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FUNCTIONAL ANALYSIS REPORT

INTEGRATED RURAL DEVELOPMENT PROJECT

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Abbreviations

FA	Functional analysis
HR	Human resources
IT	Information technologies
IsDB	Islamic Development Bank
MCC	Mahalla Citizens Committee
UN	United Nations
UNDP	United Nations Development Programme

1. Introduction

1.1. Overall context

IsDB Sustainable Rural Development Project Component B: “Engineering Services and Strengthening Capacity in Infrastructure Management” (thereinafter - Project) is a joint initiative of the UNDP Uzbekistan, the Ministry of Economy and Finance of the Republic of Uzbekistan and being implemented with financial support of the IsDB to create favourable living conditions for rural residents and ensure their access to basic infrastructure, socio-economic services including access to health and education.

In 2024, the second phase of the Project was launched, following the interventions of the initial phase and targeting 3 new pilot regions – Samarkand region, Kashkadarya region and Sukhandarya region. The overall objective of Project is to empower and build capacities of local partners (communities, architects, engineers, local authorities) in developing and implementing local development plans and promoting locally relevant green and energy efficient as well as digital solutions. The Project aims to build capacities of targeted communities and partners in adopting and implementing environmentally friendly solutions, followed by replication of project best practices through developing resource mobilization strategy.

It is acknowledged that governance system of Uzbekistan is centralized and most of the important decisions on budgets and administrative appointments are made by the central government. However, sub-national governments play an important role in the provision of social services as well.

Community based bodies or locally known as mahalla citizens’ committees (thereinafter- MCCs), play an important role in carrying out state functions such as distributing social welfare payments, maintaining social stability, and preserving villages cleanliness and some of the basic infrastructure. The MCCs are in charge of specific issues such as social support, work with women and youth, and the development of entrepreneurship and family businesses.

The mahalla committees are an integral part of the local governance system at the district level. It is presumed that the quality services provided by these institutions are critical for the satisfactory social support of the local residents. The committee's performance has an impact on the quality of life locally and affects the overall perception of beneficiaries about the local governance system. A well-established mahalla committee infrastructure, compliant with high quality standards, with better capacities of the personnel, more transparent and efficient institutional processes, and automation of internal workflows is crucial for the competence of mahalla committees in providing adequate services to the population.

The Government is currently addressing the needs of the mahalla committees and supporting their institutional development, as well supporting development of necessary tools aimed at integrating the functions of the institutions into a consistent and coordinated process within district khokimiats.

In 2024 the Project carried out functional analysis of selected MCCs in Republic of Karakalpakstan, Bukhara region, Navoi region and Khorezm region, producing a series of systemic level recommendations for financial management, transparency and accountability, KPIs.

Recognizing the important role of mahalla committees and district khokymiats in ensuring a fair access to quality social services, aiming at improving the infrastructure of the services and assuring its compliance with the international quality standards, as well as equipping the institutions with relevant capacities and tools for an effective and efficient performance, and deepening the functional analysis study of 2024 this functional analysis of 3 selected district khokimiats and 15 selected mahallas is carried out.

1.2. Objective and scope of functional analysis

The objective of conducting a detailed functional analysis (thereinafter - FA) of the 3 selected district khokimiats in pilot regions in scope of the Project and 15 selected mahalla citizens’ assemblies is set as follows:

- to better prioritize of available resources of mahalla committees,
- identify challenges and opportunities,
- improve the efficiency and performance,
- improve interaction between levels of governance.

This objective is reached by:

- Reviewing the functions currently performed by the 3 district khokimiats and 15 mahalla committees, their efficiency to better understand the needs and ensure the review includes a detailed assessment of how well the functions meet community needs and help position the project for functional analysis.
- Identifying strengths and weaknesses of the system of 3 district khokimiats and 15 mahalla committees providing clear examples of strengths and weaknesses for better understanding and actionable recommendations.
- Identifying any justified and required institutional, structural, functional, financial or any other changes aimed at the improvement and analyses of functions at mahalla, district and regional levels, including short-term and long-term solutions to address both immediate and systemic issues.
- Assessing the feasibility of applying alternative approaches of achieving the goals of the system based on example of 3 district khokimiats and 15 mahalla committees.
- Developing a synthetic report on Functional Analysis for the 3 district khokimiats and 15 selected pilot Mahalla Committees in the country by providing findings and recommendations.

Altogether this FA will cover 3 selected district khokimiats located in pilot regions of the Project as summarized in table below.

№	Region	District	Inhabitants[1]	Territory[2]
1.	Samarkand region	Okdaryo district	177.2 thousand	0.39 thousand km^2
2.	Surkhandarya region	Sherobod district	214.9 thousand	2.73 thousand km^2
3.	Kashkadarya region	Guzor district	227 thousand	2.66 thousand km^2

15 mahallas in scope of FA represents 3 pilot regions and various districts as summarized in table below.

№	Region	District	Mahalla	Inhabitants	Territory
1.	Samarkand	Pahtachi	Saroy	3234	330.7 ha
		Kattakurgon	Polvontepa	4119	86.5 ha
		Okdaryo	Okdaryo	5625	1015.3 ha
		Bulungur	Olmazor	6484	3580.0 ha
		Urgut	Jartepa	4931	111.9 ha
2.	Surkhandarya	Termiz	Yangiobod	3200	50,2 ha
		Angor	Gilambob	5107	93.0 ha
		Muzrabot	Sopollitepa	4495	137,8 ha
		Sherobod	Guliston	5242	164,0 ha
		Boysun	Temir Darvoza	4123	175.0 ha
3.	Kashkadarya	Kitob	Istikbol	3232	44.3 ha
		Shahrizabz	Ravot	2583	No data
		Yakkabog	Mevazor	5174	400.0 ha
		Kamashi	Kiziltepa	4288	564.2 ha
		Guzor	Boston	6088	1500.0 ha

[1] Permanent population in the beginning of 2025 https://stat.uz/en/official-statistics/demography
[2] Data on territory in the beginning of 2025 https://stat.uz/en/official-statistics/demography

2. Methodology

Conducting of functional analysis was structured into four main tasks carried out in sequence and described below. The international consultant guided the work of the national consultants (one in each region in scope) in performing the fieldwork and collecting the data and assisted in identification of the necessary steps of the analysis, interpretation of the findings, formulation of the recommendations, and finalisation of Functional Analysis Report.

2.1. Desk work

The desk review targeted of the crucial elements for functioning of district khokimiats and mahalla citizens' committees' – e.g. mandate and functions, institutional set-up, working mechanisms. The desk review served for the better understanding of the subject in scope of FA, as well as fed into the design and content of data collection survey questionnaires. Policy documents, legal acts, internal regulations, as well as related reports and research were considered, i.e.:

1. Law on Local State Authorities: defining the overall competency of local state authorities in Uzbekistan;
2. Law on amendments to the Law on citizens' self-governance institutions: defining the citizens self-governance institutions and mahalla committee.
3. Decree No 209 from 21.12.2023 of the President of the Republic of Uzbekistan On Measures to cardinally increase the role of the mahalla institute in society and ensure its functioning as a primary link in solving problems of the population: listing the functions and tasks of the mahalla and its employees.
4. Decree No 402 from 21.12.2023 of the President of the Republic of Uzbekistan On Additional measures regarding organization of operation of the Association of Mahallas of Uzbekistan and improving management framework of mahalla: defining the competencies of Association of Mahallas.
5. Decree No 6324 from 18.10.2021 of the President of the Republic of Uzbekistan On additional measures regarding social assistance of employees of citizens' self-governance institutions: describing the remuneration of the mahalla employees.
6. Decree No 5853 from 23.10.2019 of the President of the Republic of Uzbekistan on Approval of the Strategy for development of agriculture for 2020-2030: defining the strategy for development of the rural territories.
7. Decree No 4575 from 28.01.2020 of the President of the Republic of Uzbekistan on Implementation of measures for 2020 for execution of the Strategy for development of agriculture for 2020-2030: defining the actions to be carried out in 2020 for implementation of the Strategy for development of agriculture.
8. Decree No 172 from 18.03.2022 of the President of the Republic of Uzbekistan on Measures for implementation of the programmes "Prosperous village" and "Prosperous mahalla" for 2022-2026: aiming at development of transport infrastructure, communication networks and social infrastructure in rural areas.
9. Regulation on the administrative apparatus of the Khokimiyat of the Sherabad district from 27.10.2022;
10. Regulation No 1888-Q on the administrative apparatus of the Khokimiyat of the Okdaryo district from 8.09.2018;
11. Regulation No 478-4-56-Q/22 on the administrative apparatus of the Khokimiyat of the Guzar district from 31.12.2022;
12. Decision No 18-7-92-Q/25 from 16.01.2025 of internal structure of Okdaryo district;
13. Decision No 396-4-56-Q/24 from 12.12.2024 of internal structure of Guzor district;
14. Report on Functional Analysis of Mahalla Committees of IsDB Sustainable Rural Development Project, 2024.

