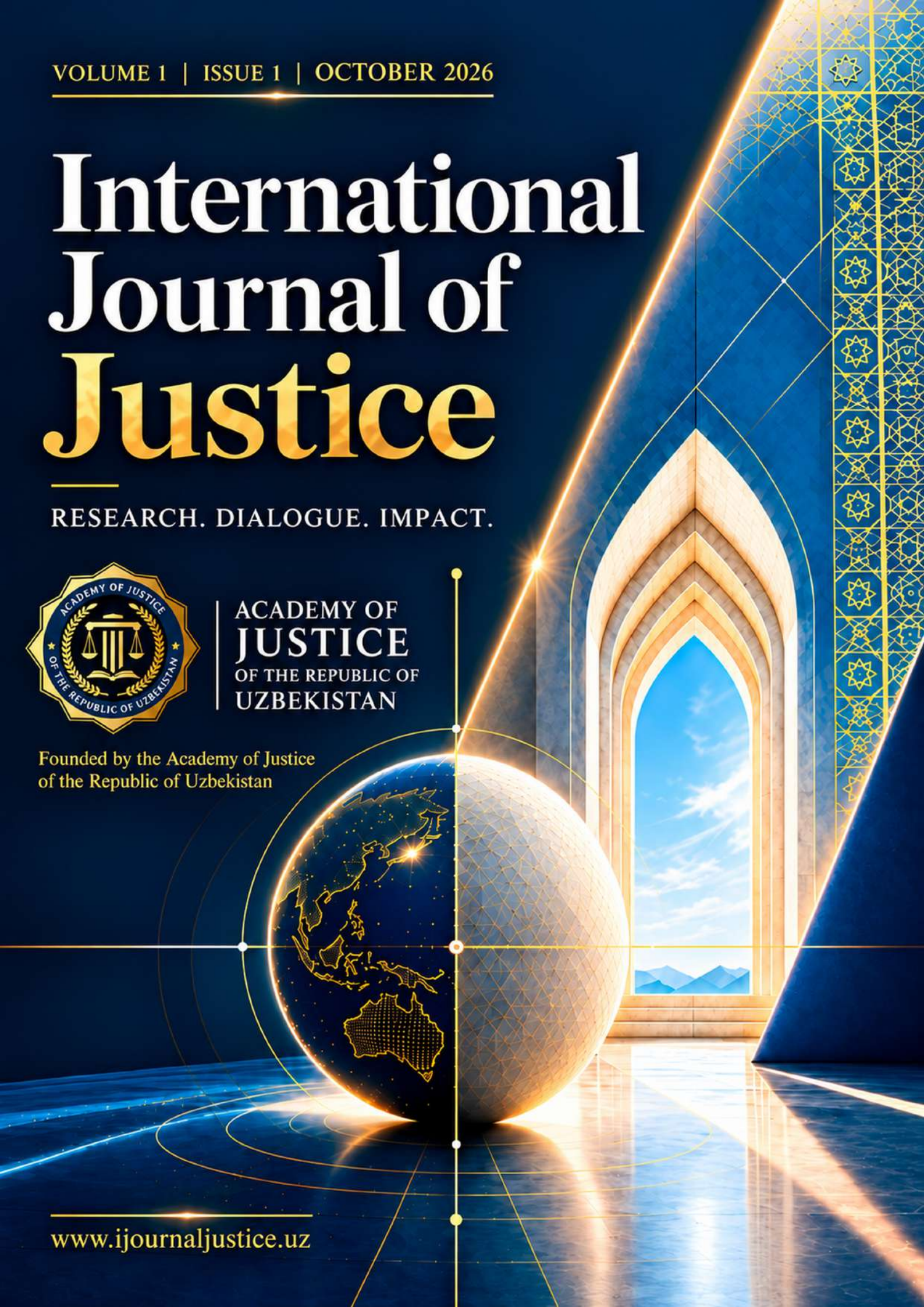
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IMPROVING THE INSTITUTION OF APPEALS: TIME LIMITS, RESPONSE QUALITY, MONITORING

Achilova Liliya Ilkhomovna
Doctor of Science in Law (DSc) Academy of Justice
Dean of the Master's Degree Faculty
E-mail: Liliya.achilova@mail.ru
ORCID ID: 0000-0003-0111-0546



