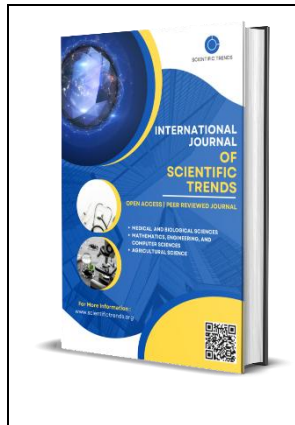


Legal Mechanisms for Improving the Qualifications and Potential of Civil Servants

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Abstract

The formation of human capital within the system of state authorities is not limited to the selection of personnel and their appointment to positions. In modern public administration, human capital is regarded as a dynamic resource that must be continuously renewed and developed. From this perspective, the system of retraining and advanced training of civil servants is one of the central legal mechanisms for the development of human capital.

Keywords:

Introduction

Scholarly literature emphasizes that a civil servant cannot work effectively throughout the entire period of public service relying only on knowledge and skills acquired once.¹ Socio-economic changes, digital transformation, and the renewal of management technologies require civil servants to acquire new competencies on a regular basis. Therefore, the legal regulation of the retraining and advanced training system is aimed at ensuring the stability and effectiveness of the institution of public service.

In the Republic of Uzbekistan, relations in the field of retraining and advanced training of civil servants are regulated on the basis of legislation, presidential decrees and resolutions, as well as regulatory legal acts of authorized bodies. This legal framework provides for state policy-level support for the professional development of civil servants. Analysis shows that in recent years systematic reforms have been carried out in this area, and the concept of personnel training is being reconsidered.

By Decree of the President of the Republic of Uzbekistan No. PF-95 dated 19 June 2025, “On Measures to Organize the Civil Service on the Basis of New Approaches and to Form a Corps of Professional and Performance-Oriented Civil Servants,” the following main directions for organizing the civil service on the basis of new approaches in 2025-2026 were defined:

- a) introduction of modern methods, mechanisms, and an integrated system for working with personnel in state bodies;
- b) formation of a reserve of capable and promising managerial personnel in state bodies and further improvement of the system for training a new generation of managerial staff;

¹ Becker G. *Human Capital*. Chicago: University of Chicago Press, 1993.
<https://www.nber.org/system/files/chapters/c3730/c3730.pdf>

- c) organization and monitoring of the continuous development of the necessary knowledge and professional competencies of employees from the moment they are admitted to the civil service (hereinafter, public service) throughout their entire employment activity;
- d) increasing women's interest, motivation, and confidence in the sector in order to involve them more widely in public service;
- e) implementation of the Strategy for the Development of the Civil Service until 2030;
- f) strengthening public confidence in state bodies by ensuring strict compliance by civil servants (hereinafter, civil servants) with rules of ethics in the performance of their official duties and by developing their professional culture;
- g) introduction of attractive remuneration mechanisms aimed at strengthening civil servants' motivation for effective work, developing their professional skills, and increasing their interest in high performance.²

Beginning in 2026, it is envisaged to launch the "TOP-100" program for identifying and selecting talented managers and leaders, as well as new-generation executives. It is also planned to gradually introduce a system for advance planning of the quantitative and qualitative composition of human resources capable of ensuring the effective performance of the tasks and functions assigned to state bodies and for their continuous development.

Retraining is usually associated with the appointment of a civil servant to new duties or another position and implies a fundamental renewal of his or her basic knowledge. Advanced training, in turn, is aimed at improving the existing professional potential of the civil servant in accordance with modern requirements. The legal distinction between these two institutions ensures a clear and targeted approach to human capital management.

The results of comparative analysis show that in developed countries the retraining and advanced training of civil servants are considered mandatory and continuous processes.³ For example, in France and Germany, civil servants are required to undergo professional training at established intervals, and this requirement is directly linked to their service career. In Uzbekistan, legal mechanisms aimed at introducing elements of this practice are also being formed.

The legal regulation of the advanced training system defines the professional development of a civil servant not merely as a matter of personal initiative, but as an institutional obligation. This increases the efficiency of resources invested in human capital. From a scholarly perspective, such an approach contributes to the formation of a "learning organization" model in public service.⁴

At the same time, the system of retraining and advanced training should not be limited only to formal courses. If these processes are detached from practical needs or are not connected with real management tasks, they will not have the expected impact on the quality of human capital. Therefore, it is important that regulatory legal acts specifically emphasize the close connection between the content of education and official service activity.

² Decree of the President of the Republic of Uzbekistan No. PF-95 dated 19 June 2025, "On Measures to Organize the Civil Service on the Basis of New Approaches and to Form a Corps of Professional and Performance-Oriented Civil Servants," National Legislative Database, 23.06.2025, No. 06/25/95/0531; 19.09.2025, No. 10/25/3676/0848; 15.11.2025, No. 10/25/3705/1055; 09.12.2025, No. 06/25/243/1128; 10.12.2025, No. 06/25/246/1142; 19.12.2025, No. 06/25/252/1176.

