necessary to improve skills? (Evaluate each field / subject from 0 to 10 points according to the level of need for more in-depth study; if you find it difficult to answer, leave the box blank)	
	Modern results-oriented management (principles, methods and models) in the management system of local government	
	Financial management in local government organizations (on the basis of public participation)	
	Management of human resources (personnel) in local government	
	Strategic planning of local development (planning of economic development, including the construction of urban, market and social infrastructure) and ensuring their participation in them	
	Project management (investment, infrastructure, social, etc.)	
	Development of public-private partnership	
	Time and action management (roadmap, timing and responsibilities, identification of funding sources, division of labor, etc.)	
	Social sphere (labor, education, health, culture, sports, arts, social infrastructure) economy and social policy (poverty reduction, youth, and women's employment, etc.)	
	Sectoral economics and public sector policy (agricultural economics and public agricultural policy, or industrial economics and public industrial policy)	
	Organizational and managerial psychology and leadership	
	Public participation and oversight in local governance	
	Other (write if you need to improve your skills in another field / science):	
	D. PUBLIC PARTICIPATION IN THE ACTIVITIES OF THE GOVERNMENT BODY	
D1	Do you think that the decisions made in local governments are sufficiently discussed with the public?	
	Yes	1
	No.	2
	I don't know	3
D 2	How do you think it would be beneficial to involve community representatives in local governments? (multiple answers can be specified):	
	It serves to collect expert opinions from the outside, to be close to the population and to prevent various corruption and other undesirable situations.	1
	To no avail, paperwork and bureaucracy slow down the organization's operations	2
	If you have another opinion, write:	3
D3	In what forms do you think public relations and public control are organized in the local government? (multiple answers can be specified):	
	Special regulations have been adopted and implemented to ensure public participation in organizational meetings	1
	Public opinion polls and other public opinion polls will be conducted on important issues	2
	Decisions on important issues are submitted for approval to the Councils of People's Deputies, which are representatives of the public	3
	Information on the activities of the government is regularly published in the media (regional newspaper, TV, radio, Internet)	4
	Regular meetings and receptions of the leadership of the organization with the population are organized on a regular basis	5
	Prior to the adoption of important decisions, the drafts will be presented to the public and the drafts will be processed based on the received proposals.	6
	I have a hard time answering	7
	If you have another opinion, write:	8

D4	Is there a community council under the municipality in the area where you work? (only one answer can be specified):	
	No, I have not heard about one	1
	Yes, but I'm not familiar with its activities	2
	Yes, I have participated in several events	3
	Yes, I work closely	4
D5	How useful do you think it would be to establish a public council under the district administration? (only one answer can be specified):	
	In fact, the Public Council performs almost the same function as the District Council of People's Deputies. So, I don't think there's a need for that.	1
	The Public Council is necessary as an advisory body. The district council of people's deputies makes decisions within the body of state power and within its competence. I think both organizations are needed.	2
	I have a hard time answering	3
	E. MANAGEMENT IN THE LOCAL GOVERNMENT SYSTEM PLEASE NOTE THAT THE QUESTIONS IN THIS SECTION ARE ANSWERED ONLY BY THE HEADS AND EMPLOYEES OF REGIONAL DEPARTMENTS AND DISTRICT (CITY) DEPARTMENTS OF MINISTRIES AND REPUBLICAN AGENCIES, AS WELL AS REGIONAL, DISTRICT (CITY) KHOKIMIYATS. (OTHER ORGANIZATIONS DO NOT HAVE TO ANSWER)	
E.1	When you were hired, what methods did your employer use to select the staff? (you can choose multiple answers)	
	Lenses, diplomas, and other documents were studied	1
	An interview was conducted with the selection committee	2
	An oral interview was conducted with the leader	3
	A short (half-hour or one-hour) test was conducted at the workplace: for example, a computer-assisted task performance was checked	4
	To check the professional knowledge of the test	5
	A psychological and social skills test was conducted	6
	A logical thinking test was performed	7
	I was referred to the position and recommended for the job	8
	I do not know / not answer	9
E2	What is your workload? (only one answer can be specified):	
	Very high, working always on weekends and even after 6pm	1
	High, sometimes on weekends and even after 6pm	2
	Normally, I finish work by 6pm and go home	3
	I don't know / I have a hard time answering	4
E 3	Do you do extra work in your workplace in addition to your official duties? (only one answer can be specified):	
	Yes, always	1
	Yes, in most cases	2
	Yes, sometimes	3
	No, I don't	4
	I have a hard time answering	5
E4	Has your position grown in the last 2 years? (you choose one answer)	
	Yes	1
	No.	2
	I have a hard time answering	3
E5	How well do you know English? (you choose one answer)	
	Good (I can speak, read and write without mistakes)	1
	Average (I can speak, read and write with mistakes)	2
	Low level	3
	I don't know, but I'm learning and / or wanting to learn	4