2.2. Data collection

The main purpose of the fieldwork was to observe the actual approaches towards the implementation of the functions at district khokimiat and mahalla level, by collecting the relevant data of execution of the functions.

For data collection purposes the structured survey questionnaires were prepared – for district khokimiat level and mahalla level, reflecting the data on actual functions implementation, results achieved, accountability and reporting lines, hierarchies, provision of financing, HR and competencies, tools employed, etc. The questionnaires for district khokimiats were developed as each khokimiat specific, considering the functions to be carried out based on the internal regulations. Mahalla level was covered by a single questionnaire utilizing the standard set of functions of mahallas.

Based on the experience, the area under the functional analysis is weakly codified and monitored, therefore the direct interaction with the stakeholders in form of semi-structured interviews were the only credible way for data collection. Thus, the interviews with employees of district khokimiats and mahallas were carried out to complete the data in data collection questionnaires. The interviews took place during August – September 2025.

Availability of data to be considered as main limitation for analysis, due to limited access to data, overall data quality, and poor codification.

2.3. Conducting analysis

The analysis was conducted based on the data gathered through the desk research, field work (in-person interviews), as well as international practice in organization of functions at sub-national and local level (as far as possible).

The analysis followed the approach of Functional Review Manual elaborated within joint project of the Ministry of Justice of the Republic of Uzbekistan, United Nations Development Programme and European Union “Improved public service delivery and enhanced governance in rural Uzbekistan”. Analysis continued approach undertaken in Report on Functional Analysis of Mahalla Committees supported by IsDB Sustainable Rural Development Project in 2024. Thus, analysis aimed to encompass three main building blocks that are interrelated:

- Strategic compliance with policy goals set,
- Organization capacity for being equipped to achieve the goals, and
- Performance in achievement of results planned.

Data on execution of district khokimiat functions and mahalla functions gathered, recorded and described in three regions in scope of functional analysis, as well as reports of national consultants served as input for the systemic level analysis.

Strategic compliance analysis addresses coherence between key elements of the strategic and legal environment (objectives, tasks, functions, deadlines) of the district khokimiats and mahallas in order to identify their compliance and gaps.

Organization capacity analysis targets on three main aspects associated with the capacity to execute functions:

- Structures set-up for execution of functions, clarity in assigning of functions and responsibilities among organizational structures and employees within the structures, accountability and reporting lines.
- Human Resources in terms of their existence, availability, qualification and competencies.
- Systems and Tools address the strengthening of administrative capacity through tools such as methods, guidelines, manuals, procedures; external and internal IT systems.

2.4. Drafting Functional Analysis Report

The task focused on elaboration of the Report on Functional Analysis, transferring the findings from the reports of national experts, developing the systemic level conclusions and identifying the recommendations for a structured Action Plan, as well as verifying the conclusions.

The Functional Analysis Report was elaborated in English and submitted for comments to the UNDP Uzbekistan.

3. Observations from fieldwork

This Chapter summarizes observations from the fieldwork both in district khokimiats and mahallas, providing the evidence on functional assessment, cooperation, capacity and work management tools. The observations are described in an integrated manner. The detail insight could be found in national experts reports on fieldwork in each district and mahallas.

3.1. Fieldwork in district khokimiats

3.1.1. Functional assessment

Overlapping functions

The overlap of the mandates was observed for deputy khokim for youth policy and the deputy khokim – head of the Family and Women's Department. Duplication of functions occurs in the implementation of spiritual and educational work among youth and in working with vulnerable groups to access various types of public assistance. Also at specialists level some overlaps could be identified. E.g. functions of the head of the Chancellery and the chief specialist for enforcement discipline control to a large extent largely overlap, as both perform their duties through the unified national platform EDO.uz (short for "Electronic Document Management System").

In particular cases, the 1st deputy khokim, deputy khokim for youth affairs and deputy khokim for women affairs are all responsible for employment issues. Also, several officials – deputy khokim for youth affairs and the deputy khokim for women's affairs handle function of social protection of the population simultaneously. Investments and small business development are overseen both by the 1st deputy khokim and deputy khokim for investments.

Complementary functions

Complementary functions were noticed – i.e. the 1st deputy khokim is responsible for issues related to women's and youth employment and promoting entrepreneurship among them. Similar responsibilities are carried out by the deputy khokim for youth affairs and the deputy khokim for women's affairs.

Also it was observed that unemployment, health, rehabilitation, etc. related functions are carried out by different khokimiat structures.

Unnecessary functions

During the interviews it was explained that some functions are not being implemented because innovations and modern approaches to the activities of subordinate organizations are developed and implemented at the national level, while research institutes operate largely at the national level and organize their branches at the regional level. Despite the fact that there are no forests in the district, this function was included as a mandatory requirement, however could not be addressed.

Not covered functions

There is a case, when labour migration, as a social issue associated with the growth of the economically active population and job shortages, is included in the responsibilities of the 1st deputy khokim, and a clear definition of this function would help assess the scale of labour migration's impact on the district's economy. The responsibilities of the deputy khokim for youth issues do not include coordination of the activities of state and non-governmental institutions implementing state policy on children's rights. Issues of promoting tourism and handicrafts are not included in responsibilities of employees of the economic block.

In case of another district the functions related to the planning of tourism is not assigned as a task.

Functions without defined results

In all districts quite commonly the functions are treated as a process, lacking a clear result or KPI. As example from interviews in relation to investment attraction activities - employees note negotiations with investors and participation in fairs, but cannot identify specific achieved results due to carrying out the function. In another district functions in the areas of economic issues, mahalla affairs, family and youth affairs could not record specific results achieved.

3.1.2. Cooperation

Cooperation within district khokimiat

Quite commonly it was recognized that the interaction between khokimiat staff primarily occurs when reviewing citizen appeals and inquiries.

Another areas for cooperation relate to the achievement of the district's socioeconomic indicators, implementation of which particularly impacts the work of the 1st deputy khokim and the deputy khokims for agriculture, construction and investment.

The cooperation difficulties were observed as well. Lack of proper coordination was observed for competencies of investment area, competencies of employment and social area, as well as between competencies of youth affairs and competencies of women affairs.

Cooperation with other governance levels

The function of coordinating the activities of central government structures at the district level is the most obvious cooperation direction for external cooperation. The district khokim's deputies simultaneously manage central government structures at the district level. The cooperation with the regional level authorities was recognized as well, e.g. in areas of investment, social protection, education, etc.

In respect to challenges in cooperation, interviews pointed out that khokimiat employees have no way of tracking how their proposed initiatives have been integrated into national level documents.

In specific case, it was recognized that there is no joint work with regional structures for tourism development.

3.1.3. Capacity

Skills and competencies

In some district it was observed that there is a noticeable gap in knowledge and skills between employees at different levels. Specialists lack sufficient knowledge of regulatory documents, especially laws, decrees, and presidential resolutions, and, accordingly, fail to see the connection between their job responsibilities and government policies. Some employee functions, which cannot be supported by quality results, create difficulties in planning, implementation, and data collection. The transition from paper-based document management to electronic platforms has resulted in employees failing to collect, systematize, process, and consolidate data into a single format. In specialized areas (construction, installation of communications networks), a lack of methodologies and instructions was noted.