Rozmetova Asal Anvarzoda
Department of Entrepreneurial and Corporate Law
Tashkent State University of Law Lecturer
E-mail: asalrozmetova11@gmail.com
ORCID ID: 0009-0007-1620-1586



Abstract. *The subject of the study is the procedural regulation of appeals of individuals and legal entities in the Republic of Uzbekistan. The topic is relevant because the technological basis of this work is being renewed through a unified digital platform, whereas the substantive procedural rules have remained essentially unchanged since 2017, so that faster document flow does not by itself improve the outcome. The purpose is to identify the gaps in the current regulation and to justify specific legislative amendments. The work relies on comparative legal, formal legal and systemic structural methods and examines the legislation and practice of Kazakhstan, the Republic of Korea, Germany and Singapore. Four interrelated gaps were established: uniform periods of consideration combined with evaluative grounds for their extension; the absence of normative criteria of a proper answer; the departmental and closed character of supervision; and the absence of a special procedural regime for appeals concerning medical services. On this basis a new wording of Article 28 and three new articles are justified. The results may be used in law-making, in the practice of state bodies and in further research. The proposals form a single system and require no additional budgetary expenditure.*

Keywords: *administrative procedure, citizens' appeals, procedural time limits, response quality, open monitoring, anti-corruption, medical care quality.*

Introduction

The right of appeal is a fundamental political right enshrined in Article 40 of the Constitution of the Republic of Uzbekistan: everyone may submit applications, proposals and complaints to state bodies, self-government bodies, officials and people's representatives, and such appeals must be considered in the manner and within the periods established by law (Constitution of the Republic of Uzbekistan, 2023). Because the constitutional text refers to periods directly, timeliness is part of the content of the right itself, not merely an organizational convenience.

The procedure is set out in the Law "On appeals of individuals and legal entities" (Law No. LRU-445, 2017), built on a single model: identical periods, actions and result requirements for every category of appeal, justified when the task was to overcome divergent departmental practices. The Law has since been modernized piecemeal - Article 24[1] on minors' appeals in 2020 (Law No. LRU-608, 2020), a "helpline" and call centres in May 2026 (Law No. LRU-1144, 2026) - but its procedural core (periods, the content required of an

answer, the model of control) has remained essentially unchanged since 2017.

Meanwhile the operating environment is changing fundamentally. The Address to the Oliy Majlis of 26 December 2025 announced that from 2026 the "Electronic Government" platform is being integrated into a Unified Digital Platform, with artificial intelligence distributing appeals and controlling periods of consideration (President of the Republic of Uzbekistan, 2025); 2026 has also been declared a year of emergency anti-corruption measures, with compliance officers introduced in every department. This is the article's central contradiction: the technological basis of work with appeals is being renewed while the substantive norms remain unchanged. A platform that automates existing rules speeds document flow but does not itself improve the quality of consideration - it moves an unresponsive answer as quickly as a responsive one, so digitalization must accompany, not substitute for, a substantive correction of the procedural norms.

The purpose of the article is to identify the systemic gaps in the procedural regulation of appeals in Uzbekistan and to justify specific amendments to the Law, through four tasks: assessing the system of periods and the grounds for their extension; determining normative criteria of a proper answer and the consequences of non-compliance; justifying a model of open monitoring and public accountability; and justifying a special regime for appeals concerning medical services.

The legal orders examined solve this problem differently. Kazakhstan codifies administrative procedures, strictly limits extension grounds and attaches liability to the extending official (Administrative Procedural Code of the Republic of Kazakhstan, 2020), tracking appeals through the e-Otinish platform. Korea delegates periods for particular categories to subordinate regulation and concentrates the analysis of appeals in a specialized anti-corruption body, treating them as an analytical source, not only a rights-restoration tool (Civil Petitions Treatment Act, n.d.; Anti-Corruption and Civil Rights Commission of the Republic of Korea, n.d.; e-People, n.d.). German law treats administrative inaction beyond a reasonable period as an independent violation of rights giving direct access to the administrative court (Verwaltungsgerichtsordnung, n.d.). Singapore uses a non-normative model in which periods follow service standards, and the main mechanism is keeping the applicant informed (OneService, n.d.). Domestic doctrine has examined the regulation of particular spheres and its sources (Achilova, 2023; Ilhomovna, 2023); since these approaches are heterogeneous - normative and organizational - it must be determined what is receivable into Uzbekistan's system, which sets this research's direction.