ANNEX 2. THE STRUCTURE OF THE STANDARD SAMPLE SIZE (PROVINCIAL AND DISTRICT)

	Name of organization	Poll held the position of staff (respondents)	Total number of respondents
1.	Regional administration	1 The Governor and his deputies	8
		2 Heads of Secretariats	7
		3 Secretariat Specialists	8
		4 Group leaders and experts	5
		5 Others	2
		Total	30
2.	Local councils	1 Deputies of regional local councils	5
		2 Deputies of the local council of the district	5
		Total	10
3.	Regional organizations	1 Head, deputies and specialists of the General Directorate of Economy and Industry	5
		2 Head, deputies and specialists of the General Directorate of Investments and Foreign Trade	5
		3 Head, deputies and specialists of the General Directorate of Employment and Labor Relations	5
		4 Head, deputies, and specialists of the Finance Department	3
		5 Head, deputies and specialists of the Tax Department	3
		Total	21
4.	District administration	1 The Mayor and his deputies	6
		2 Chief Specialists	5
		3 Group leaders and experts	2
		4 Others	4
		Total	17
5.	District organizations	1 Head and specialists of the Department of Economics and Industry	2
		2 Head and Specialists of the Investment and Foreign Trade Department	2
		3 Head and specialists of the Employment Assistance Center	2
		4 Head of the Department of Finance and specialists	1
		5 Head and specialists of the Tax Inspectorate	1
		Total	8
6.	Others	1 Media staff	5
		2 Bloggers	5
		3 MCM chairmen and staff	10
		4 Population / experts	10
		5 Entrepreneurs	10
		6 Public organization leader / specialist	4
		Total	44
Total			1301

¹ The planned sample size for the six regions is 780 people.

ANNEX 3. INFORMATION ON ADVANCED TRAINING OF ADMINISTRATIVE AND MANAGEMENT STAFF OF LOCAL GOVERNMENT BODIES IN THE FIELD OF MANAGEMENT

Question	Response Options	Unit of measurement	Type of Organization				Total	
			regional khokimiyat	district / city khokimiyat	regional department of the ministry / agency	district department of the ministry / agency		
When did you improve your skills or study at the Academy of Public Administration or its Department?	Recently in 2020	People	9	2	21	1	33	
		%	3.4	0.8	8.0	0.4	12.6	
	In 2019	People	6	13	22	21	62	
		%	2.3	5.0	8.4	8.0	23.7	
	In 2018	People	2	2	6	2	12	
		%	0.8	0.8	2.3	0.8	4.6	
	In 2017	People	3	2	4	1	10	
		%	1.1	0.8	1.5	0.4	3.8	
	Prior to 2017	People	5	0	8	1	14	
		%	1.9	0.0	3.1	0.4	5.3	
	I have not yet trained or studied in this field	People	35	17	50	14	116	
		%	13.4	6.5	19.1	5.3	44.3	
	I have a hard time answering	People	4	5	4	2	15	
		%	1.5	1.9	1.5	0.8	5.7	
	Total		People	64	41	115	42	262
			%	24.4	15.6	43.9	16.0	100.0

Note: The sample was formed as a result of the study, as of March 25, 2020.

ANNEX 4. PAIR CORRELATIONS OF NEED LEVELS FOR ACADEMIC SUBJECTS

	Modern results-oriented management in the local government system	Financial management in local government organizations	Human resource management in local government	Strategic planning of local development	Project management	Development of public-private partnership	Time and action management	Social Sphere Economics and Social Policy	Sectoral economics and public sector policy	Organizational and managerial psychology and leadership	Public participation and oversight in local government
Modern results-oriented management in the local government system	1.000	0.668	0.514	0.495	0.539	0.388	0.391	0.499	0.457	0.465	0.524
Financial management in local government organizations	0.668	1.000	0.607	0.602	0.558	0.395	0.420	0.428	0.414	0.476	0.595
Human resource management in local government	0.514	0.607	1.000	0.571	0.514	0.501	0.412	0.455	0.416	0.456	0.424
Strategic planning of local development	0.495	0.602	0.571	1.000	0.651	0.477	0.418	0.489	0.483	0.467	0.484
Project management	0.539	0.558	0.514	0.651	1.000	0.543	0.424	0.530	0.504	0.549	0.479
Development of public-private partnership	0.388	0.395	0.501	0.477	0.543	1.000	0.473	0.451	0.408	0.394	0.355
Time and action management	0.391	0.420	0.412	0.418	0.424	0.473	1.000	0.389	0.373	0.441	0.428
Social Sphere Economics and Social Policy	0.499	0.428	0.455	0.489	0.530	0.451	0.389	1.000	0.545	0.499	0.441
Sectoral economics and public sector policy	0.457	0.414	0.416	0.483	0.504	0.408	0.373	0.545	1.000	0.551	0.416
Organizational and managerial psychology and leadership	0.465	0.476	0.456	0.467	0.549	0.394	0.441	0.499	0.551	1.000	0.527
Public participation and oversight in local government	0.524	0.595	0.424	0.484	0.479	0.355	0.428	0.441	0.416	0.527	1.000