³ OECD. *Developing Skills for Public Sector Leadership*. Paris, 2017.

⁴ Senge P. *The Fifth Discipline: The Art and Practice of the Learning Organization*. New York, 2006. <https://www.e-education.psu.edu/geog468/sites/www.e-education.psu.edu/geog468/files/TheFifthDiscipline.pdf>

It should be noted that the retraining and advanced training system also changes civil servants' attitude toward service. If a civil servant feels that his or her professional development is supported by the state, he or she becomes more responsible and more initiative-oriented in his or her activities. This, in turn, leads to an improvement in the quality of public administration.

In conclusion, the legal regulation of the system for retraining and advanced training of civil servants is a key mechanism that ensures the continuity of human capital development. The effectiveness of this system is directly linked to its clear legal regulation, practical orientation, and integration with career planning in public service.

Specialized educational institutions play a particularly important role in ensuring the development of human capital within the system of state authorities. If the legal foundations of retraining and advanced training are defined at the level of state policy, the practical implementation of this policy is assigned precisely to the Academy of Public Policy and Administration under the President of the Republic of Uzbekistan and to other professional educational institutions. In this sense, these institutions constitute the practical and institutional foundation for the formation of human capital in public service.

The Academy of Public Policy and Administration under the President of the Republic of Uzbekistan operates as a central institution that provides special training, retraining, and advanced training for civil servants. The legal status and powers of the Academy are determined by relevant regulatory legal acts, and its activity is aimed at the professionalization of the public administration system.⁵ Analysis shows that in training civil servants the Academy does not limit itself to providing theoretical knowledge, but pays particular attention to the formation of managerial competencies.

The main task of the Academy of Public Policy and Administration is to develop in civil servants a set of complex competencies such as strategic thinking, legal analysis, decision-making, leadership, and teamwork. This indicates that human capital is approached not from a narrow sectoral perspective, but through a systemic approach. Reports of international organizations also assess the existence of specialized academies for public service as an important condition for the effectiveness of personnel policy.⁶

At the same time, the professional development of civil servants should not be confined to a single institution. Professional educational institutions, higher education organizations, and sectoral training centers also play an important role in preparing human capital for public service. They provide civil servants with specific sectoral knowledge, legal updates, and practical skills. This situation shows that, along with general managerial competencies, sectoral specialization is also becoming increasingly important in public service.

Comparative analysis shows that public administration academies occupy a central place in personnel policy in many countries. For example, in France, ENA (now the Institut national du service public), and in Korea, the National Human Resources Development Institute, play a

⁵ Decree of the President of the Republic of Uzbekistan No. PF-78 dated 5 May 2025, "On Measures to Further Improve the System of Targeted Training of Promising Personnel and Their Effective Involvement in Public Administration and Public Service," National Legislative Database, 13.05.2025, No. 06/25/78/0434; 07.10.2025, No. 06/25/178/0900; 01.11.2025, No. 06/25/201/1000; 09.12.2025, No. 06/25/243/1128.

⁶ OECD. *Enhancing Competitiveness in Central Asia*.

https://www.oecd.org/content/dam/oecd/ru/publications/reports/2018/02/enhancing-competitiveness-in-central-asia_g1g876fa/9789264290129-ru.pdf

decisive role in training civil servants.⁷ These institutions function not only as educational organizations, but also as intellectual centers of public administration reforms. It can be noted that the development of the Academy of Public Policy and Administration in Uzbekistan is consistent with these international trends.

An important point is that the effectiveness of the Academy of Public Policy and Administration and professional educational institutions depends on the extent to which their educational programs are aligned with the practice of public administration. If training courses are closely connected with real managerial problems, changes in legislation, and institutional reforms, they have a significant impact on the quality of human capital. Otherwise, the educational process may acquire a merely formal character.

It should be emphasized as an argument that the existence of specialized educational institutions for civil servants increases the institutional value of knowledge and competencies in service careers. If study at the Academy is viewed as linked to promotion or appointment to positions of responsibility for a civil servant, education becomes a strong motivational factor in the development of human capital.

At the same time, under modern conditions, public administration academies should not be limited to traditional classroom instruction; they should also introduce research, analytical activity, and innovative forms of education. This turns them into centers that create and disseminate knowledge within the public administration system. In scholarly sources, such institutions are described as “policy schools” or “governance hubs.”⁸

In conclusion, the Academy of Public Policy and Administration and professional educational institutions are the institutional foundation for the development of human capital in public service. In the master’s programs of the Academy of Public Policy and Administration, disciplines in the areas of “Public Administration,” “Public Policy,” “Integrated Territorial Development,” “Human Resource Development,” and “Public Finance Management” are studied in depth for a period of up to 18 months.

Their legal status, educational programs, and practical orientation directly influence the degree of professionalization of the public administration system. In this sense, improving the activities of these institutions is an important condition for the effective development of human capital within state authorities.