In another district the main skills gaps among khokimiat employees relate to digitalization, project management, and communications. It was acknowledged that the investment sector is experiencing a knowledge deficit in preparing business projects and working with investors. Employees face difficulties developing investment proposals, compiling financial and economic feasibility studies, and conducting negotiations. Women affairs sector and youth sector are weak in project management skills and competencies related to monitoring of social programs. This means that initiatives are measured only in quantitative terms (such as the number of participants), while their actual social impact is not assessed.

It was also observed that there are cases when it is no possibility to easy exchange information between the employees, no internal work network exist.

Workload assessment

As a horizontal observation, interviews reveal that specialist level employees spend most of their time reviewing citizen appeals and preparing responses within the due dates set. Another reason for the high workload of employees is inquiries from supreme level organizations that must be completed within a short timeframe, simultaneously requiring time to collect information from district level structures of the relevant ministries and agencies.

There is a case, when functions of deputy khokim for investment, whose duties include preparing of investment projects, supporting investors, etc. is concentrated in hands of deputy khokim himself, including the technical tasks. Employees responsible for women affairs and youth affairs conclude on increased workload, noting that most of their time is spent collecting reports and conducting formal events, rather than providing real assistance to the target groups.

In particular cases it was noticed that the workload is of seasonal nature as well, especially related to agriculture issues.

3.1.4. Work management tools

Job descriptions

The description of the functional responsibilities of the new positions, introduced into existing organizational structures, are not specified in any of the internal documents of the khokimyat. In that way employees do not have approved list of the functional responsibilities (observed for position of accountant, several support functions employees, women affairs specialists, youth affairs specialists, and the press secretary of the khokimiat).

Workplan of khokimiat

It was recognize that there is no common work plan for the khokimiat as institution, as well as no regular reporting mechanisms. In some district it was announced that individual sectors of khokimiat draw up their own work plans (the women and family sector, the youth sector, ect.), however those are often not synchronized with each other.

IT systems

It is concluded that the IT systems are not integrated; each sector has its own IT platforms developed by ministries and departments. Access to IT systems is restricted to employees, who are authorized to input the information.

Still, a number of functions are not covered by IT tools, e.g. HR management, legal support, investments management.

3.2. Fieldwork in mahallas

3.2.1. Functional assessment

Overlapping functions

In some mahallas it was observed that the role of the assistant to the khokim in mahalla, who serves as responsible for policy implementation, encompasses responsibilities such as providing vocational training, supporting entrepreneurship, and facilitating employment for unemployed individuals lacking a stable source of income, overlaps with duties assigned to the youth leader, whose mandate includes promoting employment opportunities for unemployed youth and recent graduates. Similarly, the function of the women's activist is defined to broaden educational opportunities for women. Moreover, since May 2025, mahalla social workers have also begun performing a similar function[3].

It could be observed that the functions of the youth leader in working with gifted young people and the function of the women's activist in working with gifted girls also overlap. However, since the final outcomes of these functions are monitored by different state organisations (the Youth Affairs Agency

[3] Source: Republic of Uzbekistan (2025). Decree of the President of the Republic of Uzbekistan No. DP-84 of 08 May 2025 "On the further improvement of the system of state social support for low-income families". Available at: https://www.lex.uz/docs/7519210

and the State Committee for Family and Women), these functions have been retained separately for each employee.

The functions of the women's activist for implementing targeted measures to promote the principles of “Healthy Family - Healthy Society” are similar in their implementation mechanism to the functions of the chairman on mahalla for promoting national values, customs, and traditions, maintaining a healthy social and spiritual atmosphere, and ensuring that weddings and ceremonies are held in a compact manner. In practice, however, both functions can be considered complementary. This function is performed not only by the chairman and his/her assistant, but also by a social worker in cases where social assistance is needed for the entire family or for one of the parties to the conflict and other mahalla staff.

In particular cases a number of functions are performed in parallel by several employees - youth leader, the mahalla chairman and, in some cases, the assistant to the khokim in mahalla are responsible for working with youth. Social prevention functions are distributed between the chairman of the mahalla, a social worker and a prevention inspector.

In some mahallas it was observed that youth leader, assistant to the khokim in mahalla, women's activist and social worker are working with inhabitants in need. The results of working with vulnerable families are reported almost identically by these employees - the social worker reports the number of poor and vulnerable individuals assisted, the youth leader identifies this target group in terms of assistance to young people in need, and the women's activist records women in need.

Complementary functions

During the interviews it was identified three adjacent functions of the assistant to the khokim in mahalla, i.e.:

1) facilitating the allocation of loans and subsidies for the development of entrepreneurship in the mahalla and supporting business initiatives of the population;
2) identifying interest in entrepreneurship among the self-employed and proactive citizens and supporting their transition into small business entities;
3) developing a targeted programme of micro-projects in small-scale production and services within the mahallas and assisting in addressing obstacles that hinder project implementation.

Although these functions differ in their formal descriptions, their outcomes are essentially identical, as they relate to the same target group and focus on ensuring access to financial resources, which is subsequently reflected in the micro-projects programme.

Unnecessary functions

The function of the chairperson of mahalla in promoting national values, customs, and traditions; maintaining a positive socio-spiritual environment; and ensuring weddings and ceremonies are conducted modestly and without excessive expenditure are carried out through quarterly meetings. These meetings, involving cultural professionals, writers, poets, and local residents, focus on preserving national heritage and encouraging modest, cost-effective celebrations as outlined by the prescribed implementation mechanism. However, none of the five mahalla chairpersons interviewed were able to provide examples of implementing this function through the prescribed mechanism. Instead, they referred to community-led initiatives involving councils of elders, respected and active residents, and religious leaders aimed at reducing expenditures for wedding and memorial events. Revision of implementation mechanism for the function is needed.

Mahalla chairperson, a social worker and a women's activist prepare several different reports on monthly bases for submission to the district khokimiat, district level departments of employment, social welfare, and health, etc. These forms often duplicate each other and contain similar indicators (for example, the number of low-income families or employed citizens).

Not covered functions

A number of areas have been identified that have high social significance, but are not implemented systematically at the mahalla level – e.g. data-driven planning and management of mahalla development, economic development and investment attraction at the mahalla level, systemic practice on informing inhabitants about the development plans, etc.

Functions without defined results

It was observed that functions of youth leaders could not, for the most part, be supported by specific, measurable results. For example, the function of meaningful organization of youth leisure time in mahallas, including their involvement in the “Olympiad of Five Initiatives” is one of the key functions of the youth leader. During the information gathering process, youth leaders in mahallas of region were unable to provide any examples demonstrating systematic organization of leisure activities for mahalla youth. The functions of promoting employment for unemployed youth and school graduates also could not be supported by any specific results.

The function of mahalla chairman regarding establishing public oversight over the implementation of legislative acts within the mahalla's territory, including oversight over compliance with standards in the areas of education, health care, sports, trade, and services is carried out with varying degrees of responsibility, and not all mahalla chairpersons were able to provide specific examples of results in carrying out this function.

The mahalla chairman's function of promoting national values, customs, and traditions, maintaining a healthy social and spiritual atmosphere, and ensuring the compact holding of weddings and ceremonies without extravagance is a function without results. This function is more advisory and propaganda-based. It is considered that the function could be effectively implemented only when a group of influential community members begins to shape public opinion.

Despite the importance of function on prevention of crime and work with disadvantaged families, the reports lack indicators of crime reduction or successful cases of social rehabilitation. The main reason for the lack of results in a number of functions is a weak monitoring and reporting system, focused on processes rather than outcomes.

Accountability

Based from observations, the chairperson of the mahalla exercises overall management of mahalla employees. However, each employee has their own superior organization, which prevents the chairperson from strictly defining lines of accountability and subordination. The mahalla chairperson has the right to evaluate the performance of mahalla employees based on up to 20% of KPIs, but in practice, this currently applies only to the assistant to the khokim in mahalla and social worker. The chairperson's salary is 1.5 times lower than that of mahalla employees.

