THE STATE REGISTER OF CIVIL SERVICE POSITIONS AND QUALIFICATION RANKS IN UZBEKISTAN: CRITERIA FOR LEGAL DIFFERENTIATION

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Annotatsiya. *Mazkur maqolada O‘zbekiston Respublikasida davlat fuqarolik xizmati lavozimlari Davlat reyestri hamda davlat fuqarolik xizmatchilarining malaka darajalari o‘rtasidagi huquqiy bog‘liqlik tahlil qilinadi. Tadqiqotning asosiy maqsadi lavozim, unga qo‘yiladigan malaka talablari, xizmatchining individual malaka darajasi, xizmat bo‘yicha o‘sish va mehnatga haq to‘lash o‘rtasidagi huquqiy aloqaning izchilligini baholashdan iborat. Formal-yuridik, tizimli va funksional tahlil asosida Davlat reyestri oddiy lavozimlar ro‘yxati emas, balki davlat fuqarolik xizmatini vertikal va gorizontal differensiasiya qilishning huquqiy asosi ekanligi asoslantiriladi. Malaka darajasining lavozimga tegishli maksimal chegarasi bilan xizmatchining individual kasbiy maqomini farqlash taklif etiladi. Maqolada “lavozim – malaka talabi – malaka darajasi – xizmat bo‘yicha o‘sish – mehnatga haq to‘lash”dan iborat besh elementli huquqiy model ishlab chiqilgan.*

Kalit so‘zlar: *davlat fuqarolik xizmati, Davlat reyestri, davlat fuqarolik xizmati lavozimi, malaka darajasi, malaka talablari, xizmat bo‘yicha o‘sish, mehnatga haq to‘lash, huquqiy differensiasiya.*

Аннотация. *В статье исследуется правовая взаимосвязь Государственного реестра должностей государственной гражданской службы и квалификационных уровней государственных гражданских служащих Республики Узбекистан. Цель исследования состоит в оценке последовательности правовой связи между должностью, квалификационными требованиями, индивидуальным квалификационным уровнем служащего, карьерным продвижением и оплатой труда. На основе формально-юридического, системного и функционального анализа обосновывается, что Государственный реестр следует рассматривать не*

как простой перечень должностей, а как правовую основу вертикальной и горизонтальной дифференциации государственной гражданской службы. Предлагается разграничивать максимальный квалификационный уровень, предусмотренный для должности, и индивидуальный квалификационный статус государственного служащего. Разработана пятиэлементная модель: «должность – квалификационные требования – квалификационный уровень – карьерное продвижение – оплата труда».

Ключевые слова: *государственная гражданская служба, Государственный реестр, должность государственной гражданской службы, квалификационный уровень, квалификационные требования, карьерное продвижение, оплата труда, правовая дифференциация.*

Abstract. *This article examines the legal relationship between the State Register of Civil Service Positions and the qualification ranks of state civil servants in the Republic of Uzbekistan. The study evaluates the coherence of the legal links between a civil service position, qualification requirements, an individual qualification rank, career progression and remuneration. Using formal-legal, systemic and functional methods, the article argues that the State Register should be understood not merely as an administrative list of positions but as the legal foundation for vertical and horizontal differentiation within the civil service. It proposes distinguishing between the maximum qualification rank attached to a particular position and the individual professional qualification status of the civil servant. On this basis, a five-element legal model is proposed: position – qualification requirements – qualification rank – career progression – remuneration.*

Keywords: *state civil service, State Register, civil service position, qualification rank, qualification requirements, career progression, remuneration, legal differentiation.*

Introduction

A professional civil service requires not only transparent recruitment procedures but also a coherent legal mechanism for differentiating positions, professional requirements, levels of responsibility, career status and remuneration. If these elements operate independently, the formal classification of civil service positions does not necessarily create a predictable professional career system. Conversely, their normative integration makes it possible to connect appointment, professional development, promotion and remuneration within a single legal framework.

The Law of the Republic of Uzbekistan "On State Civil Service" No. ZRU-788 of 8 August 2022 laid the legal foundation for such a system. The Law provides for the State Register of civil service positions and establishes the division of positions into political, managerial and auxiliary groups, while qualification ranks are differentiated according to the relevant groups and categories [1].

