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## TWINNING PROJECT FICHE

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### 1. Basic information

- 1.1 Programme:** Framework Programme in support EU – Azerbaijan Agreements (ENPI-Annual Action Programme 2013) CRIS number ENPI/2013/024-494
- 1.2 Twinning number:** AZ/15/ENP/OT/40
- 1.3 Title:** Support to the Civil Service Commission in further reforms of the civil service system in Azerbaijan
- 1.4 Sector:** Other
- 1.5 Beneficiary country:** Republic of Azerbaijan

### 2. Objectives

#### 2.1 Overall objective:

To contribute to the further development of a professional and sustainable Civil Service system in Azerbaijan in accordance with the best European practices

#### 2.2 Project purpose:

To improve the capacity, tools and efficiency of the Civil Service Commission to develop and implement the new classification of occupations and to link it to the recruitment, performance appraisal and remuneration systems.

#### 2.3 Contribution to the National Development Plan/Cooperation agreement/Association agreement/Action plan

##### 2.3.1. EU-Azerbaijan agenda

The European Union (EU), its Member States and the Republic of Azerbaijan concluded a Partnership and Co-operation Agreement (PCA) that came into force on 1 July 1999. Under Article 43 of PCA, Azerbaijan shall endeavour to ensure that its legislation will be gradually made compatible with that of the Community. The legal and regulatory harmonisation should help the Azerbaijani economy to reach higher levels of competitiveness.

After its enlargement in May 2004, the EU faced a new geopolitical situation and adopted the **European Neighbourhood Policy (ENP)**<sup>1</sup>, which is a new framework for the relations with its neighbours. The ENP aims to go beyond the existing Partnership and Co-operation Agreements to offer neighbouring countries the prospect of an increasingly closer relationship with the EU with the overall goal of fostering the political and economic reform processes, promoting closer economic integration as well as legal and technical approximation and sustainable development.

The central element of the ENP is a bilateral **Action Plan**<sup>2</sup> which clearly sets out policy targets and benchmarks through which progress with an individual neighbouring country can be assessed over

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<sup>1</sup> [http://eeas.europa.eu/enp/index\\_en.htm](http://eeas.europa.eu/enp/index_en.htm)

<sup>2</sup> <http://pao.az/en/newsfeeds/list-all-news-feed-categories/digital-library/other-related-eu-documents/74-euazerbaijan-action-plan/file>

several years. With regard to reforms in the Civil Service sector, the ENP Action Plan for Azerbaijan sets out the following priority to be pursued (article 4.1.1):

**Civil service reform and administrative capacity building**

- Reform the State administration and civil service with a view to ensure their modernisation, accountability and transparency.

The ENP Action Plan also includes co-operation tools, like Twinning, the Technical Assistance Information Exchange Office instrument (TAIEX) and the Support for Improvement in Governance and Management initiative (SIGMA), which play an essential role in the achievement of the Action Plan priorities. In particular, the Twinning instrument, which provides for direct co-operation between EU Member States and Azerbaijan public bodies to support institution building activities, has proved to be particularly efficient in policy areas where the expertise required by the Beneficiary Country exists mainly in the public sector.

**2.3.2. The Governmental policy and strategy**

**2.3.2.1 The legislation and strategic documents related to the project**

**The legislation**

The main primary and secondary legislation acts adopted to regulate the sector are:

- July 21<sup>st</sup>, 2000 – Law of Azerbaijan Republic “On Civil Service” № 926-IQ

This Law regulates the relations between state and civil servants in the area of civil service in the Republic of Azerbaijan and addresses the issues related to the legal status of civil servants.

- July 3<sup>rd</sup>, 2005 – Decree of the President of the Republic of Azerbaijan “On approval of the Regulations on the Civil Service Commission under the President of the Republic of Azerbaijan” № 247
- June 24<sup>th</sup>, 2009 – Decree of the President of the Republic of Azerbaijan “On approval of the Rule of recruitment to the civil service in state bodies through competition” No 108
- December 2<sup>nd</sup>, 2013 - Presidential Order “On increasing of salaries of civil servants” No 135
- August 24<sup>th</sup>, 2002 – Decree of the President of the Republic of Azerbaijan “On approval of the Regulations on types and rules of civil servants reward” No 774
- January 28<sup>th</sup>, 2001 – Decree of the President of the Republic of Azerbaijan “On approval of the Rules of assignation of allowance amounts for length of service in civil service to the civil servants in state bodies” No 665
- May 31<sup>st</sup>, 2007 – Law of Azerbaijan Republic “On Rules of Ethics Conduct of Civil Servants” № 352-IIIQD

This Law regulates the guidelines, principles and enforcement mechanisms on the ethical behaviour of civil servants as well as the legal mechanisms for its enforcement. In accordance with this law, all central executive bodies have adopted legal acts to internally regulate ethics.

- July 30<sup>th</sup>, 2013 – Decision of the CSC Chairman “On approval of Rules of conducting interviews for civil service recruitment and for holding administrative positions“№ 163Q

- February 10<sup>th</sup>, 2014 - Decision of the CSC Chairman “On approval of Rules on Performance Appraisal of Civil Servant” No 021-Q

### ***The State Programmes***

The reforms in the field of the proposed project are stated in:

**The "State Program on implementation of the Employment Strategy of the Republic of Azerbaijan in 2011-2015"** (Decree of the President of Azerbaijan dated November 15, 2011, No.1836) facilitates the emergence of an appropriate political, economic, social and institutional environment which would promote the development of the population’s rational employment.

The key principles of the “**National Action Plan for the Promotion of Open Government for the years 2012-2015**” (Order of the President of Azerbaijan dated September 5, 2012) are an enhancement of transparency in the state institutions of the Republic of Azerbaijan, provision of accountability, enlargement of public participation and application of the new technologies.

**The “National Anti-Corruption Action Plan 2012-2015”** (Order of the President of Azerbaijan dated September 5, 2012) aims at ensuring the continuity of measures in the fight against corruption and promotion of good governance.

**The “State Program on Poverty Reduction and Sustainable Development in the Republic of Azerbaijan for 2008-2015”** (Decree of the President of Azerbaijan dated September 15, 2008, No. 3043.) aims at continuing the positive process of improving the population’s welfare.

[\*For details see Annexe 3.\*](#)

#### **2.3.2.2 The legislation and strategic documents in preparation**

- **Civil Service Code** will define the legal, administrative and financial-economic basis for the civil service system in Azerbaijan. The Code will consolidate more than 60-70 legal and standard acts which regulate this sphere currently. Special attention will be given to the following areas, considering the European principles of public administration in the area of civil service and HRM: 1) recruitment and selection based on merit, 2) mobility, i.e. transfer and secondment of civil servants, 3) disciplinary procedures, 3) integrity system (i.e. conflict of interest, gifts policy). Inter-governmental consultations continue.
- Preparation of the **Civil Service Reforms Strategy** is on-going to support further development professional and accountable civil service in Azerbaijan.

#### **2.3.3. International Conventions and Agreements**

Azerbaijan is an active member of the Regional Hub of Civil Service founded on March 15, 2013 in Astana, Kazakhstan with participation of 23 country and international organization representatives. The main goal of the Regional Hub is to establish a multilateral platform which will serve as an institutional network for a continuous exchange of knowledge and experience in the civil service among the countries of the region, including participation of international organizations. A Regional Hub will be a multilateral platform engaged in an exchange of experience and knowledge in order to improve joint efforts to reform and improve the capacity of the civil service bodies of concerned state.

Mention has been made of participation of CSC in the Panel on Public Administration Reform under the 1st Platform of Eastern Partnership. This panel intends to bring together the experiences of practitioners in public administration reform (consultants, local, national and foreign advisors) and the research

carried out by scholars in public administration on the topic of public administrative reform and how to make it work.

#### **2.3.4 Bilateral cooperation**

##### **Azerbaijan - Ukraine**

Agreement “On Cooperation in the field of improvement of civil service between Ukraine and Azerbaijan Republic” was signed on 21 May 2008. Agreement was signed by Timofey Motrenko, Chairman of Civil Service General Directorate of Ukraine and Bahram Khalilov, Chairman of Civil Service Commission under the President of the Republic of Azerbaijan.

##### **Azerbaijan – Turkey**

Protocol “On cooperation in the field of improvement and supporting of civil service management” between the State Personnel Presidency of the Republic of Turkey and the Civil Service Commission under the President of the Republic of Azerbaijan was signed on 3 June 2008. The Protocol was signed by Murat Başesgioğlu, State Minister of Turkey and Bahram Khalilov, Chairman of the Civil Service Commission under the President of the Republic of Azerbaijan. According to the Protocol the Parties agreed on organising mutual visits in the fields of improving and supporting civil service management and for the development of the cooperation agreed as followings:

1. organising mutual visits in the fields of improving and supporting civil service management and establishment cooperation relations
2. Learning and analysing of civil service management
3. Organising workshops and training courses aimed at improving and supporting of civil service management

##### **Azerbaijan - Montenegro**

“Memorandum of Understanding (MOU) between the Human Resources Management Authority of Montenegro and Civil Service Commission under the President of the Republic of Azerbaijan” was signed on 12 March 2013. Memorandum was signed by Igor Luksich, Deputy Prime Minister and Elmar Mammadyarov, Minister of Foreign Affairs of Azerbaijan Republic. The Aim of the MOU is a better understanding of the civil service system, co-working and strengthening cooperation for improving democracy, good governance and rule of law principles.

##### **Azerbaijan – Kyrgyz Republic**

The “Memorandum on Cooperation in the field of improving the civil service management between the Civil Service Commission under the President of Republic of Azerbaijan and State Personnel Service of the Kyrgyz Republic” was signed on 11 September 2014. The Memorandum was signed by Bahram Khalilov, Chairman of the Civil Service Commission under the President of Republic of Azerbaijan and Aaly Karashev, Chairman of the State Personnel Service of the Kyrgyz Republic

The main goal in signing the Memorandum was to enhance cooperation in the field of civil service and public administration between the Republic of Azerbaijan and the Kyrgyz Republic, to strengthen traditional friendship relations, to exchange experience in public administration and civil service fields, in the fields of mutual cooperation and modernisation of civil service.

### **3. Description of the project**

#### **3.1 Background and justification**

##### **3.1.1. Current situation in the sector**

Good Governance and Civil Service Reform are crucial to long-term economic development and poverty reduction, necessary for alignment with International Public Administration standards and norms and to measure progress according to globally recognized benchmarks. In recognition of this fact, the Government of Azerbaijan is one of the first countries adopted the concept of “Good Governance” as its ninth Millennium Development Goal and operationalised it as a guide for policy and action. The State Commission on reforms in the public administration system was created in 1998 and its work led to the Civil Service law.

The Government of Azerbaijan is committed to the development of a governance reform that will align it with European standards and has linked its measure of performance to recognised international indicators.

The main objectives of the implemented reforms in the civil service area in Azerbaijan were to build a transparent public administration system, to provide citizens with the highest state guaranty of rights and liberties. The reforms implemented during the last years also cover the civil service system. In order to implement civil service reforms, the Civil Service Management Council and the Anti-corruption Commission were established, the Civil Service Law (21st July 2000) and other legislative acts were adopted.