3.2.2. Cooperation

Cooperation within mahalla

Mahalla staff collaborate on issues such as employment and vocational training for unemployed youth and women, provision of preferential loans for entrepreneurial development, assessment of applications for state social assistance, family conflict resolution, provision of state social assistance, landscaping and greening, and periodic socioeconomic assessments of household well-being. In mahallas without a full-time women's activist, other mahalla staff serve as mediators. The chairman of some mahalla noted that mahalla employees are poorly informed about each other's responsibilities and do not know the functionalities of electronic platforms.

In most of mahallas planning of events is carried out by the chairperson independently, without the involvement of other staff. Youth leaders and women's activists often operate separately, although young women and young families form a common target group.

Cooperation with other governance levels

It was explained in interviews that the state program for urban and rural housing construction and improvement of road and utility infrastructure is developed by district khokimiats in cooperation with district level government agencies. The mahalla chairperson assists in collecting data for planning and costing the projects.

Cooperation between the mahalla and other levels of government is observed during seasonal agricultural work (caring for silkworms, cotton harvesting), as well as during nationwide hashars (subbotniks, cleaning day). Mahalla committees are often contacted by law enforcement agencies to collect information on offenders, and by representatives of commercial banks to assist in collecting overdue loans and interest. There is social housing (note: temporary housing provided for the most vulnerable groups) located within the particular mahalla. A social worker collaborates with district khokimiat staff to provide social services to temporarily housed citizens.

In area of economic development and small business support mahallas do not regularly interact with district investment and entrepreneurship departments, although individual entrepreneurs and family businesses operate within boundaries of mahallas. Social workers and youth leaders rarely collaborate with the district employment center and the Agency for Foreign Labor Migration. Mahalla staff rarely collaborate with district ecology and utilities departments when planning landscaping, cleaning areas, and installing waste containers.

3.2.3. Capacity

Skills and competencies

Some mahalla staff, particularly mahalla chairpersons and social workers, lack a clear understanding of their job responsibilities. Quite commonly, the digital skills are not at appropriate level, employees struggle to use all the functionalities of electronic platforms. Mahalla chairpersons are primarily assisted by youth leaders in using the platforms. Youth leaders, who frequently change jobs, have demonstrated weak skills in organizing work with beneficiaries and achieving results in fulfilling their job responsibilities. Male social workers require strengthened competencies in gender-related issues.

There is a low level of awareness regarding regulatory documents that directly or indirectly govern their activities. Considering the pace of ongoing legislative and regulatory reforms in Uzbekistan, mahalla workers are unable to keep up with the frequent and substantial changes.

Mahalla chairmen and assistants to khokims in mahallas lack analytical and planning skills. Knowledge in preparing project proposals and attracting investment at the mahalla level remains insufficient.

There are no general trainings for coordinating mahalla activities, joint planning, monitoring and reporting. Knowledge of mediation and working with conflict-prone and problematic individuals would be required. There is also a need to develop crisis management competencies.

Workload assessment

Workload of mahalla employees is driven more by inefficiencies in the organisation of business processes rather than by the direct implementation of their functional responsibilities. 80% of the workload is accounted for by unscheduled (non-functional) tasks. Although the chairpersons duties do not include the responsibility for reviewing citizens' appeals, all appeals from individuals are sent to the mahalla according to the place of residence. Due to insufficient funds in the local budget allocated for providing social benefits to families, mahalla employees are often compelled to make decisions on the non-payment of benefits. The situation is similar with preferential loans and subsidies.

Overall, it could be observed that workload exceeds the actual capacity of the employees of regular full time job. The greatest burden falls on a social worker and a women's activist.

3.2.4. Work management tools

Job descriptions

Each mahalla employee has functional responsibilities deriving from the government regulations or the leadership of the relevant government agency or organization[4]. Many of the functions of mahalla employees are formulated as areas of activity, without detail, which has created difficulties in providing information on specific actions and results achieved within each function.

Workplan of mahalla

During the functional analysis, only few mahallas had a work plan for the “mahalla seven” for 2025. It is noteworthy that the maintenance plans include activities not only related to the functional responsibilities

[4] Source: Republic of Uzbekistan (2023). Decree of the President of the Republic of Uzbekistan No. UP-209 of 21 December 2023 “On measures to radically enhance the role of the mahalla institution in society and ensure its functioning as the primary level for addressing population needs” (Annexes 1–4). Available at: https://lex.uz/docs/6705763

of mahalla employees, but also activities and, accordingly, responsible persons from among the district departments of state authorities and organizations. When queried about whether information was being systematically collected on the activities implemented under this plan, the mahalla chairpersons were unable to provide a definitive.

IT systems

The mahalla chairmen use the platform - https://raqamlimahalla.uz ,

The assistant - https://online-mahalla.uz/,

The youth leader - https://yoshlardaftari.uz/ , https://yoshlarbalansi.uz/

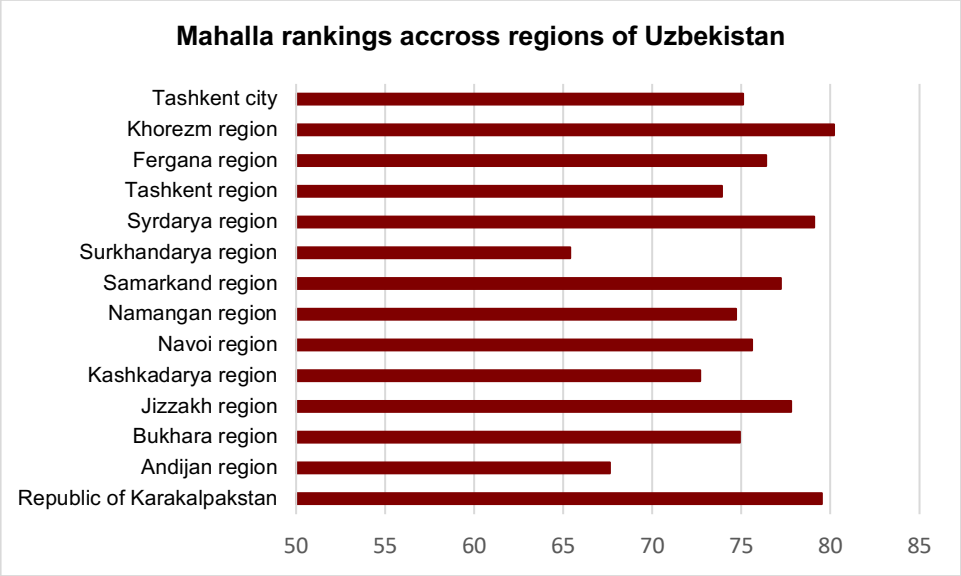
The women's activist - https://xotin-qizlar.uz/

The social worker - https://auth.ihma.uz , https://my.ihma.uz/sign-in

Most systems operate in isolation and depend on a single user.

3.2.5. Rankings

Online Mahalla website provides access to mahallas ranking across Uzbekistan. The rankings are accessible aggregated at region and district level as well.



Graph 1: Mahalla rankings accross regions of Uzbekistan

Thus, for regions in scope of FA the rankings are as follows:

1) Samarkand region – 5th place with 77.2 points;
2) Kashkadarya region – 12th place with 72.7 points;
3) Surkhandarya region – 14th place with 65.4 points.

Points in mahallas ranking are awarded based on population employment, development of entrepreneurship and business, poverty reduction, and socio-economic indicators, however the primary data and reference years are not disclosed as public information.

4. Conclusions

This Chapter summarizes main systemic level conclusions from the functional analysis of district khokimiats and mahallas.

4.1. Conclusions in relation to district khokimiats

C.1. District khokimiat as extension of the central national level authorities

Law on Local State Authorities, Art.1 states that representative authorities in regions, districts and cities (except for cities of district subordination) are Kengashes of People's Deputies. While the executive authority in the corresponding territory is headed by the khokim of the region, district and city. The khokim of the region, the city of Tashkent is accountable to the President of the Republic of Uzbekistan and the corresponding Kengash of People's Deputies. The khokim of the district, city is accountable to the higher khokim and the corresponding Kengash of People's Deputies.