The institutional framework was substantially developed by Presidential Decree No. PF-95 of 19 June 2025 "On Measures to Organise the State Civil Service on the Basis of New Approaches and to Form a Corps of Professional and Performance-Oriented Civil Servants". The Decree approved the State Register of civil service positions at republican, territorial and district (city) levels and established a separate procedure for assigning qualification ranks to state civil servants [2]. The current regulation establishes ten qualification ranks and links their assignment to education, length of service, professional development, the position occupied and, as a general rule, a positive conclusion of the qualification commission [2].

Therefore, the contemporary legal problem is no longer the absence of a State Register or qualification ranks. The more important question is whether the existing legal framework establishes a coherent relationship between the institutional status of a position and the professional status of the person occupying it.

Accordingly, the purpose of this study is to determine the legal relationship between five interconnected elements of civil service: civil service position → qualification requirements → qualification rank → career progression → remuneration.

The central research question is whether the existing regulatory framework provides sufficiently clear criteria for using these elements as an integrated mechanism of professional and legal differentiation in the civil service.

Materials and Methods

The normative basis of the study consists of the Law of the Republic of Uzbekistan "On State Civil Service", Presidential Decree No. PF-95 of 19 June 2025 and its annexes regulating the State Register and qualification ranks, as well as Presidential Decree No. PF-129 of 7 August 2025 concerning remuneration and material incentives for employees of local executive authorities [1–3].

The study employs the formal-legal method to analyse the normative content of the concepts of civil service position, position group, category, qualification requirement and qualification rank. The systemic method is used to identify the

relationship between these categories and recruitment, professional development, career progression and remuneration.

A structural-functional method is applied to distinguish the institutional function of the State Register from the individual legal function of qualification ranks. Legal modelling is subsequently used to construct an integrated model of professional differentiation in which each element has a defined legal effect on the subsequent stage of a civil servant's career.

Results

The first result concerns the legal nature of the State Register. Under the current legislation, the Register performs a classification function by systematising civil service positions according to the level of the state body, position group, category and qualification rank [1; 2]. Consequently, its legal significance exceeds that of a simple list of positions.

The State Register establishes an institutional hierarchy within the civil service. The position exists independently of the particular person occupying it and reflects the organisational place, functions and level of responsibility associated with public authority. The Register therefore constitutes a legal mechanism of both vertical differentiation, between positions of different hierarchical levels, and horizontal differentiation, between comparable positions within different public bodies.

The second result concerns the legal nature of the qualification rank. The Regulation approved under PF-95 establishes ten qualification ranks: Senior Adviser, first-, second- and third-class Adviser, as well as first- to sixth-class Civil Servant [2]. Qualification ranks are generally awarded sequentially and take into account the civil servant's higher education, relevant work experience, professional-development certification, qualification commission assessment and the position occupied [2].

This allows two different legal categories to be distinguished. The position-related qualification ceiling describes the level of qualification that may correspond to a particular position in the State Register. The individual qualification rank, by contrast, characterises the professional status acquired by the particular civil servant. Thus, the legal status of a position and the professional status of the civil servant should not be treated as identical categories.

The third result concerns career progression. The existing regulation recognises a relationship between appointment to a higher position and advancement in qualification rank [2]. However, the reverse relationship is less explicitly defined. Possession of a higher qualification rank does not

automatically create a right to appointment to a higher position, which is justified by the principles of competitive recruitment and merit.

At the same time, if qualification rank is intended to reflect professional competence and accumulated service experience, it should have a clearly defined legal significance in assessing the civil servant's readiness for career progression. Otherwise, qualification rank risks remaining primarily a formal status indicator.

The fourth result concerns remuneration. The Regulation on qualification ranks expressly provides that the amount of additional payments for qualification ranks is determined by the President of the Republic of Uzbekistan [2].

This mechanism has already been developed for local executive authorities. Annex 4 to Presidential Decree No. PF-129 of 7 August 2025 establishes supplements to the official salary according to qualification rank. The supplements range from 5 per cent for a sixth-class civil servant to 40 per cent for a second-class adviser [3].