In January 2005, the President of Azerbaijan established the Civil Service Commission.

The main aims of the CSC are the organisation of the application of legal acts adopted in the civil service area, the selection and placement of the civil service HR on a competitive basis, control over observance of ethics conduct rules by civil servants, professional development, attestation system and social protection of the civil servants, as well as ensuring the implementation of the policy provided for by the legislation of the Republic of Azerbaijan referring to other issues related to the civil service.

The CSC also made significant work on the improvement of the legal basis in the area of civil service with the aim to ensure effective implementation of the legislation. Among the major achievements of the CSC in the last few years are:

- The development of the Code of Ethics for Civil Servants and its adoption by Parliament in May 2007;
- The introduction of merit-based recruitment in state bodies;
- The shift from a paper-based to a computerised entry examination system;
- Centrally held transparent and objective competitions and interviews for vacant civil service positions in state bodies;
- The formulation of job descriptions for all administrative positions in state bodies and their maintenance based on centralised database;
- The determination of the requirements for holding vacancies in state bodies;
- The development of the civil service legislation and adoption of different standard legal acts ;
- Launching Civil Servants Registry
- Providing of number of E-services related to CS
- Implementation of transparency standards in recruitment (such as open announcements of positions, interviewing and testing programs, video recordings of interview and testing process etc.)
- Implementation of Performance Appraisal System

CSC is also focused on the development of a sustainable CS training system. To achieve this goal a project within the Institution Reform Plan 3 of the Comprehensive Institutional Building Program of the European Union is implemented together with GIZ and UNDP.

*[For details on the civil service system see Annexe 4.](#)*

### **3.1.2. Challenges to be addressed**

According to the law “On Civil Service of the Republic of Azerbaijan” positions in the state bodies are divided into administrative and technical positions depending on functions content, authorities’ sources and the ways of these positions are held. There are different classifications inside of administrative and technical positions. These classifications determine the rules of holding positions, as well as play a part in the determination of the salary of that position. The classification of civil service positions has been implemented in reality without taking into account the content of functions, except ascribing those positions to administrative or technical positions. The specifications arising from the duties linked to the position are not taken into account. As an example to this situation, the following deficiencies appearing in the civil service system can be noted:

- a) Different state bodies set various recruitment requirements to the positions with the same functions (qualification, foreign language, computer knowledge, internship, professional skills etc.)
- b) At test examination which is one of the main stage in civil service recruitment, the same tasks and the same passing scores are submitted to all the candidates without taking into account the content of the position functions. This, in turn has a negative impact on the quality of the civil service recruitment process.
- c) The determination of the minimum mark for various profiling tasks in the civil service recruitment process isn’t possible in the current system. The minimum marks for strategy planning positions and positions intended for clerical functions are under the same classifications. In many cases, candidates who accumulated minimum marks for a technical position are appointed to a strategic profile position and this has a negative impact on the quality of the civil service recruitment process, as well as it causes abuses by State bodies.
- d) The difference in salaries between specialists working in different fields but, at the same level positions is not reflected in the civil service. This makes it difficult to keep highly qualified personnel (especially in some specific qualifications) in the civil service and renders it less attractive for new, potential employees in these fields.
- e) Currently, the personal qualities that are required to be verified during the interviews are checked out formally. During the selection process of the candidates for different positions for various functions, the same type of personal qualities are assessed. There is the same problem during the performance appraisal of civil servants. All civil servants are evaluated according to the same criteria, regardless of their field of activity, which has a negative impact on the quality of the assessment.

Merit-based and open competition recruitment applies to civil servants in the 5<sup>th</sup> - 7<sup>th</sup> classifications of administrative positions. Thus, around 90% of servants should be employed on the basis of merit and open competition. For this group, the process is very open and transparent in a comparative perspective, but there is a minor concern that the option of not selecting the first shortlisted candidate may weaken the merit basis of the system. For this group, the average number of candidates per vacant position is 4.2, which is not very high, and the percentage of vacant positions filled by means of external competition is 31%.

Positions within the supreme grade and in the 1<sup>st</sup> - 4<sup>th</sup> classifications (2 878 public servants, 9.6% of civil servants in 2013) are not recruited through the open competition, but by means of interviews and direct

promotion. Since the supreme grade and classifications 1-4 are not selected by merit, there is considerable room for strengthening the role of meritocracy in the civil service system in Azerbaijan.

Promotion is performed in the civil service of Azerbaijan, but most of the process is non-competitive. Horizontal mobility is also practiced, but there is little regulation on it. A reform is underway to improve the openness and competitiveness of promotion through the use of the results of the performance appraisal (recently enforced) and through the mandate of the future civil service code.

The remuneration system in Azerbaijan is still not fair since similar positions in different public sector organisations are differently remunerated, and the implementation of the job classification system does not offset this. Some areas of the salary system are transparent, but they do not offset other less transparent areas like granting rewards: collective or individual premiums or bonuses. The lack of transparency may be linked to a very low salary level, which does not bear well the comparison with the private sector. The only competitive advantage of the reward package in the civil service is the existence of a special pension scheme which is more attractive than in the private sector.

*The resolution of the important issues raised above is envisaged in the proposed Twinning project.*

### **3.1.3. Gaps and needs**

#### **The legal gaps**

The Civil Service Law (article 4) establishes the principles that are to inspire the management and the work of the civil service. The article combines a set of principles of general application (accountability), specific principles restricted to a process (transparency of recruitment), and operating procedures (rotation of civil servants).

Some of the European principles in Public Administration<sup>3</sup> are included in article 4, but others are not. For instance, the reliability and predictability principles are explicitly absent, although the fact that functions, jurisdiction, decisions and authority of state bodies are based on legal acts is clearly inspired by those principles. Openness and transparency are explicitly mentioned with regard to recruitment. The article also prescribes accountability for civil servants and state bodies.

The practice of horizontal mobility is not regulated in detail in the legislation. This horizontal mobility (mobility) can be performed upon the mutual consent of the heads of the relevant state bodies. The legislation does not stipulate any criteria that are applicable to rotation. In practice, the basis for mobility is the knowledge of a civil servant with reference to the new position as well as his/her skills and experience. Mobility is not a compulsory measure. Temporary rotation for upgrading the skills of civil servants is very rarely carried out.

#### **The institutional gaps**

The horizontal scope of the civil service in Azerbaijan is broad, but the vertical scope is too narrow. Civil servants work in the government, the parliament and the judiciary. However, the vertical differentiation is misleading. While the legislation establishes a clear line between presidential appointments and civil servants, the percentage of discretionary appointments at the top (9.6%) is relatively high. Therefore, the overall scope of the civil service is narrow.

Since the positions above the 5th classification are not based clearly on merit, the general impression is that the recruitment in the civil service does not follow transparent competitive procedures.

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<sup>3</sup> “The Principles of Public Administration”, SIGMA Paper, OECD Publishing  
<http://www.sigmaweb.org/publications/Principles-Public-Administration-Nov2014.pdf>

The appraisal system in Azerbaijan is still in its infancy. Since the “Rules on Performance Appraisal of Civil Servants” were approved in February 2014 and enforced in May 2014, no practical experience is available yet on how the system works. The system offers positive elements of dialogue between the supervisor and the appraisee, which give them an opportunity to focus on improving performance. The two disadvantages of the system are the rather low relevance of performance in the assessment and the workload implied by the conduct of quarterly assessments.

### **The capacity building gaps**

The CSC is placed in an institutional position directly under the President, which grants the institution considerable influence on the system. This influence is also supported by a considerable number of tasks, from which only the involvement of the Commission in the work force planning process is missing. However, the staff size of the Commission and the volume of work to be carried out suggest that the Commission cannot exert this influence to its full potential. The time available to act strategically is considerably reduced since the Commission takes part directly in the recruiting process for vacancies at particular levels. The personnel registry is used for management issues, but there is room to enhance its potential.

## **3.2 Linked activities**

### **3.2.1. Other related EU activities**

The two-year project “**Support to civil service training capacities with a focus on EU affairs**” implemented by GIZ and CSC within the framework of the Institutional Reform Plan 3 of the Comprehensive Institutional Building (CIB) Program of the Eastern Partnership (EaP) of the European Union (EU) (1 December 2013 – ongoing).

The overall goal is to provide support to the CSC in the implementation of the Institution Reform Plan (IRP3) within the Comprehensive Institutional Building (CIB) programme.

In order to achieve its objectives, the project will focus on three key results:

1. Developing a national civil service training strategy and initiating its implementation,
2. Developing and validating standard training modules in EU-related and selected priority areas,
3. Establishing a pool of certified trainers that is able to conduct training in the priority areas.

The UNDP Project “**Support to the Civil Service Commission under the President of the Republic of Azerbaijan in implementation of the Institution Reform Plan 3 within the Comprehensive Institutional Building Programme (CIB/IRP3)**” (started in September 2014).

The overall objective of the project is to strengthen the capacities of the CSC with regard to management and coordination of civil servants training and professional development function across state bodies and leading to the development and implementation of training strategy and training policies.

Specific objectives of the project are:

- To support CSC in establishment and capacity building of its Strategy & Training Unit and Training Centre
- To strengthen the institutional capacities of CSC to lead and coordinate the civil servants training and to provide the methodological assistance to state bodies and other training centres.

## **SIGMA**

Since 2013, SIGMA has been supporting the Civil Service Commission (CSC) under the President of Azerbaijan in reforming the current civil service system. With support from GIZ, the CSC started preparing a strategy for reform in 2012 and SIGMA provided comments. In parallel, the CSC started work on a new Civil Service Code and received further assistance from SIGMA during the drafting. Both the CSC reform strategy and the Civil Service Code are now in the final stages of adoption. The CSC has therefore requested support from SIGMA with preparing secondary legislation.



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In 2015-2016 Sigma plans to work with the CSC to start implementing the new Civil Service Code and give effect to the CSC reform strategy in advance of a future twinning project for this purpose. Expected outcomes:

- To verify to what extent European principles and good practices have been incorporated in the final version of the Civil Service Code as adopted
- To develop draft secondary legislation and start its implementation.

Strong coordination with SIGMA activities must be ensured during the implementation of this Twinning Project.

### **Recent SIGMA projects**

#### **The “Support in developing the Code of Civil Service” SIGMA project (15.04 – 31.12.2014)**

The overall objective of the project was to contribute to professionalization of the civil service of Azerbaijan by assisting the final drafting of the primary legislation, i.e. the Code of Civil Service.

#### **The “Developing Civil Service Strategy to Support Good Administration” SIGMA project (01.01 – 31.12.2013)**

The overall objective of the project was to assist the Civil Service Commission in drafting civil service strategy that helps to develop professional and accountable civil service in Azerbaijan.

#### **The “Civil Service Reform” SIGMA project (09.03.2009 – 30.06.2011)**

The overall objective of the project was to advise the government on delivery of an acceptable, simple, understandable and implementable performance appraisal scheme for the civil service.

