



ADA UNIVERSITY

**SCHOOL OF PUBLIC AND INTERNATIONAL AFFAIRS
MASTER OF PUBLIC ADMINISTRATION**

CAPSTONE PROJECT

**Analysis of the civil service control (admission) model of the Republic of
Azerbaijan with models related to the application of the model in
international practice**

MPA 2022

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May 9, 2022

STATEMENT OF AUTHENTICITY

I have read ADA's policy on plagiarism and certify that, to the best of my knowledge, the content of this paper, entitled *Analysis of the civil service control (admission) model of the Republic of Azerbaijan with models related to the application of the model in international practice*, is all my own work and does not contain any unacknowledged work.

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Abstract

Radical reforms have been carried out in the area of admission to the civil service for many years and significant progress has been made in this area. This project aims at studying the existing model of the admission to the civil service in the country, as well as to study international experience in this field and, accordingly, to make relevant proposals in accordance with international experience in this sphere. The project revealed that there are difficulties in the field of recruitment to management positions in the field of civil service, testing of candidates' professional (specialty knowledge) knowledge, as well as the payment system used in the examination process. In this regard, in order to overcome the above-mentioned difficulties, the project proposes to apply a special system to check the managerial skills of persons appointed to managerial positions, to apply appropriate procedures to check the qualifications of candidates and to apply benefits to special categories of applicants. All of the above solutions were evaluated according to the criteria of efficiency, effectiveness, equity (fairness), feasibility (implementability) and flexibility. Second data, expert opinions in the relevant field, as well as information on survey outcomes were used in the development of the project. As a result of the analysis and assesment it was determined that in order to improve the admission procedures in the civil service related to the mentioned problems, civil service recruitment process (testing of knowledge and skills) should be improved, while certain discounts should be applied to the payment system for participation in examinations.

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List of Abbreviations

CSI - Civil Service Institute

SEC- State Examination Center

CS - Civil Service

CSC - Civil Service Commission

TC - Tariff Council

GLA - Greater London Authority

CHAPTER 1. INTRODUCTION

The civil service, which is a unique institution of the contemporary state, is responsible for the state's and its governing body's activities. One of the most important areas of public administration reform is the enhancement of the civil service. The Civil Service Institute (CSI) is also one of the most important state mechanisms that plays a key role in the implementation of reform strategies and tactics, so the effectiveness of all societal systems - political, economic, social, cultural, and scientific - and, ultimately, the effective protection of every citizen's rights and freedoms, is inextricably linked to this mechanism.

If we approach the issue from this point of view, recruitment to the civil service within the framework of the civil service reforms and the activities of those who serve our state and our citizens in this area also play a decisive role here. We can say that one of the main factors determining this is the key role of civil service admission procedures and rules in our country.

The main purpose of developing the project on this topic is to support the reforms implemented by our state to the best of our ability, as we, as civil servants and citizens working in this field, also being a little more familiar with the relevant gaps and problems in this area.

Currently, Azerbaijan's civil service recruitment is overseen by the State Examination Center (SEC) and is governed by the Civil Service Law and President's Decree No 1480 "On Rules of Organization of Civil Service Recruitment Interviews" (State Examination Center, provided handout material).

These rules apply to all civil service positions. Civil personnel in the first and seventh categories are hired through a competitive process based on expertise and with direct

participation from the State Examination Center (State Examination Center, provided handout material).

There are three types of competitions: competitive interviews, internal interviews, and general interviews.

A competitive interview is open to all candidates who meet the requirements for the vacant civil service position and the competition interview has two stages: an examination and an interview.

Only administrative government officials with a professional rank or certification relevant to the open position are eligible for internal interviews.

The general interview is open to citizens with at least five years of civil service experience or public servants in administrative positions in any other state entity.

In both general and internal interviews, there is only one interview stage. There is no requirement for candidates to take an examination (Handout material provided by the State Examination Center.)

The State Examination Center is required by law to advertise vacancies for the following civil service classifications through an open and competitive recruiting process:

A class-administrative positions-leading positions (management):

-AA group; (According to the latest amendment, the organization of exams for group

AA has been abolished)

-AB group;

-AC group.

B class-administrative-executive positions:

-BA group;

-BB group (State Examination Center, provided handout material).

A job description defines the major purpose and functions of the position in question, as well as the qualifications for applying. Each state body establishes the terms for holding specific jobs based on the conditions provided (State Examination Center, provided handout material).

The test evaluates the native language's fluency level. Knowledge of relevant legislation, computer abilities, and the ability to reason logically are all required (State Examination Center, provided handout material).

Candidates who pass the exam are given a certificate and invited to an interview. The certificate is valid for five years. Each candidate is eligible for several certificates (State Examination Center, provided handout material).

For all forms of competitions, the interview process is basically identical (competitive, internal or general).

The interview is the second stage of the competitive interview process, whereas it is the first and only stage for both general and internal interviews.

Panels of three interviewers conduct the interviews. A panel is made up of a representative from the hiring state body, a member of the State Examination Center, and an independent expert from an area relevant to the available position (science, education, or civil society) (State Examination Center, provided handout material).

Candidates will be evaluated on four criteria by the interview panel: -Theoretical law knowledge, -Practical knowledge, -Worldview, and -Personal skills (analytical thinking, decision making, communication skill, emotional stability, and so on) (State Examination Center, provided handout material).

Candidates who pass the exam and interview (or only the interview for general and internal interview competitions) are introduced to the hiring state body's leader, who makes the final decision by choosing one of the shortlisted candidates. However, the new presidential decree of 14 July 2021 establishes mandatory recruitment rules: the appointment must be given to the first candidate shortlisted; if several candidates have equal best scores, the appointment is given to the candidate with the highest educational degree; if several candidates have the same educational level, the appointment is given to the candidate with an honor university degree and/or a higher foreign language certificate. For competitive interview competitions, the successful candidate is assigned to the vacant position for a nine-month probation period (for general and internal interview competitions no probation period applies). The State Examination Center is notified of the choice by the hiring state authority (State Examination Center, provided handout material).

In competitive interview competitions, candidates who pass the examination and interview but are not employed are placed on a reserve list for two years. During this time, if similar vacant positions are published in the relevant state body, the candidates may be appointed to this position after negotiations with the State Examination Center and agreement (State Examination Center, provided handout material).

Methodology

First of all, relying on our experience as civil servants and citizens working in the relevant field, we would like to note that our main goal in focusing on this topic is to support the measures and reforms taken by our state in the field of civil service development and to

back the recruitment of knowledgeable and skilled, modern-minded people into the civil service.

Thus, in the first step of the project development, it was important to get a little closer to the relevant field, to investigate the existing gaps and problems in this area. To this end, we first examined the relevant legislation in the field of civil service, as well as reforms and measures taken.

Thanks to the experience and information obtained as a result of the research, we have had a good impression of the civil service recruitment procedures and a good idea of the relevant gaps. At the same time, as a result of combining these impressions and the information available from our work in this area, a certain direction has already been formed for the development of the project.

Then, obtaining expert opinions and study public opinion in order to substantiate our experience and information on these issues, or rather to find their confirmation was also crucial.

