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ON THE MEANING AND CONCEPT OF SCIENTIFIC AND EXPERT SUPPORT FOR PARLIAMENTARY ACTIVITIES

Dmitry Rakhmanov

Chief Researcher Of The Department Of Parliamentary Research Institute
Under The Legislative Chamber Of The Oliy Majlis Of The Republic Of
Uzbekistan

Abstract

The article is devoted to the questions of the meaning and concept of scientific and expert support of parliamentary activity. It presents these issues from the point of view of parliamentary development and more active involvement of representatives of the expert community in various areas of parliamentary activity. Scientific and expert support of parliamentary activity is important from the point of view of strengthening the scientific validity of the issues considered by the parliament, especially the adoption of laws and other important strategic documents determining the priority directions of domestic and foreign policy.

It should be noted that in recent years such involvement of scientists, experts, specialists in various fields of knowledge, representatives of civil society has become an indispensable necessity. It ensures constant communication of the Parliament with different strata of the society, timely identification of problems that concern the citizens and, most importantly, search for the most optimal and scientifically verified ways of their solution.

The author considers the issues of the meaning and concept of scientific and expert support of parliamentary activity through the prism of national experience, in particular, the activity of the Parliament of Uzbekistan - the Oliy Majlis, as well as with a broad retrospective of the opinions of Uzbek and Russian scientists on this issue.

Keywords scientific and expert support, parliamentary activity, parliamentarism, parliamentary control, quality, lawmaking, specialists.

INTRODUCTION

Scientific and expert support is now integral to the work of public authorities and non-governmental organizations representing professional and business interests. As the knowledge required for informed legislative decisions increases, it enhances governance rationality, legislative quality, and helps minimize negative outcomes.

Additionally, scientific and expert support for parliamentary activities is crucial for developing parliamentarism as an effective form of popular representation. This is contrasted with the 'rational parliamentarism' doctrine, which is

gaining traction abroad among experts and the political elite.

Parliament's interaction with the scientific and expert community is vital for its effectiveness.

In the 21st century, state decisions should undoubtedly involve scientists, experts, and civil society representatives through open dialogue. This aims to improve analytical and informational support for parliamentary activities and align parliamentary methods with modern management and communication technologies.

It also addresses organizing parliamentary events and creating a positive image for the Chamber. As

noted by the famous Uzbek scientist Professor F.H. Otakhonov, 'The effectiveness of parliamentary control and representation, considering all regions' interests, largely depends on the role, potential, and quality of scientific input in parliamentary activities'. We fully support the view that scientific, technical, and technological support is essential for effective public administration, especially for interdisciplinary problems and rapid legislative action.

In recent years, global interest in information and analytical support for parliamentary activity has grown. This interest is supported by two main types of measures.

The first group of measures involves creating specialized scientific and expert institutions within the parliamentary structure to professionally handle information and analytical support for parliamentary activities. Currently, such structures exist in many countries, including the USA, Germany, France, Italy, Japan, and the Republic of Korea. Additionally, many countries have established scientific expert bodies within parliamentary committees.

The second group of measures aims to establish and strengthen extensive links with the scientific and expert community to involve them in parliamentary activities. These links are established in two ways: using the potential of scientific and expert institutions and individual scientists on a paid contractual basis, commonly used in developed democracies. The second way is to legislatively strengthen the right of parliament, its bodies, and deputies to request materials and information from scientific institutions and involve scientists in parliamentary events. This approach is used not only in CIS member states, including Uzbekistan, but also in developed countries like Sweden, Switzerland, Spain, Austria, Belgium, Iceland, Luxembourg, Bosnia and Herzegovina, Cyprus, Latvia, Serbia, Slovenia, Montenegro, and Estonia.

In Uzbekistan, scientific and expert support for state bodies, including the parliament (Oliy Majlis), has received special attention, particularly in the past five years. At the end of 2017, the President initiated the establishment of the Institute of

Legislative Problems and Parliamentary Studies under the Oliy Majlis. This state research and expert institution's main task is to provide information and analytical support for the parliament chambers. Measures to improve this institute's activities and strengthen its human resources and technical base were outlined in the State Programmers (2018-2020) and the Development Strategy (2022-2026).

Additionally, scientific and expert councils comprising leading scientists and experts in various fields have been established under each committee of the Oliy Majlis to provide scientific and expert advice to committee members.

Finally, the Presidential Decree 'On measures to organize the activities of public councils attached to state bodies' (4 July 2018) aimed to strengthen scientific and expert support for parliamentary activities by establishing public councils attached to each state body, including law enforcement agencies, the Council of Ministers of Karakalpakstan, regional khokimiyats, and Tashkent city. Implementing this resolution has shown that public councils often include well-known scientists and experts who provide scientific and expert advice to state bodies' management.

However, a study of scientific advisory services attached to the Uzbek Parliament shows that deputies and senators do not fully utilize these institutions. This is partly due to parliamentarians' lack of awareness of their potential and the services' insufficient effectiveness, possibly due to a lack of specialized knowledge and skills.