### **3.2.2. Related international initiatives**

#### ***The UNDP project “Good Governance through Civil Service Reform” (2006-2011)***

The overall objective of the project is to operationalise the commitment of the Government of Azerbaijan to “Good Governance” and public sector reform. The project goal was to strengthen the human resources capacity of the CSC and develop the competence of civil servants at central and local levels for implementation of the new performance appraisal system and code of ethics.

The project focused on the following strategic priority outputs:

- Strengthened operational capacities of the CSC through robust strategic capacity building;
- Key civil service reforms, and effective awareness raising, monitoring and evaluation in support of MDG 9 (Good Governance).

#### **The GIZ Project “Support to civil service reforms” (2008-2012)**

The project contributed to overall Public Administration Reforms by providing:

- Strengthened institutional capacity of the Civil Service Commission and its acting personnel – including structures, workflow, and management style - as best practice sample for the public sector of Azerbaijan;
- A Draft of a Public Administration Reform Strategy with concrete building blocks -- such as implementation of recruitment, remuneration schemes, performance stimulation measures, ethics code, civil service training, etc. -- for guiding and coordinating the consecutive steps of the Civil Service Reform in Azerbaijan with relevant stakeholders and counterparts;
- Established and formalised policy networks among human resource departments and NGOs, supporting mechanisms for transparency and dissemination of modern civil service management and reform efforts;

- Established technical prerequisites including computer and internet software at the Commission to fulfil its obligations regarding the transparent and standardised recruitment in public administration in a timely manner and in line with state of the art standards and methodology;
- Awareness for Gender Equality issues in Public Administration.

### **3.3 Results**

***Result 1: The classification of the positions in the Civil Service system is improved enabling grouping of similar occupations in different State bodies and levels.***

#### **Description**

Capitalising on EU best practices, the Azerbaijani classification system of positions in the Civil Service is improved and the civil service position data base is upgraded to enable to identify groups of civil servants occupying similar positions in different State bodies and to serve as a basis for improved recruitment, performance appraisal and remuneration systems. Classification should be established for all functional groups and levels. Political positions should be taken out and regulated differently. The relevant legal acts are reviewed and draft amendments proposed. Training is delivered to CSC and State bodies staff and up to 10 trainers are identified and trained to disseminate the reform. It should be the same group of trainers that is trained in different topics (classification, appraisals, salaries, etc.). Proposals to update the civil service positions software and data base in the CSC developed to take into account the reform. SIGMA can be consulted to define the set of information to be collected to monitor the implementation of the enhanced Human Resource Management system. A new grouping of positions according to the new system is tested in up to 3 pilot state bodies. Regular information meetings and awareness raising visibility initiatives are organised to render the reform visible, motivate the civil servants and inform the public at large that through the improvement of the classification system of civil servants the Government is improving service delivery to the citizens. This dissemination conditions the sustainability and ownership of the reform process.

#### **Key output indicator(s)**

- A new content-based classification of the positions for all functional groups and levels in the Civil Service system (except political positions);
- Draft amendment for the legal acts regulating position classification;
- Training of CSC and State bodies staff and up to 10 trainers trained;
- Proposals to upgrade software and civil service position data base in the CSC;
- Piloting of the new grouping of positions according to the new system in up to 3 state bodies;
- Regular information meetings and awareness raising visibility initiatives to render the reform of the position classification system visible, motivate the civil servants and inform the public at large.

***Result 2: The recruitment system is reformed based on the new classification system***

#### **Description**

Key characteristics of modern and effective recruitment systems are: 1) enabled equal and open competition; 2) set of general eligibility criteria; 3) established detailed regulations of recruitment; 4) established and functioning professional recruitment committees; and 5) the right to appeal unfair recruitment decisions.

Capitalising on EU best practices, the Azerbaijani recruitment system in the Civil Service has to be further improved. Different recruitment methods and tools are used for different position groups, a unified content-based selection process is applied to civil servants belonging to the same groups (according to the new content based grouping), draft amendment proposals are elaborated for the legal acts regulating recruitment, the recruitment software is updated to take into account the reform, the CSC and State bodies staff in charge of recruitment are trained to implement the reform and up to 10 future

trainers are identified and trained to disseminate the reform. Proposals to update the recruitment software taking into account the reform developed. SIGMA can be consulted to define the set of information to be collected to monitor the implementation of the enhanced recruitment system. Regular information meetings and awareness raising visibility initiatives are organised to render the reform of the recruitment system visible, motivate the civil servants and inform the public at large.

**Key output indicator(s)**

- Different recruitment methods and tools for different position groups;
- A unified content-based selection process by groups of civil servants;
- Draft amendment for the legal acts regulating recruitment;
- Proposals to update the recruitment software;
- Training of CSC and State bodies staff and up to 10 trainers trained;
- Regular information meetings and awareness raising visibility initiatives to render the reform of the recruitment system visible, motivate the civil servants and inform the public at large.

***Result 3: The performance appraisal system of Civil Servants is further developed to take into account the new position classification system***

***Description***

Key characteristics of modern and effective performance appraisal systems are: 1) established performance appraisal of public servants; 2) regularly carried out performance appraisal, using fair and transparent assessment tools; and 3) the right of public servants to appeal unfair performance appraisal decisions.

The performance appraisal system of Civil Servants in Azerbaijan has been developed from 2007 to 2014. The new position classification system should have a direct impact on the performance appraisal system. Draft amendments for the legal acts regulating performance appraisal are proposed and the performance appraisal software is updated. The CSC and State bodies staff in charge of the appraisal system are trained to implement the reform and up to 10 future trainers are identified and trained to disseminate the reform. A new performance appraisal system is tested in up to 3 state bodies. After the pilot exercise the methodology must be adjusted. Regular information meetings and awareness raising visibility initiatives are organised to render the reform of the performance appraisal system visible, motivate the civil servants and inform the public at large. Monitoring mechanism with clear performance indicators has to be established. SIGMA may be consulted to define the set of information to be collected to monitor the implementation of the performance appraisal system.

**Key output indicators**

- An upgraded performance appraisal system of civil servants;
- Draft amendment for the legal acts regulating performance appraisal;
- Proposal to update performance appraisal software;
- Training of CSC and State bodies staff and up to 10 trainers trained;
- Piloting of the new performance appraisal system in up to 3 state bodies;
- Monitoring mechanism with clear performance indicators
- Regular information meetings and awareness raising visibility initiatives to render the reform of the performance appraisal system visible, motivate the civil servants and inform the public at large.

***Result 4: The remuneration system in the Civil Service system of Azerbaijan is reviewed and proposals for the modernisation of the system developed based on EU best practices***

**Description**

The remuneration system in the Civil Service system of Azerbaijan is reviewed, in all its technical components – basic salary, premiums, bonuses and specific allowances. Proposals for the modernisation of the salary system related to the content-based grouping of the civil service positions developed. The remuneration system should provide reasonable conditions for recruiting professional public servants. The legislation should establish remuneration principles and regulate allowances and benefits; as well as limit managerial discretion with regard to salary decisions. The CSC and State bodies staff in charge of the remuneration system are trained. Regular information meetings and awareness raising visibility initiatives are organised to render the reform of the remuneration system visible, motivate the civil servants and inform the public at large. The fiscal impact of the reform of the remuneration system is estimated.

**Key output indicator(s)**

- Training of CSC and State bodies staff;
- A comparative analysis of the salary systems in the civil service and the private sector is conducted;
- A proposal for a modernised remuneration system of Civil Servants related to the new content-based grouping of position;
- Draft amendment for the legal acts regulating remuneration;
- Regular information meetings and awareness raising visibility initiatives to render the reform of the remuneration system visible, motivate the civil servants and inform the public at large;
- Estimation of fiscal impact of the reform of the remuneration system.

**3.4 Activities**

***In order to meet the specific mandatory results of this project, the partners may agree on alternative or complementary activities and outputs to those identified in this section.***

***Project kick-off event***

A meeting aiming at presenting the Twinning project to the main involved stakeholders shall take place at the beginning of the project implementation.

***Project closing event***

A conference shall present the main results achieved during the project implementation and shall be organised before the conclusion of the project.

**As a preliminary to the implementation of the Twinning project, Establishment of a senior level Policy and Planning Working Group on PAR** chaired by a BA senior manager with the RTA as one of its members and definition of rules of operations

*A senior level Working Group, consisting of representatives of key beneficiary departments of the CSC and relevant stakeholders as well as the RTA - is defined as a group formed by experts in the civil service sector. The mission of the Working Group is to monitor the results of the situational analysis of Azerbaijan's civil service sector governance system.*

*The main task of this Working Group will be to discuss and approve or to prepare the final draft of the amendments or the new legislations needed, AND/ OR e.g. of the a new content-based classification of the positions in the Civil Service system as well as a unified content-based*

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*selection process by groups (or categories) of civil servants, a new performance appraisal system of civil servants and a proposal for a modernised remuneration system of Civil Servants.*

**Activities related to Result 1:**

**Activity 1.1. Review** of the existing system of classification of positions in the Civil Service and private sector in Azerbaijan;

**Activity 1.2. One-day seminar** to present the position classifications system (with a focus on the content-based systems) in the EU Civil Service and in a sample of EU Member States' Civil Services;

**Activity 1.3. Study visit** of a group of 5 members of the Civil Service Commission to study the EU Civil Service system and a sample of EU Member States' Civil Services;

**Activity 1.4. Benchmarking study** of the EU Civil Service system and of a sample of EU Member States' Civil Services with recommendations of improvements to the existing Azerbaijani system;

**Activity 1.5: Development of draft amendments for the legal acts** regulating the position classification system (including guidelines, rules and procedures) taking into account the reform;

**Activity 1.6.** Training of the staff of the Civil Service Commission identified as the future implementers of the reform together with the identified contact points in the relevant State bodies in the new position classification system including **up to 10 future trainers (ToT)**;

**Activity 1.7.** Review and develop proposals to upgrade of the **civil service positions software and data base** in the Civil Service Commission to enable it to produce policy making and decision making instruments so as to become both a management and a steering instrument for the CSC;

**Activity 1.8.** Grouping of positions according to the new system in up to 3 pilot state bodies and dissemination of the results;

**Activity 1.9. Regular information meetings and awareness raising visibility initiatives** to render the reform of the position classification system visible, motivate the civil servants and inform the public at large.

**Activities related to Result 2:**

**Activity 2.1: Review** of the existing system of recruitment in the Civil Service in Azerbaijan;

**Activity 2.2: Seminar** to present the recruitment system in the EU Civil Service and in a sample of EU Member States' Civil Services;

**Activity 2.3: Study visit** of a group of 5 members of the Civil Service Commission in an EU Member State to study the recruitment system;

**Activity 2.4: Benchmarking study** of the recruitment system in the EU Civil Service and in a sample of EU Member States' Civil Services with recommendations of improvements to the existing Azerbaijani system;

**Activity 2.5:** Development of **draft amendments for the legal acts** (including guidelines, rules and procedures) regulating recruitment taking into account the reform;

**Activity 2.6:** Review and develop proposals to update of the **recruitment software**;

**Activity 2.7:** Hands-on training to relevant staff of the CSC and State bodies staff in charge of recruitment to implement the reform and up to 10 future trainers to disseminate the reform (ToT);

**Activity 2.8. Regular information meetings and awareness raising visibility initiatives** to render the reform of the recruitment system visible, motivate the civil servants and inform the public at large.