For this purpose, we organized interviews with the relevant representatives of the State Examination Center, which is the main body in the formation of the civil service recruitment policy and execution, as well as officials of the Ministry of Economy of the Republic of Azerbaijan, the central executive body. We have learned important ideas as a result of discussing the existing model of civil service recruitment, as well as the latest innovations, expected changes and challenges in this area. Discussions with the officials mainly focused on the following questions:

1. What are your general views on the current model of civil service recruitment in the Republic of Azerbaijan?

2. What are the advantages of the existing model in this area?
3. What are the main shortcomings and main gaps of the existing model in this area?
4. Please indicate the suggestions we can make to develop, their benefits, as well as the difficulties associated with the proposals.
5. As we know, individuals who have completed their education under the "State Program for the Education of Azerbaijani Youth Abroad in 2007-2015" are exempt from the examinations organized by the State Examination Center in accordance with the relevant legislation. In your opinion, are there any shortcomings this area?
6. As you know, civil service entrance exams are organized on a paid basis. Is it possible to give any preference to certain categories of candidates this regard?
7. Currently, the test phase of the competition is organized by the State Examination Center. Here, as you know, only the candidate's outlook, logical thinking, legislative knowledge, etc. is checked, specific specialty knowledge is checked by the relevant body at the interview stage. Do you think it is important to conduct a deeper and more comprehensive examination of knowledge related to the specialty, is there a need for additional examinations in this regard, and how can the exam format be organized in this case? Is it possible to involve the relevant state body in the organization of test exams?
8. How do you assess the benefits of using additional tools such as psychometric tests and assessment center in the recruitment process for management positions?

At the same time, in order to study public opinion in this area, we conducted a survey with the participation of civil servants, people working in this field, as well as those who want to shape their careers in this area. We mention the questions prepared for the survey below:

1. Please indicate your age:

- 19-21
- 22-24
- 25-27
- 28-30
- 31-33

2. Are you currently working in the civil service?

- Yes
- No

3. If you work in the civil service, please choose one of the following:

- I work in the civil service on a contract basis
- I am a civil servant
- I do not work in the civil service

4. If you are a civil servant, please indicate one of the following options for your appointment to the civil service:

- I was appointed to the civil service by taking an exam organized by the State Examination Center
- I was directly appointed to the civil service because I studied under the State Program on Study Abroad
- Other (Please note)

5. Do you think that the knowledge and skills required for the position claimed by the candidate are fully tested in the examinations organized by the State Examination Center for admission to the Civil Service?

- Yes
- No.
- My answer (please note)

6. Do you consider it important for a candidate who claims to work in the civil service to have knowledge in his / her specialty related to the performance of duties?

- Yes
- No.
- My answer (please note)

7. Do you consider it is important to conduct a more in-depth examination of knowledge in the relevant specialty, in contrast to the existing examination procedures for civil service recruitment?

- Yes
- No.

8. In contrast to existing procedures, can the introduction of examinations to test the specific skills and qualities required for senior positions in the Civil Service be the basis for more effective management results?

- Yes
- No.
- My opinion (please note)

9. At present, the fee of civil service exams varies from 82 to 118 AZN, depending on the classification groups of positions. From the point of view of encouraging knowledgeable and skilled, highly professional people to be employed in public bodies, can the application of certain exemptions for participation in examinations, especially for those from particularly vulnerable groups (whose financial situation does not allow them to take the exam), help to achieve the desired results?

- a. Yes
- b. No.
- c. My opinion (please note)

The lack of local scientific publications and research, meant to investigate the civil service recruiting process is the most significant limitation in the development of this paper.

The policy paper is organized into five chapters that examine various aspects of policy issues. The first chapter acts as an introduction, providing theoretical and conceptual understanding of the problem, its description, overall background, declaration of purpose, technique for data gathering, and a roadmap for the policy paper's overall outline. The second section offers a detailed analysis of the problem, its causes, the appearance of potential roadblocks, previous policy implementations, and historical recommendation success and failure. The final section discusses various remedies to the problem and suggests current policy alternatives. The fourth one is about evaluating policy alternatives, and the last section comprises a summary of important results, a suggested course of action, a set of policy suggestions, and concluding remarks.

CHAPTER 2. PROBLEM DESCRIPTION

2.1. Managerial competencies are not taken into consideration when the managers are appointed

Managers are playing a crucial role in any organization. Their main duties are defining the mission, vision and the priorities of the organization and setting strategic goals according to the particular priorities. Besides this, managers play a crucial role in decision-making, which is difficult when there are two or more contradicting ideas. Managers are those people who have to make the final decision and finalize the decision-making process with less problem. For instance, when your subordinates are divided into two group consisting of more or less the same amount of people who are in are absolutely different opinion, the manager have to make final and the best decision in order to make the team catch its targets. Managers are also those people who stands between senior management and his subordinates, it means they translate strategic objectives of the organization to daily tasks for their teams. Consequently, they always have to take to the consideration the perspectives of both, employees and upper-management when making decision (Boyatzis, R. E., 1982).

One of the key skills that managers need is the ability to delegate the responsibilities and assign tasks. As a manager, you have a lot of tasks, so delegating some of these tasks to your team members will help lighten your load and assign to your team productive work. A good manager should know which skills are required to produce the desired results. As a result, hiring the right candidates for the team is the responsibility of managers (Armstrong. M., 2014).

Good managers, have to not only recruit the employees, but also train their subordinates. If employees have not been trained properly, probability of making mistakes, ineffective and inefficient work results, and generally failure in catching the goals increases. That kind of situation makes the employee feel bad, because they try to catch the goals, but it is almost impossible because of lack of required training courses. Therefore, good managers have to do it themselves, they have to identify the gaps in skills of each employee and plan necessary individual training program for them, and sometimes the managers should train their subordinates themselves by on-job training method (Boyatzis, R. E., 1982).

One of the important sides of the managers is helping the employees with prioritizing the tasks. Without it, subordinates would become ineffective and unplanned group of people and waste their time and energy to solve unimportant problems, leaving beside very important tasks. As a consequence, it is one of the important skills of managers to define the priorities and assign tasks for their team members taking to the consideration time limitations or importance of the tasks in realization of strategic goals of the organization (Boyatzis, R. E., 1982).

Acting as a problem solver is also the essential managerial competency which helps to solve the problems and go on working without any delay. Generally, the blockers are those things which make obstacles for the team to complete the work, projects and tasks. Managers are very important for an organization because they have the required set of competencies to use them in unblocking and solving the appeared problems for an organization and mainly for the certain team in order to continue doing the job, realizing the project. If any problem emerges generally it is put to an agenda of the team, all the team members express their

thoughts and ideas and making brainstorm, discussing the issue and coming to the conclusion (Boyatzis, R. E., 1982).

The manager should act as a problem solver, leading and finalizing it with making good decision and freeing the team from problem. Sometimes teams need extra human resource and finance to overcome the blockers, good managers should arrange it by making top management believe in the importance of the issue and providing the team with necessary extra (Boyatzis, R. E., 1982).

The managers should also effectively allocate the resources of the organization to reach its goal faster. The human resources are the most valuable resource of any organization because it is easy and possible to get the most recent and optimal technologies, however, it is not possible to get an efficient and effective result unless the organization does not have high skilled and capable human resources. A good manager should always think about recruiting the best specialists to the organisation and take care of existing human resources in order not to lose them (Boyatzis, R. E., 1982).

The success key of any organization is having the leaders who possess proper managerial skills, competencies and values to improve weaker points of human resources. Thinking of the big picture is an essential competency good leader should possess. Without it no one can be considered as leader. It stands for consideration of the long-term results of any made decision. It was stated that, “the leaders should think about what their team’s objectives will be in the upcoming future and what will be the structure of his team by that time”. The skill of thinking ahead always helps the managers in making excellent and efficient decisions. Otherwise no one can get long-term progress in any organization (Boyatzis, R. E., 1982).

Setting the workplace tone is another vital managerial competency which is being looked for in any successful organization. Managing a positive tone in any organization is important to arrange a mentally safe environment and productive and safe culture. The experienced managers are aware of that how to make a healthy environment in certain organizations. They normally do that by listening to all team members, identifying their needs and problems. They always try to give valuable suggestions to their subordinates both related to professional life and personal life by transferring their life and professional experience to their team members in order to raise the life standards and the well-being of them. “Psychological safety is a possibility of feeling safe and to expressing your thoughts freely without any hesitation, real trust to others in recognition of your legitimate concerns, to talk freely about your concern and fears, problems you have in your thoughts about what is important to change in our work environment without any risk of being discriminated and shamed, underestimated, or even penalized” (Boyatzis, R. E., 1982).

