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Good Governance in Georgia Program

Recruitment Processes for Entry into Georgian Civil Service
Good Governance in Georgia (G3) Program
Consultancy Assessment Report and Recommendations

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June 7, 2014*

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I wish to extend a thank you to members of the G3 Program USAID for their support for this consultancy as well as my international colleagues. All were helpful in assisting me to understand the reality of human resources management in Georgia and its significant challenges in moving forward on reform.

I truly appreciate the support of Natia Kaldani who took on the significant administrative role of arranging the meetings and roundtable/workshop discussion of the Government Working Group on Civil Service Reform. Also, she took the time to collect background information and provide support in finalizing the document. Thank you Natia.

Linda Buchanan

Executive Summary

The objectives of this consultancy are to:

- conduct an assessment of the current challenges for recruitment into entry-level positions into the civil service as well as an analysis of relevant statistical data related to the management of recruitment processes;
- describe the best recruitment practices from Eastern European countries with respect to preliminary qualification examinations; and
- develop fact-based recommendations to address recruitment issues aligned with the Civil Service Reform Concept including the introduction of preliminary qualification exams.

The consultancy is included in the three-year work plan of the USAID Good Governance in Georgia (G3) Program and builds on previous completed initiatives. In addition, two other consultancies are currently being carried out although they have not yet been completed. These consultancies are (1) classification and compensation and (2) a Civil Service Bureau (CSB) functional review. The findings and recommendations of this report have been discussed with the international colleagues and their initial perspectives have been taken into consideration.

To conduct the assessment of the current challenges for recruitment, the Law of Georgia on Civil Service and the Procedure for Conduct of an Open Competition were reviewed; a random selection of Job Vacancy Announcements on the Civil Service Bureau website were analyzed; and interviews were held with the Heads of HR and other representatives of institutions selected by the G3 Program staff. The data analyzed for this report was provided by the Civil Service Bureau.

The findings were discussed and validated at a roundtable/workshop of the Government Working Group on Civil Service Reform. The draft recommendations were also discussed with the Working Group and their feedback was integrated into the development of the recommendations.

In essence, the proposed role for the CSB will be to provide leadership and be given authority to ensure consistent and quality recruitment across the Georgian Civil Service. The recommendations are set out below.

Recommendation	Priority Timeframe
<p>1. Quality of Work Descriptions</p> <p>CSB develop standards for developing work descriptions. The CSB lead the identification of training needs and arrange for the design and delivery of courses for specialist HR staff.</p>	<p>Immediate 1 year</p>
<p>2. Valid Occupational Data</p> <p>A. CSB explore the utility of using the ISCO system or the current system used by the Ministry of Finance to categorize occupational groups within its Jobs Vacancy Data Base. If the decision is made to adopt a system, the CSB develop an action plan to implement the system and require organizations to include the unit group (four-digit code) in the work description formats.</p> <p>B. Job Shortages</p>	<p>Immediate 1 year</p>

<p>For occupations in which there are shortages of qualified applicants, the CSB assist institutions to develop strategies to address the issue. Options may include negotiation with the newly established International Education Centre and liaison with universities to develop new programs.</p>	
<p>3. Two-stage Assessment Process</p> <p>A two-stage assessment process be adopted across the civil service. As a first stage, mandatory testing of basic skills common to job families such as language and computer skills be required. The CSB work collaboratively with institutions to develop 3 levels of competency, have tests designed and arrangements made to have candidates pre-tested. For candidates successfully passing the tests, the results be valid for a set period of time such as 3 years. If this recommendation is accepted, the CSB would need to adjust its data base to include test results and share them with institutions across the public sector.</p> <p>As a second stage, institutions be responsible for their own assessments of qualifications either against job vacancy requirements and/or career paths.</p>	<p>Medium Term 2-3 years</p>
<p>4. Recruitment Standards</p> <p>CSB develop recruitment standards for written tests and interviews collaboratively with HR Heads. CSB monitor for compliance.</p> <p>Standards would also include guidelines on the composition of Selection Commissions and their functioning.</p>	<p>Medium Term 2-3 years</p>
<p>5. Training – HR Specialists</p> <p>CSB lead the development of mandatory certification training for HR specialists having responsibility for recruitment processes. The course take into consideration a system that is both position and career-based. Selection Commissions would be required to have one certified HR specialist as a member for each recruitment process.</p>	<p>Medium 2-3 years</p>
<p>6. Training- Managers</p> <p>CSB lead the development of mandatory certification training for managers involved in recruitment processes. Managers would be required to have this certification to be eligible for appointment to a Selection Commission.</p>	<p>Medium Term 2-3 years</p>
<p>7. Reserve Lists</p> <p>Institutions be allowed to develop reserve lists through open competitive processes.</p>	<p>Medium Term 2-3 years</p>
<p>8. A separate Claims Commission be set up and report to the Head of the CSB as an independent and impartial organization. The Commission be responsible for investigating and hearing appeals.</p>	<p>Long Term 3+ years</p>
<p>9. Outreach</p> <p>CSB develop outreach initiatives targeted to different public sector communities including teenagers to apprise them of the career opportunities, the nature of work in the public sector and the recruitment process.</p>	<p>Long Term 3+ years</p>

10. CSB lead the process of drafting a new Law on Georgia Civil Service and include provisions that support implementation of these recommendations along with those of other HR consultancies.	Long Term 3+ years
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TABLE OF CONTENTS

1. OBJECTIVES.....	1
2. GOOD GOVERNANCE IN GEORGIA (G3) PROGRAM.....	1
3. CONCEPTUAL FRAMEWORK FOR CONSULTANCY.....	2
A. HUMAN RIGHTS LEGISLATION.....	2
B. STAKEHOLDERS AND PERCEPTIONS OF THE RECRUITMENT PROCESS IN PUBLIC SECTOR ORGANIZATIONS.....	3
C. RECRUITMENT AS AN INTEGRATED FUNCTION IN HUMAN RESOURCE MANAGEMENT.....	5
4. METHODOLOGY.....	6
5. GEORGIA CIVIL SERVICE – EMPLOYEE NUMBERS.....	7
6. LAW OF GEORGIA ON CIVIL SERVICE – APPLICATION TO PUBLIC SECTOR.....	7
7. LAW OF GEORGIA ON CIVIL SERVICE – CENTRAL GOVERNMENT LEVEL – LEGAL REQUIREMENTS AND COMMON PRACTICES.....	9
A. PRINCIPLES.....	9
B. RECRUITMENT PROCESS.....	9
C. JOB VACANCY ANNOUNCEMENT.....	10
D. SELECTION PROCESS.....	10
E. APPOINTMENT PROCESS.....	11
F. APPEAL PROCESS.....	11
8. FINDINGS.....	11
A. DESCRIPTION OF AVAILABLE RECRUITMENT DATA.....	11
A. i. ISSUES WITH RECRUITMENT DATA.....	13
B. RESULTS OF REVIEW OF JOB VACANCY ANNOUNCEMENTS.....	14
C. QUALIFICATION REQUIREMENTS AND FIRST ASSESSMENT AGAINST JOB ANNOUNCEMENT CRITERIA.....	14
D. INDIVIDUAL TESTING AND QUALIFICATION REQUIREMENTS	15
E. WRITTEN TESTS.....	15
F. ORAL TESTS.....	16
G. INTERVIEWS.....	16