**Activities related to Result 3:**

**Activity 3.1. Review** of the existing performance appraisal and promotion systems to assess the efficiency and fairness of the system as a whole and to identify potential gaps and missing links;

**Activity 3.2. Conference / seminar** (100 / 30 participants) to present the performance appraisal and promotion system of the European Civil service system and of a sample of EU Member States' systems;

**Activity 3.3. Study visit** of a group of 5 members of the Civil Service Commission in a Member State country to study the performance appraisal and promotion systems;

**Activity 3.4. Benchmarking study**, based on the results of the review, the conference and the study visit, to serve as a reference basis for the model of performance appraisal system to be designed for Azerbaijan;

**Activity 3.5: Development of draft amendments for the legal acts** (including guidelines, rules and procedures) regulating performance appraisal taking into account the reform;

**Activity 3.6:** Review and develop proposal to update of the **performance appraisal software**;

**Activity 3.7. Hands-on training** to relevant CSC and State bodies staff in charge of performance appraisal to enable them to implement the reform including up to 10 future trainers to disseminate the reform (ToT);

**Activity 3.8. Regular information meetings and awareness raising initiatives** to render the reform of the performance appraisal system visible, motivate the civil servants and inform the public at large.

**Activity 3.9. Practical testing** of the new performance appraisal system in up to 3 state bodies and dissemination of the results.

#### **Activities related to Result 4:**

**Activity 4.1.** International **conference / seminar** (100 / 30 participants) on the EU Civil Service remuneration system and the system of a sample of EU Member States Civil Services for State bodies including their regional and local branches;

**Activity 4.2. Study visit** of a group of 5 members of the Civil Service Commission in a Member State country to study the remuneration system;

**Activity 4.3.** Training of the CSC and State bodies staff in charge of the remuneration system enabling them to implement the reform including up to 10 future trainers to disseminate the reform (ToT);

**Activity 4.4. Benchmarking study and SWOT analysis** of the remuneration system of the Civil Service in Azerbaijan with a comparison with the private sector and recommendations for improvements based on the benchmarking study;

**Activity 4.5: Development of draft amendments for the legal acts** regulating remuneration (including guidelines, rules and procedures) taking into account the reform;

**Activity 4.6.** Estimation of long-term and medium-term costs of the envisaged reform of the remuneration system;

**Activity 4.7 Regular information meetings and awareness raising visibility initiatives** to render the reform of the remuneration system visible, motivate the civil servants and inform the public at large.

### **3.5 Means/ Input from the MS Partner Administration**

The MS partner administration is expected to provide the Project Leader (MS PL) and the Resident Twinning Advisor (RTA) as well as a team of short term experts to support them in the implementation of the project activities.

The MS PL is the key link between the partners, acting at an overall operational and strategic level. The RTA is seconded to the BC administration and resides in the BC. He co-operates day-to-day with the BC partners and coordinates the input of the MS short-term experts (STEs).

It has proved to be an advantage for the project implementation in previous Twinning projects when the MS has designated a senior STE to be responsible for each mandatory result/component of the project (i.e. a component leader) and to liaise with the respective component leader to be nominated by the Beneficiary Administration (BA). The BA will nominate counterparts to these key roles (see section 6.3).

The required MS experts must either be civil / public servants of the relevant MS administration or be permanent staff of authorised mandated bodies. All the experts must comply with the requirements set in the Twinning Manual.

The nature of the work for technical assistance abroad requests strong initiative, good analytical, interpersonal and language skills. All experts shall possess these qualities.

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The RTA will be supported by a permanent RTA Assistant. In collaboration with the BA, the RTA assistant will handle administrative arrangements for conferences, training, seminars, etc. including provision of interpreters and the ensuring the translations. One assistant will be selected during the Twinning contract preparation period.

A full-time interpreter / translator may also be recruited in Azerbaijan and funded by the project. (S)he will perform most of the required interpretation / translation services. Whenever required and needed on a clear justified request, e.g. for simultaneous interpretation during seminars and workshops, additional interpretation may be procured and funded by the project. (S)he will provide day-to-day interpretation / translation to the RTA and project experts during meetings.

### *3.5.1 Profile and tasks of the Project Leader (PL)*

The Project Leader (PL) from the MS should be a high-ranking civil servant or an equivalent senior manager in a MS national body with sufficient work experience in the field relevant to the project.

The PL will supervise and coordinate the overall thrust of the project. (S)he will direct the project and will ensure that all the required strategic support and operational input from management and staff of the MS side are available. Together with the Beneficiary PL, he will organise the Project Steering Committee (PSC) meetings. **The MS PL would continue to work in her/his MS administration but should devote a minimum of three working days per month to the project in Azerbaijan with an on-site visit to Azerbaijan at least every three months to participate in the project SC meetings.**

#### **Profile:**

##### *Qualification and skills*

- A university degree in public administration, political science or other relevant discipline
- Experience in the national implementation of Public Administration reforms
- Good command of written and spoken English

##### *General professional experience*

- At least 10 years of professional experience in the Public Administration sector
- Experience in project management

##### *Specific professional experience*

- Broad knowledge of current EU-policies, existing structures and methods in the sector
- Experience in Public Administration and Civil Service
- Experience in Human Resources Management (HRM) and Training
- Experience in EU funded projects, notably in Twinning projects, would be an asset

### *3.5.2 Profile and tasks of the Resident Twinning Advisor (RTA)*

The Resident Twinning Advisor (RTA) seconded from the EU MS should have at **least five years' work experience as a staff member in a MS** relevant state body at central, regional or local level, working directly in the field of public administration. A network of functional contacts with related EU and Member State institutions will also be an asset. The RTA will be in charge of the day-to-day implementation of the Twinning project in Azerbaijan. (S)he should co-ordinate the implementation of activities according to a predetermined work plan and liaise with the RTA counterpart in Azerbaijan. **(S)he will reside for the entire implementation period of 24 consecutive months in Azerbaijan and work full-time for the project.** The RTA is expected to be actively involved in the implementation of all activities. (S)he should co-ordinate the project and have a certain level of understanding of all the components.

#### **Profile:**

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Qualification and skills

- A University degree in public administration, political science, human resources management or other relevant discipline
- Good command of written and spoken English

General Professional Experience

- At least 5 years' experience in the public administration sector
- Experience in managing teams of experts
- Experience in developing, co-coordinating and conducting training programmes

Specific Professional experience:

- Familiarity with EU affairs in general and current EU-policies, existing structures and methods in the public administration sector in particular
- Good knowledge of the institutional environment relating to the implementation and enforcement of the EU legislation related to the Civil Service (status of civil servants, classification of positions, recruitment and promotion systems, remuneration system, appraisal system etc.) would be an asset
- Experience in working in a different cultural environment would be an asset

**3.5.3 Profile and tasks of the short term experts (STEs)**

All required EU institutional and technical expertise on the Civil Service will be covered by short-term experts (STEs) and during the study visits. The short-term experts should have good experience in the relevant subject matter, notably position classification and job description data bases, recruitment policies and procedures, remuneration systems and performance appraisal systems. The STEs should be civil servants or staff members of the selected MS institution(s). They should have worked in the required fields for not less than 3 years and have the appropriate qualifications (University degree in Public Administration, Political Science, Public Finance, Economy, Public Management, Human Resources Management in the public sector or in another relevant sector etc.) and the necessary professional skills to implement the above mentioned activities, notably legal reviews, drafting legal acts, position classification in the civil service, remuneration systems, appraisal system and training of trainers.

There should be a pool of short-term experts to ensure the smooth implementation of the project. The STEs should be identified by the Project Leader / RTA and will be agreed with the Beneficiary Administration in the course of the design and implementation of the project.

General requirements on STEs are the following:

- University degree in a relevant discipline or at least 5 years of equivalent work experience;
- Good interpersonal and communication skills;
- Computer literacy;
- Excellent command of written and spoken English;

**Indicative fields of experience for the four key short-term experts:**

- Civil service institutional and legal framework of the European Civil Service and of a sample of Member States Civil services;
- Civil service job description and position classification systems and, if possible, their related computerised systems (data bases, directories etc.);
- Civil service recruitment systems (collective, individualised, merit-based, discretionary, competitive exams, interviews, reserve systems, mobility etc.);
- Civil service remuneration systems (statutory salary, salary scales etc.);
- Civil service appraisal system and its link with promotion and remuneration;



- Others (to be defined in the proposal and/or during the contracting phase).

**STEs' main tasks:**

- Provision of their specific expertise
- Know-how transfer according to the ToR prepared by the RTA and BA
- Reporting on their missions
- Key STEs or Component Leaders are also expected, under the responsibility of the RTA, to coordinate the work of their team of experts and to support the RTA in the finalisation of the Component deliverables, notably the Quarterly and Final Reports and the Content report of their components.

**3.6 Reporting and monitoring**

The MS Project Leader must draw up Interim Quarterly Reports and a Final Report. (S)he will be responsible for submitting them to the relevant authority.

For templates and requirements to reporting and monitoring, see the Twinning Manual.

***Project Steering Committee (PSC)***

The PSC will be convened at least every three months. The PSC will be chaired jointly by the MS PL and the BC PL. The PSC composition will be defined in the Working Plan according to requirements set in the Common Twinning Manual. Representatives from the PAO of the Republic of Azerbaijan and the EU Delegation, the RTA counterpart and BC PL as well as the RTA, MS PL and BC component leaders will participate in the PSC meetings. Observers from other institutions may be involved from time to time in cross-cutting issues. Representatives from other administrations or short term experts, may also be invited if necessary. The PSC will follow the achievement of the project results and the timely implementation of the project activities in order to identify and rectify any problems that may arise in the course of the implementation of the project.

The secretarial support of the PSC will be provided by the RTA and RTA Assistant, who will prepare the agenda of the meetings, the documents to be discussed as well as the minutes of the meetings.

The working language of the Project implementation will be English. Translation and interpretation will be provided where necessary and where permitted in the provisions of the Twinning Manual.

**4. Institutional framework**

The Civil Service Commission under the President of the Republic of Azerbaijan is the central counterpart and beneficiary of the Twinning Project. However the project will extend assistance to other institutions, as specified in this fiche.

**3.4 Responsible authorities for civil service**

The Civil Service Commission is the responsible authority for the civil service sector in Azerbaijan.

**3.5 Other Azerbaijani stakeholders**

All State Bodies at central, regional and local levels

NGOs involved in the dialogue in the Public Administration sector

Trade Unions of Civil servants

### **3.6 Organisation of the Beneficiary Administration (BA)**

#### **3.6.1. Functions, Departments and Staff**

The Civil Service Commission under the President of the Republic of Azerbaijan (CSC) is a central executive agency that arranges the enforcement of the statutory legal acts passed in the Republic of Azerbaijan in the civil service field, provides for the implementation of the policy stipulated by the legislation of the Republic of Azerbaijan in the field of recruitment in the civil service on a competitive basis, the professional development of civil servants, their certification and social protection as well as other issues related to the civil service (Article 2 of the Statute).