Nowadays, every organization meticulously selects the managers because the wrong choice not only makes reaching the goals impossible, but also demotivates other high skilled specialists who work under the control of those leaders. One of the classic and common mistakes in appointing a manager is to appoint that person as the leader of the team because he is a very good specialist. To consider that if anyone is the best specialist in certain field, he would definitely be a good manager too. Sometimes this decision is made because of that, they want to raise the salary of that specialist in order not to lose him and maximum wage for the specialist positions in that organization is not enough for it. In order not to lose that best specialist, the top management of that company makes a wrong decision appoints him as a head of division or team leader. But if that person does not have the necessary level of

management skills and abilities, if he is not able to work in a team, delegate work, provide the necessary feedback in a timely manner without making the other people embarrass that person should not be the manager of any team. Because in this kind of situations the organization not only loses a very good specialist but also loses whole team, may be even loses its market position because of that. The organization loses the best specialist by appointing him as a manager, because now the person is not working as a specialist, he works as a head of other specialists. He would not only bring effective and efficient work results as a specialist any more, but also demotivate the whole team by making poor decisions, planning, and giving improper performance feedbacks. Mostly lack of stress management and conflict management competencies are the cause ineffectiveness management. Hence, we also lose good specialists who have priceless organisational and functional knowledge and especially the valuable experience.

Although the wrong choice of leader is harmful to any organization, it is even more dangerous if the subject is government agencies, because the consequences have a negative impact on society as a whole. If in private companies wrong choice of the manager would cause the loss of valuable employees, market share and so on, in public agencies it would cause in poor service to society in certain sphere and its dangerous consequences, for instance if bad managers would collapse health service, people will suffer and even die because of it. If we would have problems in education sphere, the situation will be much more dangerous, because professional from all spheres are educated and trained by the same education system, and it means there would be big problems in all society. If there would be a problem in defence of the country it is not difficult to imagine the scale of that tragedy. In consequence, the government should take it seriously and the societies should push and foster it. For this

reason, the managerial skills of candidates for leadership positions should be accurately assessed in recruitment process (Boyatzis, R. E., 1982).

According to the law on the civil service in Azerbaijan, civil servants are appointed to the positions. In the process of recruitment to managerial positions, the management skills of candidates are not assessed, and their psychological status is not determined, and it causes negative consequences. It is possible that the candidate is better educated, on the other hand, he does not possess needed leadership skills, in this case choosing that person as a manager would negatively affect all work of the department. Because, according to the current law, the appointment to some senior positions is carried out only through a competition consisting of one interview which lasts approximately 20 minutes, and for the most senior positions through a test exam (legislation, Azerbaijani language, computer science, logic) and interview stage; consequently, their management skills and psychological state are not evaluated at all.

We have conducted the interview with the deputy head of Human Resources Department at Ministry of Economy-Nargiz Muradova and the head of civil service issues division of the same department-Fuad Seyidov. They also touched this issue, and we discussed its significances. They have years of rich experience in this field. They stated that “in Azerbaijan at the present time there is not any test for evaluation of leadership skills of the candidates for managerial position. In general test exam for mass recruitment consists of the questions about legislation, Azerbaijani language, computer science, and logic. But there is not any tool which could help us to evaluate leadership skills of candidates for managerial positions. Therefore, we have problems with identifying the right candidate during one interview which lasts averagely 20 minutes. After certain times of appointment to the

managerial positions sometimes we get feedback about lack of skills of that manager. Because we could not manage to evaluate the skills which support defining goals, delegate the responsibilities and assign tasks, train their subordinates, helping the employees with prioritizing the tasks. The main problem is related to values of those managers, which leads to the poor organisational culture. It is generally known that, after a certain time the employees start to behave and to be like their managers. Consequently, we should use contemporary methods and tools to eliminate this problem”.

We also conducted the survey among the people who currently work as a public administrator and those who plan to start working in public sphere. Most of them agree that, there is obvious gap in leadership skills among the managers in public sphere, and one of the main reasons for that is non-existence of proper evaluation of leadership skills.

2.2. Exam payment system

In order to accelerate the civil service reforms, the Civil Service Commission under the President of the Republic of Azerbaijan was established by Presidential Decree No. 180 of 19 January 2005 (President of the Republic of Azerbaijan, 2005).

In this connection, the Regulation on the Civil Service Commission under the President of the Republic of Azerbaijan was approved by the Decree of the President of the Republic of Azerbaijan No. 247 dated June 3, 2005 (President of the Republic of Azerbaijan, 2005).

The Commission was organizing the application of normative legal acts adopted in the field of civil service in the Republic of Azerbaijan, selecting and placing civil servants

on a competitive basis, monitoring compliance with the rules of ethical conduct of civil servants, additional education, certification and social protection of civil servants, as well as civil service was the central executive body that ensured the implementation of the policy provided for by the legislation of the Republic of Azerbaijan on other issues (President of the Republic of Azerbaijan, 2005).

In this regard, according to the approved Regulations, the main tasks of the Commission were to participate in the formation and implementation of a unified state policy in the field of civil service and other personnel issues, to provide training in relevant fields, as well as to take measures for training and further education (President of the Republic, 2005).

In addition, in accordance with the Regulations, the main functions of the Commission were the development and approval of rules for competitions for civil service positions, as well as control over the correctness and transparency of these competitions (President of the Republic of Azerbaijan, 2005).

On the other hand, according to the above-mentioned Regulations, the maintenance costs and activities of the Commission were financed from the state budget of the Republic of Azerbaijan and other sources provided by the legislation (President of the Republic of Azerbaijan, 2005).

In this regard, the Civil Service Commission under the President of the Republic of Azerbaijan has not applied any payment system for participation in the civil service (CS) entrance exams.

At the same time, in order to bring the selection of personnel for the civil service and the admission of students to educational institutions in line with international practice, based

on the "State Strategy for the Development of Education in the Republic of Azerbaijan" approved by the President of the Republic of Azerbaijan dated October 24, 2013, The State Examination Center of the Republic of Azerbaijan was established as a public legal entity by the Decree No. 860 of the President of the Republic of Azerbaijan on April 11, 2016 (President of the Republic of Azerbaijan, 2016).

The main purpose of establishing the State Examination Center of the Republic of Azerbaijan was to organize the selection of civil servants in our country on a competitive basis, the final certification of students in general education, centralized entrance examinations for secondary special education institutions, bachelor's and master's degrees in higher education, master's degree in the National Academy of Sciences of Azerbaijan (President of the Republic of Azerbaijan, 2016).

According to the Decree, the Civil Service Commission under the President of the Republic of Azerbaijan and the State Student Admission Commission of the Republic of Azerbaijan were abolished from the moment of the state registration of the State Examination Center of the Republic of Azerbaijan (President of the Republic of Azerbaijan, 2016).

Also, in accordance with the relevant paragraph of the Decree, the State Examination Center of the Republic of Azerbaijan initially operated at the expense of the 2016 state budget of the Republic of Azerbaijan for the Civil Service Commission (CSC) under the President of the Republic of Azerbaijan and the State Student Admission Commission (President of the Republic of Azerbaijan, 2016).

It operates in the field of civil service, carries out the final attestation of students in general education, selection of personnel for civil service, admission of students to higher and secondary special education institutions, bachelor's level training groups, regardless of

organizational-legal and ownership form, as well as on a contract basis. is a public legal entity that organizes examinations for state bodies, legal entities and individuals (President of the Republic of Azerbaijan, 2016).