Thus, it could be concluded that khokimiats need to be considered as extension of the central national level authorities to the lower territorial levels, which at the same time is accountable to the local Kengash of People's Deputies, i.e. directly elected representatives of the citizens. Comparative approach of European countries with autonomous sub-national level / local level municipalities having elected policy making representatives and subordinate executive bodies could not be attributed to the case of Uzbekistan, as the autonomy between central and municipal level powers could not be distinguished.

According to Art. 21 of the Law, executive power in the relevant territory is headed by the khokim of the (..) district (..). The khokim of the (..) district (..) exercises his powers on the basis of one-man management and bears personal responsibility for the decisions and actions of the bodies he leads. The number of khokim's deputies is determined by the President of the state.

According to Art. 2 of the Law, the khokim of the district is appointed and dismissed from office by the khokim of the region and approved by the relevant Kengash of People's Deputies. At the same time, the khokim of district can be elected as a deputy to the relevant Kengash of People's Deputies and is accountable towards the Deputies of Kengash (Art.4), thus from the perspective of division of powers and conflict of interest creating a collision.

There is also no central ranking of the district khokimiats within the country and definition of the common KPIs for each district khokimiat. There have been developed some for selected regions or cities, considering few KPIs such as population claims with refer to the https://xalqnazorati.uz/oz/problems/rating.

C.2. No standardized set of functions for district khokimiats as institutions

The Law on Local State Authorities does not define the common functions for the khokimiat. The functions of khokimiat could be interpreted through the functions of the khokim that are listed in Art. 21.[1] of the Law, however those are not specific to the representation of the district level.

Based on Art. 21 of the Law, the deputies of the khokim perform their functions in accordance with the order of duties established by the khokim. In the event of the khokim's absence or inability to perform his / her duties, his / her powers are exercised by the first deputy or, on the instructions of the khokim, one of the deputies. Based on the provision of the Law, internal legal acts are issued by the district khokim, listing the individual functions of respective district khokimiat employees, i.e.:

- Regulation on the administrative apparatus of the Khokimiyat of the Sherobod district from 27.10.2022;
- Regulation No 1888-Q on the administrative apparatus of the Khokimiyat of the Okdaryo district from 8.09.2018;
- Regulation No 478-4-56-Q/22 on the administrative apparatus of the Khokimiyat of the Guzar district from 31.12.2022.

There is not however a unified regulation on functions of the khokimiat, which prevents a view of the khokimiat as a coherent institution or all Uzbekistan's khokimiats as a sub-national governance level.

There is a possibility to infer the totality of functions of the khokimiat as a total sum of the functions of the staff of the khokimiat. But those functions and tasks of individual staff members and functional units are most often formulated as extension of policy delivery functions of line-ministries and national-level agencies. This approach to tasking the khokimiats and their staff members demonstrates that khokimiats are representations of different policy sectors at the level of district.

C.3. Domination of policy implementation type functions

Typologically, majority of khokims and deputy khokims functions are traditional policy implementation type functions. It corresponds to the mandate of the khokim as executive authority at sub-national level. Several policy control functions could be identified within the functions assigned to khokim.

Policy making functions could not be found among the functions of khokim and deputy khokims, leading to a conclusion that policy making disregarding its scope and territorial coverage would be an exclusive competency of national level and/or regional level bodies.

This means that function of coordination / methodological leadership of development of community development plans (currently supported by assistance of IsDB Project) would be exceptional for district khokimiats in respect to its typology. Accordingly, in terms of structures, competencies and skills for implementation of the function the district khokimiats would need significant increase in knowledge and capacities.

Even the function could be assigned for some deputy khokim portfolio (e.g. deputy khokim for investments), typology wise there are less adjacent functions. The specialist level capacities in policy planning need to be built from the scratch.

C.4. Lack of functional focus

The functions of deputy khokims are defined in internal regulations of khokimiat. These sets of functions are structured based on the particular competency area, e.g.:

- economy and entrepreneurship,
- investment management,
- construction,
- agriculture,
- youth affairs and social affairs,
- family and women affairs.

The number of functions assigned to deputy khokims varies between 20 and 120; the mean value is 55. The degree of detail and the number of functions varies very significantly – both among the comparable positions in different districts and among the deputies within a particular district khokimiat. However, at the top level of the distribution, more than 50 functions is an unmanageable amount.

This conclusion is underpinned by the findings of the interviews, where deputy khokims failed to recognise the functions assigned to them and / or failed to report any actual activities taken within those functions, or KPIs achieved within the functions. In some cases non-recognized and non-performed functions total at around half of all functions of particular position. Such abundance of functions prevents deputy khokims from focusing on the few central issues that they can solve – and be accountable for solving in front of the khokim and in front of the national-level institutions (line-ministries or agencies). A good practice suggests to use a limited and manageable number of functions that are clear and action-oriented to keep the focus of particular position.

C.5. Overlap of functions between closely related mandates

During the interviews and review of documents, a significant overlap was identified between sets of closely related mandates, e.g.:

- mandate of investments and construction where deputy khokims recognize interference of the competencies;
- mandate of the deputy khokim for economic development issues overlap with competency of deputy khokim for investments, e.g. promotion of entrepreneurship;

- mandate of deputy khokim for women and family affairs overlaps with mandate of deputy khokim for youth affairs, e.g. assisting the young families, women.

Such overlap of responsibilities between deputy khokims and between their subordinate units creates waste of financial and administrative capacity resources as well as leads to uncoordinated work at the local level – at mahallas, where resources are even more scarce.

Failure to coordinate and avoid overlap also creates false reporting: if more than one unit at the level of khokimiat is involved in achieving the same results, they legitimately report those results up the governance chain as their own; therefore more than one line-ministry reports KPIs based on the same physical results (supported families, created workplaces, organised events). This leads to double-counting of outputs and results, which can mislead policy-makers in the capital.

C.6. Domination of reactive approach in the workload

The respondents reported that majority of workload constitutes responding to the inquiries of supreme hierarchical levels of governance and responding to the inquiries and complaints of citizens. This reactive workload for specialist level could reach up to 70-80% (int.al. including overtime), which leaves less than a third of administrative capacity for pro-active work.

The amount of pro-active work assigned to individuals and units is not negligible, which begs the question how balanced is such division of time assigned to the reactive and pro-active tasks. Comparatively more time and administrative capacity needs to be devoted to pro-active policy delivery and data collection rather than responses to inquiries.

Provided khokimiat does not possess significant autonomous fiscal resources, actual results of responses to citizen inquiries and complaints are unclear either: the responses are functionally limited to providing information on existing solutions or development plans and informing citizens about the procedures of future investment planning.

The responses to national-level institutions may be considered superfluous as well: all policy sectors have their own IT systems, where staff of khokimiat has to input the information relevant to their districts. If any additional information or data is required, it can be required in a structured manner via the IT interface.

C.7. Functions often do not have clearly defined results

Many respondents in district khokimiats were unable to offer results of the work they performed (results for the year 2024 were inquired, so a complete reporting period), e.g.:

- Function on coordination of the work for the improvement of populated areas, the development of public utilities left without recorded results;
- Function on coordination the activities in developing project documentation for investment projects, primarily with the participation of foreign investment left without recorded results;
- Function on systematic study of the actual situation of women and families at the local level, comprehensively analysis their social problems and, on this basis, implements strategic and priority tasks left without recorded results.

Where such results were proposed, in many cases, those were not sourced from an approved document (e.g. job description, work plan, or strategy), but an interpretation of the interviewee, e.g.:

- The selected young people took up high positions reported as result for the function on organization of systematic work on training personnel, forming a reserve of young personnel and promoting them to positions of responsibility in state and local authorities, not discussing the number of people and the positions concerned;
- As presented, the function of coordinating the implementation of housing program for standard projects in rural areas results in provision of housing for families in need, however no quantified data have been made available;
- It has been reported that the function on implementation a set of measures to improve the waste management system, the sanitary and environmental condition of the territory, and prevent the harmful impact of waste resulted in improvement of ecological situation, lacking the comparison of base situation and improvement due to the interventions made.