The main functions of the CSC are stated in the article 9 of the Statute:

- to take part in the formation of the common state policy in civil service and other recruitment issues, the implementation of this policy;
- to prepare proposals in the field of forecasting of recruitment in the civil service, to execute orders of the President of the Republic of Azerbaijan and of the Civil Service Management Board of the Republic of Azerbaijan in this area;
- to draft the statutory legal acts required for the improvement of civil service activities and recruitment issues;
- to coordinate the activity of the state authorities in the area of professional preparation, re-preparation and professional training of the civil servants, to analyse the state of affairs in this field and to prepare proposals;
- to develop a centralised database on civil servants management and ensure its efficient implementation;
- to arrange in a centralised way the recruitment of citizens into the civil service on a competitive and transparent basis according to Articles 2.3 and 28.1 of the Law of the Republic of Azerbaijan “On Civil Service.

The CSC has 45 staff, with a Chairman, Deputy Chairman, Head of Office, Press secretary, Heads secretary and 40 other members organised in four departments and two divisions: the Human Resources Management and Civil Service Recruitment Departments; the Legal Department; the Information Technology and Software Department; the Department of Finance and Maintenance; the International Relations Division and the General Division.

**The Human Resources Management and Civil Service Recruitment Department** is a structural unit responsible for the participation of the CSC in the formation and implementation of the common state policy related to Human Resource Management; the organisation of the competitions and interviews for filling in the civil service positions, the definition of the standards for civil service positions; participation in the implementation of the state policy related to the certification, service performance appraisal, social protection of civil servants, as well as other Civil Service related issues.

The structure of the department includes Human Resource Management Division and Civil Service Recruitment Division.

**The Legal department** is a structural unit responsible for the organisation of the implementation of civil service related standard legal acts in state bodies; the preparation of standard legal acts drafts aimed at the development of the civil service field; the implementation of the state policy relating with ethics conduct rules of civil servants, the professional development, certification, service performance appraisal, social protection of civil servants, as well as other Civil Service related issues.

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The structure of the department includes the Division on drafting standard legal acts and control over enforcement of legislation and the Division on monitoring ethics conduct of civil servants and performance appraisal.

**The Information Technology (IT) and Software Department** is a structural unit which maintains the Civil Servants Register; it ensures the rendering of e-services and work of the Commission's official website [www.dqmk.gov.az](http://www.dqmk.gov.az); it develops and maintains different data bases related to the civil service; it organises the work of the network and implements the Commission's policy on other related issues stipulated by legislation.

The structure of the department includes the Division on the development of the database and software and the Division on the development and expertise of test tasks.

**The Department of Finance and Maintenance** is a structural unit which provides for accountancy, economic and logistic support to the Commission and carries out the Commissions' statutory policies on related issues.

**The International Relations Division** is a structural unit that keeps up with relevant international information sources, carries out international cooperation on civil service issues, participates in drafting international agreements and implements the Commission's statutory policy on other related matters. The Division studies and analyses international experience in civil services, manages issues related to staff training, ensures implementation of joint projects with international organisations, prepares draft international agreements and organises joint training visits with civil service agencies and specialised organisations.

**The General Division** is a structural unit responsible for the performance of the functions provided for in the legislation for receipt of the citizens and it is responsible for the organisation of the clerical work in the Commission.

#### **4. Budget**

The maximum budget allocated to this Twinning project is € 1,200,000

The Azerbaijani beneficiary administration will provide the RTA and other MS experts with office space in Baku, equipment (computers, printer, telephone and internet access) and other provisions as stated in the Common Twinning Manual.

#### **5. Implementing arrangements**

##### **5.1 Implementing Agency responsible for tendering, contracting and accounting**

The Implementing Agency responsible for tendering, contracting and accounting is the European Commission represented by **the Delegation of the European Union to the Republic of Azerbaijan**. Its contact details are:

Delegation of the European Union to the Republic of Azerbaijan

Landmark III, 11th Floor, 90A, Nizami str.

AZ 1010 Baku, Republic of Azerbaijan

Tel. +994 12 497 20 63 (ext. 853)

Fax +994 12 497 20 69

Website: <http://eeas.europa.eu/delegations/azerbaijan>

## **5.2 Main counterparts in the Beneficiary country**

*The Programme Administration Office in Azerbaijan (PAO)* will support the twinning project implementation process. The person in charge of this project at the PAO is:

**Mr. Ruslan Rustamli**, Director of PAO

Head of the Department on Cooperation with International organisations

Ministry of Economy and Industry of the Republic of Azerbaijan

6th floor, Government House,

84 Uzeyir Hajibayli str.

Baku, AZ 1000

Republic of Azerbaijan

Tel.: (+994 12) 493 88 67 (ext. 2115)

Fax: (+994 12) 598 85 19

E-mail: [ruslan.rustamli@economy.gov.az](mailto:ruslan.rustamli@economy.gov.az)

Website: <http://pao.az>

**Ms Narmin ALASGAROVA**, PAO Manager

Department on Cooperation with International organisations

Ministry of Economy and Industry of the Republic of Azerbaijan

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E-mail: [narmin.alasgarova@economy.gov.az](mailto:narmin.alasgarova@economy.gov.az)

Website: <http://pao.az>

### ***Beneficiary Administration – Civil Service Commission under the President of the Republic of Azerbaijan***

The Beneficiary Administration has nominated its main counterparts to the MS PL and RTA:

**Project Leader –**

**Mr Fuad Mayilov**

Deputy Director of the Civil Service Recruitment and Human Resource Management

Department Head of Human Resource Management Division

Address Koroglu Rahimov str, 874<sup>th</sup> block

Baku, AZ 1110 Azerbaijan

Tel.: (+994 12) 409-51-77

Fax: (+994 12) 465-87-96

E-mail: [f.mayilov@csc.gov.az](mailto:f.mayilov@csc.gov.az); [f.mayilov@gmail.com](mailto:f.mayilov@gmail.com)

[www.csc.gov.az](http://www.csc.gov.az)

**RTA counterpart – Ms. Narmin Zeynalova**

Head of International Relations Division

Address Koroglu Rahimov str, 874<sup>th</sup> block

Baku, AZ 1110 Azerbaijan

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Website: [www.csc.gov.az](http://www.csc.gov.az)

During the contracting phase of the project, the beneficiary administration will nominate leaders for each of the results/ components.

### **5.3 Contracts**

One Twinning contract is foreseen for this project.

A new Financial Regulation applicable to the general budget of the European Union entered into force on the 1<sup>st</sup> January 2013<sup>4</sup>. This implies several changes to the Twinning contract templates. An updated version of the Twinning Manual and of its Annexes, incorporating these changes, is in preparation and shall be published soon on EuropeAid website<sup>5</sup>. The Twinning contract, which shall be signed as a result of the present procedure, shall follow the templates of the updated Twinning Manual and Annexes.

## **6. Implementation schedule (indicative)**

**6.1 Launching of the call for proposals:** November 2015

**6.2 Start of project activities:** September 2016

**6.3 Workplan duration:** 24 months

## **7. Sustainability**

The Twinning project will have to seek sustainable solutions and approaches based on the adoption of best practices and thus prepare the grounds for Azerbaijani enhanced compliance with the selected EU Acquis and specifically best European practices in the field of civil service.

Sustainability issues will be further elaborated in the course of the preparation of the project contract as a joint responsibility of the MS partner and the Beneficiary Administration. Besides, in the final report, twinning partners will include specific recommendations and strategies for consolidating and safeguarding the achievement of mandatory results in the beneficiary administration.

To ensure sustainability, Beneficiary Administrations should be provided with the training materials (all handovers) in both languages, English and Azerbaijani. That means that a budget for the translation of Guidelines, Handbooks, Glossaries, Methodology Manuals, etc. developed within the project should be foreseen.

## **8. Cross-cutting issues**

### **8.1 Equal opportunity**

The proposed project will comply with EU equal opportunity policies. Equal treatment of women and men in project implementation at all levels will be one of the most important principles in the project

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<sup>4</sup> Financial Regulation: Regulation (EC, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002.

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2012:298:0001:0096:EN:PDF>

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2012:362:FULL:EN:PDF>

<sup>5</sup> Rules of Application: Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union.

[http://ec.europa.eu/europeaid/where/neighbourhood/overview/twinning\\_en.htm](http://ec.europa.eu/europeaid/where/neighbourhood/overview/twinning_en.htm)

management and implementation. The beneficiaries are already equal opportunity employers. In particular, great attention will be given to the equality principle in the training of personnel and the recruitment of the STEs. Of course, appropriate professional qualifications and experience will be the main decisive factors in personnel recruitment and evaluation but, subject to that, both women and men will have identical prospects.

## **8.2 Environment**

The principle of implementation of this Twinning project is based on a paperless work environment. This means, in particular, minimising paper use during project implementation by the maximum feasible use of e-mails and, if available, project web-site and/or project electronic data base for co-operation between partners. Documents are automatically saved in electronic format.

## **8.3 Conditionality and sequencing**

There is no conditionality for the project as the BA has shown strong ownership in the development of this project.

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*List of the abbreviations*

BA	Beneficiary Administration
BC	Beneficiary Country
CIB	Comprehensive Institutional Building
CoM	Cabinet of Ministers
CSC	Civil Service Commission under the President of the Republic of Azerbaijan
ECD	European Commission Delegation
ENP	European Neighbourhood Policy
ENP AP	European Neighbourhood Policy Action Plan
ENPI	European Neighbourhood and Partnership Instrument
EU	European Union
HR	Human Resources
HRM	Human Resources Management
IRP	Institution Reform Plan
MS	Member State
MS PL	Member State Project Leader
NIP	National Indicative Programme
PA	Public Administration
PAO	Programme Administration Office
PAR	Public Administration reform
PCA	Partnership and Cooperation Agreement
RTA	Resident Twinning Adviser
SIGMA	Support for Improvement in Governance and Management
STE	Short Term Expert
TAIEX	Technical Assistance Information Exchange Office
ToR	Terms of Reference
ToT	Training of Trainers
UNDP	United Nations Development Programme

**ANNEXES**

1. Logical framework matrix in standard format
2. Organigramme of the Civil Service Commission under the President of the Republic of Azerbaijan
3. State Programmes
4. The scope of the civil service



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**ANNEXE 1: Logical Framework Matrix\***

