REVIEW OF PARLIAMENTARY PRACTICE IN UZBEKISTAN

March 2019
## CONTENTS

ACRONYMS .......................................................................................................................... 3
EXECUTIVE SUMMARY ...................................................................................................... 5

1. INTRODUCTION ............................................................................................................. 7
   1.1 ASSESSMENT FRAMEWORK AND METHODOLOGY .............................................. 7

2. CONTEXT ANALYSIS ..................................................................................................... 9
   2.1 INITIAL REFORMS .................................................................................................. 9
   2.2 DEEPENING REFORMS ......................................................................................... 9

3. THE INSTITUTION OF PARLIAMENT ........................................................................... 11
   3.1 COMPOSITION AND POWERS OF PARLIAMENT ............................................. 11
   3.2 LEADERSHIP OF PARLIAMENT ........................................................................ 13
   3.3 PARLIAMENTARY COMMITTEES ....................................................................... 14
   3.4 SECRETARIAT OF PARLIAMENT ........................................................................ 15
   3.5 GENDER EQUALITY IN UZBEKISTAN ................................................................... 16
   3.6 WOMEN'S PARTICIPATION IN DECISION-MAKING ........................................... 19

4. LEGISLATIVE AND PARLIAMENTARY RESEARCH INSTITUTE ................................ 21
   4.1 MISSION AND TASKS .......................................................................................... 21
   4.2 STRUCTURE AND OPERATION .......................................................................... 23

5. PARLIAMENTARY PROCESSES ................................................................................. 27
   5.1 LEGISLATIVE PROCESS ......................................................................................... 27
   5.2 BUDGET PROCESS ............................................................................................... 31
   5.3 OVERSIGHT PROCESS ......................................................................................... 39
   5.4 COMMUNICATIONS, OUTREACH AND TRANSPARENCY ................................... 40

6. RECOMMENDATIONS ................................................................................................... 43

ANNEX 1: BIBLIOGRAPHY ............................................................................................... 48
ANNEX 2: COMMITTEES OF PARLIAMENT .................................................................... 50
ANNEX 3: ORGANISATIONAL CHARTS OF THE SECRETARIATS OF THE PARLIAMENTARY CHAMBERS OF UZBEKISTAN .............................................................. 51
## ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
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<tr>
<td>Adolat</td>
<td>Social Democratic Party of Uzbekistan “ADOLAT” (Justice)</td>
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<tr>
<td>BWA</td>
<td>Business Women's Association</td>
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<td>CSO</td>
<td>Civil Society Organisation</td>
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<td>DFID</td>
<td>Department for International Development (UK)</td>
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<tr>
<td>EC</td>
<td>European Commission</td>
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<td>EMU</td>
<td>Ecological Movement of Uzbekistan</td>
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<td>EUD</td>
<td>European Union Delegation</td>
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<td>FCO</td>
<td>Foreign and Commonwealth Office (UK)</td>
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<td>HM</td>
<td>Her Majesty's</td>
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<tr>
<td>HoC</td>
<td>House of Commons</td>
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<td>HoL</td>
<td>House of Lords</td>
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<tr>
<td>ICT</td>
<td>Information and Communications Technology</td>
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<td>IPU</td>
<td>Inter-Parliamentary Union</td>
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<tr>
<td>LDPU</td>
<td>Liberal Democratic Party of Uzbekistan</td>
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<td>LPRI</td>
<td>Legislation and Parliamentary Research Institute</td>
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<td>MoU</td>
<td>Memorandum of Understanding</td>
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<td>MP</td>
<td>Member of Parliament</td>
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<td>NDP</td>
<td>People’s Democratic Party of Uzbekistan</td>
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<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<tr>
<td>NRDP</td>
<td>Democratic Party of Uzbekistan “Milliy tiklanish” (National Revival)</td>
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<tr>
<td>OECD</td>
<td>Organisation for Economic Cooperation and Development</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>OGP</td>
<td>Open Government Partnership</td>
</tr>
<tr>
<td>OSCE</td>
<td>Organization for Security and Cooperation in Europe</td>
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<tr>
<td>PBO</td>
<td>Parliamentary Budget Office</td>
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<tr>
<td>PEA</td>
<td>Political Economy Analysis</td>
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<tr>
<td>PLS</td>
<td>Post-Legislative Scrutiny</td>
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<tr>
<td>RIA</td>
<td>Regulatory Impact Assessment</td>
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<td>RoP</td>
<td>Rules of Procedure</td>
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<td>SPICe</td>
<td>Scottish Parliament Information Centre</td>
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<td>UK</td>
<td>United Kingdom</td>
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<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UZS</td>
<td>Uzbekistan Som (Uzbekistan currency)</td>
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<tr>
<td>WCU</td>
<td>Women's Committee of Uzbekistan</td>
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<td>WFD</td>
<td>Westminster Foundation for Democracy</td>
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**Acknowledgment and Disclaimer**

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The views expressed are not necessarily those of or endorsed by HM Government, which does not accept responsibility for such views or information or for any reliance placed on them.

The report draws on various assessments conducted between September 2018 and February 2019. It was edited by Mr Chris Levick (WFD) and Mrs Magdalena Randall-Schab (WFD). WFD wishes to thank authors of various reports that formed the basis for this report: Mr Trevor Reaney (independent parliamentary expert), Mr Dan Hull (the Northern Ireland Assembly), Mr Andrew Walker (FCPFA, FCIPD), Mrs Nargiza Abdukadirova (WFD), Mr Chris Levick (WFD) and Mr Franklin De Vrieze (WFD) – a lead researcher for a baseline analysis; as well as the Legislation and Parliamentary Research Institute for providing the feedback.
EXECUTIVE SUMMARY

Following the signing of a Memorandum of Understanding (MoU) by the Legislation and Parliamentary Research Institute (LPRI) on behalf of the Parliament of the Republic of Uzbekistan (Oliy Majlis), the Westminster Foundation for Democracy (WFD) and the British Embassy in Tashkent, WFD conducted an analytical review of parliamentary practice in Uzbekistan. The main purpose was to review the functioning of the parliament and verify opportunities for programmatic support in the mid- to long-term. This report provides a solid analysis of the current parliamentary practice in Uzbekistan. It is recommended that it is updated periodically and further informed by input from Uzbek parliamentary stakeholders and local and international implementers.

The context analysis chapter briefly summarises the ongoing reform process especially regarding the role of the parliament. An enhancement of the parliament is a goal on its own as well as the parliament the main role in modernizing the community and state. The chapter on the institution of parliament attempts to provide accurate and factual information on how the institution currently operates. It examines the structure of the parliament, its leadership, committees and secretaries. It also offers a short overview of the relevant trends in the area of gender equality, based on the gender and development indicators for Uzbekistan and women's participation in decision-making.

Chapter four provides solid information on the role of the Legislation and Parliamentary Research Institute. It describes its mission, tasks, structure and details of operation. Although established just over a year ago, LPRI has quickly become a major player in parliament and has developed work streams in five priority areas. Given its current achievements, it is on the right path to become a main source of impartial and quality research support for Members and staff in the future.

The next chapter looks into the main parliamentary processes in the Oliy Majlis: legislation, budget, oversight and representation. The section on the legislative process describes the right of legislative initiative, steps in the legislative process and opportunities to improve the legislative process, based upon the National Actions Strategy of Uzbekistan for 2017-2021 on further development. Issues discussed are: a multi-annual legislative programme of parliament and its committees, the Presidential Decree on the Concept of Lawmaking aims to reform the lawmaking process, the importance of evidence-based policymaking and legislation, transparency in the legislative process, thematic technical support to MPs to deepen parliament’s role in reviewing draft legislation, Regulatory Impact Assessment (RIA) and the link to Post-Legislative Scrutiny (PLS), and incorporating international treaties into national legislation.

The section on the budget process describes the process of state budget planning and formation in Uzbekistan, the role of the parliament of Uzbekistan in the budget process and the transparency of the budget. Issues discussed are: the importance of multiannual budget planning, parliament's power to amend the draft budget, time available to parliament to review the draft budget, the role of sectoral committees in considering the draft budget, the role of parliament in overseeing budget execution and making use of the reports of the Accounting Chamber and opportunities related to plans to establish an Office of State Budget.

The part on the oversight process describes possibilities regarding parliamentary questions, parliamentary hearings, enquiries and the new practice of “government hour” in the Legislative Chamber.
The practices of engaging with independent institutions and adopting resolutions with proposals and recommendations are mentioned, in particular regarding the reports of the Accounting Chamber, Central Bank, Prosecutor General and Commissioner for Human Rights (Ombudsman). Also, the procedure for hearing reports of regional leaders was introduced in the Senate.

The section on dialogue with people and transparency of the parliamentary activities describes the challenge to develop more active outreach work by the institution of parliament. Opportunities for developing a long-term strategy on parliamentary communications are mentioned.

The final chapter offers 41 recommendations that address five dimensions of the work of the parliament: institutional support; legislative, budget and oversight processes; communications; outreach, and transparency. These recommendations have the potential to transform the parliament into a modern, more effective and open parliament at the centre of public life. This is a long-term process requiring both technical and institutional change.
INTRODUCTION

On 6 August 2018, the Legislation and Parliamentary Research Institute under the Oliy Majlis of the Republic of Uzbekistan (the Parliament of Uzbekistan), the British Embassy in Tashkent and Westminster Foundation for Democracy signed a Memorandum of Understanding. The MoU details initial plans to provide support and assistance to the Oliy Majlis and lays the foundation for long-term cooperation.

The overall objectives are to support the Parliament in its reform efforts and to render direct assistance to LRPI in accomplishing its tasks. In its initial phase, August 2018-March 2019, the programme has focused on three main areas: (i) exposing the Oliy Majlis and LPRI to international good practice in parliamentarism and the practice of parliamentary activities; (ii) supporting building the capacity of the Oliy Majlis and LPRI, and (iii) preparation of a detailed analysis of the state of parliamentary practice, legislation and law enforcement in Uzbekistan, providing proposals and recommendations for their further improvement which can serve as a basis for longer-term cooperation.

This report presents concluding findings regarding current parliamentary practice. It draws on pieces of research conducted between September 2018 and February 2019.

1. Report from a baseline macro-analysis of the parliament conducted in September 2018 by Chris Levick, WFD Director for Europe and Central Asia, Franklin De Vrieze, WFD Senior Governance Adviser and Nargiza Abdukadirova, WFD Country Representative in Uzbekistan.

2. Report from a micro-analysis of LPRI conducted in October 2018 by Trevor Reaney, WFD Expert and former Chief Executive of the Northern Ireland Assembly and Dr Dan Hull, Senior Research Officer at the Northern Ireland Assembly. The team was supported by Nargiza Abdukadirova, WFD Country Representative in Uzbekistan.

3. Report from a micro-analysis of human resources in the parliament conducted in January 2019 by Andrew Walker FCPFA, FCIPD, formerly Director General of Human Resources and Change in the UK House of Commons.

4. Findings from a light touch micro-analysis of financial oversight capacity of the parliament conducted in February 2019 by Chris Levick, WFD Director for Europe and Central Asia, Magdalena Randall-Schab, WFD Senior Programme Manager (Eurasia) at and Nargiza Abdukadirova, WFD Country Representative in Uzbekistan.

The report was finalised by WFD team in March 2019.

1.1 RESEARCH FRAMEWORK AND METHODOLOGY

The methodology for the overall analysis of current parliamentary practice has been designed to cover the institutional features of parliament as well as its main functions. The scope of the research focuses solely on parliament activities.

The research framework is based on WFD's scoping tool for adaptive programming and the European Commission assessment framework and checklist for the design of parliamentary strengthening programmes. It covers four main functions of the parliament: legislative, budget...
scrutiny, oversight and accountability, and representation. In-depth assessment of parliamentary communications did not form a part of the research.

All three micro-analysis, although building on findings from the macro-analysis, were guided by their own methodology and research frameworks developed by the experts engaged to lead the various processes. Each piece of research consisted of a desk review of relevant documentation and a visit to Uzbekistan to engage directly with stakeholders. The concluding findings are further informed by knowledge and experience gained during the programme implementation.

Meetings and interviews with parliamentary stakeholders allowed for gathering of relevant information against the research framework. Unfortunately, not all necessary and requested meetings were possible. To overcome the challenge, the research teams also met with several external actors, including embassies, academics and civil society – and practitioners undertaking democracy assistance in the country, both international and national implementers.

As the current reforms are ongoing, WFD will keep developments in parliament under constant review. It is recommended that the detailed analysis of parliamentary practice is repeated in three years to examine further progress of the reforms.
This chapter provides a brief context analysis and summary of the ongoing reform process especially regarding the role of the parliament in governance. In the past decade, some efforts were made to improve the legal framework and to promote the rule of law consistent with international norms and practices. That process has been accelerated since late 2016.

2.1 INITIAL REFORMS

Following the 2002 national referendum a bicameral parliament – the Oliy Majlis – consisting of the Legislative Chamber (lower chamber) and the Senate (upper chamber) was established. Five years later, the parliament adopted constitutional laws aimed at strengthening the role of political parties. For the first time, party fractions could form an opposition within the parliament and initiate alternative draft laws and national development programmes. In 2008, the number of Members of the Legislative Chamber was increased from 120 to 150, and required that candidates running for election could only be nominated from political parties.