H. CLAIMS COMMISSION.....	16
9. BEST PRACTICES – MODELS FOR RECRUITMENT OF PUBLIC SERVANTS- EASTERN EUROPEAN COUNTRIES.....	17
A. CROATIA.....	17
B. POLAND.....	18
C. ALBANIA.....	18
10. BEST PRACTICE – MODELS FOR RECRUITMENT OF PUBLIC SERVANTS- GEORGIAN MINISTRY OF DEFENCE.....	20
11. BEST PRACTICES –OCCUPATIONAL EMPLOYMENT DATA.....	20
12. GEORGIA CIVIL SERVICE REFORM CONCEPT (FEBRUARY 2014) – RECRUITMENT....	21
13. CRITERIA FOR DEVELOPMENT OF RECOMMENDATIONS.....	22
A. IMPLEMENTABLE RECOMMENDATIONS.....	22
B. INCREMENTAL APPROACH TO CHANGE.....	22
C. TIMELY PROGRESS.....	22
D. CIVIL SERVICE REFORM CONCEPT.....	22
14. PROPOSED RECOMMENDATIONS AND TIMEFRAMES FOR IMPLEMENTATION.....	23
15. PROJECTED COSTS TO IMPLEMENT RECOMMENDATIONS.....	26
16. PROPOSED CSB FUNCTIONAL HR ORGANIZATIONAL STRUCTURE.....	26

APPENDIXES

APPENDIX I	List of Institutions
APPENDIX II	PowerPoint Presentation, Government Working Group on Civil Service Reform
APPENDIX III	Flowchart of Recruitment Process
APPENDIX IV	CSB Recruitment Data for Government Fiscal Year 2013 and 2012 Separately
APPENDIX V	Ministry of Defense Regulation of Conducting Open Competitions and Personnel Recruitment Process
APPENDIX VI	International Standard Classification of Occupations (ISCO-08) Professional Group, Information and Communications Technology Professionals
APPENDIX VII	Proposed Functional Organizational Structure of Civil Service Bureau, Human Resources Department Functions

1. OBJECTIVES

The objectives of this consultancy are to:

- conduct an assessment of the current challenges for recruitment into entry-level positions into the civil service as well as an analysis of relevant statistical data related to the management of recruitment processes;
- describe the best recruitment practices from Eastern European countries with respect to preliminary qualification examinations; and
- develop fact-based recommendations to address recruitment issues aligned with the Civil Service Reform Concept including the introduction of preliminary qualification exams.

2. GOOD GOVERNANCE IN GEORGIA (G3) PROGRAM

The consultancy is included in the three-year work plan of the USAID Good Governance in Georgia (G3) Program. The work plan was initiated in 2011 and is expected to be completed by December 2014. This consultancy builds on previously completed human resource management initiatives including the following:

- facilitation of the development of the new Civil Service Reform Concept in cooperation with the GoG and other international funders to provide a systematic and modernized approach to human resources management across the Georgian civil service. Final revision and approval of the Concept is being led by the CSB. Approval by the GoG is expected shortly;
- delivery of short-term courses by local service providers to approximately 3000 civil service employees and managers to enhance their skills and knowledge in ten areas of governance ;
- development and delivery of short-term courses in the areas of ethics, general management, human resources management, project management, and innovations in public sector relations. These courses were developed in cooperation with the Civil Service Bureau (CSB) staff and were delivered to 267 civil servants by local service providers. This initiative had two goals (1) to develop the capacity of the CSB as a provider of capacity for government employees and (2) to develop the capacity of civil servants using local private sector service providers; and
- assessment of the institutional capacities and motivations of private and public sector training suppliers to meet the training and development needs of the civil service and to propose recommendations to establish learning opportunities that are sustainable over time.

At this time, another two consultancies are being conducted. One is on classification and remuneration across the public sector. The other is a functional review of the organizational structure of the CSB. Although this consultancy will be completed before the other two, results of initial discussions with colleagues have been considered in the development of the recommendations included in this report.

3. CONCEPTUAL FRAMEWORK FOR CONSULTANCY

A. HUMAN RIGHTS LEGISLATION

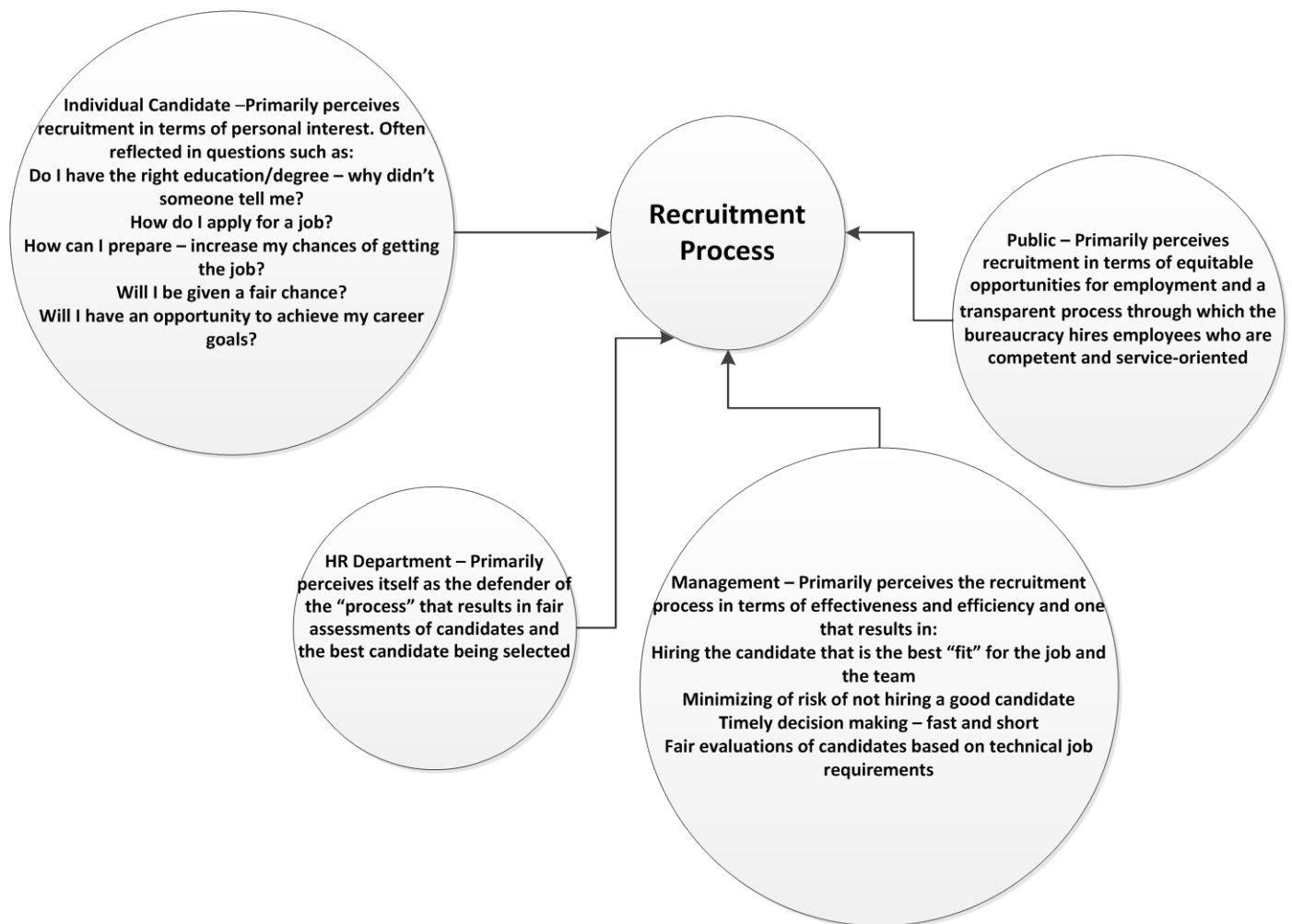
Recruitment is an important consideration in providing fair and equitable access to all citizens as provided for by human rights legislation. With respect to recruitment processes, care must be taken to ensure that anti-discrimination grounds are respected. The Georgian Law on the Elimination of All Forms of Discrimination¹ prevents discrimination on the following grounds:

- Race,
- Age,
- Skin colour,
- Language,
- Sex,
- Citizenship,
- Origin,
- Place of birth or residence,
- Property or social status,
- Religion or belief,
- National, ethnic or social origin,
- Profession,
- Marital status,
- Health,
- Disability,
- Sexual orientation, gender identity and expression,
- Political or other opinions or other characteristics.