As a dominant pattern, the results are not quantified, lacking a notion to which direction and how fast the policy trend is developing, e.g.:

- As presented, the function of taking measures to reduce the shadow economy and increase budget revenues by legalizing citizens engaged in informal entrepreneurship and employment has resulted in decrease of shadow economy, however no baseline data and no evidence for decrease of shadow economy and resulting increase of revenue could be found as documented measurements;
- As presented, the function of identifying the causes and circumstances of crimes committed among young people and carrying out their prevention has resulted in decreased rate of crime in the area; however no baseline data and no measurements for evidence for decrease of crime could be observed;
- As presented, the function of taking measures to ensure the information security of the digital infrastructure, as well as to protect electronic data and documents has resulted in decrease of cyber attacks and hacks, however there is no evidence for proving the result.

This is a deficiency of planning system as well as a HR management issue. It prevents planning resources to achieve expected results. This also does not provide information for assessing effectiveness and efficiency of work of staff members, as results for tasks are not defined and the measurements between the input resources and results could not be identified.

Most results reported were not SMART, with majority failing to be measureable. This precludes any analysis to be performed with such results reporting. Naturally, if an analysis is not done – future work plans cannot be reasonably elaborated.

C.8. Lack of a single work plan at institution level

The institutions interviewed did not have work plans – e.g. annual or quarterly work plans for entire institution. The work planning of district khokimiat is based on the individual work plans of khokim and deputy khokims and not always is in written form as a standard work plan document.

Lack of institution level planning underlines reactive approach to the work of khokimiats: planning the work is not practical when majority of work time is spent on reactive duties (responses to data requests from national level institutions and complaints from residents).

Elaboration of institution-level work plan would allow for the following benefits to the khokimiats and the national and regional level authorities:

- formulating the expected results and estimating probability of achieving those;
- adequate planning of financial and administrative resources to achieve results;
- workload estimation and modernisation of HR management processes;
- training needs analysis and planning trainings and other capacity building events;
- spreading work events across the year to avoid crowding in spring and autumn months;

In absence of a practical work plan, khokimiats regress to the mean by allowing data requests from the capital and/or region and complaints of residents to occupy most of their working time – as there is not a possibility to justify diverting resources to pro-active work because expected results from such work are not defined.

C.9. Lack of delivery-level structures

Internal structure of district khokimiat is a standard organogramme, encompassing the district khokim, his/her deputies, assistants, specialists, support functions specialists. The deputy khokims are subordinated to the khokim, while the specialists supporting the deputy khokims are subordinated to the respective deputy khokims.

The number of staff among the district varies among the districts: Guzor district – 25 staff positions, Okdaryo district – 26 staff positions, Sherobod district – 29 staff positions. The management span – around 1:2.25

Some deputy khokims do not have any subordinated structures, e.g. deputy khokim for investment in Okdaryo district., deputy khokim for investment in Guzar district. This prevents such deputy khokims

from achieving their work results. In absence of administrative capacity, such deputies are forced to make one of the three choices:

- either claim results of other units as their own, leading to double-reporting and misjudgement of effectiveness;
- tasking other khokimiat units (or mahallas) with delivering the tasks not assigned to them, resulting in overworking and harming delivery of main functions;
- or switch from managerial function to delivery function, i.e. doing some of the tasks themselves.

All of these choices lead to decreased efficiency and prevent achieving expected results. In addition, reporting misrepresents both work invested and results achieved, which in turn prevents from data-based planning for future periods.

C.10. Support functions spread across khokimiat structure

Support functions are traditionally understood as functions not directly involved in planning or delivery of policy. These are such functions:

- ICT services;
- Document management and processing;
- Human resource management and development;
- Budgeting, financial management and accounting;
- Legal support;
- PR and communication;
- Cleaning and hygiene services of the working premises;
- Security of the institutions and premises.

Management literature suggests that separating support functions into one or more dedicated unit allows for a more efficient use of administrative resources as differences in demands on support functions level-out across entire institution.

In case of district khokimiats surveyed, the administrative support functions are not concentrated into a single structure, being all directly subordinate to the district khokim. Some of them form an organizational structure, e.g. Organizational and personnel group, Chancellery, while other are stand alone personnel, e.g. accountant, PR specialist, legal support specialist, specialist for control over the execution of tasks.

This approach leads to several inefficiencies, such as:

- multiple structures perform adjacent tasks independently, not benefitting from job synergies;
- lower efficiency and slower the response time;
- added difficulty in implementation of organization-wide systems, etc.

C.11. Capacity requires strengthening; no supervising institution in charge of khokimiats HR capacity

Observations indicate a need to enhance operational capacity, particularly at the specialist level. While the structures of khokimiat should provide a foundation for service delivery, gaps in specialized skills, workload distribution, and technical support limit overall effectiveness. Strengthening capacity at this level will improve efficiency, support informed decision-making, and ensure the timely and better quality execution of operational tasks.

It could be concluded that there is no single central level government institutions charged with capacity and competency monitorig and strengthening of khokimiats staff, although the khokimiats by the essence operate as extensions of central level executive power.

Treating the HR capacities of khokmiats in an integrated way is essential to ensure effective and sustainable local level governance – incorporating the set of skills for professional competencies, as work planning, results based management, cooperation with other governance levels.

C.12. Job descriptions do not serve for their operational purposes

The functions of staff positions listed in internal regulation on the administrative apparatus of respective district khokimiat are perceived as a job description of particular staff position. Thus, the job description is considered not a specific HR management document, rather a list of functions and tasks to be carried out by personnel of khokimiat.

It could be concluded that understanding the job description as a core HR management instrument – listing the positions functions and tasks, accountabilities, cooperation, competencies needed, requirements to carry out the job – is missing.

Most commonly, neither management, nor employees are aware of job description as an active document impacting the performance of duties, which can be modernised in line with new needs and strategies. The employees often perform other duties apart from the functions listed. Some internal regulations listing the functions of employees are outdated, e.g. in some districts those are as old as 7 years. In case of change of staff list and adding a new staff position, the internal regulation is not adjusted simultaneously. As a result, not all staff positions are covered with functions to be carried out, e.g. in Sherobod district 5 staff positions do not have job descriptions. This does not inform staff members about their tasks, results, and reporting obligations, and prevents khokimiat from planning workload and achieving results.

All relevant documents (especially since there are not many) need to be regularly updated in order to ensure compliance with current strategies and plans, as well as include all functions currently entrusted to the khokimiat and the staff member.

C.13. IT systems are not standardised and integrated

Most policy sectors have established IT systems at the national level (e.g. https://yoshlardaftari.uz; https://yoshlarbalansi.uz; https://xotin-qizlar.uz; https://ihma.uz). These IT systems have their extensions to the region, district, and even local level, whereby staff of khokimiats and mahallas are required to input data.

However, the data reports requested within the IT systems are in most cases not standardised, which allows staff of khokimiats and mahallas to submit information in the formulations best applicable to their own work content: input rather than results, reactive rather than pro-active, with unclear quantitative parameters (e.g. “many” rather than “12” or “500”). National level authorities therefore are unable to process these data submissions and analyse those on local, regional or national level. This creates a demand for additional information and data requests from national institutions to regional and local levels, resulting in over-indulgence in ad hoc reporting as opposed to actual policy implementation in the field.

Another area generating issues is lack of database integration between adjacent policy sectors (e.g. youth affairs and women affairs). On the level of mahallas (and to a lesser degree on the level of khokimiats), staff members work with more than on policy area and report to more than one IT system. Integration of databases would moderate the reporting burden, and allow for verification between the governance levels. The same is true for work coordination between staff members (e.g. social worker and women activist at the level of mahalla): if they could see and contribute to reports of their colleagues, overall data quality would improve significantly as would actual policy implementation based on coordination between colleagues.