In the period 2008–2014, a number of amendments were made to the Constitution with a view to further strengthening democratic reforms and ensuring a better balance of power between the three branches of government, and strengthening the role and influence of political parties in social, economic and political reforms. The institution of the vote of no confidence in the Government was introduced. In the event of a deadlock between the Prime Minister and the Legislative Chamber, at least one third of the delegates of the Legislative Chamber, upon a proposal officially put forward on behalf of the President of Uzbekistan, may raise the question of a vote of no confidence in the Prime Minister for discussion in a joint session of the Oliy Majlis. A vote of no confidence in the Prime Minister is admissible if no less than two thirds of the delegates of the Legislative Chamber and of the members of the Senate vote in favour. The President then dismisses the Prime Minister. The entire Cabinet of Ministers also resigns.

In the period 2014–2016, reforms aimed at setting a concrete legal basis for the work of legislative, executive and judicial bodies and developing cooperation and interaction between State bodies and civil society institutions continued. The Parliamentary Oversight Act defined targets, forms and procedures for parliamentary oversight not only of executive bodies but also of law enforcement agencies. It provided for the use of hearings to receive reports on their activities, parliamentary and members’ questioning sessions, monitoring of the implementation of laws after adoption and the right to conduct parliamentary inquiries. Within the Legislative Chamber, commissions on the family and women and on health were established; in the Senate, a commission on procuratorial and internal affairs bodies was set up, and the post of the Cabinet of Ministers plenipotentiary representative in parliament was instituted.

2.2. DEEPENING REFORMS

Since President Shavkat Mirziyoyev assumed power as interim president in September 2016, a major agenda of reforms has been introduced in Uzbekistan. A major jolt was sent through the system and launched the country’s institutions on a path to rapid and comprehensive reform. While still the interim president, he opened himself up to direct access through the internet via his so-called “virtual office”. During a later address to a parliament, he advised its...
Members to start doing the same. Parliamentarians began taking regular trips outside the capital to meet constituents and governors were instructed to hold periodic receptions in all regions.4

The context of extensive governance reforms began with President Mirziyoyev’s speech to parliament in December 2017. Of the many reforms announced, a number related specifically to the role of parliament, for example he said:

[The] parliament of our country should become a true school of democracy, the initiator and decisive force in the implementation of reforms. [...].

The president also referred explicitly to the created of the Legislation and Parliamentary Research Institute (LPRI):

Recently we have created the [LPRI] under the Oliy Majlis. It is urged to become a kind of scientific centre, deeply analysing the various proposals coming to the Oliy Majlis.

The Five Point Development Strategy Plan outlining policy priorities for a five-year period was published in 2017.5 “This developed into the National Development Strategy and is now a key driver behind the bold reform process. This strategy contains a set of key objectives, described as “priorities”:

Priority 1: Perfection of the system of state and public construction
Priority 2: Rule of law, reform of the judicial and legal systems
Priority 3: Economic development and liberalisation
Priority 4: Development of the social sphere
Priority 5: Security, religious tolerance and inter-ethnic harmony, as well as the implementation of balanced, mutually beneficial and constructive foreign policy

The Ministry of Justice of the Republic of Uzbekistan ensures the monitoring of high-quality and timely preparation, coordination and submission of draft regulations provided for in the State Program, as well as quarterly information about the results of the monitoring of the office of the President of Uzbekistan and the Cabinet of Ministers.6 In January 2017, a package of judicial reforms was introduced. These reforms aimed at ensuring judicial independence, increasing the authority of the courts and democratising and improving the judicial system based on best national and international practice.

In a widely distributed speech to a joint session of the Oliy Majlis in December 2017, the president highlighted many areas in need of further reforms, including the need to: reform civil service law, and to delineate the scopes and functions of executive bodies; reduce administrative influence on economic life, and transition to an economy dominated by market mechanisms. Finally, it called for a strengthening of the role of parliament in legislative and oversight processes.

To that end, the State Programme for 2019 envisages establishing a new Office on State Budget to provide independent, objective and professional advice and analysis to parliament on matters related to the budget, economy and state finances supporting public financial

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4These are now obligatory in every region through a presidential decree on 28 December 2016 “On measures on radical improvements in dealing with appeals of individuals and legal entities”.

5http://www.icnl.org/research/monitor/uzbekistan.html

6Decree of the President of the Republic of Uzbekistan on the National development strategy, 7 February 2017 (№ УП-4947).
management and parliamentary oversight. It calls for the introduction of modern management tools and methods in public administration, as well as reforms to the human resources management system. Furthermore, the parliament will be authorised to appoint ministers, heads of state committees and vice-prime ministers. During the selection and approval process, the candidates will have to submit their own programmes/work plans to the parliament for review. The prime minister along with cabinet members will also report to the parliament on the implementation of the state programme on a quarterly basis.
This chapter analyses the institutional features of the Parliament of Uzbekistan. It attempts to provide factual information on how the institution operates. The relevant sections analyse the composition of parliament, its leadership, committees and administration. It also offers a section on gender equality in Uzbekistan and women's participation in decision-making.

3.1 COMPOSITION AND POWERS OF PARLIAMENT

The Oliy Majlis is the highest state representative body. It consists of two chambers: the Legislative Chamber (Lower House) and the Senate (Upper House). The Members of both chambers serve a five-year term.

The Legislative Chamber consists of 150 Members of parliament: currently 135 Members are directly elected in single-seat constituencies, if needed in two rounds. Until the last election 15 Members have been selected by the Ecological Movement of Uzbekistan. As part of the reform process reserved seats for the Ecological Movement of Uzbekistan will be abandoned ahead of parliamentary elections scheduled for December 2019. This move, proposed by the president in 2017, is aimed to strengthen the political party system and competitiveness within the parliament. To this end, the Ecological Political Party registered in January 2019. The last elections were held on 21 December 2014 and 4 January 2015; and the distribution of seats is as follows:

- Liberal Democratic Party of Uzbekistan (LDPU) 52 seats
- “Milliy tiklanish” (National Revival) Democratic Party (NRDP) 36 seats
- People’s Democratic Party of Uzbekistan (NDPU) 27 seats
- Justice Social Democratic Party (Adolat) 20 seats
- Ecological Movement of Uzbekistan (EMU) 15 seats

The Senate consists of 100 Members: 84 Members are elected by regional governing councils and 16 Members are appointed by the President of the Republic of Uzbekistan. The 84 Senators are selected by secret ballot within an electoral college comprising members of local councils, with the country’s 14 regions consisting of 12 provinces plus the capital city of Tashkent and the Republic of Karakalpakstan; each unit elects six Senators. The 16 Members appointed by the president are chosen from among those who have gained much experience and served exceptionally well in spheres such as science, arts, literature, economy and other areas of state and public affairs, as well as other widely respected and honoured people of the country. 16 Senators are appointed by the president and three are women.

The Legislative Chamber and the Senate are jointly responsible for the following listed below. This list of tasks, included in the constitution, is very much in line with provisions in other countries and aligned with international practice:

- Adoption and amendment of the constitution and constitutional laws

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7 Candidates require a majority of votes cast in order to be elected, otherwise a second round is held within two weeks between the two leading candidates. There is no turnout requirement for a run-off election to be valid. OSCE Office for Democratic Institutions and Human Rights, Republic of Uzbekistan Parliamentary Elections, 21 December 2014, Final Report of the OSCE/ODIHR Limited Election Observation Mission, Warsaw, 24 February 2015, p 24. https://www.osce.org/odihr/elections/uzbekistan/142576?download=true

8 It was done to respond to the ecological disaster of the Aral Sea and ensure more effective consideration of the environmental concerns in the legislative process. On 24 January 2019 the Ecological political party registered.

9 This year all 150 MPs will be elected in single-seat constituencies.
Determination of the main directions of internal and foreign policies and identification of strategic state programmes
Adoption of decision on holding a referendum and defining the date
Determination of the system and powers of the legislative, executive and judicial branches
Formation, annulment and renaming of districts, towns, cities and regions, and alteration of their boundaries
Reviewing reports of the Accounting Chamber
Approval of the state budget submitted by the Cabinet of Ministers and control over its execution
Ratification of decrees of the President of the Republic of Uzbekistan on the formation and abolition of ministries, state committees and other bodies of state administration
Exercising parliamentary control and other powers stipulated by the Constitution
Institution of state awards and titles
Ratification and denunciation of international treaties
Establishment of the Central Election Commission of the Republic of Uzbekistan

Issues within the joint authority of both Chambers are considered, as a rule, first by the Legislative Chamber and then by the Senate.

The exclusive powers of the Legislative Chamber include: decisions related to the activities of the Legislative Chamber; adoption of the resolutions in political, social or economic areas, as well as on matters associated with internal or foreign policy of the state. Furthermore, approval of the candidates proposed by Prime Minister for the position of the member of the Government.

The exclusive powers of the Senate include: election of the judges for the constitutional and supreme courts is carried out on the nomination of the president of the republic; appointment of the highest-ranking officials on the nomination of the president; decisions related to the activities of the Senate; adoption of the resolutions in political, social or economic spheres, as well as on internal or foreign policy.

3.2 LEADERSHIP OF PARLIAMENT

Out of its Members, the Legislative Chamber elects the Speaker and his/her deputies. They are elected by a majority of votes of the total number of MPs in a secret ballot for the full term of Parliament (art. 85 of the constitution). In addition to presiding over the sittings of the Legislative Chamber, the Speaker coordinates the work of the committees and commissions of the Legislative Chamber and exercises general direction over a preliminary review of matters to be submitted for consideration by the Legislative Chamber.

The current Speaker of the Legislative Chamber is Nurdinjon Ismoilov. The Deputy Speakers are: Sarvar Otamuratov (Democratic Party “Milliy tiklanish” - National revival), Hatamjon Ketmonov (National Democratic Party), Nariman Umarov (Social Democratic Party “Adolat” - Justice) and Boriy Alihonov (Ecological movement).

Senators elect the Chairperson and Deputy Chairpersons of the Senate for the full term of office of the Senate. The Chairperson and Deputy Chairpersons of the Senate is elected upon the proposal of the president. One of the Deputy Chairpersons of the Senate is elected from
THE INSTITUTION OF PARLIAMENT

among the senators – representatives of the Republic of Karakalpakstan which is a sovereign republic within Uzbekistan. In addition to presiding over the sittings of the Senate, the Chairperson coordinates the work of the committees and commissions of the Senate and organises control over the implementation of laws of the Republic of Uzbekistan and resolutions of the Senate, among others.

The current Chairperson of the Senate is Mr Nigmatilla Yuldoshev. The First Deputy Chairperson of the Senate is Mr Sodiq Safoev as well as Deputy Chairpersons Ms Svetlana Artikova and Mr Musa Yerniyazov (Chairperson of the Supreme Council of the Republic of Karakalpakstan).

3.3 PARLIAMENTARY COMMITTEES

The Legislative Chamber has 12 committees and the Senate has seven (see Annex 2). Each MP and Senator can be a member of only one committee. When needed, ad hoc committees can be formed. There are no joint committees with Members from both chambers.  

Through a presidential decree from January 2019, the secretariats for each parliamentary committee will be enhanced so they can start playing a more active role in legislative and oversight processes.

The Committees of the Legislative Chamber operate based on the Law on Regulations of Procedures of the Legislative Chamber of Oliy Majlis of the Republic of Uzbekistan. The committees of the Legislative Chamber have from 9 to 16 members. The mandate of committees includes both review of draft laws and oversight over the work of the government and official institutions. The committees also provide an opinion on the draft state budget regarding the ministry whose administration is within their remit.

Committees of the Legislative Chamber work based upon an annual work plan. The quorum for holding a committee meeting requires attendance of half of its members. In principle and based upon the parliamentary RoP, committee meetings are open to the public. In practice, meetings are not easily accessible to the general public due in part to advance registration requirements to enter parliament's premises. Representatives of state bodies, CSOs, scientific institutions and the media may be invited to committee meetings. Decisions are taken by majority vote of the total number of committee members. Records of the meetings are available upon request. The concept of e-parliament envisages ensuring openness of the parliament, providing information about its activities for society through various mechanisms (TV and internet), including the parliamentary website.

Each committee has a “Group of Experts” consisting of representatives of official institutions and other institutions such as non-state agencies, NGOs, universities and business.  

There appears to be little consistency in composition, as members are appointed by their posts, rather than in a personal or individual capacity; this provides a challenge of continuity with frequent turnover of membership. Members of the Group of Experts can be asked for specific advice on issues under consideration by committees but such consultation is not a mandatory process.

The practice of having committee advisory groups is not uncommon, being found in many institutions such as the Parliament of Georgia. While the existence of such bodies is beneficial,

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10 At Westminster, joint committees draw their members from both houses, some are permanent (such as the Joint Committee on Human Rights); while others are temporary, established to consider pieces of selected legislation.

11 The RoP on Legislative Chamber (art. 49) has a reference to the experts’ council.
their composition and practice – in global terms – has not been without criticism, for example: not having transparent mechanisms for appointment, duration of service, and inconsistent utilisation of their advice in policy and legislative processes.

Committees of the Senate operate in accordance with the Law on Regulations of Procedures of Senate of Oliy Majlis of the Republic of Uzbekistan. Committees of the Senate give binding opinions on laws passed by the Legislative Chamber, offer opinions on the draft state budget, raise questions to government ministers, and request from state bodies and other organisations official documents, expert and other conclusions, statistics and other data.