Participate in the formation of public policy in the field of civil service, ensure the implementation of this policy, conduct tests for admission to civil service and continuation of activities in the civil service in accordance with the Law of the Republic of Azerbaijan "On Civil Service", competition for civil service positions, including ensuring the transparency of test examinations for the continuation of civil service activities, approving the content and programs of test examinations for admission to the civil service and continuation of activities in the civil service, participating in the preparation of interview programs for administrative positions, and agreeing to approve, in accordance with the Law of the Republic of Azerbaijan "On Civil Service", to issue a certificate to a person passing the test for admission to the civil service and continuation of civil service activities, to submit representatives to the interview commission established by the state body, to organize trainings for government officials and independent experts, to study the implementation of civil service legislation, prepare a report on it, to study the compliance of civil servants with the rules of ethical conduct, provide training in the relevant field, to take measures for additional education of these specialists include as the main tasks of the State Examination Center (President of the Republic of Azerbaijan, 2016).

In accordance with the Charter of the State Examination Center of the Republic of Azerbaijan, the property of the Center is transferred to its ownership or use from the charter fund, other property provided to it by the founders, as well as state funds, work done in

accordance with its activities. and property acquired as a result of its activities as reflected in the Charter (President of the Republic of Azerbaijan, 2016).

At the same time, as indicated in the Decree, the main sources of funding for the State Examination Center include state funds, funds from the organization and conduct of examinations, grants to the Center in accordance with the Law of the Republic of Azerbaijan "On Grants", bequests, donations and grants, funds from the sale of obsolete equipment, vehicles and other property owned by the Center, as well as funds from other services in accordance with the Charter of the Center (President of the Republic of Azerbaijan, 2016).

As mentioned above, in contrast to the provisions of the Regulations of the Civil Service Commission, one of the main sources of funding for the activities of the State Examination Center of the Republic of Azerbaijan is the funds received from the Center's activities.

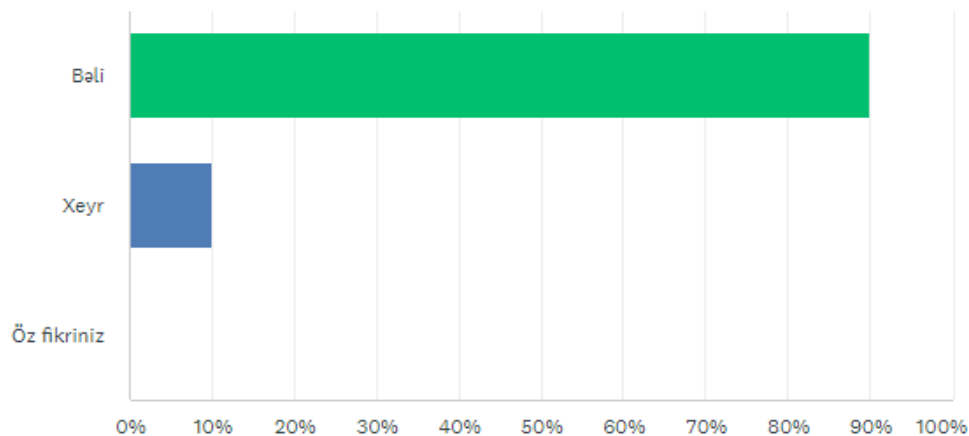
In this regard, by the Decision of the Tariff Council (TC) of the Republic of Azerbaijan dated May 23, 2017 on the regulation of tariffs for paid civil service services provided by the State Examination Center of the Republic of Azerbaijan, tariffs for paid civil service services provided by the State Examination Center of the Republic of Azerbaijan was approved (Chairman of the Tariff Council of the Republic of Azerbaijan, 2017).

The charge for one participation in the test exam varies from 82 AZN to 129 AZN, depending on the job categories, according to the mentioned decision of the Tariff Council of the Republic of Azerbaijan (“What we need to know about the rules of admission to the civil service?”. State Examination Centre).

This price may be shown as a small amount to most of us; however, it can be considerably high friction of someone’s wage or the family income. As a simple comparison,

if we consider that during the COVID 19 pandemic social aid to some families was 190 AZN, which means the cost of civil service exam is almost fifty percent of minimum living standard. The passing score is not low, and the money is not recovered if the person passes the written exam, or any proportion of the exam fee is not returned if the person got a high score in exam, moreover, passing the written exam does not necessarily mean to be employed by any government agency, because the candidate should wait for an ambiguous time to apply the vacant places. Well educated people from the family with low income do not want to take all these “risks”. The students from low economic level families want to get a job urgently as they graduated from the university. It is obvious that there are considerable number of students who got scholarship from the government, and a free education chance as well, the most of the time they are from poor families because they do not financially afford to get education. They try to study hard during the education years in order to hold the scholarship and free education privilege. This category of students is mainly from low-income families, and by studying hard, they try to get a better future life standard because they know that the only way to survive from poor life is getting high education and get an appropriate job. After graduation some of them are eager to be a civil servant, on the other hand, due to the unaffordable cost, they reluctantly deny taking a test exam. From the perspective of effectiveness, having well-educated and hard-working staff at government bodies is very beneficial in terms of economic and social welfare. During the oral interview with the representatives of Human Resources Department of the Ministry of Economy of the Republic of Azerbaijan, this issue was also emphasized by Nargiz Muradova.

Graph 1. Example of survey results related to the payment system of civil service entrance exams.



This bar chart represents the answer of the survey question about the fee of civil servant entrance exam. According to the result of survey, ninety percent of respondents think that if the fee of exam decreases for some category of people with privileges, more knowledgeable and skilled candidates will have a chance to be selected.

2.3. Specialization and functional competencies are not tested in recruitment process of public administrator.

The civil service examination consists of two steps in Azerbaijan: The first step is written exam that consists of the questions related to the legislation of Azerbaijan and the constitution of Azerbaijan, Azerbaijani language, logic, the informatics. If the participant passes the first step, he is called to the oral interview with the particular department when there is a vacant place in that government body. Taking into consideration that regardless of the background knowledge and profession, everybody can take this exam, therefore, the person can be admitted to the department which is totally unrelated to the person's

background knowledge and profession because the education level related to the particular field is not checked either in the written test, or in oral interview stage. There can be the case that that the person is so confident, smart, repartee that he answers all of the questions during the interview quickly and in a correct way, on the other hand, if he works at the position where his education does not fit, it will create a problem definitely when any critic situation happens during the work process (Provided handout, State Examination Centre)

During the interview with the representatives of the Ministry of Economy, it was revealed that the main problem is that the competencies are not tested in recruitment process for public agencies. Everyone passes the same exam and interview stages. For instance, there is not any difference in questions for the lawyer and the IT specialist in test stage, but as we know they act absolutely different functions and these positions require absolutely different background knowledge. When someone passes test and interview stages of the recruitment process and finally is appointed to certain position the problems start to emerge. Without possessing required background knowledge and skills it becomes hard to act the required functions of that position. In this kind of situation that specialist has to start learning the theoretical and practical knowledge from fundamental level in order to act the functions of certain positions. But that specialist has to spent years to get those knowledge and experience in order to have satisfactory performance, effective and efficient work results. Not all managers have patience and time to accept this kind of situation. It ends mostly with problems regarding unsatisfactory performance with the team manager and even with peers, because the peers do not want to do the tasks of anyone else.