<p><b>[Project title] Support to the Civil Service Commission in further reforms of the civil service system in Azerbaijan</b></p>	<p>Programme name and number: <b>ENPI AAP 2012</b></p>	<p><b>AZ/15/ENP/OT/40</b></p>	
<p><b>[Beneficiary Administration] Civil Service Commission under the President of the Republic of Azerbaijan</b></p>	<p>Contracting period expires:  <b>Total budget: 1.2 million EUR</b></p>	<p>Disbursement period expires:</p>	
	Objectively Verifiable Indicators	Sources of Verification	Assumptions
<b>Overall objective:</b>			
<p>To contribute to the further development of a professional and sustainable Civil Service system in Azerbaijan in accordance with the best European practices</p>	<p>The Civil service system in Azerbaijan is more effective and more aligned with the best European practices</p>	<ul style="list-style-type: none"> <li>• Official government reports</li> <li>• Official statistics (Civil service in figures on CSC website)</li> <li>• CSC reports</li> <li>• Reports of international organisations (EU, UNDP, OECD / SIGMA etc.)</li> </ul>	
<b>Project purpose:</b>			
<p>To improve the capacity, tools and efficiency of the Civil Service Commission to develop and implement the new classification of occupations and to link it to the recruitment, performance appraisal and remuneration systems</p>	<p>The improved capacity of the CSC to steer reform in Azerbaijan, provides concrete results with regard to civil service management, notably by linking the new classification of occupations with the recruitment, performance appraisal and remuneration systems</p>	<ul style="list-style-type: none"> <li>• Annual CSC reports</li> <li>• Regular Twinning reports</li> <li>• Twinning Final report</li> <li>• Reports from other EU-funded projects</li> <li>• Reports of international organisations (UNDP, OECD /</li> </ul>	<ul style="list-style-type: none"> <li>• The Government maintains its political will to continue the PA reform (PAR)</li> <li>• The CSC and other stakeholders remain committed to PAR</li> </ul>

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<b>Mandatory Results:</b>		SIGMA etc.)	
<p>1. The classification of the positions in the Civil Service system is improved enabling grouping of similar occupations in different State bodies and levels</p>	<ul style="list-style-type: none"> <li>• A new content-based classification of the positions for all functional groups and levels in the Civil Service system (except political positions) is established;</li> <li>• Draft amendment proposals for the legal acts regulating position classification are developed;</li> <li>• Training of CSC and State bodies staff is implemented and up to 10 trainers trained;</li> <li>• Proposals to upgrade civil service positions software and data base in the Civil Service Commission are developed;</li> <li>• At least 2 comparable EU MS classifications systems are presented;</li> <li>• A benchmarking study with recommendations of improvements to the existing Azerbaijani system is proposed;</li> <li>• A study tour of 5 CSC members is organised on position classification systems in the EU Civil Service;</li> <li>• Grouping of positions according to the new system is tested in up to 3 pilot state bodies and the results disseminated;</li> <li>• Regular information meetings are held and awareness raising visibility initiatives taken</li> </ul>	<ul style="list-style-type: none"> <li>• Annual CSC reports</li> <li>• Regular Twinning reports</li> <li>• Twinning Final report</li> <li>• Reports from other EU-funded projects</li> <li>• Reports of international organisations (UNDP, OECD / SIGMA etc.)</li> <li>• Decisions by the Government of the Republic of Azerbaijan</li> <li>• Decisions of the CSC Chairman</li> <li>• List of needed revisions of the legal &amp; normative framework;</li> <li>• Recommended texts of revised laws, decrees &amp; bylaws</li> <li>• Benchmarking study report</li> <li>• Workshop(s) materials</li> <li>• Reports on delivered trainings, meetings and workshops with involvement of</li> </ul>	<ul style="list-style-type: none"> <li>• The Government maintains its political will on PAR</li> <li>• The CSC and other stakeholders remain committed to PAR</li> <li>• The necessary legal provisions, administrative arrangements and resources are available, notably the IT system</li> <li>• The civil servants understand, approve and own the reform</li> <li>• Trainees, notably trained trainers, remain in the Civil service</li> </ul>

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		<ul style="list-style-type: none"> <li>relevant CSC staff</li> <li>• Reports on the study visit with involvement of relevant CSC staff</li> <li>• Pilot documentations</li> <li>• Experts' mission reports</li> </ul>	
<p>2. The recruitment system is reformed based on the new classification system</p>	<ul style="list-style-type: none"> <li>• Report on current recruiting system in the Civil Service is prepared;</li> <li>• At least 2 comparable EU MS recruitment systems are presented;</li> <li>• A study visit of 5 CSC members is organised on the recruitment system in an EU Member State;</li> <li>• A benchmarking study on recruitment system with recommendations of improvements to the existing Azerbaijani system is proposed;</li> <li>• Draft amendment proposals for the legal acts regulating recruitment are developed;</li> <li>• Proposals to update the recruitment software are developed;</li> <li>• A unified content-based selection process of civil servants by groups is established;</li> <li>• Hands-on training of the CSC and the relevant State bodies staff is implemented and up to 10 trainers are trained;</li> <li>• Regular information meetings are held on recruitment in the Civil Service and awareness raising visibility initiatives taken</li> </ul>	<ul style="list-style-type: none"> <li>• Annual CSC reports</li> <li>• Regular Twinning reports</li> <li>• Twinning Final report</li> <li>• Reports from other EU-funded projects</li> <li>• Reports of international organisations (UNDP, OECD / SIGMA etc.)</li> <li>• Mass media</li> <li>• Benchmarking study report</li> <li>• List of needed revisions of the legal &amp; normative framework;</li> <li>• Recommended texts of revised laws, decrees &amp; bylaws</li> <li>• Workshop materials</li> <li>• Reports on delivered trainings, meetings and workshops with involvement of</li> </ul>	<ul style="list-style-type: none"> <li>• The Government maintains its political will on PAR</li> <li>• The CSC and other stakeholders remain committed to PAR</li> <li>• The necessary legal provisions, administrative arrangements and resources are available, notably the IT system</li> <li>• The civil servants, notably their trade unions and representatives, understand, approve and own the reform</li> <li>• Trainees, notably trained trainers, remain in the Civil service</li> </ul>

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		<p>relevant CSC staff</p> <ul style="list-style-type: none"> <li>• Reports on the study visit with involvement of relevant CSC staff</li> <li>• Experts' mission reports</li> </ul>	
<p>3. The performance appraisal system of Civil Servants is further developed to take into account the new position classification system</p>	<ul style="list-style-type: none"> <li>• Report reviewing the current performance appraisal and promotion systems in the Civil Service is prepared;</li> <li>• At least 3 comparable EU MS performance appraisal systems are presented;</li> <li>• A Study visit of 5 CSC members on performance appraisal and promotion in the Civil Service is organised in an EU Member State;</li> <li>• A benchmarking study with recommendations of improvements to the existing Azerbaijani system is proposed</li> <li>• Draft amendment proposals for the legal acts regulating performance appraisal are prepared;</li> <li>• Proposals to update performance appraisal software are developed;</li> <li>• Monitoring mechanism with clear performance indicators is developed;</li> <li>• Hands-on training of the CSC and the relevant State bodies' staff is implemented; and up to 10 trainers are trained;</li> <li>• Regular information meetings on performance appraisal and awareness raising initiatives are organised;</li> </ul>	<ul style="list-style-type: none"> <li>• Annual CSC reports</li> <li>• Regular Twinning reports</li> <li>• Twinning Final report</li> <li>• Reports from other EU-funded projects</li> <li>• Reports of international organisations (UNDP, OECD / SIGMA etc.)</li> <li>• Mass media</li> <li>• Benchmarking study report</li> <li>• List of needed revisions of the legal &amp; normative framework;</li> <li>• Recommended texts of revised laws, decrees &amp; bylaws</li> <li>• Workshop materials</li> <li>• Reports on delivered trainings, meetings and workshops with involvement of relevant CSC staff</li> </ul>	<ul style="list-style-type: none"> <li>• The Government maintains its political will on PAR</li> <li>• The CSC and other stakeholders remain committed to PAR</li> <li>• The necessary legal provisions, administrative arrangements and resources are available, notably the IT system</li> <li>• The civil servants, notably their trade unions and representatives, understand, approve and own the reform</li> <li>• Trainees, notably trained trainers, remain in the Civil service</li> </ul>

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	<ul style="list-style-type: none"> <li>• The new performance appraisal system is tested in up to 3 state bodies and the results disseminated</li> </ul>	<ul style="list-style-type: none"> <li>• Reports on the study visit with involvement of relevant CSC staff</li> <li>• Pilot documentations</li> <li>• Experts' mission reports</li> </ul>	
<p>4. The remuneration system in the Civil Service system of Azerbaijan is reviewed and proposals for the modernisation of the system developed based on EU best practices</p>	<ul style="list-style-type: none"> <li>• At least 2 comparable EU MS remuneration systems are presented;</li> <li>• A study visit of 5 CSC members is organised in an EU Member State on the remuneration system of civil servants;</li> <li>• Hands-on training of the CSC and the relevant State bodies staff is implemented and up to 10 trainers are trained;</li> <li>• A benchmarking study and SWOT analysis of the remuneration system is made with recommendations of improvements;</li> <li>• Draft amendment proposals for the legal acts regulating remuneration are prepared;</li> <li>• Long-term and medium-term costs of the envisaged reform of the remuneration system are estimated;</li> <li>• Regular information meetings and awareness raising visibility initiatives on the civil servants' remuneration system are organised.</li> </ul>	<ul style="list-style-type: none"> <li>• Annual CSC reports</li> <li>• Regular Twinning reports</li> <li>• Twinning Final report</li> <li>• Reports from other EU-funded projects</li> <li>• Reports of international organisations (UNDP, OECD / SIGMA etc.)</li> <li>• Mass media</li> <li>• Benchmarking study report</li> <li>• List of needed revisions of the legal &amp; normative framework;</li> <li>• Recommended texts of revised laws, decrees &amp; bylaws</li> <li>• Workshop materials</li> <li>• Reports on delivered trainings, meetings and workshops with involvement of relevant CSC staff</li> </ul>	<ul style="list-style-type: none"> <li>• The Government maintains its political will on PAR</li> <li>• The CSC and other stakeholders remain committed to PAR</li> <li>• The necessary legal provisions, administrative arrangements and resources are available, notably the IT system</li> <li>• The civil servants, notably their trade unions and representatives, understand, approve and own the reform</li> <li>• Trainees, notably trained trainers, remain in the Civil service</li> </ul>

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		<ul style="list-style-type: none"> <li>• Reports on the study visit with involvement of relevant CSC staff</li> <li>• Experts' mission reports</li> </ul>	
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	Means	Costs	
<b>Visibility actions</b>			
0.1. Kick-off meeting			
0.2. Quarterly meetings of the Steering Committee			
0.3. Final conference			

<b>Activities to achieve result 1: The classification of the positions in the Civil Service system is improved enabling grouping of similar occupations in different State bodies and levels</b>			
1.1 <b>Review</b> of the existing system of classification of positions in the Civil Service and private sector in Azerbaijan	RTA; STEs		
1.2 One-day <b>seminar</b> to present the position classifications system (with a focus on the content-based systems) in the EU Civil Service and in a sample of EU Member States' Civil Services	RTA; STEs		
1.3 <b>Study visit</b> of a group of 5 members of the Civil Service Commission to study the EU Civil Service system and a sample of EU Member States' Civil Services	RTA; STEs		
1.4 <b>Benchmarking study</b> of the EU Civil Service system and of a sample of EU Member States' Civil Services with recommendations of improvements to the existing Azerbaijani system	RTA; STEs		
1.5. <b>Development of draft amendments for the legal acts</b> regulating the position classification	RTA; STEs		