¹ Law on the Elimination of All Forms of Discrimination, enacted May 2014.

B. STAKEHOLDERS AND PERCEPTIONS OF THE RECRUITMENT PROCESS IN PUBLIC SECTOR ORGANIZATIONS²

Primary Perceptions by Different Stakeholders in a Merit-based Public Sector Recruitment Process



Impacts

**Balancing of interests results in a competent, impartial and service-oriented workforce
Representative workforce**

Common values are shared by stakeholders but are prioritized and interpreted differently by each group. Common values include equitable access, fairness, transparency, competency, and impartiality among others.

In public sector organizations, recruitment processes are perceived differently by different stakeholders depending on their interests even though they may all share a common set of values.

² Diagram developed by Linda Buchanan for this consultancy

The public is made up of different communities some of which are geographically dispersed across a country. Normally the public views the recruitment process through the lens of equity and fairness that results in a competent and service –oriented workforce. Equity and fairness tend to be perceived by different communities through feelings that their respective members have an “equitable chance of getting a job in the public sector” and an expectation of “seeing themselves” represented in the bureaucracy.

Managers view the recruitment process through organizational performance. Due to heavy workloads, they ideally want recruitment processes that result in identifying qualified candidates who have job-ready skills and knowledge to effectively perform on-the-job from the first day of employment. The recruitment process needs to have short turn-around times with a minimum of administration. From a perspective of fairness, managers tend to hold the view that all technical written tests and interviews provide objective measures that are fair and equitable predictors of successful job performance.

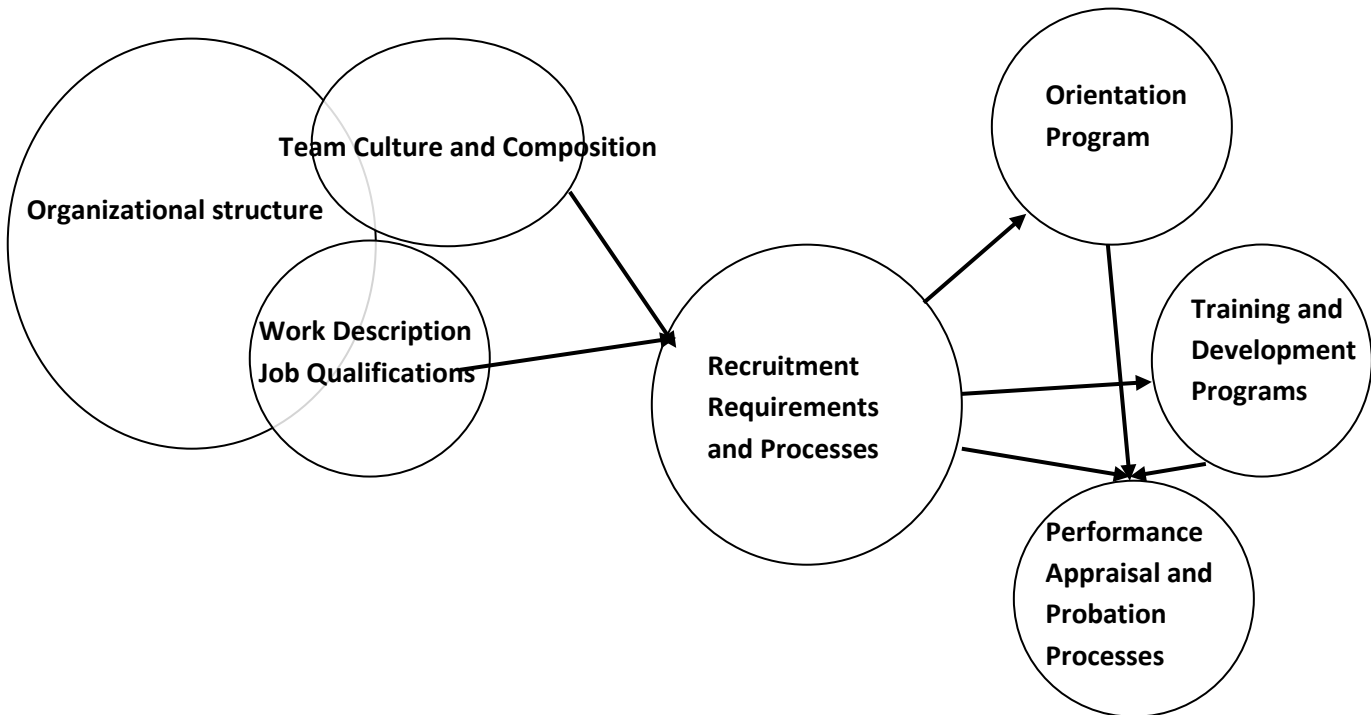
Human Resource Department representatives tend to view their role as “defenders of the system” in support of managers. Their perspective tends to support the official organizational view that all candidates are assessed objectively and fairly.

Individual candidates view the recruitment process through a lens of simply “getting the job”. Individual candidates attempt to maximize their chances to “get a job” by understanding the formal process and also informally contacting others who are inside the system to obtain information on the job functions and assessment requirements. Fairness tends to be perceived from a perspective that everyone has the same chance of “getting the job” and their extra efforts to find out information about the job should be rewarded or that everyone else is seeking informal information and that if they do not do so, they will be at a disadvantage.

Recruitment is the only human resource management process in public sector organizations that simultaneously touches the values and expectations of all three stakeholders: the public, individual candidates and management with its adjunct HR support. With respect to recruitment, it is interesting to note that the GoG revised the Law on Georgia Civil Service in 2011 to provide for greater transparency to the public, greater access of individual candidates to job vacancy announcements and improved timeliness of recruitment processes in support of managers³.

³ 2011-12 Annual Report Civil Service Bureau, pages 8 and 9.

C. RECRUITMENT AS AN INTEGRATED FUNCTION IN HUMAN RESOURCE MANAGEMENT⁴



Recruitment is a process linked to other human resource management processes. Work descriptions describe job functions of a specific job that is structured relative to other jobs within the organizational structure. All jobs contribute to the organization achieving its mandate and organizational goals. The functions of the job descriptions determine the skills, knowledge and abilities that are required for effective job performance. In some organizations the skills, knowledge and abilities are separately defined in competency profiles.