The roots of the problem go to fundamental approach to recruitment process in public agencies. In each public agency there are lots of positions in different functional spheres, for

instance specialists in law, finance, accounting, and different engineering professions. Each position requires its qualifications (education, certificates, experience) and competencies. For example, the requirements for the senior finance specialist position should be finance or economics as a major, at least 3 years of experience in related sphere and required set of competencies. The competency requirement for each position is also play vital role in selection of right person to right position. The competencies are divided into 3 part, professional, managerial and functional. The professional competencies are coping with stress, oral and written communication, interpersonal relations, time management and so on. Managerial competencies are people management, delegation of work, motivation of subordinates, performance management, strategic planning and so on. Each position requires the certain managerial (if it is the managerial position) and professional competency in different level regarding the specifications of that position. For example, IT specialist or an engineering in certain technical sphere requires interpersonal competencies in low level but, specialist in human resources management or public relations require the same competency in upper lever because of the specification of those positions. The situation related the functional competencies is absolutely different, because, the IT specialist and finance specialist positions are totally different worlds. They require different background knowledge, education, and experience in different spheres. It should be taken to the consideration when constructing recruitment process (Armstrong. M., 2008).

Unfortunately, all we mentioned above are not implemented in existing recruitment process for public agencies in our country.

During the interview with deputy the head of Human Resources department at Ministry of Economy, Nargiz Muradova and the head of Civil service issues division of the same department Fuad Seyidov, they also touched this issue, and we discussed its significances. As they have years of rich experience in this field, they stated that “it is one of the major problems of recruitment process of public agencies. There are lots of different positions and current system cannot delivers the specialists matching to these positions with required qualification, experience and set of competencies, because this the current system does not have such a goal. This system should be changed fundamentally. We have the idea considering arrangement of the third step in order to check the participants’ knowledge and competencies related to the particular position. But it also has the difficulties. For instance, after passing the first stage (general test exam) and getting the following certificate for 5 years, the candidate applies to vacant position. It means we should have functional set of questions for each functional sphere and to test that applied candidates. It requires extra stage of recruitment process and extra time and financial resources. Unfortunately, now we do not have these resources to implement it”.

We made another interview with the head of Civil service department of The State Examination Centre Rufat Aghayev. He has deep functional knowledge and experience related to this problem. He shared the same view with us regarding the gap in evaluation of functional knowledge and competencies. They also made deep researches in this field in order to increase the quality of recruitment process and to decrease all complains from government agencies regarding the quality of supplied specialists.

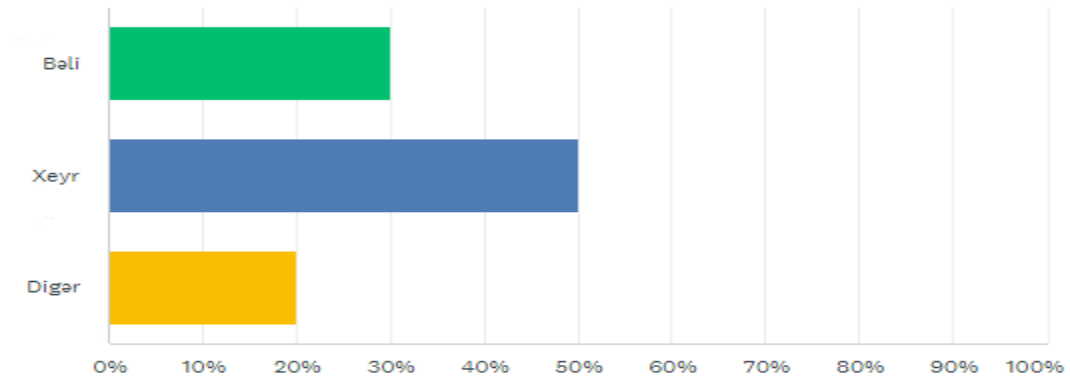
Fuad Seyidov, one of our experts which we interviewed, who is the head of Civil service issues division of the Human resources department in The Ministry of Economy

stated that, “Every year around the thousand people apply the civil service exam and wait for the vacant places. They wait for a long time because the number of open vacancies are relatively much lower in government sector than private sector, after some time, low proportion of them are admitted to the work, other ones still wait and after some years their civil service certificates become out of date, therefore, they should take the same test exam and wait for the new open vacancies again. Therefore, there should be any additional step to limit the successful candidates, which also will help to choose the best fit candidate to the current vacancy.”

Nargiz Muradova, the deputy director of Human Resources department at Ministry of Economy, mentioned in her interview that internal paid training can help them to choose the proper reserve staff. After the written exam, the government bodies can declare internal paid trainings then the participants who successfully passed the written exam, may voluntarily join the paid training at desirable government body and show their true knowledge and personal traits as well. Consequently, this will decrease the number of applicants in ‘waitlist pool’ and help to choose the more suitable candidate to the particular vacancy. But this is difficult to implement now, because the existing legislations does not allow to do it. Therefore, they are working with The State Examination Centre on change in existing legislations to improve the current process.

We also conducted the survey among public administrator which have passed all this stages and currently work in this sphere. The result of the survey revealed that, more than fifty percent of the respondents think that the candidates’ functional knowledge is not appropriately checked (Graph 2).

Graph 2. Example of survey results related to the assesment system of functional knowledge in civil service entrance exams.



CHAPTER 3. POLICY ALTERNATIVES

On the basis of the problems identified above we can consider the following options: considering managerial competencies during appointment, applying some discounts in the fee of civil service exam for specific group of applicants, taking into account specialization of the candidates during assesment process.

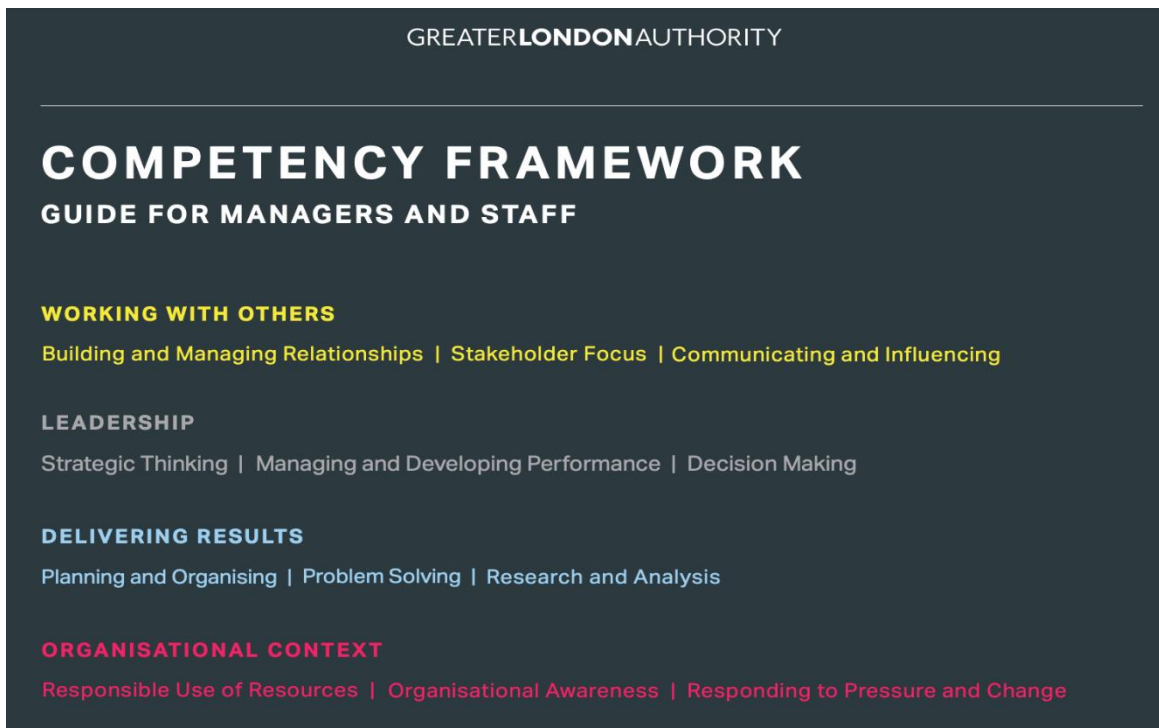
3.1. Taking into account the managerial competencies when the managers are appointed

The foundational approach to solve the issue of assessment of managerial skills during the recruitment process in the public sector should be the adoption of competency-based human resource management (HRM). Competency-based HRM is about using the notion of competency and the results of competency analysis to inform and improve HR processes, especially those concerned with recruitment and selection (Armstrong & Taylor, 2014). The term ‘competency’ refers to an underlying characteristic of a person that results in effective or superior performance. The leading figure in defining and popularizing the concept of competency was Boyatzis (1982). He conducted research that established that there was no single factor but a range of factors that differentiated successful from less successful performance. These factors included personal qualities, motives, experience and behavioral characteristics. Competencies can be divided into two broad categories, such as behavioral competencies (soft skills), and technical competencies (hard/functional skills).