4.2. Conclusions in relation to mahallas

C.14. Mahalla as representation of national level authorities at lowest administrative level

Based on essence of Art. 5 of the Decree No 209 from 21.12.2023 of the President of the Republic of Uzbekistan On Measures to cardinally increase the role of the mahalla institute in society and ensure its functioning as a primary link in solving problems of the population, mahallas purpose would be to ensure the social assistance to the inhabitants of mahalla, however the common functions of the mahalla are not explicitly disclosed.

Report on Functional Analysis of Mahalla Committees of IsDB Sustainable Rural Development Project from 2024 already suggested on elaboration of specific document describing responsibilities of

mahallas in relation to governance levels, thus clearly earmarking the competencies.

The Decree lists the individual functions of 7 staff members of mahalla – chairman of mahalla, assistant to khokim in mahalla, youth leader, women activist, social worker, prevention inspector and tax inspector, where the last 6 are the representatives of particular state institutions at the lowest administrative level:

- Assistant to the khokim in mahalla is representative of district khokimiat and accountable towards 1st deputy khokim of the district;
- Youth leader is a representative of Youth Affairs Agency in mahalla;
- Social worker is a representative of National Agency for Social Protection in the mahalla;
- Women activist is a representative of the Committee of Family and Women of the Republic of Uzbekistan;
- Prevention inspector is a representative of the Ministry of Internal Affairs;
- Tax inspector represents Tax Committee of the Republic of Uzbekistan.

Thus, despite the elected chairman of mahalla, predominantly mahalla as institution need to be perceived as extension of the power to the lowest administrative level.

C.15. Domination of policy implementation functions

The Decree No 209 defines the functions of mahalla employees. Typologically all functions of chairperson of mahalla, assistant to the khokim in mahalla, youth leader, women leader and social worker are policy implementation functions. Prevention inspector and tax inspector executes both policy implementation and policy control functions simultaneously.

The last two staff positions has less explicit list of functions listed in the Decree No 209, however it could be noted that the same staff position executes both policy implementation and policy control functions simultaneously. This might result in conflicts of interest, which need to be managed, e.g.:

- Tax: advising residents on tax solutions might conflict with the task of increasing state revenue collection;
- Prevention: ensuring security of population might conflict with the drive to improve offense data in the mahalla.

Similarly to district khokimiat, mahalla level does not perform policy planning function, which is not entrusted to mahallas within its scope of competency. This lack of planning capacity not only means that mahallas do not perform the functions provided for in the national legislation – but also prevents staff of mahallas from creating justification for development needs of the territory, and might lead to lower quality of local investments.

For the purposes of coordination of elaboration of community development plans the significant strengthening of competencies of employees (e.g. chairperson of mahalla, assistant to khokim in mahalla) is needed in relation to territorial planning and execution of investments.

C.16. Lack of autonomous funds for mahallas

Mahalla employees are involved in collecting property and land taxes from residents of the mahallas territory. Since 2024, 10% of the collected property and land taxes to be transferred to the mahalla budget. This is the only source of the resources mahalla can rely on. Some mahallas receive also charitable donations, which are used to support poor families.

However, even these limited sources are not used autonomously by mahallas. In order to spend the funds, two decisions are necessary:

- a decision of the mahalla citizens' assembly;
- and subsequent decision of the Mahalla Association and its Treasury Service.

This severely impedes autonomy of mahalla and weakens justification for elaborating mahallas plans: no reason to plan actions in conditions where there is no autonomy of action.

Report on Functional Analysis of Mahalla Committees of IsDB Sustainable Rural Development Project from 2024 already suggests on clarifying availability of budget resources of mahallas, int. al. elaborating budget appropriation methodology and establishing clear budget transfer and control mechanisms.

C.17. Lack of work planning

The provisions[5] requires mahallas to produce annual work plans. However, existence of systemic work planning documents, e.g. mahalla level work plans (annual, half-year, etc.) was not observed. Most mahallas lack annual work plans (in principle meaningful work plans could have various duration, from two-year to a quarter long). Out of 15 surveyed mahallas, only three had work plans (Okdaryo mahalla in Okdaryo district, Kiziltepa in Kamashi district and Boston mahalla in Guzar district). Monitoring reports on execution of the tasks were not observed.

As mentioned in an item above, lack of fiscal autonomy makes planning on mahalla level less certain: most activities require resources, which are not at mahallas disposal. Essentially mahallas are expected to plan activities without having resources or certainty of their implementation.

However, work plans could produce a number of strengths:

- plans could serve a meaningful basis for discussions and decision-making in the mahalla's citizen assembly;
- they would enable mahallas to justify their development needs in discussions with district, region or national authorities;
- plans serve as a source of KPIs used to appraise effectiveness of mahalla team together and individual mahalla staff members.

C.18. Lack of KPIs for mahalla

Lack of work plans results in lacking KPIs for mahalla as organization. This lack of KPIs in the planning stage could be remedied by introduction of KPIs in the stage of monitoring and reporting system, unfortunately, this is not the case either.

Most reports screened during the data collection and interview stages of this analysis demonstrated that monitoring and reporting focused on processes rather than outcomes or results (e.g. meetings held, events organized, complaints responded to, etc).

Throughout the interviews, mahalla staff members could not provide KPIs or examples of results to many important functions, e.g.:

- promoting national values, customs, and traditions, maintaining a healthy social and spiritual atmosphere.
- organization of youth leisure time in mahallas;
- promoting employment for unemployed youth and school graduates.

There is ranking system for all mahallas developed by Mahalla Association (https://online-mahalla.uz/public/pages/map) based on four general KPIs. However, those selected KPIs are very generic and not SMART, as well as the ranking does not include measurements for infrastructure development, education and health and others un thus does not show the complete picture of mahalla.

C.19. Lack of job descriptions

Another source of clarity on the content of the functions and their results could be job descriptions of mahalla staff members. However, based on observations and despite the recommendation from Report on Functional Analysis of Mahalla Committees of IsDB Sustainable Rural Development Project from 2024, it could be noted that standard job description (developed by respective agency in charge) could be identified only for selected staff positions of mahalla committee – social worker and youth leader. Their application in practice is not systematically confirmed, as the document was not recognized by staff across the mahallas in various regions of Uzbekistan.

[5] Source: Republic of Uzbekistan (2013). Law of the Republic of Uzbekistan "On Introducing Amendments and Additions to the Law of the Republic of Uzbekistan "On Self-Government Bodies of Citizens" (No. LRU-350, 22 April 2013). Available at: https://lex.uz/en/docs/6819291

Basic job functions are mentioned in the Decree No 209, but greater degree of detail, tailoring to individual mahalla needs, as well as KPIs are necessary to enable an employee to understand and qualitatively perform their work.

Some additional clarity comes from national authorities responsible for specific members of mahalla staff, e.g. internal procedures of the National Agency for Social Protection provide some guidance to the social worker.

In addition, the interviews provide evidence that mahalla staff perform the functions not mentioned in regulatory framework for particular staff member. In some cases up to 80% of the workload is accounted for by unscheduled (non-functional) tasks.

Lack of job descriptions, in absence of annual work plan or any other document, prevents effective management of personnel, which is expected of the chairperson of mahalla.

C.20. Dual subordination of the mahallas staff

According to the abovementioned Law, the chairperson of the mahalla exercises overall management of mahalla employees. In practice, each employee has their own national level authority (its representation in region / district) tasking and supervising their work. This dual subordination prevents the chairperson of mahalla from strictly defining lines of accountability and subordination.

The mahalla chairperson has the right to evaluate the performance of mahalla employees based on up to 20% of KPIs, but in practice, this currently applies only to the assistant to the khokim in mahalla and social worker (observed in interviews in mahallas).

Chairman of mahalla is expected to represent the mahalla in collaboration with the district khokimiat and national authorities and report to the citizens' assembly on development opportunities and progress, but they are not actually in charge of their own staff members.

C.21. Some functions are not implemented, others are overlapping

During interviews with mahalla staff members, some functions were not recognised as assigned to specific staff members, and some functions were identified as not being implemented, e.g.