### 3.4 SECRETARIAT OF PARLIAMENT

The Secretariat (apparatus) of the Legislative Chamber is a permanent working body of the Legislative Chamber of the Oliy Majlis. It carries out organisational, legal, informational, analytical, material-technical and financial support activities for the Legislative Chamber and its Members. The Secretariat has around 120 staff, supporting the chamber and 12 committees and has a group of 20 staff dealing with legislative processes.

The apparatus works under the direct supervision of the Speaker of the Legislative Chamber and the Head of the Secretariat. Mr Mirakmal Miralimov is currently the Head of the Secretariat of the Legislative Chamber. He has a deputy, who directly coordinates the work of the structural subdivisions of the Chamber in the field of legislative activity and who performs the functions of the Head of the Secretariat in his absence.

The Secretariat of the Legislative Chamber has the following departments and sections:

1. Secretariat of committees
2. Legal department
3. Control and analytics department
4. Press and editing department
5. International relations department
6. State Budget office
7. General department
8. Registry and citizen’s reception department
9. Supporting department
10. Administrative and logistics department
11. ICT department

The Senate and its Members are supported by the Senate Secretariat (apparatus). The Senate Secretariat operates under the direct supervision of the Chairperson of the Senate and the Head of the Senate Secretariat. It has around 70 staff in 10 departments, with around 20 to 30 per cent of women staff. Mr Abdihamid Tamikaev is currently the Head of the Senate Secretariat. There is also a Deputy Head of the Secretariat.

The Senate Secretariat also has ten departments:

1. Legal department is soon to be increased from six to 30 lawyers.
2. The human resources team consists of only two people: the Head of the General Department, and the Staff Inspector.
3. The ICT department is due to grow from 4 to 14 staff.
1. Organisational and control department
2. Legal department
3. Information-analytical department
4. Department of parliamentary control over regional branches of executive bodies, prosecutor's office and interior
5. International relations department
6. Department which deals with citizens enquiries and complaints
7. Public affairs and editing department
8. ICT department
9. Logistics department
10. Finance and accounting department

Each part of the parliament is at a different state of development in human resources terms, and they perceive the help they might need in different ways. However, it will be important for the constituent parts of the Oliy Majlis administration to share plans with each other and seek to build synergies.

Given the scope of reforms introduced by the president, the Oliy Majlis intends to play a bigger role in supporting an increase in the volume of primary legislation. This would require an enhancement of the legal department (legal experts and policy specialists) to deliver information and analytical support.

The effectiveness of both Secretariats will be critical to the success of the president's programme for enhancing the role of parliament. The process of opening up depends not only on the response of MPs, but also on the ability of the Legislative Chamber's Secretariat to enhance significantly the services they provide which to a great extent will be depended on adequate staffing.

3.5 GENDER EQUALITY IN UZBEKISTAN (EQUAL RIGHTS AND OPPORTUNITIES FOR WOMEN AND MEN)

Since its independence several international human rights treaties that promote gender equality and women's and girls' rights have been ratified. These include the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, and several International Labour Organisation conventions. The Beijing Declaration and Platform for Action has been adopted. The principles of non-discrimination and equal rights for women and men are enshrined in the constitution and legislation.

In 2016, Uzbekistan was rated 57th out of 188 countries in the Gender Inequality Index (GII). The GII measures the human development cost of gender inequality. The higher GII value

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15 The Secretariats of the Legislative Chamber and the Senate have received training and capacity building over a longer period of time, from various actors such as UNDP; these initiatives are continuing. The investment in the parliament's human resources are valuable and worth continuing.

16 For instance: Convention (100) concerning Equal Remuneration for Men and Women Workers for Work for Equal Value; Convention (103) on the Protection of Maternity; and Convention (111) concerning Discrimination in Respect of Employment and Occupation.

17 Article 18 of the constitution states that “all citizens of the Republic of Uzbekistan shall have equal rights and freedoms, and shall be equal before law without discrimination by sex, race, nationality, language, religion, social origin, convictions, individual and social status”.

18 Among others: The Labour and Family Code, the Code on Administrative Responsibility, the Civil, Criminal, and Labour Codes, the Citizenship Act, the Youth Act, the Education Act, the Health of Citizens Act, the Welfare for Disabled Persons Act of the Republic of Uzbekistan, the Residential Policy Principles Act and the Employment Act.
the more disparities between women and men and the more loss to human development.\textsuperscript{20} The GGI indicates that Uzbekistan is close to attaining gender equality in primary and secondary education (enrolment, educational attainment and literacy) and health (sex ratio at birth and healthy life expectancy).

Despite these achievements, deep-rooted stereotypes regarding the roles of women and men in the family and society underpin many legal provisions and social practices.\textsuperscript{21} As per the \textbf{Social Institutions and Gender Index} (SIGI) of the Organisation for Economic Co-operation and Development (OECD) that measures discriminatory social institutions, Uzbekistan ranked 52\textsuperscript{nd} out of 86 non-OECD countries and received an overall score of 0.1475 (medium category) in 2014.\textsuperscript{22} Approximately 80\% of the population prefers men to provide income and women to take on household chores and caring responsibilities.\textsuperscript{23}

Discrimination in law and society can be observed, with wide ranging consequences, some examples include:

- The term “family conflict” is preferred over domestic violence, implying that domestic abuse is a family issue and should be resolved among relatives. Under criminal law, victims of domestic violence might seek justice, however, the current regulations do not consider other forms of domestic violence such as sexual, psychological, economic and emotional abuses as well as economic and social costs as forms of domestic abuse.\textsuperscript{24} Currently, there is no separate law protecting women and girls from domestic violence or sexual harassment. Terms like gender or gender equality are not defined in Uzbek legislation.

- The law discriminates on the minimum legal age for marriage: 17 for women and 18 for men.

- Men who have completed military service, as they can use their service to boost entrance exam scores. Such practice significantly undermines equal access to higher education and in consequence affects women’s employment.

However, to mitigate this and in accordance with the Presidential Decree (07/03/2019 № 4235), Women’s Committee of Uzbekistan, Ministry of Justice and the National human rights centre are expected to draft two new laws: “On guaranteeing equal rights and opportunities for men and women” and “On protecting women from harassment and violence”.

\textsuperscript{20}An inequality index and measures gender inequalities in three aspects of human development: reproductive health, measured by maternal mortality ratio and adolescent birth rates; empowerment, measured by proportion of parliamentary seats occupied by women and proportion of adult women and managed 25 years and older with at least some secondary education; and economic status, expressed as labour market participation and measured by labour force participation rate of female and male populations aged 15 years and olderUNDP, Gender Inequality Index (GII), http://hdr.undp.org/en/content/gender-inequality-index-gii


\textsuperscript{22}SIGI measures discrimination against women across 180 countries and covers four dimensions of discriminatory social institutions, spanning major socio-economic areas that affect women’s lives: discrimination in the family, restricted physical integrity, restricted access to productive and financial resources and restricted civil liberties. Social Institutions and Gender Index 2017, http://www.genderindex.org/


\textsuperscript{24}Living in rural areas and having children in a family reduces the likelihood of full employment for women by 27\% and 25\%, respectively. At the same time, the influence of these factors on the probability of full employment among men is very small and does not exceed the threshold of statistical error. Ibidem.
Other sources, such as the Asian Development Bank (ADB)\textsuperscript{25}, highlight issues related to the status of women including disparities in property ownership, gender asymmetry in decision-making and managerial positions, and horizontal and vertical segregation in the labour market. Interestingly, gender discrimination is not unique to women; in case of divorce, children stay automatically with mothers demonstrating the difficulty for fathers to execute parental rights due the perception of their roles as breadwinners rather than carers.

Positively, parliament has expressed interest in developing new gender equality legislation. This would provide an opportunity to actively promote gender equality in law and discriminatory statutes and legislative provisions, such as those in the Labour and Family Code, can be abolished.

The national gender machinery is modest. The main body for the advancement of women is the Women's Committee of Uzbekistan (WCU), established in 1991. It is led by the Deputy Prime Minister; chairpersons of regional territorial Women's Committees are appointed deputy hakim (mayor).\textsuperscript{26} The WCU promotes government polices related to women's issues and its approach to women.

To achieve gender equality, concerted efforts of all governance bodies, citizens, CSOs, education institutions and religious leaders will be necessary. It will require a further advancement of gender equality in the legislative framework as well as the adjustment of governmental polices related to the provisions of CEDAW, the elimination of biased and discriminatory social practices and the adoption of various administrative and monitoring measures.

3.6 WOMEN'S PARTICIPATION IN DECISION-MAKING

The Labour and Family Code does not restrict women's political participation; anti-discrimination laws forbid discrimination in the workplace. However, women are underrepresented in all spheres of public life and high-level decision-making positions. The table below presents a sex-disaggregated breakdown of women's participation in three branches of the government.


\textsuperscript{26}UBHRRL, op. cit.
Table 1: Gender Disaggregation in Decision-Making Bodies, 2017

<table>
<thead>
<tr>
<th>Institution</th>
<th>Women (no.)</th>
<th>Men (no.)</th>
<th>Women (%)</th>
<th>Men (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>LEGISLATIVE</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Legislative Chamber of the parliament</td>
<td>24</td>
<td>126</td>
<td>16</td>
<td>84</td>
</tr>
<tr>
<td>Senate of the parliament</td>
<td>19</td>
<td>81</td>
<td>19</td>
<td>81</td>
</tr>
<tr>
<td>Jokargy Kenes (Parliament), Republic of Karakalpakstan</td>
<td></td>
<td></td>
<td>13</td>
<td>87</td>
</tr>
<tr>
<td>Council of Deputies:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Regions and the city of Tashkent</td>
<td></td>
<td></td>
<td>12</td>
<td>88</td>
</tr>
<tr>
<td>- District level (tuman)</td>
<td></td>
<td></td>
<td>23</td>
<td>77</td>
</tr>
<tr>
<td>EXECUTIVE</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cabinet Office</td>
<td>2</td>
<td>21</td>
<td>8.6</td>
<td>91.4</td>
</tr>
<tr>
<td>Deputy hokims:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Province level</td>
<td>14</td>
<td>16.6</td>
<td>83.4</td>
<td></td>
</tr>
<tr>
<td>- District level</td>
<td>219</td>
<td>25</td>
<td>75</td>
<td></td>
</tr>
<tr>
<td>JUDICIARY</td>
<td></td>
<td></td>
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<tr>
<td>Judiciary</td>
<td></td>
<td></td>
<td>23</td>
<td>77</td>
</tr>
</tbody>
</table>


Demonstrated underrepresentation in the parliament is despite the Law on Parliament Elections, adopted in 2003, that introduced a 30% candidate quota for women on political party lists. Women constitute around 16.5% of all Members of both chambers, below the global average of 23.3%. Elected women, by and large, do not occupy leadership positions.

The structure and machinery within the parliament is currently missing a women’s parliamentary caucuses. Women's parliamentary caucuses are generally cross-party voluntary groups to champion issues of gender equality and women's and girls' empowerment in legislation. While good international practice is to have a dedicated permanent parliamentary committee dealing with women's and equality issues, the Legislative Chamber established a Commission on Women and Family that is responsible for promotion of family values; protection of motherhood, paternity and childhood; protection of women's rights, freedoms and interests. The Commission that consists of eight MPs (the chairman, his deputy and members of the commission), scrutinises existing legislative framework and proposes recommendations for further improvements and monitors and ensures timely and proper implementation of international treaties on family and women's issues ratified by the Republic of Uzbekistan.

Establishing the women's caucus and the dedicated permanent committee would effectively contribute to improving the impact of parliaments in developing policies that take into account their effect on women and men, and seek to address the imbalances that exist. Further, there is also no methodology to actively promote gender equality in legislation and to conduct gender-based analysis of all legislation. Tools to conduct a gender-specific analysis when scrutinising legislation and other instruments, such as the budget, and oversight have not been adopted yet. Information regarding gender-responsive infrastructure and the parliamentary cultures well as policies and practices of political parties regarding gender equality were not obtained.

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Given the available data on women's participation in public life, more research is needed to better understand the financial, legal and unofficial/non-legal barriers, including: the role of political parties; the financial situation; and cultural perceptions, roles and responsibilities.
Many democratic parliaments have established non-partisan, professional legislative research and analysis capacity. These research services often play a key role in transforming the parliament into a modern, genuinely democratic and efficient legislature. Research services provide documentation, information and research to the leadership of parliament, committees, MPs and their staff on subjects which are directly related to ongoing parliamentary business. Such a parliamentary research institute contributes to establishing stronger, substantive partnerships with domestic academic institutions and think tanks, as well as international research institutions and networks. In the end of 2017, the Oliy Majlis established the Legislative and Parliamentary Research Institute (LPRI) to provide this capacity in Uzbekistan.

4.1 MISSION AND TASKS

LPRI was established as part of the president’s overall strategy for national reform and within the specific parliamentary strand of the National Development Strategy; this context provides LPRI a clear sense of purpose and direction. The institute is led by its Director, Dr Rahim R. Hakimov, MP, who also serves as Chairperson of the Defence and Security Committee of the Legislative Chamber. The institute has the following mission statement:

To increase the effectiveness of the scientific, informational and analytical support activities and considerably improve the quality of the legislative work of the Parliament, Deputies…and Senators of the Oliy Majlis….