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system (including guidelines, rules and procedures) taking into account the reform			
1.6. Training of the staff of the Civil Service Commission identified as the future implementers of the reform together with the identified contact points in the relevant State bodies in the new position classification system including <b>up to 10 future trainers (ToT)</b>	RTA; STEs		
1.7 Review and develop proposals to upgrade of the <b>civil service positions software and data base</b> in the Civil Service Commission to enable it to produce policy making and decision making instruments so as to become both a management and a steering instrument for the CSC	RTA; STEs		
1.8 Grouping of positions according to the new system in up to 3 pilot state bodies and dissemination of the results	RTA; STEs		
1.9 <b>Regular information meetings and awareness raising visibility initiatives</b> to render the reform of the position classification system visible, motivate the civil servants and inform the public at large	RTA; STEs		
<b>Activities to achieve result 2: The recruitment system is reformed based on the new classification system</b>			
2.1. <b>Review</b> of the existing system of recruitment in the Civil Service in Azerbaijan	RTA; STEs		
2.2 One-day <b>seminar</b> to present the recruitment system in the EU Civil Service and in a sample of EU Member States' Civil Services	RTA; STEs		
2.3. <b>Study visit</b> of a group of 5 members of the Civil Service Commission in an EU Member State to study the recruitment system	RTA; STEs		
2.4. <b>Benchmarking study</b> of the recruitment system in the EU Civil Service and in a sample of EU Member States' Civil Services with recommendations of improvements to the	RTA; STEs		

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existing Azerbaijani system			
2.5. Development of <b>draft amendments for the legal acts</b> (including guidelines, rules and procedures) regulating recruitment taking into account the reform	RTA; STEs		
2.6. Review and develop proposals to update of the <b>recruitment software</b>	RTA; STEs		
2.7. Hands-on training to relevant staff of the CSC and State bodies staff in charge of recruitment to implement the reform and up to 10 future trainers to disseminate the reform (ToT)	RTA; STEs		
2.8 <b>Regular information meetings and awareness raising visibility initiatives</b> to render the reform of the recruitment system visible, motivate the civil servants and inform the public at large	RTA; STEs		
<b><i>Activities to achieve result 3: The performance appraisal system of Civil Servants is further developed to take into account the new position classification system</i></b>			
3.1 <b>Review</b> of the existing performance appraisal and promotion systems to assess the efficiency and fairness of the system as a whole and to identify potential gaps and missing links	RTA; STEs		
3.2 <b>Conference / seminar</b> (100 / 30 participants) to present the performance appraisal and promotion system of the European Civil service system and of a sample of EU Member States' system	RTA; STEs		
3.3. <b>Study visit</b> of a group of 5 members of the Civil Service Commission in a Member State country to study the performance appraisal and promotion systems	RTA; STEs		
3.4. <b>Benchmarking study</b> , based on the results of the review, the conference and the study visit, to serve as a reference basis for the model of	RTA; STEs		



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performance appraisal system to be designed for Azerbaijan			
<b>3.5. Development of draft amendments for the legal acts</b> (including guidelines, rules and procedures) regulating performance appraisal taking into account the reform	RTA; STEs		
<b>3.6. Review and develop proposals to update of the performance appraisal software</b>	RTA; STEs		
<b>3.7. Hands-on training</b> to relevant CSC and State bodies staff in charge of performance appraisal to enable them to implement the reform including up to 10 future trainers to disseminate the reform (ToT)	RTA; STEs		
<b>3.8. Regular information meetings and awareness raising initiatives</b> to render the reform of the performance appraisal system visible, motivate the civil servants and inform the public at large	RTA; STEs		
<b>3.9 Practical testing</b> of the new performance appraisal system in up to 3 state bodies and dissemination of the results	RTA; STEs		
<b>Activities to achieve result 4: The remuneration system in the Civil Service system of Azerbaijan is reviewed and proposals for the modernisation of the system developed based on EU best practices</b>			

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4.1 International <b>conference / seminar</b> (100 / 30 participants) on the EU Civil Service remuneration system and the system of a sample of EU Member States Civil Services for State bodies including their regional and local branches	RTA; STEs		
4.2 <b>Study visit</b> of a group of 5 members of the Civil Service Commission in a Member State country to study the remuneration system	RTA; STEs		
4.3. Training of the CSC and State bodies' staff in charge of the remuneration system enabling them to implement the reform including up to 10 future trainers to disseminate the reform (ToT)	RTA; STEs		
4.4. <b>Benchmarking study and SWOT analysis</b> of the remuneration system of the Civil Service in Azerbaijan with a comparison with the private sector and recommendations for improvements based on the benchmarking study	RTA; STEs		
4.5. <b>Development of draft amendments for the legal acts</b> regulating remuneration (including guidelines, rules and procedures) taking into account the reform	RTA; STEs		
4.6. Estimation of long-term and medium-term costs of the envisaged reform of the remuneration system	RTA; STEs		
4.7 <b>Regular information meetings and awareness raising visibility initiatives</b> to render the reform of the remuneration system visible, motivate the civil servants and inform the public at large	RTA; STEs		

*\* - This Logical Framework Matrix is tentative. The Twinning partners shall revise the content of the Logical Framework Matrix, mainly measurable indicators / benchmarks basis of commonly agreed activities and outputs during the drafting of the work plan for this project*

**ANNEXE 2: Organigramme of the Civil Service Commission under the President of the Republic of Azerbaijan**

Management: 5 persons

- Chairman
- Deputy Chairman
- Head of the office
- Chief consultant – press secretary
- Assistant to the Chairman

Human Resource Management and Civil Service Recruitment Department: 9 persons

- Human Resource Management Division: 4 persons

- Civil Service Recruitment Division: 4 persons

Legal department: 8 persons

- Division on drafting standard legal acts and control over enforcement of legislation: 4 persons

- Division on monitoring ethics conduct of civil servants and performance appraisal: 3 persons

Information Technologies and Software Department: 8 persons

- Division on development of database and software: 4 persons

- Division on development and expertise of test tasks: 3 persons

Department of Finance and Maintenance: 8 persons

International Relations Division: 4 persons

General Division: 3 persons

**ANNEXE 3: State Programmes**

The reforms in the field of the proposed project are stated in:

**The "State Program on implementation of the Employment Strategy of the Republic of Azerbaijan in 2011-2015"** (Decree of the President of Azerbaijan dated November 15, 2011, No.1836.) facilitates the emergence of an appropriate political, economic, social and institutional environment which would promote the development of the population's rational employment.

In line with the State Program, supporting professional development and enhancing the capacity of the national workforce is part of the national goals.

The Civil Service Commission under the President of the Republic of Azerbaijan is in charge of the implementation of the following article of the State Program:

3.10 Conducting appropriate activities to arrange supplementary (additional) training for state service employees.

The key principles of the **"National Action Plan for the Promotion of Open Government for the years 2012-2015"** (Order of the President of Azerbaijan dated September 5, 2012) are an enhancement of transparency in the state institutions of the Republic of Azerbaijan, provision of accountability, enlargement of public participation and application of the new technologies. The CSC is in charge of the implementation of the following articles of the National Action Plan:

1.1 Designation of the employees in charge of the access to information, adoption of the internal rules on freedom of information and awareness raising by public institutions

1.2 Comprehensive training for responsible civil servants in order to ensure freedom of information

2.1 Up-loading and updating of information on their activity at their respective web-pages

2.2 Composition of the annual reports and their uploading to the web-pages

2.3 Holding of press conferences and other direct public communication events about their performance by state institutions

2.4 Dissemination of reader-friendly versions of the legislation regulating the activity of the state institution, developed guiding principles

2.5 Development of the internet sources dedicated to the areas covered by the state programs

4.1 Involvement of the civil society representatives in the elaboration of draft legislation of public interest, organisation of public hearings by state institutions

4.3 Usage of web-pages as means of involving the public in decision-making process on matters of public concern (reception of comments and proposals of citizens, organization of discussions, development of the questions-answers sections, etc.)

4.4 Organisation of the Open-Door Fora by state institutions

5.2 Public presentation on E-services rendered by state institutions within their area of activity, at least once a year

5.5 Implementation of measures facilitating access to E-services in the regions

9.2 Publication and dissemination among the public of the educational material on Open Government Initiative

**The “National Anti-Corruption Action Plan 2012-2015 (Order of the President of Azerbaijan dated September 5, 2012)”** aims at ensuring the continuity of measures in the fight against corruption and promotion of good governance.

The CSC is in charge of the implementation of the following articles of the National Action Plan:

7 Improvement of the Civil Service Legislation and Institutional Mechanisms

7.1 Preparation of the draft Civil Service Code (compilation of legislation)

7.2 Establishment of the Training Centre under the Civil Service Commission under the President of the Republic of Azerbaijan with a view to conduct trainings in the fields of application of the civil service legislation, ethical conduct, prevention of conflict of interest, combating corruption, etc.

7.3 Preparation of proposals on the Improvement of the structure and logistical support of the Civil Service Commission under the President of the Republic of Azerbaijan

8 Improvement of Civil Servants’ performance and Promotion of their Professionalism

8.1 Improvement of the competition-based and transparent recruitment mechanism

8.2 Preparation of rules and regulations on the additional education of the civil servants

8.3 Development of the anti-corruption module and curricula covering combating corruption, ethical conduct, prevention of conflict of interests, freedom of information and other relevant issues by the training centres and entities in state institutions

8.4 Adoption of the rules for the evaluation of the activities of civil servants and development of a special evaluation software

8.5 Preparation of the pilot projects on mobility in civil service and development of the relevant methodological regulations

10 Improvement of Ethical Conduct Rules

10.1 Arrangement of regular ethical conduct trainings and study courses for civil servants

10.2 Preparation, submission to the Commission on Combatting Corruption and publication of the annual reports on ethical conduct, which shall include information on awareness raising, instances of violation and disciplinary punishment measures applied

10.3 Elaboration of an effective mechanism for investigation of complaints on violation of the ethical conduct

**The “State Program on Poverty Reduction and Sustainable Development in the Republic of Azerbaijan for 2008-2015”** (Decree of the President of Azerbaijan dated September 15, 2008, No. 3043.) aims at continuing the positive process of improving the population’s welfare.