In this regard, competency frameworks provide the basis for the use of competencies in areas such as recruitment and selection. They may simply contain definitions of each competency and some frameworks illustrate these definitions with descriptions of acceptable or unacceptable behaviors, which may be expressed as positive or negative indicators

(Armstrong & Taylor, 2014). The key issue in competency frameworks is the identification of required managerial/leadership competencies, which should be aligned with the values and missions of organizations in the public sector. Since competency frameworks are widely used HRM tools, therefore best practices can be easily identified and selected in the public sector as well. For example, Greater London Authority (GLA) publicized its competency framework (2009), which is given below:

Graph 3. Greater London Authority's competency framework (2009)



GLA developed four competency clusters comprising three competencies in each cluster. Although, Armstrong and Taylor (2014) argue that generally 4-8 competencies are recommended to include, because too many competencies will bring more challenges regarding the assessment of them, however, GLA provides 12 competencies in total. In GLA's competency framework each competence includes the description, effective and

ineffective indicator and levels of competency. In GLA's example, strategic thinking, managing & developing performance, and decision making are the key managerial/leadership competencies. Another example of a competency framework from the public sector can be Poland's State Customs Service (Internal documents of the Ministry of Finance, 2014 cited in Jabłońska-Wołoszyn (2016)). They identified seven managerial competencies in their framework, which are listed below:

- Motivation
- Delegation of tasks
- Managerial bravery
- Leadership and team-building
- Effective communication
- Resistance to stress
- Strategic thinking (only for higher managerial staff)

Once the competencies are identified based on the organization's values, vision, mission and cultural context, the next key step should be the identification of the proper assessment methods for the managerial competencies. To achieve it, referring to the empiric results, is highly recommended. For instance, Schmidt and Hunter's research (1998), which included 85 years of study results, disclosed the comparison of selection methods, based on their predictive performance:

Table 1. Predictive performance is given as a coefficient – maximum validity would be 1.0; minimum validity would be 0.0

Perfect prediction	1
Intelligence tests and structured interviews	0.63
Intelligence tests and unstructured interviews	0.55
Assessment centers and structured interviews	0.53
Intelligence tests only	0.51
Structured interviews only	0.51
Unstructured interviews only	0.38
Assessment centers only	0.37
Graphology only	0.2

As it was mentioned previously, the selection of civil servants in Azerbaijan is based on the entrance exam and the interviews. Furthermore, these interviews are not derived from competency-based HRM. Therefore, identification of key managerial competencies and multiple methods of assessment, such as competency-based interviews, assessment centers (in-tray exercise, psychometric tests, group discussions, etc.) may add more value to the recruitment process and can attract the best talents.

Conventional comparative assessments as well as new methods such as assessment centers, psychometric testing, and work-based testing for particular positions Decentralized recruitment with increasing autonomy for each agency since 2000 in Australia.

Korea adopted the performance- and competence-based the Senior Civil Service system in 2006. The Korean government adopted the assessment center method to evaluate the competence levels of Senior Civil Service candidates.

3.2. Application of certain discounts related to the payment of civil service entrance exams

As mentioned earlier, participation in the test phase of recruitment to the civil service is carried out on a paid basis.

According to the decision of the Tariff Council of the Republic of Azerbaijan No. 5 dated May 23, 2017, the fee for 1 participation in the test exam varies from 82 AZN to 129 AZN, depending on the job groups (“What we need to know about the rules of admission to the civil service?”. State Examination Centre).

During our discussions with the officials of the State Examination Centre and the Ministry of Economy of the Republic of Azerbaijan, while considering the existing problems related to civil service recruitment, the prices applied for exam fees were not overlooked.

Thus, as stated by the representatives of the central executive body, the exam prices applied for admission to the civil service are relatively high. This, in turn, results in the impossibility of taking the exams, especially by low-income family members.

In order to support the measures taken by the state to attract knowledgeable and capable, modern-minded and creative young people to the civil service, the solution we propose here is the application of certain exemptions from the civil service exam fees for certain groups of candidates.

The application of the rules and procedures to be applied here is possible due to the joint interaction of certain government agencies.

Preference for certain groups of people among applicants in terms of fees for civil service exam can be based on two principles. The first principle is that the candidate is a desirable person and the second, the candidate does not have the financial means to participate in the exams.

The knowledge, skills and competencies of the candidate should be considered as the first criteria mentioned as desirable.

Identifying the knowledge, skills and competencies in question here and applying certain prerequisites to each can play a key role in selecting the desirable candidate in question. These prerequisites we offer are: secondary education certificate grades, grade point average on higher education (focusing the main subjects of the specialty), achievements in local or international competitions.

It is possible to increase the list of the above prerequisites, but the main purpose of these prerequisites is that it is relatively accessible and base to get acquainted with the candidate's knowledge and skills and there is no any ground for the State Examination Centre to allocate any additional funds and apply special examinations or other verification procedures for these assessments.

Thus, after the requirement for a candidate related to the first principle is approved by the State Examination Centre, the candidate is required to submit certain documents.

These documents are mainly documents that allow to determine the financial situation of the candidate. At the same time, the State Examination Centre may be required to work

with other government agencies, such as the Ministry of Labour and Social Protection, to learn more about the candidate's financial situation.

3.3. Considering specialization and background knowledge when candidates, who took the civil service exam are appointed

As it was mentioned in the problem statement, the recruitment process of civil servants consists of two stages, an exam, and an interview. The exam, which includes questions about local legislation, the constitution of the Republic of Azerbaijan, Azerbaijani language, IQ and informatics, can be easily passed by candidates via a few months of preparation. Furthermore, there are many tutoring courses, that aid candidate to pass exams by teaching the key exam tips. The next stage of the hiring process is an interview with a specific department, where a vacant position is available. It can be argued that recruiting process is loosely structured, and not rigorous.

To solve the issue, initially, a person specification should be developed based on the job analysis data. A person specification, also known as a recruitment or job specification, defines the knowledge, skills, and abilities (KSAs) compulsory to carry out the role (position), the types of behavior expected from position holders (behavioral competencies) and the education, qualifications, training, specific demands, and experience needed to obtain the necessary KSAs (Armstrong & Taylor, 2014). The specification should be originated from the job description and structures as the base for the hiring process. It will be used as a foundation for a selection decision at shortlisting, assessment centers (presentation/test) and interview stages. Interview questions and selection tests should also originate from the person

specification and be aimed to produce more evidence on candidates against the criteria (SOAS, 2022).

Once the person specification is developed, the next stage should be to develop a more reliable and rigorous hiring process. In this regard, international best practices (benchmarking data) can be applied. For instance, the recruitment processes established in the EU Member countries' civil service systems strive to mix two principles that, in some cases, are obligatory by the constitution of the local authority. One of these principles is the right to equal access for every qualified candidate to the civil service. Every candidate has a right to public employment, provided that he/she meets the general requirements established by legislation, as well as the specific requirements mentioned in the job advert. The other principle signifies the interest of the public organizations in hiring the best available talents (merit principle) for the civil service (Cardona, 2006).