It has set out five main tasks for itself:

1. Analysing legislative problems, preparing proposals to improve normative and legal acts, law enforcement practice and activity of both chambers of the parliament;
2. Providing scientific, information and analytical support for the activities of the parliament, its Members and Senators, supporting their professional improvement;
3. Conducting research in the field of law, politics, economics and other spheres; developing scientific concepts for the development of legislation, and considering international practices;
4. Learning from the experiences of foreign parliaments to use their effective forms and methods in the activity of the parliament;
5. Studying the conformity of national legislation with international norms and standards and developing proposals for their implementation in legislation.

Going forward, LPRI is focusing on the following six priority areas:

1. Improving the procedures for reviewing, adopting and monitoring the implementation of the state budget. Under this priority, work is envisaged on the formation of a new effective mechanism for the consideration and adoption of the state budget (analysing state budgets prior to submitting it to the parliament for debate and approval), development of
the procedure for monitoring of the execution of the state budget (in parliament) and preparation of proposals and recommendations for the introduction of medium-term budget planning (Ministry of Finance).  

2. Improving legislative techniques and activity. Under this priority, work is envisaged for the improvement of existing methods of preparation and consideration of draft laws in the parliament and its committees, including legislative process, improvement and formation of new, effectively guidance on legislative drafting techniques, developing proposals for introduction of innovative technologies in the legislative process.

3. Improving the national system of legislation considering the goals and objectives of the National Development Strategy. Under this priority, work is envisaged on preparing new legislation, codification of existing legislation, developing proposals to reduce secondary legislation and supporting Members and Senators to use their right of legislative initiative.

4. Expanding support for the institute's activities. Under this priority, work is envisaged on establishing cooperation with international parliamentary research institutions and services, professional development for LPRI staff, Members and Senators, and strengthening the material and technical base of the institute.

5. Developing a methodology for regulatory impact assessment (RIA) and legislation implementation. Under this priority, work is directed towards developing a methodology for assessing the regulatory impact of laws and draft laws. It is worth noting that UNDP and the EU Delegation are advising on ex ante impact assessments and RIA, though the ex post impact assessment of legislation or Post-Legislative Scrutiny (PLS) is not currently in place.

6. Creating a framework for parliamentary development. Under this priority, work is envisaged to development methodologies and practical manuals for Members and Senators on legislative activity, parliamentary oversight, communication with voters and the parties. It is also organising capacity building events for Members, Senators and LPRI staff; and conducting research on institutional strengthening of parliament.

LPRI has been established as an entity separate from the secretariats of the Legislative Chamber and Senate and reporting directly to the two chambers. In most parliaments, the research and library services are an integral part of the secretariat. This integrated structure eases working relationships, enhances synergies and minimises duplication or competitiveness. It is important that the LPRI develops close working relations with the secretariats at both leadership and operational levels.

In most parliaments, the research institute incorporates the library of parliament. The role of the parliamentary library is to keep up to date an appropriate collection of books and publications, provide regular reference services, prepare bibliographic and thematic indicators of different parliamentary periods, and prepare databases on legal acts published in the Official Gazette and on press articles related to the parliament and its Members. Currently such services are largely unavailable in the parliament. The parliamentary libraries do not have capacity to offer such services to parliamentarians. This is not conducive to the continuing development of an efficient and effective organisation. It would be suggested that one of the parliamentary libraries is developed substantially.
4.2 STRUCTURE AND OPERATION

STRUCTURE

The structure of LPRI consists of seven central departments:

a) Department of Studies of Constitutional Law and Public Administration
b) Department of Judicial and Legal Research, Crime Prevention and Crime Control
c) Department for the Study of Economics, Finance and Business Development
d) Department of Social Policy Research and Health Issues
e) Department of Theory of Legislation and Comparative Law
f) Department of Strategy and Management
g) Budget Analysis Department

In addition, there is: a Sector for the Study of Parliamentary Law and Issues of Parliamentarism; a Sector for "Dialogue with the People"; a Common Department; a Sector for International Relations and an Information and Communications Technologies Implementation Sector.

Typically, each of these branches has three leading researchers with a manager, or chief researcher performing an oversight role. Attached to each of the departments is a scientific and expert council, with links to external specialists. Each department has a Scientific and Expert Council.

At this stage, LPRI has around 40 staff, approximately 70% of which are lawyers, and some have a policy background. Additionally, external expertise is solicited to contribute through scientific and expert councils. At the time of analysis, six members of staff are women. Planned growth in the number of LPRI staff provides an opportunity to achieve an optimal mix of skills and experience to meet the future needs of parliament by engaging various subject specialists. Such skills could include, for example, an appropriate knowledge of specialist policy areas, statistical analysis and public finance scrutiny.

Currently MPs and Senators do not have any personal support staff, which is common practice in most parliaments. In the absence of such assistance, parliamentarians will inevitably draw on the specialist support of LPRI and it therefore needs to be effectively resourced to provide this service.
To ensure the effective operation of the LPRI an assessment of ICT capacity and infrastructure should be conducted. Ensuring adequate investment in new ICT systems is inevitable.

**SERVICE USERS/CUSTOMERS**

At present, LPRI serves Members of both houses as well as committees and has an ambition to become the primary source of parliamentary research for all parliamentarians. As of March 2019, no customer surveys have been carried out, though LPRI staff informed us that the institute is developing a feedback form to accompany each research paper upon its delivery to the customer. Gathering such information will be a vital source allowing LPRI to effectively gauge and monitor the satisfaction of its customers, as well as the demand for certain types of information. This will assist the development of appropriate staffing structures as the institute grows, the identification of skills and knowledge gaps, as well as the development of a suite of products that can be offered on a proactive basis without customers requesting them in the first instance.

LPRI has been involved with the work of the executive. For example, the social policy and health team within the LPRI has assisted with the creation of the national health strategy. It is
apparent that the executive, including the Cabinet of Ministers, takes account of the suggestions of the LPRI in drafting new legislation. Examples of this the Draft Law on Reproductive Health, the Draft Law on Hunting, the Draft Law on Child’s Nutrition and the Draft Law on Hydrometeorology. While this growing influence and reputation of the institute is to be welcomed, care should be taken to ensure that the assistance that the LPRI provides through the legislative process and parliamentary scrutiny of new laws is not diminished by having assisted the executive in the drafting of the new laws. Applying the principles of constitutional separation of powers, research services in most parliaments (including the UK) primarily, if not exclusively, provide support to parliament. For example, while research staff in the Northern Ireland Assembly would be expected to be aware of the work of executive departments and to receive information from them on request, it would be very unusual for the Assembly Research and Information Service to carry out work on behalf of the executive. Indeed, such work may, if conducted on a regular basis, call into question the independence and non-partisan nature of its work.

**TASKS**

The institute currently produces the following pieces of work:

- Research papers for committees in both houses
- Research papers for parliamentarians
- Analysis of legislation and the creation of bill proposals
- Some proactive research (for example, the Budget Scrutiny Unit has carried out work examining environmental policy and gender budgeting)

The production of research papers and budget scrutiny work on both a reactive and a proactive basis are entirely consistent with the work of most parliamentary research services, including the Northern Ireland Assembly Research and Information Service and its equivalent services in other parliaments and assemblies across the UK. However, the analysing of legislation and the creation of bill proposals (as opposed to the scrutiny of legislation introduced by the executive or private Members) is unique to the LPRI.

It does not appear that accompanying bill papers – documents providing background and analysis on individual draft laws, as are provided by research services in many parliaments – are currently provided by LPRI. Currently the development of such explanatory notes to accompany draft laws for both private Members’ and executive bills are produced by the body that introduces draft legislation. Therefore, if an executive department introduces a bill to parliament, it will also provide a paper with accompanying statistics, explanations, costings and international comparisons. However, in our view, relying on information provided by the sponsor questions its neutrality and misses an opportunity to provide additional information which may help Members and committees scrutinise effectively. LPRI also manages the Mening Fikrim - e-petitions portal launched in April 2017 (see chapter 5.4). It currently plays a role in filtering petitions: for example, ensuring that the correct number of signatures has been achieved. Furthermore, LPRI provides accompanying background papers (analytical papers, overview of foreign practice, notes with public opinion review) which help to contextualise the content of petitions for action in the parliament.

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32 In the course of one year since its establishment (December 2017), LPRI has produced 64 draft laws, five decrees of the chambers of the Oliy Majlis, 31 draft by-laws and over 185 analytical and research papers. Also, the LPRI has revised the Law on Regulations of Procedures of the Legislative Chamber of Oliy Majlis of the Republic of Uzbekistan and submitted it to the parliament. See the online article on Telegraph “Scientific approach towards law-making” https://telegra.ph/K-NORMOTVORCHESTVU--S-NAUCHNYM-PODHODOM-02-11

33 Some examples of how this could be done were provided by the Northern Ireland Assembly Research and Information Service.
The demand for the skills and services of LPRI are likely to increase as its reputation for providing high quality research services grows. It is important that the institute focuses its work primarily on supporting parliament and its committees.

**PRODUCTS**

At present, responses to research requests are provided in the form of a paper article. Typically, such papers consist of around five pages of material, with further contextual and statistical material sometimes placed within accompanying appendices. The concept of providing short, succinct papers that answer questions specifically and in an accessible manner seems to be well established within the ethos of LPRI, and is aligned with good international practice. A close referencing of the origin statistics, including, where possible, hyperlinks to sources and relevant reading materials, helps to further develop a reputation for being impartial and objective. It seems there is some ambition to develop infographic products, but that such capability does not exist at present. This would be a further positive step. Publication in online formats has also yet to be developed.

**SYSTEMS AND PROCESSES**

Through our assessment and engagement, we consider that LPRI broadly has a good structure, a solid body of well-trained staff and an engaged customer base – although that can always be further developed. However, as demand increases there may be aspects of the process of receiving and answering requests which will need to be evolved in order to improve efficiency. For example, at present, a research request is made by a Member writing to the director in a formal letter. When a response is prepared, it goes through four layers of checking, including the director himself. At each of these stages, changes can be made. The current system may therefore create bottlenecks and slow down both the process of making a request, and also the customer receiving a response.
This chapter examines the main parliamentary processes in Uzbekistan: legislation, budget, oversight and representation. It is based upon the European Commission assessment framework and checklist for the design of parliamentary strengthening programmes.\textsuperscript{34}

5.1 LEGISLATIVE PROCESS

The constitution, the Law on Normative Acts, the Law on Procedures of Submitting Draft Laws to the Legislative Chamber, the Laws on the Rules of Procedure of the Legislative Chamber and the Senate, and other laws regulate the legislative process. Following are the main issues relevant to understanding the legislative process in the Republic of Uzbekistan.

**LEGISLATIVE INITIATIVE**

Article 83 of the constitution defines the institutions with the right of legislative initiative:

1. President
2. The Republic of Karakalpakstan through its highest representative body
3. Deputies of the Legislative Chamber
4. Cabinet of Ministers
5. Constitutional Court
6. Supreme Court
7. General Prosecutor

There is therefore no one single centre for lawmaking or the overall legislative programme (beyond that of the National Development Strategy). The Cabinet of Ministers has no influence over the Prosecutor’s Office or the Supreme Court in their legislative initiative right. The legislative initiative of the Prosecutor’s office is a rare practice worldwide.

**STEPS IN THE LEGISLATIVE PROCESS**

Government-drafted legislated is prepared based upon Government Resolution #345 (17 October 2016) which introduced several improvements in the law-drafting mechanism. It promotes an evidence-based approach to lawmaking and the quality of draft laws, and it applies the anti-corruption screening of draft laws and regulations.\textsuperscript{35} However, the reports from the anti-corruption review of legislation are not shared with parliament when the draft law is introduced.\textsuperscript{36} Interestingly, parliamentarians are sometimes included in pre-legislative scrutiny of draft legislation through the \textit{ad hoc} inter-agency working groups, which are usually set up by the government for significant drafting tasks.

All draft legislation prepared by the government is published on the website \texttt{www.regulation.gov.uz} for public comments. At the time of writing, 2,165 laws and bylaws had been posted for public discussions.\textsuperscript{37} This is a relatively new practice, which contributes considerably to transparency and openness. The line ministry reviews and sometimes replies to

\textsuperscript{34}European Commission, Engaging and Supporting Parliaments Worldwide: Strategies and methodologies for EC action in support to parliaments, Brussels, October 2010, p. 196.

\textsuperscript{35}The methodology for this kind of expertise was endorsed by the Order of the Minister of Justice on 25 December 2015. All draft laws and regulations passing legal scrutiny by the Ministry of Justice are now scrutinised for corruption risks as well.

\textsuperscript{36}The anti-corruption screening is institutionalised at the Ministry of Justice as a component of its legal review. The 2016 Law on Combatting Corruption facilitates strengthening the anti-corruption screening mechanism and extending its scope to include already adopted legislation as well.
PARLIAMENTARY PROCESSES

the comments on the specific articles of the law, indicating whether the comments are accepted, rejected or considered valuable. It is, however, worth noting that this form of consultation is rather technocratic, allowing only comments on individual articles of legislation. To our knowledge, there is no policy review ahead of this or an ability to comment on the overall principles or concept of the draft legislation.

Once the draft law arrives in parliament, the leadership of the Legislative Chamber sends the document to the relevant committee(s) and political factions for their initial review. They provide to the Presidium their opinion if the draft law is acceptable or not, allowing the draft to move forward to discussion at first reading. To move forward, consensus does not have to be reached among all political parties. The draft law is accompanied by an explanatory note, produced by the initiator, explaining its purpose.