- data-driven planning and management of mahalla development;
- engaging government officials assigned to the mahalla in addressing public concerns and ensuring the search for solutions;
- promoting national values, customs, and traditions; maintaining a positive socio-spiritual environment;
- ensuring weddings and ceremonies are conducted modestly and without excessive expenditure;
- economic development and investment attraction at the mahalla level;
- informing residents about the plans, results and projects of the mahalla.

At the same time, many functions are implemented in an overlapping manner, i.e. more than one member of the mahalla staff claims to be involved in delivering the function and responsible for results achieved, e.g.:

- providing vocational training, supporting entrepreneurship, and facilitating employment was claimed by the chairman of mahalla, assistant to the khokim in mahalla and youth leader;
- youth leader and women activist are involved in identifying and leveraging education opportunities for women;
- social integration and prevention functions are shared by chairperson of mahalla, social worker and prevention inspector;
- youth leader, assistant to the khokim in mahalla, women's activist, and social worker are assigned the responsibilities of working with persons in need and results from working with vulnerable families are reported almost identically by these employees.

This finding necessitates clarifying the functions and division of responsibility for these functions: in the work plan, job descriptions, and KPIs.

C.22. Insufficient administrative capacity

Overall, interview records demonstrate insufficient administrative capacity among mahalla staff members.

Some mahalla staff, particularly chairpersons of mahalla and social workers, lack a clear understanding of their job responsibilities. Mahalla chairpersons and assistants to khokims in mahallas lack analytical and planning skills, which would be necessary to develop work plans. Most, apart for youth leaders, have poor digital skills and struggle to use all the features of electronic platforms. There is low level of awareness on relevant regulatory documents, mahalla workers are unable to keep up with the frequent and substantial changes.

C.23. Fragmented approach towards capacity building; no single institution in charge of mahalla HR capacity

Subordination and accountability of employees of mahallas towards national level institutions encompasses the assumption that the particular institution int. al. is in charge for HR capacity at mahalla level.

There is a training programme of the Association of Mahallas targeting chairpersons of mahallas, involving annual one-month trainings (partially implemented). Also, some national authorities provide specialist trainings for mahalla staff, e.g. National Agency for Social Protection for social workers. However, that is not a systematic approach to capacity building for all mahalla employees to enable them to learn about local level governance issues.

Thus, the decentralized approach in capacity building ensures fragmented approach in providing the competency and knowledge building in mahallas.

This conclusion justifies elaboration of capacity needs assessment and developing a coordinated capacity building programme for entire staff of mahallas.

Report on Functional Analysis of Mahalla Committees of IsDB Sustainable Rural Development Project from 2024 identified the need for module-based training programmes in mahallas that would cover the topics in an integrated way.

C.24. Decreased administrative capacity in social and women affairs

In 2024, a position of social worker was introduced in mahallas, which was represented as additional resources for mahallas do deal with the most important issue on the local governance agenda – social affairs. Both the national-level communication as well as understanding of the development community was that in additional to women activist and youth leader the third person, social worker, would make the mahalla team stronger.

However, in 4 mahallas (in Kashkadarya region) out of 5 reviewed, the actual situation turned out to keep the status quo: number of staff members kept the same. The social workers are employed in two mahallas at once, and women activists are employed in two mahallas at once, which means the number of personnel did not grow – but the time spent on commuting between the two mahallas now is taken out of the working time allocated to mahallas workers. In the two other mahallas (in Kashkadarya region) where the functional analysis was conducted, there was no designated women activist position.

This needs to be rectified by employing full set of 7 staff members of the mahalla.

C.25. Insufficient integration of IT systems

The Association of Mahallas introduced the common electronic platform for all mahalla employees https://raqamlimahalla.uz. The data and information input there is visible to all mahalla staff members. However this information does not cover all functions mahalla workers perform, and many national authorities require submitting information via their own IT systems, which are not visible to other mahalla employees and the chairperson, e.g.:

- https://online-mahalla.uz;
- https://yoshlardaftari.uz;
- https://yoshlarbalansi.uz;
- https://xotin-qizlar.uz;
- https://ihma.uz.

Most systems operate in isolation and depend on a single user (worker operating with the specific policy area). This results in insufficient exchange of information within mahalla.

In addition to this, many authorities require additional duplicating reports to different national and district authorities, e.g. khokimiat, district employment, social welfare, and health departments. Many mahalla employees regularly submit the same information to various authorities – the khokimiat, the district mahalla association, and other organizations.

Integration of various IT systems and introduction of standardised KPIs in the work of mahalla could decrease administrative burden and free time to perform pro-active work.

5. Action Plan

The Action Plan summarizes the recommendations for improvement of work of district khokimiats and mahallas that are interlinked with conclusions of functional analysis. Despite the scope of analysis was limited with 3 districts and 15 mahallas, the recommendations suggested could be implemented as national wide measures contributing to increase of efficiency of performance of district khokimiats and mahallas.

No	Recommendation	Timing
1.	Development of standardized set of functions for district khokimiats as institution of sub-national governance level and introduce amendments to the Law on Local State Authorities	January 2026 - December 2026
2.	Review the internal regulations on district khokimiat functions, considering: - inclusion of all employees' functions into the regulation. - introducing clear delimitation of functions between the adjacent mandates of deputy khokims; - formulating the functions of employees in manner allowing to keep the focus of the duties	January 2026 - June 2026
3.	Consider introduction of a job description as HR management document in district khokimiats, containing the full set of information on job role, incl. title, accountabilities, cooperation, functions, requirements regarding education, skills and knowledge requirements, etc.	January 2027 - December 2027
4.	Introduce a single institution level annual work plan in district khokimiats, defining the measures to be carried out as a pro-active task, their KPIs, responsible, due dates; as well as regular reporting mechanism on carrying out the work plan measures	June 2026 - December 2026
5.	Develop a limited number (3-5) employee level annual result type KPIs (in SMART form) characterizing the purpose of the position, establish the baseline values and assess the values achieved in comparison with the targets set	June 2026 - December 2026
6.	Consolidate the support type functions – document management and processing, HR management and development, ICT services, budgeting, financial management and accounting, legal support - into a single administrative structure of the khokimiat that is directly subordinate to the khokim	January 2026 - December 2026
7.	Develop a single national level ranking system for district level to reflect the result and impact level comparison of 10-15 KPIs related to district khokimiats areas of competencies and covering the aspects that characterize the district as a place of living (e.g. socio economic ratios, condition of infrastructure, education ratios, health ratios, environment rations, etc.)	January 2026 - December 2027
8.	Under guidance of the Association of Mahallas, elaborate and implement communication campaign on the functions and main objectives of mahallas supported by trainings to staff of mahallas	January 2026 - December 2026
9.	Provide greater fiscal autonomy to mahallas by cancelling clearance of payments by Association of Mahallas, and support mahalla chairpersons with trainings in public finance management	January 2026 - December 2026
10.	Enable mahallas to elaborate work plans by supporting administrative capacity with module-based trainings and on-the-job trainings	January 2026 - June 2026

11.	Under guidance of the Association of Mahallas, elaborate standard job descriptions for all seven mahalla staff members (and modernise existing ones) to avoid function overlap or non-delivered functions	January 2027 - December 2027
12.	Under guidance of the Association of Mahallas, elaborate capacity needs assessment, develop module-based capacity building programme for entire staff of mahallas, and implement it	January 2027 - December 2027
13.	Ensure sufficient financial resources for all mahallas to enable them to fill all seven staff positions, especially social worker and women activist	January 2026 - December 2026
14.	Design and implement integration of IT systems relevant for mahalla functions, in order to ensure that the mahalla IT system (https://raqamlimahalla.uz) can export data to sector IT systems and databases and optimize data input at mahalla staff level	January 2026 - December 2026
15.	Review approach and methodology towards current ranking system of the mahallas, by using SMART measurement of KPIs, improving the transparency of data (values of raw data, reference years) and adding the measurements that fully reflect mahalla a place of living (e.g. infrastructure condition, education access and quality, health access and quality, environment quality, etc.)	January 2026 - December 2027