ANNEX 5. SAMPLE TEAM OF STUDENTS FOR A SHORT-TERM TRAINING PROGRAM FOR THE “MODERN LOCAL GOVERNMENT” SPECIALTY (AS A RECOMMENDATION)

	Name of the Organization	Specialists invited for training	Total number of participants
1.	Regional khokimiyat	1 The Khokims (mayors) and his deputies	8
		2 Heads of Secretariats	7
		3 Secretariat Specialists	8
		4 Group leaders and experts	5
		5 Others	2
		Total	30
2.	Local councils	1 Deputies of the regional local council	5
		2 Deputies of the district local council	5
		Total	10
3.	Regional divisions of ministries and agencies	1 Head, deputies and specialists of the Economy and Industry department	10
		2 Head, deputies and specialists of the Investments and Foreign Trade department	10
		3 Head, deputies and specialists of the Employment and Labor Relations department	10
		4 Head, deputies, and specialists of the Finance Department	6
		5 Head, deputies, and specialists of the Tax Department	6
		Total	42
4.	District / city khokimiyats	1 The Khokim and his deputies	12
		2 Head specialists	10
		3 Team leaders and specialists	4
		4 Others	8
		Total	34
5.	District / city subdivisions of ministries and agencies	1 Head and specialists of the Department of Economics and Industry	4
		2 Head and Specialists of the Investment and Foreign Trade Department	4
		3 Head and specialists of the Employment Promotion Center	4
		4 Head and specialists of Finance Department	2
		5 Specialists of the head of the tax inspection	2
		Total	16
Total			140

ANNEX 6. ACTION PLAN FOR THE DEVELOPMENT OF GUIDELINES AND PRACTICAL MEASURES FOR MODERN MANAGEMENT

	Measures	Expected result	Responsible Officials
1. Assess the need for leadership development in modern local government and develop recommendations for improving the relevant training materials			
1.1	<p>Study of conceptual approaches and foreign experience in the development of guidelines and measures in the field of local governance (on the example of the experience of some countries in the EU and CIS).</p> <p>Conducting a sample survey (determining the object, units, composition, and size of the sample, developing a questionnaire, collecting data, and entering it into the database).</p> <p>Assess the need for managers to improve their knowledge and skills in local government.</p> <p>Development of relevant practical recommendations for improving the effectiveness of management in the field of local government through training and retraining (guidelines and practical measures, as well as action plans to improve the knowledge and skills of managers, curricula and guidelines for the development of training manuals)</p>	<p>Preparation of an analytical report on "A Local Government Management Training Evaluation and Improvement of the Training Program Design"</p>	<p>To be completed by the joint project of the Public Service Agency under the Ministry of Justice of the Republic of Uzbekistan, UNDP and the European Union "Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan"</p>
2. Development of teaching materials aimed at improving the knowledge and skills of modern local government leaders			
	<p>Preparation of teaching materials in the following 10 areas based on the recommendations of this report:</p> <p>"Results-oriented management in local government".</p> <p>"Strategic planning of local development".</p> <p>«Local social policy»;</p> <p>«Local economic policy»;</p> <p>"Human resource management in local government";</p> <p>"Organizational Behavior and Culture in the Local Government System";</p> <p>"Public control in local government";</p> <p>"Local Finance Management (with public participation)";</p> <p>"Local Project Management";</p> <p>"Local Administrative Procedures and Public Services ".</p>	<p>A set of study modules for each subject (synopsis, syllabus, textbook - it includes the text of lectures, slides of lectures, questions, tests, cases): a total of 10.</p> <p>Each textbook will be published in at least 250 copies and distributed to the libraries of the APA and its branches, as well as to the heads of local governments.</p>	<p>To be completed by the experts of the joint project of the Public Service Agency under the Ministry of Justice of the Republic of Uzbekistan, UNDP and the European Union "Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan"</p> <p>APA, ministries and departments, local governments, universities and research centers.</p>