Methods

The research proceeded in four stages: examination of the current national regulation - Article 40 of the Constitution (2023); Articles 3, 24[1], 25, 27, 28, 34 and 35 of Law No. LRU-445 (2017); Article 43 of the Code on Administrative Responsibility (1994); Article 985 of the Civil Code (1996); and subordinate acts (Resolution of the Cabinet of Ministers No. 341, 2018); tracing the Law's development from 2017 to 2026 to establish what was modernized and what remained unchanged (Law No. LRU-608, 2020; Law No. LRU-1144, 2026), correlated with the programme documents on digital transformation (President of the Republic of Uzbekistan, 2025); a comparative legal analysis

of Kazakhstan, Korea, Germany and Singapore, establishing for each the model of periods, extension grounds, consequences of violation and control instruments; and analysis of the Anti-Corruption Agency's materials on the "Sector without Corruption" project in the Ministry of Health system (Decree No. DP-6110, 2020; Anti-Corruption Agency of the Republic of Uzbekistan, 2021), from which the proposed wordings were formulated.

The comparative legal method is the basis of the work, since the task is to determine which solutions tested elsewhere are applicable in Uzbekistan rather than to describe the national regulation. Kazakhstan was chosen as the legal order closest to Uzbekistan's tradition; Korea for its normative differentiation of periods combined with a single platform and the anti-corruption use of appeals; Germany because it answers the still-unresolved question of the consequences of a period violation; and Singapore as a counter-example - organizational, not normative - marking the limits of legislative regulation. The formal legal method identified evaluative and blanket formulations in the normative texts and drafted the proposed wordings; the systemic structural method established the interconnections between the gaps; legal modelling produced the concrete article wordings proposed. The object of the research is the relations arising in the receipt, consideration and control of appeals; its subject is the procedural norms on periods, the content required of an answer, monitoring, and the particularities of individual appeal categories.

Results

The Law's development from 2017 to 2026 shows a pronounced imbalance: amendments concerned either individual categories of subjects, as with Article 24[1] on minors (Law No. LRU-608, 2020), or organizational forms of receiving appeals, as with the helpline and call centres (Law No. LRU-1144, 2026). The three elements that determine the outcome of consideration - periods, the content required of an answer, and control - have not been revised, revealing four interconnected gaps.

The first gap: uniform periods with evaluative extension grounds. Under Article 28 an appeal is considered within fifteen days, or up to one month where additional study, verification or document requisition is necessary, extendable in exceptional cases by one further month by the head of the body. The content of "additional study" is undisclosed and no exhaustive list of extension grounds exists, so an evaluative formulation turns an exceptional mechanism into a convenient, externally unverifiable managerial tool; conversely, a simple information request and a complaint needing an on-site inspection and expert examination share the same period, preventing a rational distribution of resources.

The second gap: no normative criteria of a proper answer. Article 27(4) deems an appeal considered once all questions are resolved and answered; part five requires concrete grounds confirming or refuting the applicant's arguments, with references to legislation. The requirement is correctly formulated, but the Law defines neither completeness/reasoning criteria nor the consequences of non-compliance, so an answer assessing none of the arguments is formally counted as compliant. This is aggravated by Article 43 of the Code on Administrative Responsibility (1994), which already penalises the unlawful refusal to consider appeals, unjustified period violations, failure to answer, unlawful decisions and failure to restore violated rights - liability that is formally established but, absent a definition

of a valid extension reason or a proper answer, practically hard to apply.

The third gap: departmental, closed monitoring. Article 34 entrusts monitoring to each body's own head, and Article 35 requires quarterly published generalizations; a subordinate assessment system was approved by Cabinet of Ministers Resolution No. 341 of 7 May 2018 (retitled by Resolution No. 40 of 30 January 2026). Yet this assessment remains departmental, unpublished and not fixed by law; published information is not standardised, lacking comparable indicators - the share of period violations, extension frequency, a satisfaction coefficient, the share of repeat appeals - and no mechanism uses them in managerial decisions. Article 3 defines a "repeat appeal" but the Law does not use it as an indicator of systemic shortcomings.