The CSC is in charge of the implementation of the following articles of the State Program:

4.1.2. Accelerating civil service reforms

4.1.2.1. Improving the civil service management system

4.1.2.1.1. Providing capacity building to the Civil Service Commission under the President of the Republic of Azerbaijan

4.1.2.1.2. Evaluating the performance of civil servants and forming the mobility system

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- 4.1.2.1.3. Improving internal supervision in the civil service system
- 4.1.2.2. Improving the mechanism of recruitment of civil servants
  - 4.1.2.2.1. Improving the existing legislation on the system of recruitment into civil service
  - 4.1.2.2.2. Enhancing activities on the development of ToRs, on employment conditions and requirements for civil service positions
  - 4.1.2.2.3. Developing and implementing an Action Plan on the training of civil servants
  - 4.1.2.2.4. Creating relevant conditions to conduct examinations on the admittance to civil service
  - 4.1.2.2.5. Developing a motivation mechanism to attract highly skilled specialists into the civil service system and to improve the quality of their work
  - 4.1.2.2.6. Improving the system of social protection of civil servants
  - 4.1.2.2.7. Building capacity of civil servants in relevant areas (public administration, anti-corruption activity, gender issues and etc.)

**ANNEXE 4:**

**The scope of the civil service**

The Constitution and the Civil Service Law regulate the civil service in Azerbaijan and set the horizontal and vertical scope. From a horizontal perspective, the Civil Service Law applies to the executive, legislative and judicial branches of Government and at the local level. In the executive branch, the civil service covers administrative bodies reporting to the President, the presidential administration and other central administration entities (ministries, agencies, collegial bodies, councils and commissions, among others). Furthermore, it includes civil servants serving in Parliament and in the judicial administration (constitutional, supreme, appeals, general and specialised courts). Finally, the law also applies to civil servants of local executive power entities.

The wide horizontal scope of the law and a centralised recruitment process for some categories of civil servants will help to build a more cohesive state civil service than an approach identifying a civil servant with a particular agency would provide.

In addition, with regard to the horizontal scope, the number of civil servants is comparatively small. It comprised 29 710 civil servants in 2013<sup>6</sup>.

The Constitution (article 109) already distinguishes between political appointees and civil servants. The President of the Republic of Azerbaijan appoints the heads of the ministries, state committees, services, agencies and commissions) and heads of local executive power bodies.

**The institutional set-up for consistent and effective human resources management practices**

The Civil Service Commission has in theory the functional and institutional features for co-ordinating the management of the civil service. The President appoints the Chairman of the Commission, establishing a direct accountability line. The steering capacity of the civil service by the Civil Service Commission is also visible throughout the various functions that the Commission exercises: implementing programmes for the improvement of the civil service; overseeing the enforcement of civil service legislation in state institutions; preparing, approving and monitoring competition rules and guidelines for competitive recruitment; assessing training needs; developing the training strategy and co-ordinating professional training in state institutions; elaborating proposals on ethical behaviour in the civil service; proposing the abolition of state authorities' resolutions that violate the civil service legislation; publishing annual reports on the civil service; and processing complaints on violations of the Code of Ethics.

The Commission has 45 staff members. The Commission co-operates with State bodies HR units in drafting legislation, policies, strategies and general civil service standards. However, since the Commission is involved in the competition commissions, which entails a considerable workload, its capacity and time to be involved in more strategic issues are rather limited in spite of the fact that the capacity has relatively improved in the last four years.

The registry, managed by the Civil Service Commission and the Administration of the President, collects information on civil servants. The registry, established by the Presidential Decree 420/2006, includes information on civil servants, such as personal data, educational qualifications, professional

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<sup>6</sup> [www.stat.gov.az](http://www.stat.gov.az)

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experience and job career in the civil service. The registry therefore provides a wealth of information for managing the civil service.

The registry is helpful in order to take decisions in some management processes, at least in up to half of the main human resources management (HRM) processes. For instance, the personnel registry is used, among other things, to monitor illegal recruitment into the civil service, premature assignment to the next professional grade and other violations. State bodies can benefit from the information available in the registry for the management of their staff.

**The merit-based recruitment of civil servants**

In Azerbaijan, the civil servants recruitment and appointment is conducted through open competition, interview and promotion.

Appointments for the group of positions between the supreme and the 4th classification, take place through interviews and promotion.

The second group of civil servants is recruited competitively through a highly transparent process. In the 5th through 7th classifications of administrative positions (sector heads and experts of the central administration, heads and deputy heads of the local branches of these bodies at the central executive authority levels – ministry, committee, commission, agency and service), civil servants are recruited through open competition. To fill vacancies in these positions, the competition is centrally organised by the Civil Service Commission.

The announcement of a vacancy has a wide coverage so that citizens are given ample time to apply online, and the Commission makes extra efforts to announce the vacancies in particular. The job description provides in detail the main purpose and functions of the position and it indicates the requirements for holding the position. Based on the stipulated requirements, each state body develops the terms for holding individual positions. Vacant positions, with the explicit information of the job description, are announced in the mass media, on the Commission website and in social networks. During the validity period of the announcement, the competition is promoted through several events organised with the participation of last-year university students in the capital and in the regions. The competition announcements, as well as the Commission's website, provide information on the competition, interview procedures, and the regulating legislation. The deadline of the competition is typically 30 days after the announcement of the vacancy; 20 days' notice is given in preparation for general interviews and 15 days for the internal interview process. Citizens can submit their applications for the vacant position online. The draft Civil Service Code, not approved at the time of writing, has stipulated shorter deadlines than the mentioned above.

The competition consists of two stages, which are recorded for transparency purposes: the examination and the interview. The examination verifies general knowledge about Azerbaijan, knowledge of the legislation, information technology skills, and capacity for logical thinking. The website of the Commission has test examination programmes reflecting the topics and the literature used for creating the examination databases. Test examinations are provided, using special software that randomly selects questions from a database right at the beginning of the examination and assigns various questions to candidates depending on the level of competition of the vacant position. The examinations are recorded on video, attended by observers, and can be viewed in live-stream format. The results are published on the Commission's website upon completion of the examination.

The interview, which is also recorded with the permission of the candidate, constitutes the second stage of the competition, which helps to evaluate the personal characteristics of a candidate, his/her knowledge as required for the vacant position, as well as skills and capabilities. Civil servants holding administrative positions in the state body that announced the vacancy or in any other state body have the right to participate in internal interviews and are exempted from completing the examination. The



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interview commission includes representatives of the Civil Service Commission, the state body announcing the vacancy and independent experts from various fields (scientific fields, educational institutions and civil society). The result of the interview are posted on the Commission's website on the day of the interview. All of these measures enhance the transparency of competitions.

The CSC sends to the appointing authority the names of the candidates who successfully passed the interview. The head of the state body selects and appoints one of the candidates to the vacant position for a year-long probationary period.

The candidates who successfully passed the interview and were not awarded the appointment are placed on a reserve list for two years. The candidates submitted by the CSC to the head of relevant state body for appointment to the vacant position, but not appointed to that position, shall be kept as a reserve staff by the CSC and the state body for a period of two years. During this period, if similar vacant positions (with relevant service functions and terms for holding the position) are available in that state body, the candidates shall be appointed to similar positions by their consent. If during that period, similar vacant positions in other state agencies are available, the CSC shall submit the candidate name to the head of the relevant state authority to hold the similar vacant positions by their consent.

An Appeal Commission reviews and investigates the complaints concerning the examination and interview results.

### **The mobility, promotion and demotion of civil servants**

In the civil service system of Azerbaijan, the promotion of civil servants in the fifth-seventh categories is performed according to merit-based criteria. Promotion is carried out through upgrading, competition or interview (internal and general). The competition or interview assesses the knowledge, professional capacity and logical thinking of candidates with reference to a particular state body and vacancy.

Some reforms are underway to change the practice of mobility. In the future, it is expected that performance appraisal, which has been enforced since May 2014, will help with decision making concerning promotions, inscription on the reserve staff list for senior positions or transfer to similar positions and demotions. On the other hand, the draft of a Civil Service Code includes provisions for further improvement of recruitment, promotion, mobility, demotion and dismissal of civil servants.

### **A fair and transparent remuneration system**

The State remuneration consists of salary, allowances and bonuses. The salaries of civil servants are regulated by a single legal document, the Presidential Order 135/2013. The salary is determined in accordance with the classification of the position and job title (consultant, leading consultant, senior consultant, chief consultant, head of division, head of the department and head of the administration).

The most common allowances are related to the professional grade, years of service, performance of power authority. In addition, the civil servants receive an annual vacation compensation.

The Civil Service Law (article 24) and the presidential Decree 774/2002 defines the collective and individual types of bonuses based on the performance of civil servants. The collective bonus, paid to a state body, can be received in cases of timely and qualitative performance of basic duties or timely performance of important state tasks as well as on the occasion of a national holiday or other significant event. The head of the state body that employs a civil servant issues the individual bonuses. Bonuses are financed by additional funds provided for in the annual state budget. These funds are threefold the size of the monthly wage fund (except for the allowances added to the official, basic salary), as designated for civil servants in state bodies. The formalised part of the remuneration system is highly transparent and precisely regulated by the relevant legislation.

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The salaries of the civil servants are not linked to the field of activity and in many cases are not competitive with the salaries of equivalent positions in the private sector; only the public sector pension is competitive.

**Performance appraisal**

The Civil Service Law (article 30) and the Commission's Decision 12/2014 regulate performance appraisal. According to this regulation, the performance of civil servants is to be assessed at the end of each calendar year for those who have served more than six months in a position.

The direct supervisor carries out the performance appraisal of a civil servant. The supervisor drafts a report on the performance of the civil servant and submits it to the relevant unit head for approval. Once the civil servant has been appraised, the supervisor holds a discussion with him/her about the latter's activities, training needs and individual plans for professional development. No influence or pressure should be exerted on the civil servant when expressing his/her ideas during the interview. The civil servant has the duty to convey his/her opinion on the performance appraisal and this opinion is to be included in the performance appraisal form.

The direct supervisor sets tasks (associated to targets), which consist of activities to be executed by a civil servant within a year. The performance of civil servants is evaluated based on professional knowledge; attitude to official duties; ability to analyse, solve problems and make decisions; creativity and initiative; work discipline; work experience and sharing of work experience; teamwork ability; and other criteria. These formal criteria assess performance, whereas the appraisal exercise refers to knowledge, abilities and competencies rather than actual performance. In that sense, the appraisal could be considered to be closer to a kind of attestation.

Performance appraisal results are expected to be used for promotion, inscription on the reserve staff list for holding a senior position, rewards, definition of training needs, appointment to another similar position, and demotion. For instance, if a civil servant receives an outstanding appraisal grade for two consecutive years and an appropriate vacant position is open, the civil servant can be promoted by the head of the unit. There is a detailed regulation for promotion in the case of good performance for four consecutive years or for further development if the grade is satisfactory. Unsatisfactory performance for two consecutive years may lead to demotion.

In theory, during the appraisal period the direct supervisor oversees the performance of a civil servant on a daily basis, providing orientation and recommendations. The manager should analyse the performance of his/her subordinates quarterly, take notes based on that analysis, hold meetings with the civil servants to examine the quarterly results, discuss strength and weaknesses, and determine the steps to be taken in the following quarters to overcome any weaknesses. The system is a bit onerous to carry out in practice.

Since 2015, all civil servants are subject to performance appraisal. The regulation on performance appraisal applies to civil servants holding administrative positions in the 3<sup>rd</sup> through 7<sup>th</sup> classifications.