In this regard, some countries incline more toward one of these principles than the other. Countries more impacted by the classical French model of public administration (Spain, Portugal, Italy, and France itself) attempt to highlight the significance of the equal access principle, whereas other countries, such as the Netherlands or the Nordic countries, attempt to accentuate the hiring of the best-suited applicants for the position. It can be stated that the Republic of Azerbaijan's civil system also prefers the principle of equal access. However, this principle brings diverse challenges to public organizations. Therefore, utilization of both principles, such as merit-based recruitment via open competition is the most suggested route (Cardona, 2006). Because such an approach may help to fight against nepotism and political patronage in public organizations. Furthermore, the position-based

system of recruitment is recommended, in which the accent is put on hiring the best-suited candidate for the vacant position.

For example, UK Civil Services (2022) is an optimal example of the application of both principles (equal access and merit-based), where they apply a 4-round hiring process. All job positions are publicly available, and candidates may apply based on the criteria. The overall procedure of recruiting in the UK Civil Services is provided below:

- 1) Sifting and shortlisting applications based on job criteria;
- 2) Online aptitude tests;
- 3) Interview, which will be supported by a presentation;
- 4) Situational judgment test and assessment centers (in-tray exercises, business cases, group discussions)

Based on the best practices of other countries, it should be stated that civil servants in the Republic of Azerbaijan can also be recruited with the UK model. In fact, in 2021 a nationwide competition “Yüksəliş” (English translation: Rising) was implemented by the government of Azerbaijan to identify the best talents with great potential in Azerbaijan (Yukselish, 2021). The competition proceeded with online tests (IQ, general knowledge, etc.), situational judgment tests, interviews, and assessment centers. This competition was not aimed at the public sector only, it covered all citizens and eventually, 27 candidates were recognized as top talents. The competition will continue every year and therefore, the same recruitment procedure may be applied to civil servants as well.

CHAPTER 4. POLICY EVALUATION

In this chapter, the policy options those are mentioned in the third chapter will be evaluated based on the Effectiveness, Efficiency, Equity, Feasibility, Implementability, and Flexibility/ Improvability criterions. Each policy will separately be discussed in terms of five criterions. After all, some of the most preferred policies for Azerbaijan would be selected and the reasons for the preference would be discussed and explained.

4.1 Taking into account the managerial competencies when the managers are appointed

First of all, the identification of the key managerial competencies for example, emotional intelligence, decision making, analysis, strategic planning, organization and communication skills by competency based interviews or test exams will have an effective result because it will help to appoint the most appropriate candidates to the managerial positions, therefore, it will make the goals of the organization more achievable because as it is mentioned in the problem description part, the managers are playing a significant role in productivity and the motivation of his subordinates (Muxtarova. 2021). According to Lithuanian practice, the competency based civil service exam relates the civil servants' performance and motivation with concrete work result, in addition, makes the hiring and dismissal from civil service more liberal. Moreover, it helps to notice the need of the quality of the personnel and competences at a state level and helps to accomplish better public management as well (Liukinevičienė, 2017).

Secondly, this policy is also efficient because it does not require high amount of additional fund, moreover, if the benefits and the long run effectiveness of the policy are taken into the consideration, the expected cost is negligibly small. Moreover, the people who work at public sector regularly are undergoing some trainings, and if competency models applied to civil servants, the training fund will be used more efficiently and effectively (Valstybės tarnybos aktualijos, 2015). On the other hand, the equity(fairness) criterion is a bit violated. Because the competency exam is only planned to check only the peoples who apply for managerial positions. It is possible that a person is very suitable for the managerial position but applies to any other position but not a managerial one due to several reasons such as age, lack of experience, lack of confidence and etc. In this case the organization skips that person as a future successful manager. If we try to hold the equity principle, meaning checking any candidate's managerial skills then the efficiency criterion will be violated because the price of managerial competency exam is relatively higher than ordinary exam price. Therefore, it creates a tradeoff between the efficiency and the equity principles. Consequently, for the first stage of policy implementation it is better to check only the leadership skills of the people who apply to managerial positions because checking every candidate's managerial skill not only require much money, but also would take much time and prolong the selection process as well. Fourthly, the competency examination is highly feasible and implementable in Azerbaijan because no obstacles are expected in the political, administrative, and legal frame for

implementation of this policy. For example, this policy should be started by State Examination Center, and after revising the effects of the policy option, the state would probably accept this policy because it is successfully worldwide practiced, and it does not contradict any paragraph in regulation of Azerbaijan, consequently, the policy is feasible. Finally, the policy is flexible and improvable because for the sake of simplicity and efficiency, we are going to offer the competency examination program at very basic level for the beginning, which is applying the competency examination only to managers at public sector. For further improvement, the policy can be applied to every civil servant, as well as private company owners whose main goal is profit maximizing. Consequently, the competency examination policy option can adapt to any changes in regulation and can easily be improved.

4.2. Application of certain discounts related to the payment of civil service entrance exams

Application of some discounts related to the payment of the civil service entrance exam for some category of people may have very effective result in terms of total welfare of the country, because as we see from the result of the survey that are mentioned in Chapter 2, the ninety percent of respondents think that the cost of the exam is high and certain privileges or discounts for some people may cause a better result. Some well-educated and high skilled people who recently graduated from the university are unemployed but wants to get civil service certificate, and work at public

sector on the other hand, cannot afford to price of exam. According to the official sources, the fee of the civil service exam is \$15, which is equivalent to 25.5 AZN. Considering that living standards of the people who live in New York is much higher than Azerbaijan, 82 AZN exam fee in Azerbaijan is quite high. In addition, the minimum official monthly wage in Azerbaijan is 300 AZN, and 82 AZN fee for civil service exam is 27 percent of the minimum monthly wage, which is very high proportion. Usually, the students from low income families, try a lot and study hard during the university in order to get the scholarships, as a result they become better educated after the graduation. Those people can take the advantage of this policy and participate in civil service exam, moreover, it will also be beneficial for the society because now it is more likely that better educated candidates will be selected as civil servants. In order to prevent the number of abuse cases, only one-time free exam for every privileged person, however, the discount in civil service entrance exam fee can be applied multiple times. Moreover, high-educated people who participated in Azerbaijan military may also be offered some discounts in civil service exam fee. According to the Public Law of the State of New Jersey, the veterans pay the reduced amount for the civil service exam. To sum up, the policy is quite effective because it may attract the people with better education to the public sector and help to accomplish better public management. It can be questionable that how to define whether the person is eligible to pay reduced fee and take the exam. If the person wants to pay the reduced fee for the civil servant exam, he is required to submit some

documents that prove the official financial situation of the person, or the person should submit all details, for example, full name, the name of the company he works at, birth date and etc., so that the State Examination Center representative can check the applicant's financial situation. On the contrary, discounts related to the payment of civil service entrance exams is not efficient because preparing exam questions is costly to State Examination Center so they can refuse doing it. If the state subsidizes the exam cost of the privileged category, then the policy can be implemented. However, the amount of loss to the government budget is ambiguous because the number of students who wants to take the entrance exam free of charge or with reduced fee have not been estimated yet. In addition, although it is possible to check whether the person is eligible to take the exam freely or at discount, investigating each applicant's economic situation also requires some resources in terms of time and money. Thirdly, the criterion of equity holds because it charges economically low-level income category less than medium or high-level income categories of families. The policy is feasible in Azerbaijan as well because there is not any contradiction related to legal, political, and administrative frameworks. However, the last criterion which is flexibility is a bit controversial in Azerbaijan during some time periods. Because Azerbaijan is located at a strategic place and has borders with hostile country. Therefore, during the war or any other crisis situation such as pandemic, when the economic depression is subject to happen and the government budget suffers from lack of fund, the policy can be stopped and cannot be adapted to the current situation.