Digital transformation processes are fundamentally changing the requirements imposed on human capital in the public administration system. If legal knowledge and administrative experience were predominant in traditional public service models, today civil servants are required to possess digital competencies, the ability to work with data, and innovative thinking. Therefore, the development of e-learning and digital skills is becoming an important legal and institutional mechanism for the formation of human capital in public service.

⁷ OECD. *Public Service Leadership and Capability*. Paris, 2020.

⁸ Sheverdyayev S. N. *Management of Conflicts of Interest of Persons Holding State and Municipal Positions: A Constitutional-Legal Analysis*. Monograph. Moscow, 2021.

https://www.law.msu.ru/uploads/files/%D0%9C%D0%BE%D0%BD%D0%BE%D0%B3%D1%80%D0%B0%D1%84%D0%B8%D1%8F_%D0%A8%D0%B5%D0%B2%D0%B5%D1%80%D0%B4%D1%8F.pdf

In scholarly literature, digital competencies are assessed as an integral part of the modern “professional profile” of a civil servant.⁹ They include such skills as the use of information and communication technologies, work with e-government platforms, data analysis, the basics of cybersecurity, and digital ethics. These competencies contribute to making the activity of a civil servant faster, more transparent, and more result-oriented.

In the Republic of Uzbekistan, the development of e-learning and digital competencies has been defined as one of the priority areas of state policy. Presidential decrees and resolutions establish tasks related to training civil servants in digital skills, introducing distance learning formats, and transitioning to an innovative personnel policy.¹⁰ This legal framework is aimed at turning e-learning into an institutional component of human capital development in public service.

The advantages of e-learning are primarily related to its coverage and flexibility. Distance learning courses allow civil servants to improve their knowledge and skills without leaving their workplace. This turns advanced training into a continuous process. Scholarly analyses show that e-learning contributes to the practical implementation of the concept of “lifelong learning” in public service.¹¹

Comparative analysis shows that in developed countries the development of digital competencies is a core element of the system for training civil servants. For example, in Estonia and Singapore, mandatory training programs on digital skills for civil servants exist, and they have made it possible to achieve a high level of e-government effectiveness.¹² Uzbekistan also has opportunities to use this experience within the framework of the concepts of e-government and digital state.

Issues related to digital competencies are closely connected with the concept of innovative personnel policy. Innovative personnel policy in public service is aimed not merely at preserving existing processes, but at forming human capital capable of developing new solutions. This requires civil servants to possess critical thinking, initiative, and openness to technologies.

However, a number of risks also exist in the process of introducing e-learning and digital competencies. Scholarly literature notes that if digital education acquires a formal character or is limited only to technical skills, it may not have the expected impact on the quality of human capital.¹³ Therefore, the content of e-learning must be harmonized with the real needs and legal environment of public administration.

It should be emphasized as an argument that digital competencies also qualitatively transform civil servants’ relations with the public. The provision of services through electronic platforms, the use of open data, and digital communication with citizens increase transparency and trust in public administration. This strengthens the social effect of human capital development.

At the same time, digital competencies in innovative personnel policy must also be integrated with legal and ethical issues. Cybersecurity, protection of personal data, and digital ethics are becoming

9 OECD. *Skills for a Digital Government*. Paris, 2019.

https://www.oecd.org/content/dam/oecd/en/publications/reports/2017/04/innovation-skills-in-the-public-sector_g1g7847d/9789264273283-en.pdf

10 Decree of the President of the Republic of Uzbekistan No. PF-6079 dated 5 October 2020, “On Approval of the Digital Uzbekistan - 2030 Strategy and Measures for Its Effective Implementation.” <https://lex.uz/docs/5030957>

11 European Commission. *Digital Education Action Plan*. Brussels, 2020.

12 World Bank. *GovTech: Putting People First*. Washington, DC, 2021.

13 Selwyn N. *Education and Technology: Key Issues and Debates*. London, 2016.

part of the modern responsibility of civil servants. This requires legal knowledge to be a priority in e-learning programs as well.

In conclusion, e-learning, digital competencies, and innovative personnel policy represent the modern direction of human capital development within the system of state authorities. The legal consolidation of these mechanisms and their enrichment with practical content serve to ensure professionalism, efficiency, and competitiveness in public service. In this sense, digital transformation should be regarded as a strategic factor in human capital management in public service.

Improving the qualifications and potential of civil servants is one of the main practical directions for the development of human capital. For this process to be effective, it must be ensured not only through organizational measures, but also through clear and consistent legal mechanisms.

The improvement of the qualifications and potential of civil servants can be systematically ensured through legal mechanisms. If retraining, advanced training, and digital education are implemented in an interconnected manner, the development of human capital acquires a continuous and sustainable character. At the same time, assessing these mechanisms and legally linking them with career growth increases the professional motivation of civil servants. This contributes to the formation of an effective and legally grounded model for the development of human capital in the public administration system.