The fourth gap: no special regime for medical-service appeals. These are considered under the general procedure although the object protected is life and health, where an untimely or formal response may cause lost evidence, deterioration or irreversible harm. Article 25(3) bars forwarding an appeal to the contested body, but there is no special guarantee of independent verification in the medical sphere, no obligation to involve an independent specialist, and no procedure for furnishing the applicant with a departmental expert conclusion.

Four solutions follow, each addressed to one gap and built into the Law's existing architecture.

A new wording of Article 28 would consider appeals needing no additional study, verification, document requisition or another body's conclusion - including information requests, clarification of legislation or official particulars - within seven days, retaining fifteen days for other appeals. Extension would be allowed only on three closed grounds - an on-site inspection, requisitioning documents from other bodies or persons, or an expert examination - for no more than one month, with a reasoned notice to the applicant within three days stating the ground, actions taken and expected date. The maximum aggregate period thus falls: currently up to two months where additional study applies (up to one month plus a further month); under the proposal, fifteen days plus a capped, closed-list extension.

A new Article 27^1 on answer quality would require a reasoned conclusion on every question, the facts established, and the norms applied, with legal grounds and contest procedure stated for any refusal. Answers merely restating legislation, reaching no conclusion on the merits, or relying on unverified information would not count as proper consideration; once established, the superior body must recognise the appeal as improperly considered, refer it for repeat consideration, and hold the officials at fault liable. This creates no new liability - it gives content to the liability already in Article 43 of the Code on Administrative Responsibility, turning a blanket provision into an applicable one.

A new Article 34^1 on open monitoring and public accountability would give applicants real-time tracking through a single electronic system, while the authorized body publishes quarterly, per body, the total appeals received, the share in violation of periods, the number and share of extensions, the share satisfied, and the number and share of repeat appeals. Exceeding a threshold share of repeat appeals on one question would trigger an unscheduled review, feeding into the identification of

heightened corruption-risk spheres and submission to the anti-corruption authority - not abolishing departmental assessment, but publishing it and raising it to law level.

A new Article 24² on medical-service appeals continues the line begun by Article 24¹ for minors. Appeals about the quality, safety or timeliness of medical care would be considered within ten days, and those reporting an immediate threat to life or health within twenty-four hours, neither extendable, with immediate harm-prevention measures. Such appeals could not be forwarded to the medical organisation or worker concerned, and facts would be verified with an independent specialist uninvolved in the care in question. The authorized body would keep a single electronic register and publish annual, depersonalised statistics on categories, verification results, violations and measures taken; verification materials, including any expert conclusion, would be furnished to the applicant and usable as evidence in civil claims for material and moral damage, without restricting the patient's right to judicial protection under Article 985 of the Civil Code (1996) - linking the pre-trial stage to civil-law remedies.

The reliability of these results follows because every proposal rests on an acting normative text and a verifiable foreign analogue, requiring no bodies or procedures unknown to the national system. Their effectiveness is systemic: shortening periods without answer-quality liability would only multiply formal decisions; liability without objective monitoring would hinder detecting violations; open monitoring is impossible without uniform standards. Article 24² continues Article 24¹; Article 27¹ supplements Article 27; the new Article 28 preserves extension while limiting it to objective necessity; Article 34¹ is the open counterpart to Article 34's departmental monitoring. None requires extra budget expenditure: the electronic system can build on the existing Virtual Reception of the President, the Unified Portal of Interactive Public Services and the Unified Digital Platform (President of the Republic of Uzbekistan, 2025), while the medical register relies on the Ministry of Health's existing systems.

Discussion

The comparative material shows the same tasks solved by fundamentally different, not equally receivable, means.

Kazakhstan is closest to Uzbekistan's legal tradition. Its Administrative Procedural Code, Article 76, sets fifteen working days from registration, extendable only by a reasoned decision to establish factual circumstances significant to the case, for no more than two months, with compulsory three-day notification and disciplinary liability for an unjustified extension (Administrative Procedural Code of the Republic of Kazakhstan, 2020); since 17 December 2025 complaints receive twenty working days with extension prohibited except by law, tracked through the e-Otinish platform (n.d.). Korea likewise differentiates periods by category through presidential decree (Civil Petitions Treatment Act, n.d.) - an approach the author supports: a law-established, differentiated period, a closed list of extension grounds, and personal liability for the extending official.