In the recruitment process in modern organizations, equally important to job technical knowledge and skills is consideration of the personal suitability that is required of new employees to fit in with the team/organizational culture. Personal suitability defines what is traditionally known as the soft skills such as communication skills, attitudes and respectful behavior. Increasingly these soft skills are being recognized as critical to support sharing of information and effective team functioning.

The function of an orientation program is to assist new recruits to quickly adapt to the organization in order to maximize job performance as quickly as possible. Effective orientation programs assist new employees to successfully pass probation as evaluated in the performance appraisal process. The structure of an orientation program depends, in part, on the number of new recruits coming into the organization and the timing of starting dates for employment.

The structure and nature of training and development programs are, in part, dependent on the qualifications, skills, knowledge and abilities of new recruits to perform the tasks for which they were hired. The timing of key courses, coaching efforts, mentoring efforts is critical to assisting the employee to successfully pass probation and effectively perform on-the-job.

⁴ Diagram developed by Linda Buchanan for this consultancy

From a human resources management perspective, recruitment processes differ depending on the extent to which the organization is a position-based system or a career-based system.

In a position-based system, recruitment is defined as “a process of identifying and hiring the best-qualified candidate (from within or outside of the public administration) for a defined vacancy, in a most timely and cost effective manner”⁵. Thus the skills, knowledge, attitude and experience requirements are based predominantly on the position requirements.

In a career-based system, recruitment is defined as “a process of identifying and hiring the best-qualified candidate (from within or outside of the public administration) for specific job families as well as for future career advancement in a most timely and cost effective manner”⁶. The skills, knowledge, attitudes and experience requirements are based on the skills, knowledge, and abilities for successful performance for a range of positions in the organization and higher level jobs.

4. METHODOLOGY

The Law of Georgia on Civil Service and its accompanying Procedure for Conduct of an Open Competition as Prescribed by the Law of Georgia on Civil Service was analyzed in detail. Other documents such as the 2011-2012 Annual Civil Service Bureau Report were reviewed. In addition, a random selection of 15 job vacancy announcements from the Civil Service Bureau website was analyzed⁷.

Meetings were held with selected Heads of Human Resources Departments. The Heads were selected by the G3 Program staff. A list of institutions is included in Appendix I. In addition, discussions were held with G3 Program staff who had previously worked in the Georgian Government.

Computer research was conducted to identify best practices from three countries two of which have already been accepted into the European Union (EU). These countries are Poland and Croatia. In addition, information from Albania has been included. Albania has requested approval for entry into the EU.

Recommendations were drafted based on the findings from document reviews, job vacancy announcement reviews and interviews as well as in consideration of the Civil Service Reform Concept.

The findings were verified at a roundtable discussion by the Government Working Group on Civil Service Reform Concept to ensure that the recommendations were fact-based. In addition, draft recommendations were presented to the Working Group and their feedback is included in the development of the final recommendations in this report. Appendix II includes the PowerPoint presentation for the discussion.

⁵ A comparative review of recruitment and selection: Procedures, processes, assessment tools, recommendations for the national Centre for Personnel Management, Civil Service reform and Modernisation of the Government of Kazakhstan, August 2012, p. 4

⁶ Definition adapted by Linda Buchanan from the definition provided in A comparative review of recruitment and selection: Procedures, processes, assessment tools, recommendations for the national Centre for Personnel Management, Civil Service Reform and Modernisation of the Government of Kazakhstan, August 2012, p. 4

⁷ Translation of the Job Vacancy Announcement was automatically provided through the internet for each Job Vacancy Announcement on the CSB website.

5. GEORGIAN CIVIL SERVICE – EMPLOYEE NUMBERS

The Georgian Civil Service has a total of 387 agencies of which 20 are ministries and 82 are legal entities of public law. There are a total of some 86,000 employees with approximately 47% being employed by LEPLs⁸.

6. LAW OF GEORGIA ON CIVIL SERVICE – APPLICATION TO PUBLIC SECTOR

Recruitment measures of the Civil Service Law of Georgia, to some degree, apply to all government institutions with the exception of religious, educational and cultural LEPLs.

Government institutions such as Legal Entities of Public Law (LEPLs) and certain occupational groups such as diplomatic personnel are required to meet only two requirements: use of competitive recruitment processes and posting of the job vacancy announcements on the CSB Job Vacancy website⁹ (www.hr.gov.ge). The diagram below depicts which institutions need only meet these two requirements and which are required to be fully compliant with the Law¹⁰. It should be noted that although each LEPL need only meet these two requirements, recruitment qualifications and processes are set out in the normative act applicable to that entity.

⁸ PowerPoint presentation, Civil service reform in Georgia, Civil Service Bureau website, September 2012 <http://csb.gov.ge/en/publications/statistics>. Note that the employee numbers do not include the Ministry of Internal Affairs, Ministry of Defence as well as educational, religious and cultural LEPLs.

⁹ Law of Georgia on Civil Service, Article 11

¹⁰ Includes the Procedure/Rule for Conduct of an Open Competition approved March 2014, Law of Georgia on Civil Service

Recruitment Processes

Institutions Covered by the Law of Georgia on Civil Service

Central Government
(Not verified)

Institutions Only Required to Meet Two Requirements of the Law (Recruit Competitively and Announce Job Vacancies on CSB Website)

LEPLs and LEPPs - Examples

Cost-Recovery: Financial Monitoring Service
Training Centers (10)

Non-profit: Civil Service Bureau
Enforcement Police Department

Institutions Required to Meet All Requirements of the Law

Occupational Groups in Ministries

Examples
Judges
Prosecutors
Military personnel
Diplomatic personnel
Penitentiary staff

Parliament
Administration of President
Chancellery
State Minister's Staff
Council of Justice
Constitutional Court
General Courts
National Bank of Georgia
State Audit Office
Office of Public Defender & agencies
Governor and Administration
Ministries³ –total 20

Ministry Subordinated Agencies – Example²
State Treasury of Ministry of Finance

Services
State Intelligence
State Security

Ministries - Examples
Ministry of Internal Affairs (MIA)
Joint Staff & Land Forces of Ministry of Defense

Notes

¹ Some ministry subordinated agencies are not covered by the Law and some occupational groups of both ministries and agencies are not covered by the Law

² As a general assertion, while ministries function to develop policies, LEPLs and subordinated agencies of ministries function to deliver programs and services emanating from policies

³ Diplomatic personnel includes all staff in the Ministry of Foreign Affairs

⁴ Religious, educational and cultural LEPLs are not required to hold competitive recruitment processes for filling vacant positions

5. LAW OF GEORGIA ON CIVIL SERVICE – CENTRAL GOVERNMENT LEVEL – LEGAL REQUIREMENTS AND COMMON PRACTICES

A. PRINCIPLES

Competitive recruitment processes are required to fill all vacancies with the exception of civil servants appointed or elected by the President of Georgia, the Parliament of Georgia, and Chairman of the Parliament of Georgia or the Prime Minister¹¹.

The Georgian principles for the competitive recruitment process are: legality, fairness, openness, non-discrimination, objectivity and impartiality¹². These principles are harmonized with the European principles of administrative justice that include¹³:

- The rule of law meaning legal certainty of administrative actions and decisions;
- Transparency permitting scrutiny of administrative processes and outcome and compatibility with rules and regulations;
- Accountability ensuring compliance with the rule of law and in relation to other administrative or judicial authorities;
- Efficiency in the use of public resources; and
- Effectiveness of achieving policy goals as prescribed in legal acts.