These issues, along with their lack of comprehensive study in legal science, underscore the relevance of studying the Institute of scientific and expert support for parliamentary activity amidst the development of national parliamentarism in Uzbekistan. Moreover, studying these questions is practically important as it will enrich the methodology and techniques of scientific and expert support for the Oliy Majlis chambers' activities.

Strengthening the scientific potential of the Parliament and other state bodies is particularly

relevant today due to the global trend of integrating practice and science, forming new effective interactions between state bodies and scientific institutions. This ensures effective public administration and decision-making that addresses pressing state and public issues. As more knowledge is required for balanced political decisions, it enhances management rationality and helps minimize negative outcomes.

Unfortunately, the issues of scientific and expert support for parliamentary activity are relatively new to parliamentary and constitutional law. This is largely due to the unexplored conceptual framework of this institution and the lack of scientific knowledge and theoretical approaches to defining fundamental concepts related to scientific and expert support for parliamentary activity. Defining fundamental concepts related to scientific and expert support for parliamentary activity should begin by distinguishing between scientific support and expert support for parliamentary activity.

The concept of 'scientific support of any activity' refers to a set of scientific, technical, organizational, and other measures aimed at acquiring and effectively implementing new knowledge, techniques, and technologies to solve problems in any activity. A slightly different interpretation of this concept is that scientific support for law enforcement activities involves assimilating and applying normative, informational, and methodological documents and materials necessary for making and implementing effective management decisions to strengthen law and order.

This latter interpretation, in our opinion, requires scientific clarification. Some scientists equate scientific support with legal support, which, in our opinion, is incorrect from the methodological perspective. We support Russian scientist A.N. Arzamaskin's view that legal support should be defined as a scientifically based, consistent system of legal means by which civil society and the state influence social relations, based on societal tasks and goals.

The concept of 'expert support of any activity' is subject to fundamentally different interpretations,

which, in our opinion, are ambiguous and raise many questions.

According to Russian scientist V.D. Grazhdan, expert support involves officials developing optimal assessments of activities, identifying their importance within a given system of social relations. This definition implies that the author views expert support as the activity of the organization itself, not external organizations (expert organizations, experts), meaning the internal business of the organization. We disagree with this approach, as the word 'support' etymologically implies external help. Secondly, the researcher assumes that any civil servant can provide expert support, rather than a person with specialized knowledge and skills. This approach equates 'expert assistance' with 'analytical assistance,' which is sociologically incorrect.

Thus, scientific and expert support for parliamentary activities are distinct concepts with their own specificities, characteristics, and peculiarities. How should these two basic terminological definitions be understood?

Summarizing the scientific works and opinions of scientists and experts, we define 'scientific support of parliamentary activity' as the activity of scientific institutions and individual scientists providing expert opinions on issues considered by the Parliament and its bodies: committees, commissions, political party factions, and individual deputies based on parliamentary legislation. Scientific support of parliamentary activities differs from 'expert support of parliamentary activities' in several respects.

Firstly, scientific support for parliamentary activities substantiates issues based on the latest scientific achievements, while expert support relies on advanced engineering developments and modern technologies.

Secondly, scientific support for parliamentary activities can take various forms:

Participation of a scientist in the work of a working group set up by the Parliament or its bodies;

a scientist (group of scientists) giving advice to a parliamentary body or an individual MP during their consideration (discussion) of a specific issue

(in the process of preparing a document) as an engaged scientist;

Preparation by a scientist (group of scientists) of scientific information on a specific issue in response to a parliamentary question.

Expert support to parliamentary activities usually takes the form of an opinion on a specific issue or a draft document.

Expert support for parliamentary activities usually involves providing an opinion on a specific issue or draft document.

Thirdly, scientific support for parliamentary activities is generally not regulated by procedural rules and is carried out based on the legal authority of the parliament, its bodies, or deputies to involve scientists and specialists.

In many countries, including Uzbekistan, expert support for state activities, including parliamentary work, is regulated by special laws that establish requirements and conditions for expert activities and the qualifications of the experts. In Uzbekistan, as in many CIS member states, the activities of forensic experts are regulated by law. Additionally, the institute of scientific expertise, including its definition, principles, and expert requirements, is established legislatively (Article 26 of Uzbekistan's Law 'On Science and Scientific Activity'; Article 14 of Russia's Federal Law 'On Science and State Scientific and Technical Policy'). For example, the Irkutsk Region Law dated 17.01.1997 No. 4-OZ 'On laws and other regional normative legal acts' includes Chapter 5 'On scientific expertise of draft laws and other regional normative legal acts'. This chapter defines the concepts and tasks of scientific expertise, its types, status, the obligation to conduct scientific expertise of draft laws, the procedure for appointing expertise, the terms, the requirements for the conclusion content, and the register of authorized experts.

From the above, we define 'expert support of parliamentary activities' as the activity of an authorized expert in science or technology to conduct a special study or examination of a draft document submitted by the Parliament, its body, or an individual deputy for scientific and technical

validity. Unlike scientists providing scientific support, the expert assumes personal responsibility for the quality and reliability of their work.

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