Singapore instead sets periods by service quality standards: its AI-assisted OneService platform forwards appeals, keeps status visible, and in complex cases states the measures taken and an indicative completion date (n.d.). Valuable as an organizational, not

normative, model, it is not proposed for direct reception; its lesson - informing the applicant of progress rather than merely extending the period - is what the proposed Article 28 carries forward through its reasoned notification.

German law shows what a period violation should entail: under §75 of the Code of Administrative Court Procedure, an interested person may apply directly to the administrative court once no decision has been taken within a reasonable period, generally three months, without sufficient grounds (Verwaltungsgerichtsordnung, n.d.) - the proceedings concern the inaction itself, so a period violation is an independent violation of rights, not a technical delay. Direct reception is not proposed, since it presupposes reorganising administrative justice, but the construction supports treating a delay as a legal fact in its own right.

Korea's e-People platform unites the appeal systems of over nine hundred bodies and is run by the Anti-Corruption and Civil Rights Commission, which analyses appeals to identify systemic and corruption problems early (e-People, n.d.; Anti-Corruption and Civil Rights Commission of the Republic of Korea, n.d.) - a function absent nationally, which the proposed Article 34[1] supplies. State policy already confirms the significance of medical-service appeals: by Decree of 12 October 2020 the President entrusted the Anti-Corruption Agency, jointly with the Ministry of Health, with the "Sector without Corruption" project (Decree No. DP-6110, 2020); its study of treatment institutions in the Andijan, Bukhara and Samarkand regions found no procedure for publishing vacant posts, instances of extortion by medical workers, and delays in introducing the electronic polyclinic, medical card, case history and queue (Anti-Corruption Agency of the Republic of Uzbekistan, 2021) - confirming health care as a sphere of heightened corruption risk, which favours a special regime over the general procedure.

The main research difficulty was the absence of open, comparable statistics on appeal consideration: since Resolution No. 341's assessment (2018) is unpublished and Article 35 reports are not standardised, no quantitative assessment of extension frequency, repeat-appeal share or satisfaction was possible, and the research rests on normative and comparative analysis instead - a gap that itself confirms the third gap, since missing data is a consequence of closed monitoring. A second difficulty was the blanket character of Article 43 of the Code on Administrative Responsibility (1994): without a legislative definition of a valid extension reason or a proper answer, enforcement practice depends on criteria not fixed by law. A third was the incomparability of administrative traditions: Germany's and Singapore's models arose within different systems of justice and public service, so the comparison proceeded at the level of legal constructions rather than numerical periods.

Two principal approaches emerge: a normative one (Kazakhstan, Korea, Germany), where periods, extension grounds and consequences are law-based and guaranteed by official liability or judicial contestation of inaction; and an organizational one (Singapore), guaranteed by transparency and constant informing. The present results follow the normative approach - not for its inherently greater effectiveness, but because Uzbekistan's periods are already law-based and named in Article 40 of the Constitution (2023), so differentiation must likewise occur by law; Singapore's organizational elements are

received above, but as normative obligations rather than service standards. Compared with domestic works on the regulation of particular spheres (Achilova, 2023; Ilhomovna, 2023), this research differs in object - the procedural rather than substantive component - with verifiability of the body's actions as its criterion, not completeness of regulation.

Conclusion

Four conclusions follow. First, the Law's procedural core has remained unchanged since 2017 even as the environment of its application is renewed fundamentally; automating unchanged rules speeds document flow without affecting the outcome of consideration. Second, the current regulation contains four interconnected gaps: uniform periods with evaluative extension grounds; no normative criteria of a proper answer or consequences for non-compliance; departmental, closed monitoring; and no special regime for medical-service appeals. Third, closing these gaps calls for a new wording of Article 28 differentiating periods and closing the extension-grounds list; a new Article 27^1 on answer quality and its consequences; a new Article 34^1 on open monitoring and public accountability; and a new Article 24^2 on a special regime for medical-care appeals. Fourth, the amendments form a single system rather than operating separately, are built into the Law's existing architecture, correspond to constructions tested in Kazakhstan, Korea and Germany, and require no additional budget expenditure.

Taken together, the proposals shift the emphasis from the formal movement of a document to the actual resolution of the citizen's question: effectiveness would be measured not by the number of answers sent but by the content of decisions, the observance of reasonable periods, and the openness of results - matching both the constitutional requirement that appeals be considered in the established manner and periods, and the declared course toward digitalizing public administration and reducing corruption risks.

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