Upon receipt of the opinion of the committee(s) and political factions, the draft law is put on the agenda of the Legislative Chamber for first reading, at which the general concept of the law is debated. Draft laws which are already closed and passed to the parliament would benefit from the tracking system showing when and how they have been considered by the parliament. Likewise, this system could be further developed with a more detailed legislative tracker showing where any given draft law is in the legislative process.

If the general concept is accepted in first reading, the draft law goes to the relevant committees which examines the document article by article. A committee is given a specific deadline when it needs to finalise its review ahead of the second reading. As the committee reviews the draft law, a Council of Experts might be requested for its opinion.

The second reading of the draft law proceeds in a plenary discussion of the text, article by article, based upon the committee's assessment. After the second reading, the draft law is returned to the committee for finalisation of the text based upon the discussion in plenary. After finalisation of the document, there is a third reading in plenary session, for the final approval of the draft law in the Legislative Chamber.

After these three readings in the Legislative Chamber, the draft law is transferred to the Senate. The upper house conducts a general review of the draft law, not article by article, which includes a committee review as well. The plenary session of the Senate takes a single yes or no vote to approve or reject the draft legislation.

If the vote is negative, the draft law returns to the Legislative Chamber for reconsideration. A reconciliation commission with Members of the Legislative Chamber and the Senate may be established to investigate the Senate's objections.

Once approved by both Houses, the draft law is sent to the president of the republic for signing and promulgation. The president has the right to return the law with his objections to the Oliy Majlis. However, if the law was adopted by a two-thirds majority of the total number of deputies of the Legislative Chamber and Members of the Senate respectively, the law is liable to signing by the president within 14 days and promulgation. The law takes effect once it is passed by parliament, signed by the president and officially published.

They include 150 primary laws, 66 Presidential decrees, 191 Presidential resolutions, 3 Presidential orders, 607 decrees of Cabinet of Ministers, 698 decisions of local government, 450 acts and resolutions of government agencies. Official government web-portal of draft legislation available for public discussions https://regulation.gov.uz/ru
The National Development Strategy (2017-2021) and the overall reform process provide opportunities to further improve the legislative process. First, it generates annual sector strategies with related legislative plans. They can provide the basis for developing a multi-annual legislative programme for parliament and its committees. This would serve to establish a more comprehensive prediction of legislation, enabling planning and programming for legislation, and securing consistency of new legislation with existing legislation in a more systematic way.

Secondly, most laws only contain basic guidelines and frameworks, while the actual mechanisms and procedures for implementation are left to secondary legislation (regulations and by-laws). The lack of self-executing laws and mechanisms of direct action in laws results in agency-led rulemaking, which can create excessive, even unintentional, administrative and fiscal burdens on all parties, citizens and businesses. Through adopting acts systematically in a package proposal by thematic areas and specific sectors, the total number of laws decreased fourfold within the last 10 years and hence the share of laws as approved by parliament is only around five per cent in the overall regulatory system. The government wishes to change the approach to legislation and include more issues in primary legislation, thus helping to speed up the implementation of legislation.

The August 2018 Presidential Decree on the Concept of Lawmaking aims to reform the lawmaking process. The new concept addresses questions regarding who is in charge of legislative planning, the implementation of Regulatory Impact Assessments, inter-agency cooperation on legislation, digitalisation of the legislative process, inventory of legislation, and ex-post analysis of legislation. Implementing the provisions of this concept in the years ahead will contribute to improving the quality and implementation of legislation.

Thirdly, evidence-based legislation is good legislation. We have learned that all legislation submitted to parliament is accompanied by an explanatory note, providing a justification for introducing the law and the concept of the law. It is unclear to what extent the ministries are preparing a detailed cost-benefit analysis for all new legislation and if such analysis is shared systematically with parliament, although this practice seems to be limited.

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38 On 20 June 2018, the second session of the Dialogue on Achieving the SDGs “Transformations in the Lawmaking of Uzbekistan: New Approaches to sustainable Development” was held at the Inha University in Tashkent. The event was a joint initiative of UNDP, LPRI and the Development Strategy Centre.

Evidence-based policymaking tools have not become standard fully-fledged instruments in the lawmaking and rule-making processes in Uzbekistan. Although, as of 17 October 2016, Government Resolution No. 345 envisages certain requirements for legislative analysis, it is often focused towards the assessment of the impact on the state budget only (as per the Government Resolution of 2 December 2014). There is a need for methodologies for assessing the costs and benefits for stakeholders as well as justification for initiating the regulations and other issues, as this will contribute towards quality review of the draft legal act, as well as its potential impacts. To strengthen evidence-based policymaking and assess cost and benefits, there is scope for involvement of not only key government agencies but also academic institutions, policy centres and independent experts. Such an approach would promote knowledgeable public participation and at the same time strengthen the national capacity for independent policy advice to the policymakers.

The Ministry of Justice currently plays an important role in improving the quality and consistency of draft legislation, as does the LPRI. Operationalising the RIA is an important focus of current reforms.

Fourthly, transparency in the legislative process has improved considerably during the past years as much draft legislation is published online for public comments. This practice can be further strengthened by enabling comments on the overall purpose and policies of the law, in addition to the article-by-article comments as provided for currently. It would be useful if all new draft legislation is published online. It would also be useful to ensure adequate consideration of all proposals and comments received from citizens by the initiators of draft laws; and for providing a response or acknowledgment to all persons who made proposals or comments. We understand that currently the initiators of new laws provide feedback to those comments which need further clarification.

The UK model as well as those used in many other parliament of an online “legislative tracker” providing real-time information on progress in the steps of legislative review might be a useful next step to consider. If needed, further regulations on legislative consultation processes could be considered.

Fifthly, parliament’s role in reviewing draft legislation can be deepened further by technical support to MPs in specific thematic areas, such as knowledge on gender analysis of legislation, anti-corruption considerations, or other thematic areas. Further study of the legislative scrutiny practices in other countries could help to consider options for upgrading the legislative review process in the parliament of Uzbekistan. Further to the ministries’ reviews of the online comments to the articles of a draft law, parliamentary staff could play a useful role in verifying to what extent citizens’ comments have also been incorporated in the draft law as submitted to parliament.

Sixthly, as RIA and ex-ante assessment of legislation is a priority area of attention, it was noted that there is currently little attention to the role of parliament in ex-post impact assessment of legislation. Ex-post evaluation depends a lot on the availability of data, access to data and the transparency of the governance system, developing a methodology for ex-post evaluation would be useful. It would also strengthen the full-cycle approach to the legislative process, representing good practice in parliamentary strengthening.

The newly created Business Ombudsperson can facilitate regulatory impact
assessments and speed up the pace of implementing RIA tools and other innovative methods of evidence-based policy development. Good practice from other jurisdictions (e.g. United Kingdom, Germany, the Netherlands and South Korea) demonstrate that a central governmental unit in charge of RIA could facilitate its implementation and effectiveness. Moreover, it is essential to design and develop *ex-ante* and *ex-post* RIA mechanisms into the Legislative Chamber's legislation scrutiny.

Finally, a particular challenge is to ensure the holistic implementation of international treaties into national legislation and domestic jurisdiction as an integral part of the quality lawmaking process. According to UNDP sources, since 1995 national legislation in 90% of the cases stipulates that international law has a priority over national law, if the latter contradicts the former. However, parliamentary, administrative and judicial procedures to enforce this supremacy principle in practice are not established yet.

According to UNDP estimates, there are nearly 4,000 international treaties to which Uzbekistan is a party, including 3,000 interagency ones. The majority of texts of these treaties, especially interagency agreements, are difficult for the public to access due to lack of their availability through printed and/or electronic sources. The lack of a comprehensive electronic database and/or public register makes it difficult for government officials, parliamentarians, judges and the public to understand and effectively implement the international legal obligations of Uzbekistan.

It is well noted that the LPRI has taken upon itself the task to investigate the country's international treaty obligations and the recommendations by international organisations for Uzbekistan.

5.2 BUDGET PROCESS

In the context of the ongoing reforms in Uzbekistan, an important aspect is the compliance of the public financial management system with the principles of efficiency, accountability and transparency.

BUDGET PLANNING AND FORMATION IN UZBEKISTAN

Currently, the state budget is planned on an annual basis. The process starts in April when the Ministry of Finance sends out the budget requests to all budget users, such as sectorial ministries, local governments and state agencies. By 1 July, Ministries, local governments, districts, cities and all entities are to send their draft budget requests to the Ministry of Finance. The Ministry of Finance prepares for the Cabinet of Ministers a consolidated budget proposal as well as the forecast of taxes and customs incomes. By mid-October, the Cabinet of Ministers approves the package of documents including the draft budget, budget policy, macroeconomic parameters and the report on the execution of the budget of the previous year. This package of documents is then made available to parliament.

In recent years, it has been recognised that the annual budget planning is affected by the
requirements of ensuring macroeconomic stability, the implementation of economic and social development programmes and the predictability of fiscal policy. Starting from 2019 mid-term budgeting process has been introduced and the state budget for 2019-2021 has been adopted. The budget will be determined by macroeconomic forecasting and budget requests from ministries and departments. With the introduction of the Budget Code in 2014, a new format for the budget request was established, which includes an analytical report, a register of expenditure obligations, the development programmes for the budget fund managers (line ministries and agencies) and the budget application. All components of the budget request, with the exception of the analytical report, are compiled for three years. As a result, information about the needs of budget holders for the next three years is formally collected. In practice, development programmes are not always developed for the budget funds manager as the ministries seem to lack sufficient human resources and the capacity to prepare them, and access to the financial reporting of institutions financed from local budgets appears limited.

As of 2018, a new procedure for the formation and financing of development programmes in Uzbekistan has been introduced. Accordingly, on an annual basis, the State Committee for Investments and the Ministry of Economy receive information on the projected amounts of incoming funds for a three-year period for the formation and financing of projects, included in the state development programmes.

**ROLE OF THE PARLIAMENT OF UZBEKISTAN IN THE BUDGET PROCESS**

In recent years, some elements of programme-based budgeting have been introduced, and midterm planning, new standards of accounting and reporting in the public sector in Uzbekistan, as well as other innovations have been enacted. In a society transitioning towards a more democratic system, the enactment of these principles requires strengthening the role of the Oliy Majlis in the discussion and adoption of the state budget, as well as monitoring its execution. In accordance with the applicable legislation in Uzbekistan, the powers of the Oliy Majlis include the adoption of the state budget (as proposed by the Cabinet of Ministers) and control over its execution. This is as would be expected in democratic systems.

The Oliy Majlis has the power to amend the draft budget as proposed by the government. However, so far, the budget has not been discussed intensively in parliament and within a relatively short time frame, as is the case in other countries. In view of current reforms and following scrutiny of the draft 2018 budget, it is expected that parliamentarians will take a more active role. Indeed, parliament rejected the 2019 draft budget before amendments were made allowing for its package. This demonstrates a response to the criticisms of the previous year and a willingness to increase the scrutiny of public finances.

It is noted that there are no provisions in the current legal framework that clearly indicate how parliament can make changes to the draft budget, within the budgetary ceilings, without the approval of the Cabinet of Ministers; there are no clear procedures for resolving disputes in cases where the positions of the government and parliament differ. At the same time, it is

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44 Concept Note on of Midterm Budget Planning, UNDP, Tashkent, 2018.
46 As part of the Programme of Measures to improve the efficiency of organisation of statistical activities, to improve the quality of statistical information and its dissemination system during 2017-2021, it is envisaged to introduce modern methods of statistical analysis widely used in foreign statistics and indicators, evaluation criteria and reporting forms that meet international requirements and standards. The task is set to introduce modern methods of collecting and processing statistical data.
recognised that parliament cannot reduce public revenues or increase public expenditure without the approval of the Cabinet of Ministers. This is in line with international practice that protects the principles of balance and stability of the state budget by means of such measures. Nevertheless, it is noted that several MPs are more active in asking questions regarding public finances.

In addition to the procedures for reviewing the state budget in parliament, the timeline requires consideration. According to the Rules of Procedure of the Legislative Chamber, the draft budget is submitted to the Legislative Chamber for consideration not later than 15 October – the submission was delayed in 2018, further reducing the consideration period – and its amended version should be considered by the Chamber no later than 15 November. This means that the Legislative Chamber and Senate have 31 calendar days to consider and approve the draft budget. OECD guidance on "Best Principles of Budget Transparency" states that budget proposals should be submitted to parliament no less than three months before the start of the financial year. One month is considered insufficient for a comprehensive and detailed consideration of as complex and important a document as the state budget. Good international practice indicates that, for a careful study and analysis of the budget and its approval, the legislature needs three months or more to scrutinise and amend a draft budget. Some examples of practices are shown in the table below.