This confirms that qualification rank already performs not only a status function but also a material-incentive function within certain segments of the civil service.

Discussion

The results demonstrate that Uzbekistan has already created the principal legal institutions necessary for building an integrated career and qualification model. The next stage should therefore focus not primarily on creating new classifications but on strengthening the functional relationship between existing legal categories.

First, the State Register should be conceptualised as the legal status framework of the civil service position. It should determine the position's place in the administrative hierarchy, its group and category, the qualification requirements associated with it and the permissible range of qualification ranks.

Second, the individual qualification rank should be regarded as an element of the professional legal status of the civil servant. It should reflect not merely the position currently occupied but the professional development accumulated by the individual through education, service experience, competence development and professional assessment.

Accordingly, the following distinction is proposed: State Register — institutional legal status of the position; qualification rank — individual professional status of the civil servant.

This distinction is important for career mobility. If a qualification rank is attached exclusively to the current position, it loses much of its function when a

person moves between state bodies. By contrast, recognition of the rank as an individual element of professional status may facilitate horizontal mobility and ensure greater continuity of a civil-service career.

Third, the relationship between qualification rank and promotion requires additional legal clarification. Qualification rank should not create an automatic entitlement to promotion. Such an approach would contradict merit-based recruitment and competition. Nevertheless, an appropriate qualification rank may legitimately operate as one of the objective indicators of professional readiness for a higher position.

Therefore, qualification rank may be taken into account together with professional competence, performance results, training and other legally established criteria when a civil servant participates in an internal competition, is considered for a talent reserve or seeks vertical career advancement.

Fourth, remuneration should reflect the distinction between the legal value of the position and the professional qualification of the person.

In this respect, the following structure can be proposed: position-based salary + qualification-rank component + performance-related component + legally justified special supplements.

The position-based component reflects the complexity, responsibility and functional significance of the particular office. The qualification component reflects the recognised professional level of the civil servant. The performance component reflects actual results.

The legal relevance of this distinction can already be observed in PF-129, where qualification-rank supplements are calculated separately from the official salary [3].

On the basis of the analysis, the following five-element model of legal differentiation is proposed: POSITION → QUALIFICATION REQUIREMENTS → INDIVIDUAL QUALIFICATION RANK → CAREER PROGRESSION → REMUNERATION.

The model does not imply an automatic transition from one element to another. Instead, each preceding element should possess a legally defined relevance for the next stage.

A position determines the professional requirements necessary to perform the corresponding public functions. Qualification requirements establish the baseline conditions for appointment. Qualification rank records the recognised professional development of the individual civil servant. Qualification rank, together with competence and performance indicators, becomes relevant to

further career mobility. Finally, achievement of a higher qualification rank should produce a transparent and predictable remuneration consequence.

Such an approach would allow the State Register and qualification-rank system to operate as interconnected elements of a career-based civil service rather than as parallel personnel classifications.

Conclusion

The current legislation of Uzbekistan has established a developed legal framework for the classification of civil service positions and the assignment of qualification ranks. The State Register introduced under the Law "On State Civil Service" and operationalised through Presidential Decree No. PF-95 forms the institutional basis for differentiating positions by level, group, category and qualification rank [1; 2].

At the same time, further development is required in relation to the legal consequences arising from the interaction of these classifications.

First, a clear distinction should be maintained between the qualification characteristics of the position and the individual qualification rank of the civil servant.

Second, qualification rank should be legally connected with professional development and career mobility without creating an automatic right to promotion.

Third, comparable qualification ranks should have sufficiently predictable legal consequences for remuneration. The approach already introduced for local executive authorities under PF-129 demonstrates a practical mechanism for establishing a separate qualification-rank component of remuneration [3].

Fourth, the State Register should be regarded not merely as an administrative inventory of positions but as the legal foundation for vertical and horizontal differentiation within the civil service.

The principal result of the study is therefore the proposed integrated model: position → qualification requirements → qualification rank → career progression → remuneration.

The implementation of this model would strengthen the coherence between the institutional hierarchy of public bodies and the individual professional development of civil servants and would contribute to a more predictable merit-based career system.

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