The Law requires that procedures for the competitive process assess the candidate against the requirements of the position, ensure equal access for Georgian nationals and be transparent in decision making on the selection of candidates and the making of appointments¹⁴.

B. RECRUITMENT PROCESS

In 2011-12, legislative changes were adopted:

- to increase the transparency of the recruitment process through requiring all job vacancies to be publicly posted on the CSB website and giving job seekers an opportunity to apply for desired jobs¹⁵;
- to require job announcements to include job descriptions with information on duties and responsibilities as well as relevant performance standards¹⁶; and
- to provide for timely recruitment in support of management.

Essentially, the recruitment process involves the following steps: posting of job announcement, applications review (selection of qualified candidates based on application CVs and motivation

¹¹ Article 30.1, Law of Georgia on Civil Service

¹² Article 3, Competition principles, Procedure for Conduct of an Open Competition as Prescribed by the Law of Georgia on Civil Service

¹³ Definition of Civil Service, Civil Service Reform Concept, Georgia, February 2014, p. 7

¹⁴ Article 4, Competition purposes and tasks, Procedure for Conduct of an Open Competition as Prescribed by the Law of Georgia on Civil Service

¹⁵ Legislative Changes Section, 2011-12 Civil Service Bureau Annual Report, p.8

¹⁶ Ibid, p. 9

letters), applicant testing and appointment decision. The chart in Appendix III summarizes the workflow process that generalizes recruitment practices across ministries and depicts the approval process involving Ministry officials and the CSB.

C. JOB VACANCY ANNOUNCEMENT

Based on a review of a random selection of actual CSB Job Vacancy Announcements, the announcements usually include more than the minimum required by the Law of Georgia on Civil Service. Information generally included is:

- Name of the institution in which the vacancy is in and the title of the position;
- Category of the job;
- Application deadline, salary, location, the status of the job as full or part-time, probationary period if applicable;
- Job description;
- Qualification requirements in terms of education, work experience, and language or other knowledge requirements;
- Any additional information on other requirements; and
- Contact person responsible for the Announcement.

The vacancy is posted on the website of the CSB. The CSB has been legislated authority to ensure that the announcement complies with the Law. The vacancy must be posted for a minimum of ten days and, at the discretion, of the institution may be posted longer or in additional locations.

Candidates apply by submitting on-line, a letter of motivation, their CV and any other required documentation. The documents appear in electronic format on the computer terminal of the HR department of the institution staffing the job.

D. SELECTION PROCESS

Each candidate must be assessed against the requirements of the position as set out in the Job Vacancy Announcement¹⁷.

To carry out this assessment, the Head of the institution appoints the Selection Commission. In ministries, the Minister usually appoints the Deputy Minister or Department Head as Chairman of the Commission. In some cases the Minister may decide to chair the Commission himself or herself.

The Chair of the Commission selects the other members and usually includes the Department Head to which the vacant position directly or indirectly reports, a representative of the HR Department, and independent experts. The Chair also appoints a Vice-chair. The number of members of the Commission is determined by the Chair.

The CSB approves that the Commission's membership complies with the Law and, if it does not, may request an adjustment. If the Ministry does not accede to the CSB's request, the only recourse for the

¹⁷ Article 4.2 Competition purposes and tasks, Procedure for Conduct of an Open Competition as Prescribed by the Law of Georgia on Civil Service

CSB is to report to the Government of Georgia. Members of the public are given the right to request information on the composition of the Commission.

The Law provides for the following stages: screening of applications, written tests, oral test and personal interview¹⁸. The Law does not state that all four stages are mandatory nor does it specify any detailed requirements relating to candidate assessment. In practice, candidates are always screened, written test may or may not be carried out and candidates are always interviewed.

The first screening of candidates involves assessing whether or not there is a motivation letter and whether or not they meet the essential requirements of the job (education and experience). Only candidates with proper documentation and having an acceptable motivation letter and meeting education and experience requirements are considered further in the process.

The nature of the assessment of candidates including the decision whether or not to conduct written tests and the nature of the tests and interviews are at the discretion of the Commission. The law requires that a decision be made within three months of the deadline for application as identified on the Job Vacancy Announcement¹⁹.

E. APPOINTMENT PROCESS

The top-ranked candidate is selected for appointment. The Selection Commission Report justifying the appointment is generally prepared by the HR Department representative. All members of the Commission sign the report. It should be noted that the Law does not allow for the establishment of “reserve lists” of other candidates who may have been considered qualified in the recruitment process.

F. APPEAL PROCESS

The law provides for an appeal process. The Head of an institution may form a Claims Commission²⁰ and has discretion to determine the members and its composition with a proviso that members may not have participated in the recruitment process. Judicial recourse is provided.

8. FINDINGS

A. DESCRIPTION OF AVAILABLE RECRUITMENT DATA

The following recruitment data was provided by the CSB for the last two fiscal years and is included in Appendix IV in response to questions that were asked. The data includes all public sector institutions. The CSB system does not have the capacity to provide data for a specific institution such as an LEPL or ministry.

¹⁸ Article 12, Competition conduct forms and terms, Competition principles, Procedure for Conduct of an Open Competition as Prescribed by the Law of Georgia on Civil Service

¹⁹ Ibid Article 14.6

²⁰ Ibid Article 15

Year	Vacancies #	Applicants #	Candidates Meeting Job Announcement Criteria Prior to Testing #
2012	822	69,615	1,564
2013	9567	513,109	23,098

In 2012, 2% and in 2013, 4.5% of applicants successfully were screened into the competitive process for further testing. It should be noted that this data represents government-wide data. Individual institutions may have higher rates of acceptance of applications. The system does not have the capability to identify reasons as to why candidates were eliminated.

In both fiscal years, the highest applicants were for the following occupational categories.

Occupational Category	2012			2013		
	Vacancies #	Applicants #	Average #	Vacancies #	Applicants #	Average #
Secretary/Office Management	6	3497	583	56	12317	220
Internships	91	21948	241	156	18391	118
Service Sector	57	16847	295	197	57613	292
Legal	36	8867	246	619	48189	78
Economy	25	2575	103	64	5657	88
Public Relations	10	2758	276	151	18021	119
Records Management	10	3231	323	259	25602	99
Healthcare	20	924	46	547	5196	9
Human Resources Management	9	2968	330	186	21655	116
Taxes	2	129	64	164	7263	44

Data was requested for occupational categories for which no candidates applied. The following information provided.

Year	Occupational Category	Total
2012	Internships Election Administration	2
2013	Management Legal Healthcare Election Administration Internships Logistics Translation/editing Local Government Environment and Natural Resources Forest Management	75

A. i. ISSUES WITH RECRUITMENT DATA

The categorization of occupational groups is at such a general level that analysis of recruitment data is impossible. With few exceptions such as records management or secretary/office management, does one have an idea of the real nature of the work and even for these two categories, the exact nature of the job constitutes a “best guess”.

The lack of valid recruitment data has significant implications for the public sector. For example, it is impossible to identify in which job families there are current shortages of qualified applicants across the public sector and for what job families there are high turnover rates. For occupations with high turnover rates, options could be considered such as pro-active recruitment or running of joint competitive processes for selected jobs that have common skills and knowledge requirements across institutions. Technical personnel such as computer programmers and website designers come to mind.

In addition, the lack of such data precludes providing Georgian universities with information on the types of specific occupations for which there now is or will be a demand in public sector employment. Turn-around time for university programs to respond to occupational changes is usually lengthy and requires significant adjustment time to build curricula that can provide the skills and knowledge needed in the labour market.