### Table 2: Good international practice in parliamentary budget analysis

<table>
<thead>
<tr>
<th>Country</th>
<th>Start of financial year</th>
<th>Budget proposal</th>
<th>Scrutiny time</th>
</tr>
</thead>
<tbody>
<tr>
<td>France</td>
<td>1 January</td>
<td>First Thurs. of Oct.</td>
<td>c.3 months</td>
</tr>
<tr>
<td>Japan</td>
<td>1 April</td>
<td>During January</td>
<td>More than 3 months</td>
</tr>
<tr>
<td>South Korea</td>
<td>1 January</td>
<td>2 October</td>
<td>3 months</td>
</tr>
<tr>
<td>Mexico</td>
<td>1 January</td>
<td>8 September</td>
<td>c.4 months</td>
</tr>
<tr>
<td>Netherlands</td>
<td>1 January</td>
<td>Third Tues. of Sept</td>
<td>More than 3 months</td>
</tr>
<tr>
<td>Sweden</td>
<td>1 January</td>
<td>20 September (or earlier)</td>
<td>More than 3 months</td>
</tr>
<tr>
<td>USA</td>
<td>1 October</td>
<td>First Mon. of Feb.</td>
<td>c.8 months</td>
</tr>
</tbody>
</table>

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48 Article 20 of the Law on the Rules of Procedure of the Legislative Chamber states: "the remarks and proposals of the Legislative Chamber on the draft state budget shall be passed to the Cabinet of Ministers. The Cabinet of Ministers of the Republic of Uzbekistan finalises the draft state budget taking into account the comments and proposals of the Legislative Chamber." There are no regulations how to proceed in case the government does not agree to the proposals put forward by the parliament or, if the parliament is not satisfied with the changes in the draft state budget made by the government.

49 "Draft laws that provide for reducing public revenues or increasing public expenditure, as well as amendments in budget items can only be made subject to the decision of the Cabinet of Ministers of the Republic of Uzbekistan" (Law on the Legislative Chamber; Article 27).

50 Based on UNDP monitoring of parliament sessions.


UK practice prescribes no specific deadline for the submission of the draft budget, which is left to the discretion of HM Treasury. However, in line with the revised budget process announced when the Autumn Statement — a mid-year mini budget — process was abolished in 2017, the budget proposal is generally expected around mid-October for the beginning of the new financial year in April; this allows around five months for the parliamentary process.

Given the condensed timeframe for consideration of the budget by the Oliy Majlis, the Committee on Budget and Economic reforms in the Legislative Chamber is unable to fully use the opportunities to involve a wide circle of MPs, public officials, experts and representatives of civil society in the consideration of the draft budget. A longer time in assessing budget processes would allow thematic committees to engage in budget oversight processes. It would also provide a limited window of opportunity for negotiations with the Ministry of Finance and amendments to the budget, should those be proposed by the parliament.

A short time frame for consideration of the budget does not allow parliament’s various sectoral committees to consider the draft budget, although the budget issue is directly related to the work of most committees. International experience shows that in considering the draft budget, it is expedient to use to a maximum extent the experience of departmental/sectorial committees that are familiar with the specifics of individual sectors. To this end, a two-tier structure of committees could be used to consider proposals for expenditure allocations; for instance, the budget committee approves limits for various types of expenditure by sector, and departmental committees have the right to reallocate the budget of sectors under their jurisdiction within the given limits.

As for the powers of parliament to control the budget execution, the Rules of Procedure of the Legislative Chamber state: “The Ministry of Finance of the Republic of Uzbekistan shall send information and necessary materials on the execution of the state budget to the Legislative Chamber on a quarterly basis. The Legislative Chamber shall examine the execution of the state budget for each quarter. During consideration, the Legislative Chamber shall hear a report of the Cabinet of Ministers of the Republic of Uzbekistan, an opinion of the responsible committee, opinions and proposals of factions (deputy groups), hold discussion and adopt a relevant resolution.” The legal framework does not specify what happens if parliament is not satisfied with the budget execution. Accordingly, and to enable the Oliy Majlis to exercise its powers in the budgetary process, it is necessary to set out a more detailed description of such procedures in legislation.

The role of parliament in the budget process can be strengthened further if it can make use of the reports of the Accounting Chamber on the execution of the budget in a more substantive way, as these reports are an important source of information. Each year in April, the Accounting Chamber submits its audit report to the president and parliament. In 2018, the report was published on the website of the Accounting Chamber for the first time. It is noted that the Accounting Chamber is itself going through several reforms, resulting in — for instance — and increase of its staff from 20 to 60 persons over the last two years, and the diversification of its work, looking at auditing of spending as well as value for money auditing; these will be extremely useful documents for parliament to utilise in scrutinising the oversight of budget execution. As the supreme audit institution, its analysis of the execution of the budget will provide the basis for meaningful parliamentary consideration. Based upon the information available to us, it is not
clear how independently the supreme audit institution is able to function. As part of the reform of that institution, INTOSAI (International Organisation of Supreme Audit Institutions) standards and guidelines should be considered and integrated into its work.

**TRANSPARENCY OF THE BUDGET**

The experience of many countries shows that the availability of the information and analytical service on financial and economic issues under the parliament makes it possible to significantly improve the legislative budgetary process.

A recent decree on open budgets will enable the publication of all relevant budget documents on a dedicated open budget website, as of this year, for public review and feedback. This will enable Uzbekistan's inclusion in the Open Budget Index.

In January 2019 the Ministry of Finance launched the “Open Budget” web-portal, which provides information on the final version of the national and local budgets. The public can provide the feedback on the final budget and the parliament is expected to consider it in their analysis.

The on-line portal also offers the following information:

- The budget system of the Republic of Uzbekistan
- Information on revenues and expenses of the state budget
- Information on revenues and expenses of state trust funds
- Information on additional sources of the State Budget of the Republic of Uzbekistan
- Conclusions of the Accounts Chamber of the Republic of Uzbekistan on the draft State budget and budgets of State Trust funds, the main directions of tax and budget policy, as well as on the results of an external audit and evaluation of annual reports on the execution of the State budget and budgets of State Trust funds;
- Reports on budget execution
- Budget legislation
- Outreach materials such as infographics on “Budget for Citizens”;
- Other data, such as the position of Uzbekistan in international ratings, current financial news

Currently, publicly accessible budget information is extremely aggregated. A narrative summary that explains the budget in plain language is not available which makes it inaccessible to citizens who are not financial experts. The level of knowledge of budget issues among the general public remains low, and there is practically no experience of in the budget process.

To harness the potential of civil society in the implementation of reforms and improve the efficiency of public financial management, and to provide public control, support and confidence in the budgetary policy, the Ministry of Finance has agreed that the efforts should be aimed at:

- Increasing the transparency of the budget through conducting wide awareness raising measures among the public about the budget system.
- Establishing feedback with citizens (public opinion polls, comments and opinions on the
adopted budget and its execution).

- Creating conditions and tools for citizens' involvement in the budget discussion process and controlling its execution.

The Ministry of Finance has already started posting information on its website in more accessible formats and is making efforts to involve the expert community and other stakeholders in the discussion and adoption of key budget documents. With the support of UNDP, the Ministry has released infographics representing the system of public finances and the budget revenues. In addition, and with the financial support of the British Embassy, Tashkent, a “Citizens' Budget” on the basis of the approved state budget for 2018 has been published and presented to the general public. This is a simplified version of a budget document that uses informal (non-technical) language to facilitate the general public's understanding of the budget. This kind of information would also be useful for legislators during the budget process and can be produced relatively simply based on the draft budget proposal at the various stages of its consideration.

PARLIAMENTARY OFFICE OF STATE BUDGET

The establishment of an Office of State Budget under the Oliy Majlis of the Republic of Uzbekistan was announced by the president during his speech to the parliament in December 2018; this was further confirmed in the State Programme for 2019 as part of the process of strengthening the parliament's role in legislative and oversight processes. The establishment of such bodies within parliaments have become an increasing trend over the last decade and the discipline of parliamentary economics has developed with it. Parliamentary budget offices (PBOs) of this type are increasingly networked through groups like the Global Network of PBOs coordinated by the World Bank and a similar network of OECD countries.

The Office of State Budget is expected to provide an additional tool for parliamentary scrutiny of public finances, enhancing the availability of usable independent financial and economic analysis to parliamentarians, factions and committees. The secretariat of the Legislative Chamber was tasked by the president with setting it up. Its remit and a relationship with LPRI Department of Studies of Economy, Finance and Entrepreneurship Development and Department of Budget Analysis is yet to be determined and will be an important area to consider as the new entity is developed to ensure capacities are not duplicated or confused between the bodies. While the remit is yet to be defined, the parliament would benefit from accessible financial and narrative analysis of the draft national budget, including potential cost implications of draft legislation. The provision of such financial scrutiny services within a parliamentary context are typically different and distinct from the kinds of analysis conducted outside of the parliament by bodies such as supreme audit institutions, for example.

As the new office is established, the parliament will wish to carefully consider the products and services which it develops and provides. Most PBOs work on a similar basis and LPRI provides both proactive and reactive information. In 2014, the OECD has produced a useful set of principles which will provide useful background and guidance as the PBO is developed:

1. Local ownership

PARLIAMENTARY PROCESSES

2. Independent and non-partisan
3. Mandate
4. Resources
5. Relationship with the legislature
6. Access to information
7. Transparency
8. Communications
9. External evaluation

Elaboration of these principles can be found in the Recommendations of the Council on Principles for Independent Fiscal Institutions. Application of these principles will ensure that the Office of State Budget is on a solid footing from the outset of its work and has the basis to develop and grow.

All PBOs have a unique structure and set-up with varying sizes and different ranges of products and services. The structure developed should reflect the ambition of the parliament and the types of products the office is desired to provide. The Scottish Parliament, for example, has the Financial Scrutiny Unit within the Scottish Parliament Information Centre (SPICe). In other institutions, PBOs exist as an independent unit within the Secretariat (Canada, USA, South Korea) or more distantly from parliament as seen in South Africa. Despite the various models, some form of financial and economic analytical capacity – provide support in budgetary and other processes – is becoming more common in parliaments. The table below provides some comparisons of structures and scales of established PBOs:

<table>
<thead>
<tr>
<th>Country</th>
<th>Institution name</th>
<th>Institution’s budget (year) € equivalent</th>
<th>Staff (FTEs)</th>
<th>Total Government expenditure (2015) € equivalent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Australia</td>
<td>Parliamentary Budget Office (PBO)</td>
<td>€ 4.49 million (2014)</td>
<td>38</td>
<td>€ 385.8 billion</td>
</tr>
<tr>
<td>Austria</td>
<td>Parliamentary Budget Office (PBO)</td>
<td>€ 0.9 million (2017)</td>
<td>8</td>
<td>€ 175.4 billion</td>
</tr>
<tr>
<td>Canada</td>
<td>Parliamentary Budget Office (PBO)</td>
<td>€ 1.85 million (2014)</td>
<td>17</td>
<td>n/a</td>
</tr>
<tr>
<td>Greece</td>
<td>Parliamentary Budget Office (PBO)</td>
<td>€ 0.5 million (2017)</td>
<td>16</td>
<td>€ 97.3 billion</td>
</tr>
<tr>
<td>Italy</td>
<td>Parliamentary Budget Office (PBO)</td>
<td>€ 6 million (2014)</td>
<td>33</td>
<td>€ 827.8 billion</td>
</tr>
<tr>
<td>Korea</td>
<td>National Assembly Budget Office (NABO)</td>
<td>€ 11.06 million (2017)</td>
<td>138</td>
<td>€ 391.1 billion</td>
</tr>
<tr>
<td>Mexico</td>
<td>Centre for Public Finance Studies (CEFP)</td>
<td>€ 2.26 million (2016)</td>
<td>60</td>
<td>n/a</td>
</tr>
<tr>
<td>USA</td>
<td>Congressional Budget Office (CBO)</td>
<td>€ 39.28 million (2016)</td>
<td>235</td>
<td>€ 5.87 billion</td>
</tr>
<tr>
<td>Ireland</td>
<td>Parliamentary Budget Office (PBO)</td>
<td>€ 0.96 million (2018 projected)</td>
<td>15 (projected)</td>
<td>€ 75.3 billion</td>
</tr>
</tbody>
</table>

Source: OECD, updated 9 November 2017 and PBO (Ireland).

PARLIAMENTARY PROCESSES

There is a danger that a new office will operate in competition with the budget analysis role currently being developed by LPRI, and specifically within its Department for Study of Economics, Finance and Entrepreneurship Development. It is vital that, for the national benefit, the budget scrutiny and analysis roles are carried out in a comprehensive way and there is no overlap of responsibilities should the office and the LPRI’s Department for Study of Economics, Finance and Entrepreneurship Development operate in parallel. For this reason, close dialogue and collaboration with LPRI will be required as the new office is established.

The scope of our financial oversight analysis has been relatively small, with limited information and stakeholder availability. Our research seeks the use a framework considering three components:

(a) The skills and knowledge available within parliament: it appears that the parliament has the skills and knowledge to conduct good oversight of public finances. LPRI itself has well qualified personnel for this task and parliamentarians have the requisite experience. There is always scope for improvements, and the parliament would take value from exposure to international practices and ways of working. Some of this has been facilitated through the WFD programme in 2018/19, as well as by other implementers. At a later stage, if processes are changed, capacity building training and development would be valuable. Likewise, with the plans to enhance committee support, those staff allocated to committees with specific budget and financial responsibilities should have the appropriate skills to enhance committee capacities to undertake financial scrutiny. As these regulations have yet to take effect and staff are not in place, it has not been possible to make an assessment.

(b) The opportunities parliament has to undertake financial scrutiny: opportunities exist throughout the budget process and connected with individual pieces of legislation. However, it is more difficult to assess the opportunities available to parliamentarians on an ongoing basis to consider the state of the macroeconomy, key indicators and other financial issues. Reforms being made within the audit institution could provide a way of enhancing the opportunities for parliamentarians to provide scrutiny, should audit findings be made available to parliament and there is an effective operational relationship between the two bodies. Likewise, new reforms for ministers to appear before parliament more frequently and their appointments being made subject to parliamentary approval provide additional opportunities. This could be a particularly key opportunity to scrutinise finances at a policy level.

