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MECHANISMS AND REGULATIONS FOR STAFFING THE POSITIONS OF THE STATE CIVIL SERVICE



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Abstract: the article aims to analyze the mechanisms and procedures for recruiting personnel to the positions of the state civil service. The article analyzes the methods of training and selection of personnel for the job groups of the state civil service. According to it, two different procedures for entering the state civil service are distinguished. The article analyzes the procedures of the elections, statistical data of the elections held in 2020-2026. The author researched the National Personnel Reserve system for the formation of managerial personnel. Effective mechanisms of effective use of the National Personnel Reserve have been put forward. Based on the research, a number of suggestions and recommendations have been put forward regarding the improvement of the state civil service staffing system.

Keywords: *state civil service, state civil servant, personnel, principle of meritocracy, open competition, internal competition, external competition, National personnel reserve.*

Davlat fuqarolik xizmati lavozimlarini kadrlar bilan ta'minlash mexanizmlari va tartiblari

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Annotatsiya: maqola davlat fuqarolik xizmati lavozimlariga kadrlarni qabul qilishning mexanizmlari va tartib-taomillarini tahlil etishni maqsad qilgan. Maqolada davlat fuqarolik xizmati lavozim guruhlariga kadrlarni tayyorlash va tanlash usullari tahlil qilinib, davlat fuqarolik xizmatiga kirishning ikki xil tartibi ajratib ko'rsatilgan, shuningdek, maqolada tanlovlarning tartib-taomillari, 2020-2026-yillarda o'tkazilgan tanlovlarning statistik ma'lumotlari tahlil qilingan. Muallif rahbar kadrlarni shakllantirishning Milliy kadrlar zaxirasi tizimini tadqiq etib, milliy kadrlar zaxirasidan samarali foydalanishning samarali mexanizmlarini ilgari surilgan. Tadqiqotdan kelib chiqib, davlat fuqarolik xizmatini kadrlar bilan ta'minlash tizimini takomillashtirish yuzasidan bir qator taklif va tavsiyalar ilgari surilgan.

Kalit so'zlar: *davlat fuqarolik xizmati, davlat fuqarolik xizmatchisi, kadr, meritokratiya tamoyili, ochiq tanlov, ichki tanlov, tashqi tanlov, Milliy kadrlar zaxirasi.*

Механизмы и порядок обеспечения должностей государственной гражданской службы кадрами

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Аннотация: в статье ставится задача проанализировать механизмы и процедуры подбора кадров на должности государственной гражданской службы. В статье анализируются методы подготовки и подбора кадров на служебные группы государственной гражданской службы. В соответствии с ним различают два разных порядка поступления на государственную гражданскую службу. В статье анализируются процедуры выборов, статистические данные выборов, проведенных в 2020-2026 гг. Автор исследовал систему Национального кадрового резерва для формирования управленческих кадров. Предложены действенные механизмы эффективного использования национального кадрового резерва. На основе исследования выдвинут ряд предложений и рекомендаций по совершенствованию системы кадрового обеспечения государственной гражданской службы.

Ключевые слова: *государственная гражданская служба, государственный гражданский служащий, кадры, принцип меритократии, открытый конкурс, внутренний конкурс, внешний конкурс, Национальный кадровый резерв*

One of the most important aspects of staffing the state civil service is the process of entering the state civil service. In this process, such concepts as “selection of personnel”, “recruitment of personnel”, “holding a position”, “appointment to a position”, “contracting an employment contract with personnel”, “meritocracy”, “open selection”, “internal selection”, “external selection”, “personnel reserve" are created. These concepts, in turn, determine the mechanisms of staffing the state civil service.

The head of our state, Shavkat Mirziyoev, in his speech at the 8th session of the Liberal Democratic Party of Uzbekistan, held on October 19, 2016, dedicated to the pre-election program as a presidential candidate, emphasized the issue of selecting Suitable personnel in the state administration system: “The main cause of the problems is directly related to the processes of personnel selection, education and placement. Unless an effective system is created for the selection and training of new and independent thinking, responsible, initiative, advanced management methods, patriotic, honest personnel, there will be no change in the quality of public administration” [1].

As the President rightly stated, one of the most important criteria ensuring the effectiveness of state administration is the selection of the most suitable and qualified personnel for the state civil service. At first, the issue of personnel selection was poorly considered, each state body was engaged in personnel recruitment independently, but this process has entered a completely new stage in New Uzbekistan. The reason for this can be the

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creation of a special body on state personnel policy and the adoption of the Law "On State Civil Service".