The lack of valid occupational data also prohibits the development of public sector employment profiles based on age, ethnic minority, gender, etc. as a basis for evaluating the need for changes in human resources management legislation and/or practices including that relating to recruitment.

B. RESULTS OF REVIEW OF JOB VACANCY ANNOUNCEMENTS

15 job vacancy announcements on the CSB website (www.hr.gov.gr) were analyzed. The results of the analysis include the following:

- The functions/responsibilities listed in some of the job descriptions were too general to give the reader a good idea of the nature of work of the position;
- The education requirement often did not appear to be consistent with the job title. For example, for the job of accountant, the education required was “economy”; human resources management required being a lawyer;
- Almost all had a requirement for knowledge of legal acts and many did not have other knowledge requirements other than language and computer skills;
- Most had a requirement for competency in Georgian while some jobs had a requirement for Russian while a few had a requirement for English;
- Many non-computer specialist jobs had a requirement for some competency in a word processing software such as Microsoft Word;
- Some had indicated a probationary period while others did not;
- Some had detailed information on how to apply; and
- Linguistic and computer competency were generally indicated as “very good”, “good” and “not bad”.

Job announcements identify the critical skills, knowledge and experience that a candidate must bring to the job in order to be successful on the job. The education and experience must be aligned with the job functions to effectively predict performance on the job. For example, when an accounting job requires a legal degree, the predictability of successful job performance is low. When there is no consideration of personal characteristics such as communication skills, the candidate’s ability to be integrated into team functioning may be low and may compromise team productivity.

Feedback by the Government Working Group on Civil Service Reform explained that “the person in charge has the right to appoint the civil servant on a probation term not to exceed six months”²¹. However, this right is generally not exercised because there are no detailed legislative requirements or tools to guide managers in making decisions on an employee’s performance.

The implications of accurately identifying valid skills, knowledge and experience for effective job performance are significant. Accurate identification impacts the institutional capacity to achieve its mandate and goals as well as to maintain flexibility to respond to changing policies and programs at the direction of the Government.

C. QUALIFICATION REQUIREMENTS AND FIRST ASSESSMENT AGAINST JOB ANNOUNCEMENT CRITERIA

The low success rate (2% in 2012 and 4.5% in 2013) of applicants being accepted based on the first assessment against the job vacancy requirements needs further investigation to determine the reason for such high rejection rates. Further data by each institution needs to be provided to determine if the rate is consistent across institutions. The causes for rejection, particularly for

²¹ Article 24, Law of Georgia on Civil Service 2013

vacancies for which there were low numbers of successful candidates or for which there were no applicants, need to be explored.

From a public sector perspective, such high rates of rejection may reinforce the view that “one needs connections to get a job”. Such negative perceptions reinforce the view of public sector recruitment as fundamentally based on nepotism and favoritism. These perceptions work against the Government’s agenda of creating a public sector that is characterized by professionalism and competence with processes that are fair and equitable.

D. INDIVIDUAL TESTING AND QUALIFICATION REQUIREMENTS

Almost all job announcements had requirements for some level of competency in the Georgian language and many had computer skills; for example, Microsoft Office Outlook, Internet Explorer or Microsoft PowerPoint. Some announcements had a requirement for a foreign language, usually Russian.

The Law of Georgia on Civil Service requires every vacancy to be posted on the CSB website. Every individual accepted as meeting the qualification requirements as indicated on the job announcement needs to be tested by each institution for every recruitment process. For example, if a candidate successfully passes a Microsoft Word test in the Ministry of Finance and the candidate is not appointed to the position, the test results cannot be used for future competitions in that Ministry nor by other ministries staffing the same type of position with the same competency requirements.

For 2013, 23,098 candidates successfully passed the initial screening against qualifications in the job announcements. Thus, some 23,000 individuals would have had to have been individually tested for any required linguistic competencies, computer skills or other requirements through written tests or interviews. Further, the significant amount of administrative time to schedule the testing adds to cost.

Further, the Law only allows for one candidate to be selected for appointment for each recruitment process. It does not allow for the development of reserve lists to qualify candidates who also may have been very good but simply were not rank-ordered as the number one candidate. For staffing the next vacancy for the same type of job in the same institution, a new recruitment process is required with renewed testing of qualifications for each candidate.

The implications are significant in terms of time and costs associated with the recruitment process.

E. WRITTEN TESTS

Written tests are not always done. When they are not done, candidates are tested for knowledge, skills or abilities through an interview.

Without written tests or with the use of only multiple-choice tests, critical skills; for example, logic, decision making, judgment, and analytical abilities go unexamined. These types of skills and abilities are essential to creating a professional and effective capacity to design and implement policies and programs that support the achievement of the GoG’s priorities and goals.

F. ORAL TESTS

There is no definition of oral tests in the Law. None of the interviews referred to oral tests. There is a need to clarify what was intended by the Law.

G. INTERVIEWS

The size of Selection Committees varies significantly. One institution has 12 members while another has three. Others have seven to eight.

The interviews generally last a maximum of 20 minutes and are often shorter. In one exceptional institution, they are structured to last 30-40 minutes. With few exceptions, the interviews appear to be unstructured discussions without defined factors against which candidates are rated. An interview time of 15 minutes is far too short for valid assessment. In such a short period of time, probably the factor of “likeability” is the only factor that is being evaluated.

Further, modern organizations emphasize team functioning as well as horizontal communications. A valid evaluation of the soft communication skills is required to assess candidates on their communication strengths and attitudes. Without examining the soft skills, it will be difficult to select candidates who can support the transition to a professional, effective and efficient civil service.

H. CLAIMS COMMISSION

The purpose of the Claims Commission is to hear appeals on any recruitment process. The Commission is established by the Head of the institution responsible for holding the recruitment competition²². It seems difficult to believe that there would be a perception of fairness when senior managers would have already been involved in setting up the competitive recruitment process. That being said, several interviews indicated that Ministers did not approve the candidate selected for appointment by the Selection Commission. These decisions were taken even without any formal complaint having been lodged.

Redress is an important mechanism to support the rule of law and transparency. Processes must not only be objective, fair and accessible but they must be perceived to be objective, fair and accessible in order to function effectively. The Georgian Civil Service with its history of firing of personnel with changes of Government and allegations of nepotism and favoritism requires an effective mechanism to effect change. An independent and impartial Claims Commission would make an important contribution towards the Civil Service being perceived to have impartial and fair processes to deal with complaints.

²² Ibid, Article 15.1

9. BEST PRACTICES - MODELS FOR RECRUITMENT OF PUBLIC SERVANTS – EASTERN EUROPEAN COUNTRIES

1. CROATIA²³ (entered into the EU 2013)

Personnel units must prepare Civil Service Admission Plans in cooperation with the Central State Administration Body responsible for the Civil Service Affairs. The plans must indicate the status of filled or vacant posts, the number of civil servants required on a long-term basis for which the plan is drafted and the number of probationers²⁴. The plans are published in the Official Gazette and in at least one daily newspaper as well as posted on the Civil Service Affairs website.

Admission into the Croatian Civil Service may be through standard or extraordinary procedures. Probationers are candidates who have completed their education with specific qualifications for a profession but have no practical work experience i.e. students who have finished university. Periodically, procedures are conducted for probationers. Extraordinary procedures apply when there is a need for a qualified candidate with practical on-the-job experience.