(c) Information available to parliament to conduct financial scrutiny: as noted above, beyond the budget proposal and other publicly available information. It is assumed that parliamentarians will have open access to ministers and line ministries, which provides an additional avenue for information on request. There appears to be relatively little information that is specifically produced for parliament, save some materials produced by LPRI since its establishment. The planned establishment of the new Office of State Budget will serve to address this key information gap and, as its services are developed, provide user-friendly and accessible information to parliamentarians.

It would be beneficial to assess the behaviour of parliamentarians in relation to financial
PARLIAMENTARY PROCESSES

scrutiny. We do not currently have sufficient information to make such judgements. However, the 2018 rejection of the budget proposal is noted as an indication of parliamentarians' willingness in this area. Once established, utilisation of the Office of State Budget could provide a further indication.

5.3 OVERSIGHT PROCESS

In 2014, the Constitution of the Republic of Uzbekistan was amended to strengthen the practice of parliamentary oversight and increase accountability of public authorities for the implementation of policies and legislation. In 2016, the Law on Parliamentary Control was adopted, providing an additional legal framework. As a result, MPs can submit parliamentary questions and there is the possibility to organise parliamentary hearings. In 2018, the new practice of “government hour” in the Legislative Chamber was introduced; six such sessions took place in 2018. During these sessions, government ministers answered in person the questions of MPs. Parliament has agreed a schedule with the government when respective ministers will come to parliament to answer questions; it is not clear if this schedule is publicly available. The ability to parliamentarians to directly question ministers and officials is a key tool available within most parliaments and its introduction is a positive step. Increasing the frequency of these opportunities will further enhance the oversight opportunities of the parliament. Televising the sessions will also enhance public confidence in the oversight role of the parliament and allow the public to see “oversight in action” first-hand.

Within the framework of the powers related to the joint jurisdiction of the Senate and Legislative Chamber of the Oliy Majlis, reports of the Accounting Chamber are regularly heard (see above). In addition, there are hearings on the report of the Chair of the Board of the Central Bank, the Prosecutor General, the Commissioner for Human Rights of the Oliy Majlis (Ombudsman). Following the hearings, the Senate has adopted resolutions with proposals and recommendations on improving the activities of the independent agencies. A review of the legal framework for the Accounting Chamber, in particular of the procedures parliament can make use of the reports on the execution of the budget, will provide the basis for meaningful parliamentary oversight of budget implementation.

In 2017, the Senate organised parliamentary hearings with the Ministers of Foreign Affairs and Internal Affairs and the Legislative Chamber organised hearings with the Ministry of Health. In addition, for the first time, the procedure for hearing reports of regional leaders on the activities of local Kengashes of People's Deputies and development of territories was introduced into the practice of the Senate.

At the same time, there is a steady tendency in the Senate to increase the number of parliamentary inquiries. For the period of 2016 and 2017 together, four inquiries were undertaken. During 2018, one parliamentary inquiry was initiated. As a result of these inquiries, the Cabinet of Ministers took measures aimed at eliminating existing shortcomings and gaps in legal acts. For example, following the results of the parliamentary inquiry sent to the prime minister on the state of maintenance and safety of railways, the cabinet approved on 28 November 2017 the Regulations on the State Inspection of the Republic of Uzbekistan.

*By law both the Ministry of Foreign Affairs and the Ministry of the Interior must report to the Senate twice a year. There are also regulations on hearings with the Ministry of Health twice a year at the Legislative Chamber*
PARLIAMENTARY PROCESSES

The oversight activities of the Senate committees in monitoring the implementation and enforcement of legislation and the adoption of by-laws were significantly intensified. For example, the monitoring activities on law implementation by Senate committees for the past two years have increased by 57.5% from 19 in 2016 to 33 in 2017. In 2017, the Senate committees conducted eight in-depth studies on the matter, and in the first half of 2018, five in-depth studies on the implementation and enforcement of the laws of the Republic of Uzbekistan were conducted.

5.4 COMMUNICATIONS, OUTREACH AND TRANSPARENCY

For a parliament to fulfil its democratic mission, it is important to establish effective communication with citizens and civil society. For a long time, the parliament's communication with citizens was modest and Members have been communicating with the electorate on individual issues, rather than a process identifying issues of concern to citizens with a view to integrating them into legislation or policy recommendations for the executive. Over the last couple of years, however, the parliament of Uzbekistan has started to upgrade its efforts in public relations activities and communication, including transparency efforts.

In 2014, Members of the Legislative Chamber drafted and adopted a new law on the transparency of government agencies. In 2016, parliament adopted a resolution on the implementation of the law, establishing a "public council" on its implementation. The chairperson of this council is the Chairperson of the Committee on Innovation Development, Information Policy and Information Technology of the Legislative Chamber. The Council compiles an annual transparency index of all 62 government and official institutions, based on various indicators. The 2018 ratings were published on 15 September – the International Day of Democracy. The 10 organisations with the lowest rating are called for a meeting with the council to discuss concrete measures for improvement. This is an innovative system which has been designed to increase transparency and the performance of individual institutions. WFD had not come across a similar system in other countries and this could provide an interesting practice to build upon. It would be useful for the committees to publish records of their discussions and formulate recommendations for scrutinised institutions to consider, respond to and act on. This would make the practice even further results-orientated and allow for further follow-up and scrutiny of institutional transparency.

The Committee on Innovation Development, Information Policy and Information Technology of the Legislative Chamber is currently preparing new legislation to enhance transparency on taxation and budget spending. This statute will oblige all state organisations to publish data on their spending and budget projections. Once adopted, this law is expected to generate a considerable improvement in the transparency of the government and the Republic of Uzbekistan as a whole.

The parliament has adopted an e-parliament programme which aims to substantially increase the transparency of the parliament in line with Open Government Partnership (OGP) commitments over the next three years. Among others, the plan foresees committee records being published online the same day of the committee meetings. We understand that the programme will speed up the launch of a more comprehensive website for both chambers that

PARLIAMENTARY PROCESSES

will be more user-friendly and make accessing data easier. Best parliamentary practices require the availability of parliamentary data in machine-readable open data formats; this remains a challenge in many parliaments including Uzbekistan. Making information available in open data formats is one of the key areas of attention of the OGP, which is a worldwide initiative for enhanced openness and transparency in the governance area.

During 2018, LRPI launched the web portal “My opinion” where citizens can raise issues regarding policies and make proposals on legislation. During 2018, over 2,000 requests were received, and over 190 signed by groups of citizens were accepted for further government action related to education, construction, entrepreneurship, tourism, healthcare and public utilities. The system is tiered to secure further action at various levels of the state apparatus: to secure the national parliament’s involvement, a petition needs 10,000 names for actions at national level; for action at regional level and in Karakalpakstan it needs 5,000 names and at district level it needs 1,000 names. The system is currently in a test run, before its full roll-out. Initial issues resolved through the system include issues around tinted windows of cars and cutting specific types of trees in the capital. To date, as a result, the following petitions were adopted by decrees of the Legislative Chamber and enacted by the government: “Protection of trees from illegal cutting in the territory of cities and villages”, “Permission for car tinted windows” and “On installing traffic lights with time countdown”.

There are four stages in the e-petition system: (i) creating a petition/enquiry in the system; (ii) LRPI analyses the new enquiry and publishes it on the web-platform; (iii) an enquiry/petition receives signatures within 90 days after being published through calls on social media (mainly on Facebook) and after getting the required number of signatures goes to respective subject state bodies; and (iv) parliament considers the petition and makes a decision as per the Rules of Procedure and within 60 days. Results then should be published on the web portal.

Social media provide new tools for parliaments to communicate and engage with the public, consult on legislation, deliver educational resources and promote transparency. The “Guidelines on Social Media" by the Inter-Parliamentary Union (IPU) can serve as a theoretical and practical basis for managing Facebook, Twitter and Instagram accounts for the parliament. We note that many individual parliamentarians have a presence on social media, which has expanded their reach and direct dialogue with citizens. Further expanding this throughout the institutions would be a meaningful next step and further enhance the parliament’s outreach.

As per the article 7 of the Law of the Republic of Uzbekistan 2004 "The Deputies Status", the deputies are required to give the information about their activities to their constituencies no less than fourth a year. The annual regional meetings organised at provincial or district level by the political factions and the local councils of deputies (kengashes) are meant to inform the voters about the legislative, oversight and analytical work of the Legislative Chamber; factions

58 All the suggestions received at the portal go through LPRI’s check for compliance, e.g. they should not promote terrorism, war, violence, racism, any sort of discrimination or anti-constitutional activities. The suggestion should be also supported by at least by 5 people. Then the petition is submitted to both chambers of Oliy Majlis by LPRI.
PARLIAMENTARY PROCESSES

activities and role they play in addressing urgent socio-economic and political issues in the country.

In accordance with the Regulations of the Legislative Chamber, every last week of the month is available for MPs to work with the electorate. Senators, working on a part-time basis and who are also at the same time members of local Kengashes, follow rules and procedures established for deputies of local councils of deputies.

The parliament of Uzbekistan organises guided tours for youth and school groups, and there seems to be substantial interest in this initiative. On the whole, however, it is challenging for citizens to access the parliament, MPs and Senators and effectively take part in committee meetings.

Complementary to providing information to interested audiences, there is also a need to enable citizens to access and contribute to the work of parliament. Effective communication increases the interest of citizens and engages them to use the provided channels of information. The right of citizens to participate in the activities of the parliament is stipulated by the Rules of Procedure.

It is to be noted that no comprehensive civil society monitoring of parliament exists yet. Although the Law on Public Control was signed by the president in April 2018, it mainly addresses public monitoring of state bodies and not the parliament. Enabling CSO monitoring based upon full access to all meetings and related documentation is a valuable practice contributing to enhancing accountability and the transparency of the democratic system. The area of transparency and outreach could be upgraded further by developing a comprehensive communication strategy for the parliament.

Special attention needs to be paid to transparency of the legislative and oversight processes and their openness to the electorate, for instance by expanding the participation of all stakeholders of all regions as well as of vulnerable groups of society. In general, to improve the effectiveness of representation activities it is necessary to strengthen constituency relations and further enhance the dialogue between parliamentarians, NGOs and the media.

Communications by parliament and parliamentarians can be strengthened through a focused long-term strategy. This would include further steps to raise public awareness about the role of parliament and the rights of citizens to engage with elected representatives, especially among youth, women, vulnerable groups and CSOs.

\*Law on Public Control, 2018.\*
RECOMMENDATIONS

The scope of current reforms in Uzbekistan is unprecedented. The role of the parliament is two-fold: it is expected to modernise itself and play an important role in advancing the reform agenda. To succeed and be able to meet set expectations, the parliament needs to modernise its processes and systems, and enhance the capacity of people who work in the parliament as well as changing their behaviour to work in a modernised institution. Based on the conducted assessments, the following recommendations are put forward. They have the potential to transform the parliament into a modern, more effective parliament at the centre of public life. This is a long-term process requiring both technical and behavioural change.

The 41 recommendations in this report address five dimensions of the work of the parliament: institutional effectiveness; legislative, budget and oversight processes; and, communications, outreach and transparency.

RECOMMENDATIONS TO THE PARLIAMENT

1. Ensure effective leadership is provided from the top of the institution to drive modernisation of the Secretariats enabling them to provide effective support and services to parliamentarians in line with international standards.

2. Take practical steps to ensure a diverse composition of members and parliamentary staff.

3. Initiate steps to audit and move towards the Inter-Parliamentary Union 'Gender Sensitive Parliament' requirements.

RECOMMENDATIONS TO THE SECRETARIATS OF LEGISLATIVE CHAMBER AND THE SENATE

4. Ensure that the Secretariats cooperate of the respective Chambers with each other and seek to build synergies between their work. Consideration can be giving to developing more shared services such as LPRI.

5. Consider the fitness of the parliamentary estate to facilitate effective parliamentary working and meeting the requirements of Members in the future, such as engagement of personal staff and their need for appropriate office accommodation. The Secretariat should conduct an assessment of the parliamentary estate and consider the physical infrastructure including ICT facilities.

6. Adopt modern system for managing staff performance and code of conduct for all parliamentary staff.

7. Develop a comprehensive communication plans which will enhance the transparency of the institution and proactive communications with voters in line with modern practices, including e-parliament plans. This can include steps to increasingly allow and encourage citizens to attend parliament in person to watch proceeding and making more media available online.
8. Introduce a “legislative tracker” to provide real-time updates and information on progress of draft laws through the legislative process. This can be made available on the parliament's website and other appropriate avenues.

9. Introduce an official report of plenary and committee sessions in both Chambers. These could either take the form of a transcript or an edited verbatim report of proceedings. These reports should be published in a timely manner on the parliament's website which would serve to increase transparency.

10. Establish a working group of officials to develop an induction programme for newly elected parliamentarians; this should be established well in advance (at least six months) of elections allowing adequate time for planning. Components of the induction programme can include developing a handbook and other relevant materials, planning information sessions and orientation, as well as considering long-term capacity development and learning requirements of new members.

11. Develop a practical, step-by-step manual on the legislative process, based upon the relevant provisions in the constitution, the Law on Normative Acts, the Law on Procedures of Submitting Draft Laws to the Legislative Chamber, the Laws on the Rules of Procedure of the Legislative Chamber and the Senate, and other laws which regulate the legislative process.