4.3. Considering specialization and background knowledge when candidates, who took the civil service exam are appointed

Another policy option is knowledge, skill and ability (KSA test) test which is a competence-based exam that should be prepared uniquely to each position. The main purpose of this policy is to reallocate the human resources in a more efficient way. Firstly, it will definitely be effective because now each person's all skills, abilities, knowledges those are required in the particular position in a government body or may be an advantage to possess related to that department are checked by special tests. It will help to choose the best candidate for each position and increase total productivity and effectiveness of the work. The person with the specialization related to his position could benefit more both in individual and the team work because well-educated and experienced employee positively affect the co-workers. On the other hand, from the perspective of efficiency, the implementation of this policy is quite high costly because it will not be an ordinal exam, the questions are unique to each position and determining the relevant abilities, skills and knowledge related to each position requires very much time, money and additional staff. The adaptation to this policy also requires some time for old staffs of government bodies. Every month thousands of people from different backgrounds, various specializations apply to the civil service exam, organizing hundreds or thousands of different test variants related to different specializations may require considerably high fund. Consequently, this policy is not cost efficient. Thirdly, from the perspective of equity, the policy is

socially fair, it does not discriminate any party, contrariwise it causes to give a fair decision in the process of selecting the best candidate. Fourth of all, unfortunately currently, this policy seems difficult to be implemented in our country, because it prolongs the selection process and also, we are expecting that this kind of change in requirements of civil service candidate's selection will not be positively accepted by the society. In this case new candidates may demand from the government to examine all other old servants as well. From the political and legal perspectives, the policy does not contradict any regulation, and is not politically problematic. For the current situation not only State Examination Center, but also the people who are currently working at public sector or the candidates who plan to apply to civil service exam are not ready to have this kind of new system. Therefore, from administrative perspective the policy is not feasible and implementable. Finally, the policy is flexible enough, can easily be changed and suit other possible situations because it is unique to every sphere.

To sum up, all three policy options were evaluated based on five main criteria, defining the positive sides and drawbacks of the given policy options. Although each of the three policies has successfully implemented in different countries, from some perspectives, Azerbaijan may face some obstacles in terms of human and financial resources. As one of the principles of the economics state that there is always a tradeoff, therefore, any of these five main criteria should be sacrificed in order to gain other ones. On the table below, we can see the summary of

five main criteria of each policy option. In the next chapter, the policy alternative that seems to the best fit the Azerbaijan would be preferred, and recommendations about policy implementations would be provided.

Table 2. Assessment of the solution in terms of five criteria

Policy option	Effectiveness	Efficiency	Equity (Fairness)	Feasibility	Flexibility
Competency based test for candidates who apply to managerial positions	+	+	-	+	+
Application of certain discounts related to the payment of civil servant exam	+	-	+	+	-
Considering specialization and background knowledge when candidates, who took the civil service exam are appointed	+	-	+	-	+

CHAPTER 5. CONCLUSION AND RECOMMENDATIONS

The purpose of this study is to define the problems in career planning of civil servants in Azerbaijan and to compare them with the applied world practices, proposing some policy options from world practices in order to improve the system following the five main criterions - effectiveness, efficiency, equity, feasibility/ implementability and flexibility. First of all, the study revealed that when managers are appointed to the position their managerial competencies are not taken into account in Azerbaijan. As the manager leads a team, he should possess not only technical, but also soft skills because the spirit of the whole team depends on one person- the manager. Second obstacle is the cost of civil servant exam is relatively high compared to minimum wage in Azerbaijan; therefore, some well-educated and capable people who have considerably low family income cannot participate in competition. Third challenge is that everyone has the same exam regardless of the background knowledge and study; moreover, their specializations are not taken into consideration when the candidates are appointed. The policy option-the competence based exam or interview for the managerial positions was offered to the first problem, applying the discounts in the fee of civil servant exam for privileged category of people was offered to the second problem, and finally, requiring knowledge, skills and ability test result from the civil servant candidates in order to differentiate the specializations was the policy option offered to the last problem. As we can see from the table above, only one of the policies meet four out of five criterions; the first policy option meets the criterions

of the effectiveness, efficiency, flexibility and implementability, on the other hand, the last two policies only meet three out of five criteria: the second policy option meets the effectiveness, equity and implementability, however, the last policy option meets only three of the main criteria which are the effectiveness, equity and flexibility. It is for sure that this analysis considers only the current economic, political, administrative circumstances in Azerbaijan, therefore, any change in the mentioned frameworks requires to reevaluate the key criteria for the offered policies. Revising the current situation in Azerbaijan, main requirements, the points that need to be changed and drawbacks, it is concluded that the combination of three policies which are competency based exam for managers, reducing the charge of civil servant exam, and organizing specialization test would have very productive and effective results both in short term and the long run.

Preferred Policy Alternatives and Implementation steps

In order to increase the productivity in public sector, the policy of organizing competency-based exam or interview for managers, reduced civil service entrance exam fee for the people who cannot afford financially, and organizing specialization test are recommended to implement in Azerbaijan.

Policy Alternative 1. Requiring managerial competency test or interview from the candidates who apply to managerial position in public sector

-The key traits that the managers must possess should be analyzed by Human Resources specialists of all of the government bodies,

-State Examination Center representatives who prepares the civil service entrance test should collaborate with the Human Resources specialists in public sector, if it needed, the SEC representatives should be trained about the world practice related to competency evaluation for managers,

-Besides the general exam and competency evaluation, it would be much more effective that the managers are examined through real life cases,

-If the candidate fails the managerial competency evaluation or interview, he may be offered any other position rather than the managerial one,

-If the candidate fails the managerial competency evaluation or interview, and do not want to take any other position, he could take the competency evaluation after six months, and he does not to take the general civil service entrance exam again,

-If the candidate wants to take the managerial competency exam second time, he should pay additional twenty percent of competency exam fee.

-If he successfully passes the managerial competency exam, he can switch between other managerial positions at public sector,

Note: We cannot estimate the cost of civil servant managerial competency exam in Azerbaijan because the amount of resources will be spent on competency exam is ambiguous and indefinite, and it requires additional research.

Policy Alternative 2. Applying some discounts in civil service entrance exam to the person from low economic level family

-During the online registration to the civil servant exam, the candidate should click the box if he wants to take the exam free or with reduced price. If the person is currently working, his job details, the name of the company should be filled, or if the person is unemployed the details of his family members should be provided,

- When State Examination Center employee check the application, he should separate the list of candidates who wants free of charge or discount, and send the list to the Ministry of Labor and Social Protection of Population of Azerbaijan Republic,
- Ministry of Labor and Social Protection of Population of Azerbaijan Republic should decide and approve which candidates are eligible to pay reduced fee and take the exam, or even free of charge depending on the economic and social circumstances of the candidates.
- If the person who takes the civil servant entrance exam free of charge and fails to hit the passing score, he will not have a chance to take the entrance exam freely second time,
- If the person from low economic level family who paid the reduced exam fee and fails to hit the passing score, can take the exam with reduced fee again but only an apply after 3 months.
- The eligibility status of taking civil service exam with reduced fee should be verified twice a year,
- The civil servant exam cost of the privileged category should be subsidized by Social Protection Fund of Azerbaijan.

To sum up, following the mentioned steps of policy implementation requires some months to adapt and implement. Following the world practices that are mentioned in the Chapter 3, the selected policy alternatives would definitely solve the main problem in Azerbaijan civil service system, improve public management quality and civil servant satisfaction.

Policy Alternative 3. Considering specialization and background knowledge when candidates, who took the civil service exam are appointed

Although the policy of organizing specialization test for the candidates is not cost efficient, it can be applied to some extent. It would be effective and efficient, if only the functional and background knowledge of the candidates who applies to the certain vacancy would be evaluated. In this case, the required cost will be low, and implementability would be easier because it evolves less candidates.

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