3. Development of knowledge and skills of local government leaders on modern local government		
	<p>Development of a curriculum for a two-week training on "Modern local government".</p> <p>Formation of a group of participants for the "Modern local government" training (in five regions).</p> <p>Organize a two-week "Modern Local Government" training in partner / experimental areas"</p>	<p>The curriculum for the two-week "Modern Local Government" training can be introduced at the APA and its affiliates.</p> <p>Approximately 140 people from each region will participate in a two-week "Modern Local Government" training.</p> <p>To be completed by the experts of the joint project of the Public Service Agency under the Ministry of Justice of the Republic of Uzbekistan, UNDP and the European Union "Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan"</p> <p>APA, ministries and departments, local governments, universities and research centers.</p>

ANNEX 7. REVIEW BY DILFUZA RAKHIMOVA - HEAD OF THE ACADEMY OF PUBLIC ADMINISTRATION UNDER THE PRESIDENT OF THE REPUBLIC OF UZBEKISTAN, PH.D., PROF

This analytical report consists of three chapters, expert guidelines in the field of local government, conceptual aspects and foreign experience of manual development, assessment of the need to improve the knowledge and skills of local government leaders, and a curriculum to develop local government knowledge and skills in modern local government focused on improving teaching and learning. Based on the research and scientifically based opinions, there is a need to improve the skills of today's heads of local governments, and the expediency of holding separate seminars and trainings on certain disciplines. We would like to inform you that we have seen the results of the advanced training courses held at the Academy of Public Administration under the President of the Republic of Uzbekistan. In particular, the APA organized training seminars in the following areas:

- "Ensuring the effective implementation of budget expenditures in the regions";
- "The use of soft loans from commercial banks and credit lines of international financial institutions in the development of entrepreneurship in the regions";
- "Establishment of effective use of vacant buildings in the regions";
- "The role of legalization of the labor market and jobs in the Republic of Uzbekistan in the fight against the shadow economy";
- "State registration of business entities, raising the exchange of information with regulatory authorities in the termination of their activities to a new level";
- "State regulation of public procurement";
- "Money laundering: structure, stages, control and prevention measures".

Taking into account the above topics and approving the views of Ashurali Khudaynazarov, I think it is necessary to edit and make changes to the given topics.

- "Results-oriented management in local capacity building" instead of "Results-oriented management in local governments";
- "Fundamentals of economic policy in local government" instead of "Local economic policy";
- "Organizational behavior and culture in local government" instead of "Organizational behavior and culture in the system of local government";
- "Local administration and administrative procedures" instead of "Local administrative procedures and public services";
- - It is recommended to change the direction from "Human resource management in local government" to "Human resource management in local khokimiyat."

Also, there is no local social policy, comparable to ones in foreign countries. But in Uzbekistan there is a single social policy of the state and this policy is implemented in the regions.

ANNEX 8. REVIEW BY JURABEK NEMATOV, ASSOCIATE PROFESSOR OF TASHKENT STATE LAW UNIVERSITY, DOCTOR OF LAW

The main problem in our education system is that we are far from this practice theoretically. This issue is also evident in the report. If you added 1-2 paragraphs about not only the questionnaires but also the management practice, the effectiveness of the work, your suggestions and conclusions would also increase.

The subjects you mentioned are taught at the Academy of Public Administration under the President of the Republic of Uzbekistan, but the knowledge gained is not felt in practice. When the participants want to apply their new knowledge after they have finished studying at the APA, they cannot change the forms that are considered correct in the system and these forms are seriously outdated. Therefore, it would be expedient to analyze those practices and organize lessons based on them.

If a new employee goes to work in a city or district without their own ideas and experiences, the employees there will begin to teach their practices to the new employee. If a new employee can learn modern practices, best practices, and convince others that there is a law or rule to apply them, the above outdated patterns can be changed and the new practice will be easier to implement.

It is therefore important to make recommendations based on case analysis at work. For example, if the practice of remote, less developed districts of Jizzakh, Syrdarya or Surkhandarya regions is formed in the field of governance, finance, human resources, recruitment and other areas, there will be a new approach to teaching. Typically, different courses bring experiences to European standards, and the graduate feels like he or she has fallen into another world when he or she returns to his or her internship after completing the 2-week course. It is therefore necessary to fill the gap in the middle. It would not be expedient to cite either theory or practice about an overly ideal system. Practice needs a clear proposal that can be implemented based on real experience. To do this, it will be useful for graduates to strengthen the components of the practice, to analyze them interactively, to give examples. There is an opportunity to apply the acquired knowledge in the field and give a positive result. This leads to improved governance, and it is my main suggestion. It is not possible to show the real situation with questionnaires alone.

The financial sector is also very important for local governments. In the case of financial management in one district, it is necessary to analyze what is being done, how the budget is formed, how it is spent, how procurement is organized, how vendors are chosen, how they are evaluated, what methods are used.

Human resource management should be demonstrated through internships in training courses on human resources issues, recruitment procedures, employee incentive mechanisms, existing changes, attitudes towards employees when mayors change, and other issues. Only then will the importance and benefits of the work be seen.