Recruitment in the civil service is merit-based and implemented through an open and competitive procedure. Job vacancies are required to be publicly announced. A Selection Board, appointed by the Head of the institution, is formed to assess candidates.

Before external candidates are considered, internal candidates may be considered for transfer or appointment. In both cases, selection is based on the basis of professional qualifications, skills, professional experience, performance in previous work and shown test results²⁵.

Appointees are subject to a mandatory probationary period. The probation period is one year for probationers and for persons with experience, six months. Probationers attend special training programs related to the functions of their specific position and may be assigned to various organizational units to acquire more in-depth experience in the same or other organizations²⁶.

Appointees successfully passing probation must take a civil service examination administered by Central Civil Service Affairs within six months of expiry of their probationary period. If they are unsuccessful in the examination, they must resign.

²³ The information for Croatia was summarized from paper , Development of a Human Resources Development Strategy in Croatian Civil Service, authored by Gordana Marcetic and Dubravka Prelec; The Network of Institutes and Schools of Public Administration in Central and Eastern Europe; 2010 (pages 6-11) Website address: 820370.Final_paper_development_of_HRD_Strategy_Marcetic_Prelec_NISPAcee_2010

²⁴ Section 2, Civil Service Admission Plans, Article 42, Croatia Civil Service Act

²⁵ Ibid, Section 3, Article 45. 4

²⁶ Ibid, Section 5, Article 54.1

2. POLAND²⁷ (entered into the EU 2004)

The stages of recruitment for the Polish Civil Service includes: Initial Recruitment, Preparatory Service and First Assessment.

Initial Recruitment

Employment in the Polish civil service is governed by the Act on Civil Service 2008. Recruitment is through competitive open processes. All recruitment announcements are required to be published. The announcements must include among other information, key functions of the job, job requirements indicating which are mandatory and which are optional, conditions of work, the rate of employment of disabled persons in the office, recruitment methods and techniques.

Any person meeting the requirements defined by the recruitment announcement may apply for the job. A committee is required to be formed to assess the candidate against the required qualifications of the position. The successful candidate is then appointed on a contractual basis to the position for a period of not longer than one year.

Preparatory Service

The contractual employee then enters into preparatory service. During this time the employee is provided with theoretical and practical preparation as an employee of the civil service in general. The Preparatory Service lasts four months and ends with an examination of not later than 8 months after recruitment.

Adaptation Period

The purpose of the adaptation is to integrate the employee into the organizational structure and to convey desirable standards of attitudes and behaviours. Employees are closely coached and monitored by the line manager. They are given opportunities to become informed of the organizational structure, principles of conduct, scope of tasks and requirements of the position.

First Assessment

At the end of the adaption period, all new employees are required to undergo a first assessment. The assessment takes into account such factors as attitude, dedication and progress at work, relationships with colleagues, timeliness in implementing tasks, and examination results at the end of the Preparatory Service stage²⁸. The first assessment determines if the employee will be accepted for permanent employment in the civil service. If the employee passes the first assessment, s/he is offered permanent employment.

3. ALBANIA²⁹ (requested entry into the EU)

A National Selection Committee consisting of nine members is composed of the following Members:

²⁷ Itrich-Drabarek, J; Mrocza, K; and Swietlikowski L; Civil Service in Poland; Faculty of Journalism and Political Science, University of Warsaw, 2012; p 43

²⁸ Ibid p.50

²⁹ The information is based on the Procedures of the Appointment, Recruitment, Management and Termination of Civil Service Relations of the Top Level Management Civil Servants and Members of the TMC. The Procedures were approved by the EU and were enacted April 2014.

- The representative of the Department of Public Administration as a permanent non-voting member of the Committee,
- Two external representatives selected by the Albanian School of Public Administration,
- One member selected as a representative of the top-management group,
- Members representative of the public through a process open to the public, and
- Independent members selected by the Council of Ministers.

An annual plan by the Department of Public Administration is submitted to the Council of Ministers for approval. The plan projects the number of top managers required for the year. Based on the projected needs, a competitive selection process is conducted. Candidates must meet both general qualifications for the management category as well as specific requirements for particular professional occupations. General management competencies include³⁰:

- Ability to run and manage various actions,
- Communication skills,
- Strategic management skills,
- Building of interpersonal relationships,
- Effectiveness,
- Team work skills,
- Broad understanding of cross-cutting competencies,
- Knowledge of economic and social phenomena,
- Reliability,
- Vision,
- Being a creator,
- Integrity, and
- Knowledge of the European legal system.

The selection process requires that 80% of the total appointees be mid-level managers already working in the Albanian Civil Service and 20% be individuals not working in the Civil Service. All appointees must meet the qualification requirements.

The selection process includes two stages: the First Stage and the Second Stage. In the First Stage, the competition announcement is posted on the Department of Public Administration website. Candidates' applications are screened against the basic qualifications for recruitment. A list of successful applicants is posted publicly on the Department of Public Administration website.

The Second Stage consists of evaluating candidates' education, experience, and training relating to their occupational profession and well as their annual achievements. This assessment is followed by written tests and a structured interview. The evaluation process involves rank-ordering of candidates. Successful candidates are posted on the Department of Administration website. A right of appeal is legislatively provided.

Successful candidates are admitted into the in-depth training program of the Albanian School of Public Administration. If a candidate voluntarily withdraws, s/he is required to reimburse all expenses associated with his/her training.

³⁰ Chapter III, s. 2, Procedures of the Appointment, Recruitment, Management and Termination of Civil Service Relations of the Top Level Management Civil Servants and Members of the TMC

10. BEST PRACTICE - MODELS FOR RECRUITMENT OF PUBLIC SERVANTS – GEORGIAN MINISTRY OF DEFENCE

It is noteworthy that some public sector organizations are initiating best practices in recruitment processes. One example is the Ministry of Defense in recruitment of civilian staff.

The Ministry of Defense holds an “open day”. Invited are candidates who have successfully passed the first initial screening against the requirements on the job vacancy announcement. At the on-site event, applicants are provided detailed information on the vacancy and its requirements. The process for selection is explained including the procedures that will be used in written tests and interviews.

Further, in support of the Selection Commission members, factors that are rated during the written tests and interviews are detailed. A structured rating scale is provided for use in assessing candidates. Appendix V includes this documentation.

11. BEST PRACTICES – OCCUPATIONAL EMPLOYMENT DATA

The International Standard Classification of Occupations (ISCO-08) is an International Labour Organization (ILO) classification structure for organizing information on labour and jobs. The current version, known as ISCO-08, was published in 2008. The ILO describes the purpose of the ISCO classification as:

“a tool for organizing jobs into a clearly defined set of groups according to the tasks and duties undertaken in the job. It is intended for use in a variety of applications including matching of job seekers with job vacancies and the development of vocational training programmes and guidance”³¹.

The ISCO is not a job classification system for purposes of determining salary. It is a system of categorizing occupational groups by skill level. Information is summarized by the categories of Major, Sub-major, Minor and Unit Groups of occupations. Appendix VI provides a sample of the descriptions of the structure of the classifications of occupations for the Professional Group of which the Information and Communications Technology Professionals is one group. It includes definitions of jobs, tasks and duties at the unit level.

Further, feedback at the roundtable/workshop discussion by the Government Working Group on Civil Service Reform indicated that the Ministry of Finance has developed a similar occupational group structure to the ISCO.