It can be concluded from the norms of Chapter 6 (Articles 28-33) of the Law "On State Civil Service" entitled "Procedure and Conditions of Entry into State Civil Service" that there are two different procedures for recruiting personnel to the state civil service.

The first order applies to the political post group of the civil service of the state, and no competition is held for these posts. The political group mainly consists of the leadership of state bodies and agencies. Some issues of their appointment and dismissal are given in the Constitution (Articles 93, 94, 95, 109, 124), and the powers of the President of the Republic of Uzbekistan, chambers of the Oliy Majlis, Cabinet of Ministers, high-ranking (viloyat) hokims, and local Councils are defined in this regard. A special legal act (decree, decision, order) is the basis for the appointment of state civil servants in this group [2]. An employment contract will not be concluded with them. Because their dismissal is also carried out in separate procedures (such as the resignation of the heads of the executive power after the elections to the Parliament and Local Councils, the dismissal of the leaders who did not show results). At this point, it is proposed to add to Article 109 of the Constitution of the Republic of Uzbekistan paragraphs on the appointment and dismissal of heads of state bodies and organizations under the President of the Republic of Uzbekistan and the Administration of the President of the Republic of Uzbekistan. According to the current legislation, they are appointed and dismissed by the President of the Republic of Uzbekistan. If this proposal is taken into account in the Constitution, all civil servants appointed and dismissed by the President of the Republic of Uzbekistan would be included in Article 109.

The second procedure applies to the administrative and auxiliary position groups of the state civil service, and for these positions, the competition is held based on Articles 27 and 29 of the Law "On State Civil Service". According to Article 30 of the law, employment contracts are concluded with them for specific and indefinite periods [3]. It should be noted here that the sample form of the employment contract proposed by the Agency for the Development of Public Service has increased in size [4]. This may cause some inconvenience in the work process of personnel departments of state bodies and organizations. Some of its clauses can be reduced in size by referring to the norms of the Law "On State Civil Service".

One of the most positive features of the state civil service in the New Uzbekistan was the introduction of the procedure for recruiting personnel to the service on the basis of open competition. In accordance with the Decree of the President of the Republic of Uzbekistan No. PD-5843 dated October 3, 2019, an open selection system was established as an experiment from January 1, 2020 in some state bodies and agencies, and from January 1, 2021 in all state bodies and agencies related to state civil service [5]. Starting from September 1, 2021, public authorities and management bodies, state unitary enterprises and institutions, and organizations with a state share of more than 50 percent will be hired on the basis of open competition [6]. Implementation of this process was assigned to

the Agency for Governance Efficiency under the President of the Republic of Uzbekistan. Open competitions are based on the principle of meritocracy.

The concept of meritocracy is a combination of the words “meritus” (Latin, “the most capable”) and “kratos” (Greek, “power”), which means “the power of the most capable”. The concept of meritocracy was introduced to science by the British sociologist and politician Michael Young. In his 1958 book, “The Rise of Meritocracy: 1807-2033”, he defined a meritocracy as an egalitarian society in which one's status depends on one's talent and intelligence [7]. Professor H.T. Azizov draws attention to the fact that meritocracy is more important in the process of taking leadership positions. According to him, the concept is, firstly, a system in which managers are appointed from among the talents, and secondly, it implies the creation of initial conditions for talented and hardworking people to have the opportunity to occupy a high social position in the future [8]. In our opinion, this principle implies that personnel with the highest competence (knowledge, experience and skills) are accepted for a specific position on the basis of selection, regardless of social origin, social status, material condition, gender or power.

The Agency for the Development of Public Service has developed a single open portal for vacant positions of state civil servants (vacancy.argos.uz) and since 2020, personnel are being recruited to the state civil service on the basis of meritocracy. By the end of 2020, 220 personnel were accepted into the state civil service through open competitions [9], and as of February 2022, 17,741 people were selected from more than 569 thousand candidates [10]. By the end of 2025, 5 364 872 candidates took part in open competitions, and 103 993 of them took state civil service positions. Thus, the open selection system based on the principle of meritocracy serves to fill state bodies and organizations with the most qualified personnel.

Article 29 of the Law “On State Civil Service” defines external and internal types of competitions. According to it, all citizens of our country with required qualifications can participate in external competitions. Internal competitions are mainly held for management positions for current civil servants with some experience in the same (or related) field. It can be said that the introduction of the internal selection system corresponds to the characteristics of the “career model”. One of the important features of this model is that the candidate has a certain work experience in the field, that is, a qualification.