12. Develop a Concept Note or protocol on parliament's interaction with the Accounting Chamber and parliamentary oversight on the execution of the budget; drafting further proposals to strengthening parliamentary follow-up on the findings of the Accounting Chamber will further strengthen this interaction and oversight of public finances.

13. Conduct a Functional and Institutional Analysis of the Secretariat considering the structure, procedures, decision making, resources and outputs of the Secretariat and its Departments and sections.

14. Modernise Human Resources practices and review structure and staffing so the parliament can deliver the reform agenda. That could include analysis of staff distribution, staff needs and recruitment planning; support in developing overall approach to learning and development, introducing modern recruitment and performance management systems as well as enhancing capacity of Human Resources teams.

15. Implement parliamentary interns schemes or consider provision of assistants for each member, allowing more administrative and functional capacity to support their parliamentary duties.

16. Establish an Office of State Budget based on international good practice regarding mandate and structure. In developing the Office, careful consideration should be given to the OECD Principles for Independent Fiscal Institutions. Develop a learning regime for the Office's new staff, this should include participation in peer-exchanges with well-functioning PBOs and appropriate networks would also be beneficial as well as bespoke trainings and learning opportunities.
RECOMMENDATIONS

RECOMMENDATIONS TO COMMITTEES

17. **Strengthen work of committees** through establishing secretariats for each individual committee with appropriate staff and expertise. Modernising procedures with periodic working plans, standardising processes for liaison with external experts (“Experts groups”), citizens, media and civil society would further strengthen the working of committees.

18. **Review the operation of the “Experts groups”** through introducing transparent eligibility criteria and selection procedures for membership, including gender experts as well as a terms of reference for their role, operation and functions.

19. Increase the number of committees which are chaired by women, in order to reflect the composition of society. This could be achieved through the introduction of a **sex/gender quotas** for the election of committee chairs.

20. Take steps to ensure that parliamentary committee meetings are **easily accessible** to the public, CSOs and the media in person and online.

RECOMMENDATIONS TO MEMBERS OF THE LEGISLATIVE CHAMBER AND THE SENATE

21. **Enhance legislative practices**, especially regarding assessing draft legislation, writing an explanatory note, and on reviewing the government’s cost-benefit and other analyses.

22. Enhance practices for **public consultation** on policy as well as legislation. This will serve to develop of evidence-based policies and laws that meet the needs of communities.

23. **Review the Rules of Procedure** and practices with a view to upgrade the role of Members in the budget process and enhance institutional capacity for budget analysis. This should consider allow **sufficient time for review and approval of the budget** in line with OCED guidance and good practice principles. Consideration should also be given to seeking further opportunities within the parliamentary schedule to scrutinise the public finance and economic policy.

24. Introduce practices and procedures for the parliament to enhance its role in **post-legislative scrutiny and assessing the impact of legislation**. This should including consideration of gender impact of legislation and its alignment with relevant Regulatory Impact Assessment methodologies and indicators.

25. Join the **Open Government Partnership** and develop a parliamentary action plan.

26. Increase the **gender-specific instruments** within the structures of the parliament. This can include the establishment of a dedicated committee on women’s and equality issues and a women’s parliamentary caucus. Both of these are common practice in many parliaments. Parliament should also develop and pass comprehensive gender equality
RECOMMENDATIONS

legislation to further enhance the legal framework.

RECOMMENDATIONS TO LEGISLATIVE AND PARLIAMENTARY RESEARCH INSTITUTE

27. Institutionalise LPRI within the parliament as the main source of impartial research services for members and committees of both Chambers. This can be through the adoption and implementation of LPRI’s strategic plan and associated annual work plans.

28. LPRI should make a comprehensive assessment of the overall skills and expertise own staff (forecast to 70 over the next five years) which required to meet the needs and expectations of the parliament should be conducted. Developing a workplace or transition plan to manage this further growth with a gender balanced and a broad expert-base within the workforce would be beneficial.

29. Develop a service charter, including details of the scope of services, customers and expected delivery times. This, combined with an effective communications strategy, will support LPRI in increasing its customer-base and utilisation of its products and services.

30. Introduce monitoring and evaluation plans and tools to assess the feasibility and efficacy of services and products.

31. Develop methodologies to support legislators in conducting budget, gender, environmental and other impact assessments of draft legislation.

32. Conduct an ICT assessment of capacity and infrastructure to ensure that the Institute has appropriate tools and technology to meet the needs and expectations of its customers. This should include establishing an internal automated system for managing research products and distributing and publicising research papers.

33. Upgrade the portal “My opinion” to become a tool for enhancing transparency in the legislative process.

34. Continue expanding its network with peer parliamentary research services for the exchange of information and good practice. Consider forming an inter-parliamentary research and information network for Central Asia, or more widely across the Commonwealth of Independent States. Join specialised organisations like the International Federation of Library Associations and Institutions and attend their conferences and gatherings regularly as a platform for information sharing and exchange of good practice.

OTHER RECOMMENDATIONS

35. Develop methodology and tools for ex-post evaluation of the legislation and facilitate regulatory impact assessments.

36. Develop a multi-annual legislative programme providing an indicative pipeline of
RECOMMENDATIONS

anticipated legislation. This will, among other benefits, assist the parliament in planning and allocation of resources.

RECOMMENDATIONS TO INTERNATIONAL COMMUNITY

37. Coordinate efforts and create working groups to limit unnecessary overlap and build synergy between approaches and programmes. Repeating survey and assessment exercises periodically will be a good tool for coordination.

38. Consider approaches to have citizens' participation in decision-making processes can best be supported.

39. Conduct a survey to assess barriers to women's participation in political and public life in Uzbekistan as the basis of providing support to furthering this agenda.

RECOMMENDATIONS TO CIVIL SOCIETY ORGANISATIONS

40. Become more engaged with the work of the parliament and regularly monitor its work and performance. Such monitoring can be published and made available to the media and wider public.

41. Enhance the skill-based and practice for evidence-based policy as the basis for engagement with the parliament. This will support active and constructive participation in policy-making, legislative and oversight processes.
OFFICIAL DOCUMENTS

- Law on the Status of MPs and Senators – 02.12 2004
- Law about the Senate – 12.12. 2002
- Law about the Legislative Chamber – 12.12.2002
- Rules of Procedure of the Senate – 06.05.2005
- Report about the Work of the Legislative Chamber in 2017 – 30.01.2018
- Report on the Work of the Senate in 2017 – 30.01.2018

PUBLICATIONS

- Concept Note on of Mid-Term Budget Planning, UNDP, Tashkent, 2018.
- Women's Committee of Uzbekistan official website, 22 January 2019.
ANNEX 1: BIBLIOGRAPHY

- Uzbek Bureau for Human Rights and Rule of Law (UBHRRL), Uzbekistan’s Implementation of the CEDAW, 2015.
ANNEX 2: COMMITTEES OF PARLIAMENT

COMMITTEES OF THE LEGISLATIVE CHAMBER

1. Committee for Budgetary and Economic Reforms (16 Members); Chairperson – Mr Adham Shadmanov, Deputy Chairperson – Mr Maksud Kurbonboev
2. Committee for Anticorruption and Legal-Judicial Issues (13 Members); Chairperson – Mr Tulkin Abdusattarov, Deputy Chairperson – Mr Davron Aripov
3. Committee for Labour and Social Issues (9 Members); Chairperson – Ms Mavlyudahon Hodjaeva, Deputy Chairperson – Mr Shuhrat Tursunboev
4. Committee on Defence and Security (10 Members); Chairperson – Mr Rahim Hakimov (Director of LPRI), Deputy Chairperson – Mr Akmal Rahmanov
5. Committee for International Affairs and Interparliamentary Relations (11 Members); Chairperson – Mr Avazbek Jalilov, Deputy Chairperson – Mrs. Feruza Eshmatova
6. Committee for Industry, Construction and Trade (14 Members); Chairperson – vacant, Deputy Chairman – Mr Azamat Pardaev
7. Committee for Agriculture and Water Management (10 Members); Chairperson – Mr Tulkin Eshnazarov, Deputy Chairman – Mr Sadirjan Djakbarov
8. Committee for Science, Education, Culture and Sport (10 Members); Chairperson – Mr Abdugappor Kirgizbaev, Deputy Chairman – Mr Shuhrat Bafaev
9. Committee for Democratic Institutions, Non-profit Organisations and Citizens’ Self-governing Bodies (Mahalla foundation – local communities) – 9 Members; Chairperson – Mr Akmal Saidov (he is also Director of the National Institute for Human Rights and Democracy), Deputy Chairperson – Mr Jahangir Shirinov
10. Committee for Innovative Development, Information Policy and Information Technologies (12 Members); Chairperson – Mr Ilhom Abdullaev, Deputy Chairperson – Erkin Halbutaev
11. Committee for Health Protection (or Healthcare) of Citizens (11 Members); Chairperson – Mr Inoyat Hajiev, Deputy Chairperson – Ms Nuriya Aytjanova
12. Committee for Ecology and Environmental Protection (10 Members); Chairperson – Mr Boriy Alihonov, Deputy Chairperson – Mr Salauddin Hudaybergenov

COMMITTEES OF THE SENATE

1. Committee on International Relations, Foreign Economic Relations, Foreign Investment and Tourism (12 Members); Chairperson – Mr Alisher Kurmanov, Deputy Chairperson – vacant
2. Committee on Budget and Economic Reforms (13 Members); Chairperson – Mr Muhamet Jumagaldiev, Deputy Chairperson – Mr Aleksandr Farmanov
3. Committee for Anticorruption and Legal-Judicial Issues (13 Members); Chairperson – Mr Batir Matmuratov, Deputy Chairperson – Mr Tolibjon Madumarov
4. Committee on Defence and Security (12 Members); Chairperson – Mr Farruh Dadahodjaev, Deputy Chairperson – Mr Mir-Akbar Rahmankulov (Vice-Rector of UWED)
5. Committee on Science, Education and Health (12 Members); Chairperson – Mr Zayniddin Nizamhodjaev, Deputy Chairperson – Ms Rihsiyeva Gulchehra
6. Committee on Youth, Culture and Sports (13 Members); Chairperson – Mr Ikboljon Mirzaaliyev, Deputy Chairperson – Mr Ruzi Saidov
7. Committee on Agriculture, Water Management and Ecology (12 Members); Chairperson – Mr Bahadir Tajiev, Deputy Chairperson – Mr Odiljon Iminov
ANNEX 3: ORGANISATIONAL CHART OF THE SECRETARIATS OF THE PARLIAMENT OF UZBEKISTAN

APPARAT (SECRETARIAT) OF THE SENATE

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mr Abdihamid Tamikaev</td>
<td>Head (Secretariat) of the Apparatus of the Senate</td>
</tr>
<tr>
<td>Mr Abdusabit Ziyaev</td>
<td>Deputy Head of the Apparatus of the Senate – Head of organisational and control department</td>
</tr>
<tr>
<td>Mr Atanazar Hodjaniyazov</td>
<td>Head of legal department</td>
</tr>
<tr>
<td>Mr Azamat Toshev</td>
<td>Head of information-analytic department</td>
</tr>
<tr>
<td>Mr Bahtiyar Abdullaev</td>
<td>Head of department of parliamentary control over regional branches of executive bodies, prosecutor’s office and interior</td>
</tr>
<tr>
<td>Mr Afzal Artikov</td>
<td>Head of international relations department</td>
</tr>
<tr>
<td>Mr Bohodir Musaev</td>
<td>Head of department which deals with citizens’ (both legal entities and individuals) enquires / complaints</td>
</tr>
<tr>
<td>Mr Nizamiddin Nurmatoev</td>
<td>Head of department of public affairs and editing department</td>
</tr>
<tr>
<td>Mr Orif Ruzimurodov</td>
<td>Head of information and communication technologies department</td>
</tr>
<tr>
<td>Mr Akbar Arashev</td>
<td>Head of logistics department</td>
</tr>
<tr>
<td>Mr Bobomurod Holikov</td>
<td>Head of finance and accounting department, Chief accountant</td>
</tr>
</tbody>
</table>
APPARAT (SECRETARIAT) OF LEGISLATIVE CHAMBER

<table>
<thead>
<tr>
<th>Mr. Hojiakbar Tulyaganov Press Officer</th>
<th>Mr. Burhan Rustamov Head of Secretariat of Legislative Chamber’s committees</th>
<th>Mr. Tohir Shohinazarov Jumaev Head of department</th>
<th>Mr. Jasur Gulyamov Head of organizational control and analytics department</th>
<th>Mr. Abror Juraeva Head of press and editing department</th>
<th>Ms. Saida Sabirjanov Head of the Coordination Group for consideration (scrutiny) of draft laws and other drafts of normative legal acts (bylaws)</th>
<th>Mr. Ravil Kuryazov Head of general department</th>
<th>Mr. Oqiljon Abduazimov Head of registry and citizen’s reception department</th>
<th>Mr. Rahmiddin Musaev Head of admin/logistics department</th>
</tr>
</thead>
</table>

Mr. Mirakmal Miralimov
Head of Apparat (Secretariat) of the Legislative Chamber of Oliy Majlis

Mr. Jabbarov Sobir
Deputy Head of the Apparat of (Secretariat) of the Legislative Chamber of Oliy Majlis