Qualifications can participate in external competitions. Internal competitions are mainly held for management positions for current civil servants with some experience in the same (or related) field. It can be said that the introduction of the internal selection system corresponds to the characteristics of the “career model”. One of the important features of this model is that the candidate has a certain work experience in the field, that is, a qualification.

By Decree No. PD-95 of the President of the Republic of Uzbekistan dated June 19, 2025, the Regulations on the Procedure for Conducting Competitions for Filling Civil Service Positions were approved. This Regulation establishes that the filling of vacant positions in the civil service is carried out on the basis of an

open and transparent competition. According to it, competitions are held in internal and external types, and civil servants can participate in the internal competition, and all citizens who meet the qualification requirements can participate in the external competition. The competition is mainly held in 4 stages: announcement, acceptance and selection of documents, test and interview. The Regulation stipulates that the test and interview processes will be organized on the principles of meritocracy, equality, openness and impartiality, and the results will be monitored via an electronic portal. The interview will account for 80 percent of the final score, the test for 20 percent, and the candidate with the highest score will be recognized as the winner. The Agency also monitors the competition process, and in case of violation of the rules, it may take measures up to canceling the result or replacing the commission [11].

Table 1

Open selection system in civil service

№	**Selection stages**	**Selection procedures**	**By the end of 2025, the number of people who participated in competitions and were hired (person)**
1.	Announcement of a vacant position and application for it	1. Announcement of a vacant position; 2. Candidates upload their documents for the vacant position to the portal.	5 364 872
2.	Study the qualification requirements	Study of citizenship, education, work experience of candidates.	
3.	Test	History, law, economics, IT and job oriented tests.	3 164 478
4.	Conversation	Interview aimed at determining personal, professional and socio-ethical competencies.	1 552 561
5.	Admission to service	An employment contract with the winning candidate.	103 993

Article 4 of the Law "On State Civil Service" explains the concept of "qualification requirements". These are the requirements for the candidate's work experience and professional competence in order to occupy a vacant position or qualification level. In our opinion, the characteristics of qualification requirements should be specified in a separate article in full order. For example, the Law of the Russian Federation "On State Civil Service"

(Article 12) [12] and the Law of Kazakhstan “On State Service” (Article 17) [13] separate articles on “qualification requirements”. Chapter 6 of the law entitled “Procedure for entry into the civil service” includes a special article related to qualification requirements, in which it is appropriate to determine what the candidate's occupation of a vacant position or qualification level is based on, as well as the regulation of these procedures and mechanisms by a separate legal document.

At the next stage, the knowledge and skill levels of the candidates in the fields of history (spirituality), economy, information technology (IT), politics and law will be determined through a test. Those who achieve a result higher than the specified minimum score will be transferred to the interview process.

The "State Civil Servant" test questions are developed and constantly updated by the Agency for the Assessment of Knowledge and Qualifications under the Ministry of Higher Education, Science and Innovation of the Republic of Uzbekistan for the job categories "managerial personnel" and "specialists". At the same time, a separate section aimed at determining the level of "stress tolerance" and intelligence quotient (IQ) may be included in the test tests.

The last stage is the interview process and this stage is decisive. A commission will be established to conduct the interview and the qualifications of the participants will be evaluated by the commission. The candidate with the highest score at this stage will occupy the vacant post.

In accordance with the rule, the selection commission shall consist of the management and responsible representatives of the state body where the selection is being held, and the responsible representative of this ministry, if the appointment of the candidate is stipulated by the relevant ministry. In our opinion, scientists, pedagogues, psychologists, advanced representatives of the public who do not work inthe state body should be permanent members of the selection commission. Lawyers Sh.G. Asadov and F.U. Yuldasheva also emphasizes that “if the selection commission includes, in addition to the employer's representatives, employees of scientific and educational institutions, public representatives, it will exclude the possibility of a conflict of interests” [14]. Lawyer S.V. Kostromina says that “psychologists and public relations experts should be involved in the work of the commission” [15]. In our opinion, the composition of the selection commission will serve to effectively ensure the principles of fairness, impartiality, openness and transparency of the civil service.

Another important issue in the provision of personnel for the state civil service is the formation of the personnel reserve. According to Article 25 of the Law “On State Civil Service”, National Personnel Reserve is formed for leadership positions.

In fact, the formation of a centralized personnel reserve is a mechanism specific to the countries of the former Soviet Union. While studying the experience of the CIS countries in this regard, the American scientist Y. Husky notes that the personnel reserve is an element of the communist party nomenclature (a list of possible candidates for important positions) of the institution today [16]. Russian lawyer E. Solomatin notes that the United States and several European countries also have the characteristics of creating a personnel reserve,

and says that working with the personnel reserve in the public service is essentially a system of preparation, selection and promotion for the public service [17]. True, the formation of possible candidates for certain positions is found in the experience of many countries. But the centralization of this system by the state is typical of the countries of the "Soviet model" of public service. In our opinion, proper organization of this system can be effective. Continuous preparation of potential candidates for leadership positions across sectors ensures continuity and quality of leadership. Today, on the basis of the experience of the United Kingdom, the UAE and the Republic of Korea, the Agency for the Development of Public Service has developed an online electronic information portal of the state civil service, which contains the information of about 12,000 leaders and more than 4.5 million citizens. [18]. It is planned to use the possibilities of this portal to form and maintain a national personnel reserve. According to the agency's information, today a total of 970 candidates for leadership positions have been included in the National Personnel Reserve, and 15,634 personnel have been included in the Prospective Reserve, as well as 1,000 individuals who have achieved high results among neighborhood assistants of khokim, youth leaders, and women's activists have been included in the National Personnel Reserve [19]. State civil servants operating in the neighborhoods are the servants who communicate the most with the population and citizens. Naturally, because of this, they develop characteristics of leadership, such as communication, finding a quick solution to a problem, and living with the pain of the people. Ensuring the promotion of the most effective and enterprising among them to senior leadership positions will serve to increase the number of populist leaders.

Table 2

Mechanisms of staffing the state civil service

№	**Position groups and categories**	**The procedure for entering the state civil service**	**Who can hold state civil service positions**
1.	Political (Executive personnel)	Special laws and Presidential decrees	Mainly, from National Personnel Reserve
2.	Management (Management personnel)	Internal selection	only state civil servants
3.	Assistant (Specialists)	External selection	all citizens who meet the relevant qualification requirements

It should be noted that special procedures for the formation and management of the National Personnel Reserve are established. In these regulations, it is appropriate to specify the range of civil servants to be included in the National Personnel Reserve, the conditions for entering and being in it, the terms of staying in the reserve, leaving it, and promotion. The main thing is that, as Professor O.T. Khusanov rightly suggested, it should not be created only in the name of the reserve, but it should be effectively used in practice [20].

It should be noted that one of the important mechanisms for entering the state civil service is the “initial test period in the state civil service” [21]. But this mechanism was not included in the Law. It is proposed to include a separate article called “Probationary period in the state civil service” in Chapter 6 of the law. In the model law of the Inter-Parliamentary Assembly of the CIS “On the Basics of Civil Service”, a separate article on the probationary period of civil servants is recommended (Article 10) [22]. True, the Labor Code of the Republic of Uzbekistan contains articles on the issue of “initial test” [23]. However, the issue of testing the eligibility of state civil servants should be different from the provisions of the general labor legislation. Lawyer H.S. Khaitov also notes that the labor contract concluded with the state civil servant should stipulate the passing of the preliminary test [24].The duration and characteristics of the trial period should be clearly defined in the proposed article.

In conclusion, a modern, open and transparent system of staffing the state civil service of our country has been created.

First of all, the holding of open contests for state civil service positions ensures openness and transparency for citizens (candidates) and creates equal opportunities. This, in a certain sense, serves to guarantee the constitutional rights of citizens.

Secondly, the organization of open competition for vacant positions serves to provide the state civil service with the most qualified personnel. This, in turn, leads to the improvement of the efficiency of the state civil service.

Not limited to the above positive achievements, it is appropriate to pay attention to :several other issues:

First of all, it is necessary to determine the uniform procedures of open competitions, to improve the mechanisms for increasing their impartiality and efficiency, in particular, to include public representatives in the composition of the selection commission.

Secondly, a special article related to “qualification requirements” should be included in Chapter 6 of the Law “On State Civil Service” entitled entitled “Procedure and Conditions of Entry into State Civil Service”.

Thirdly, a special article related to the “initial test” should be included in Chapter 6 of the Law “On State Civil Service” entitled entitled “Procedure and Conditions of Entry into State Civil Service”.

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