Canada uses its own National Occupational Classification System. It is very similar to the ILO ISCO system. The federal government has a job description format that requires the completion of the job specific four-digit code based on the key functions of the job for all public sector jobs. Data can be aggregated for analysis for any human resource management issue including recruitment, salary comparisons, and gender equity analysis among others.

³¹ Wikipedia ISCO

12. GEORGIA CIVIL SERVICE REFORM CONCEPT (FEBRUARY 2014) – RECRUITMENT

The Georgia Civil Service Reform Concept recommends a new Law on Civil Service. With respect to recruitment, the following recommendations³² apply:

- Setting up of a central management authority that is empowered to ensure consistent management coordination and control of the Civil Service;
- Providing career opportunities by competitive and merit-based appointment at higher levels and preferential internal recruitment;
- Entry into the Civil Service is through a competitive and merit-based selections process;

The section on the Definition of Civil Service proposes that the Civil Service be predominantly a career-oriented system³³. In the section on the Scope of Civil Service, the conclusion is that a mixed system is the most optimal model³⁴.

With respect to entry into the Civil Service System, the proposed regulatory requirements include:

- a transparent and merit-based appointment process;
- definitions of objective qualifications for entry along with the modes of entry;
- delineation of the selection process; and
- assignment of the authority of coordination and oversight to a particular government body.

The Concept also states that the purpose of the selection process is to appoint persons “who are duly qualified, motivated and compliant with qualification requirements”³⁵ and that there is a need for a set of comprehensive rules³⁶.

With respect to the recruitment process, the following recommendations are proposed:

- Normative acts of institutions setting out job specifications be abolished and the CSB be responsible for developing minimal specifications for specific positions in accordance with ranks;
- A preparatory educational course be established for candidates wishing to enter the Civil Service;
- Candidates be required to pass a preliminary qualification exam;
- Appointees be subject to probation and the mechanism and term limits be legally defined;
- Normative acts be developed to regulate the formation and functions of Competition Commissions. The Commission be composed of five to seven members and include members outside the institution conducting the recruitment process. A recruitment specialist be included as a member. The function of this specialist is to ensure that there is compliance with recruitment rules and procedures; and
- Detailed rules and procedures be developed including detailed definitions of the stages of competition especially for the conduct of examinations and interviews.

³² Georgia Civil Service Reform Concept (February 2014), p. 8

³³ Ibid, p.8

³⁴ Ibid p. 11

³⁵ Ibid p. 13

³⁶ Ibid p. 13

Two stages of qualifications assessment are recommended. The first stage relates to general public service knowledge and includes consideration of knowledge of the Georgian language and the possibility of a foreign language, theory of public administration, civil service legislative framework, professional ethics and IT skills. The CSB be responsible for organizing the general qualification exam and successful applicants be awarded a certificate that would be valid for three years.

The second stage would involve assessment of the specific position requirements and the Head of the institution determine what these additional requirements are.

13. CRITERIA FOR DEVELOPMENT OF RECOMMENDATIONS

The recommendations of this consultancy are formulated to support the implementation of the Civil Service Reform Concept while addressing the issues set out in the findings. The recommendations are also formulated to take into consideration the following criteria:

A. IMPLEMENTABLE RECOMMENDATIONS

The recommendations must be formulated in a way that address the specific challenges of the Georgian Civil Service and be practical so that they are “implementable”. An action plan is required to outline practical step-by-step activities that link the implementation of recruitment recommendations to other HR initiatives. These initiatives are outlined in the Civil Service Reform Concept to achieve an integrated approach to reform across the civil service. Further, the recommendations must take into consideration the resources available and their level of expertise to carry out change.

B. INCREMENTAL APPROACH TO CHANGE.

The recommendations must be formulated in a way that provides an incremental approach to effective change. It is felt that the change process must be at a rate that the CSB can realistically develop sufficient expertise to effectively take on its rightful role of leading the change process. It is realized that sufficient change must occur to “defreeze” the existing systems. Yet, at the same time, the pace of change cannot overwhelm the CSB and other stakeholders to the extent that control of the process is lost and trust is undermined.

C. TIMELY PROGRESS

Each recommendation must move the civil service forward towards producing the results anticipated by the Civil Service Reform Concept. In addition, each of the stakeholders including the HR departments must actually be able to “feel” that change is continuously taking place and that it is right kind of change that is occurring.

D. CIVIL SERVICE REFORM CONCEPT

The recommendations must be formulated in a way that moves the GoG forward in implementing the Civil Service Reform Concept.

14. PROPOSED RECOMMENDATIONS AND TIMEFRAMES FOR IMPLEMENTATION

The recommendations are based on the results of the findings aligned with the Civil Service Reform Concept. The change process to implement the recommendations essentially involve the CSB working collaboratively with public sector institutions to set recruitment standards and the CSB taking on the role of monitoring to ensure compliance with the standards. Through this approach, the CSB would be the “particular government body” given the authority of coordination and oversight as proposed by the Civil Service Reform Concept. Further, the CSB is given the role of formally establishing an independent and impartial Claims Commission. The Commission would provide an additional recourse option for dealing with complaints.

The CSB would lead the process of identifying skills and knowledge for managers and specialist HR staff to effectively manage the recruitment process. It would make arrangements for design and delivery of training courses to enable managers and HR specialists to effectively undertake their obligations with respect to recruitment. This recommendation is consistent with the recommendation in the Capacity Development and Sustainable Training Consultancy Report³⁷ that the CSB be responsible for identifying training needs of managers and supervisors and for arranging for delivery of courses to meet the needs.

The recommendations have been sequenced in a series of logical steps that flow from one initiative to the next. A priority timeframe has been indicated that, in essence, formulates an action plan. The timeframe for implementation is approximately three years.

The recommendations and the rationale justifying each recommendation are set out in the chart below.

Recommendation	Priority Timeframe	Rationale
<p>11. Quality of Work Descriptions</p> <p>CSB develop standards for developing work descriptions. The CSB lead the identification of training needs and arrange for the design and delivery of courses for specialist HR staff.</p>	<p>Immediate 1 year</p>	<p>The work description sets out the key duties/functions of jobs upon which the qualifications in the recruitment process are determined. If the work description inadequately describes the job, the qualifications required to perform the work will not be accurate.</p> <p>HR personnel are the expert advisors to managers on the development of work descriptions. The training is targeted to HR staff to improve their performance in this role.</p>
<p>12. Valid Occupational Data</p> <p>C. CSB explore the utility of using the ISCO system or the current system used by the Ministry of Finance to categorize occupational groups within its Jobs Vacancy Data Base. If the decision is made to adopt a system, the CSB develop an action plan to</p>	<p>Immediate 1 year</p>	<p>Without valid data on occupational groups, the CSB cannot analyze issues relating to recruitment and employment. To assist institutions in developing strategies to meet organizational skill and knowledge requirements, occupational data is required at both the institutional level and the</p>

³⁷ Recommendation No. 3, Capacity Development and Sustainable Training, Good Governance in Georgia (G3) Program, prepared by Linda Buchanan, May 25, 2014, p. 24

<p>implement the system and require organizations to include the unit group (four-digit code) in the work description formats.</p> <p>D. Job Shortages</p> <p>For occupations in which there are shortages of qualified applicants, the CSB assist institutions to develop strategies to address the issue. Options may include negotiation with the newly established International Education Centre and liaison with universities to develop new programs.</p>		<p>government-wide level.</p> <p>The identification of occupations with job shortages is a prerequisite to development of recruitment strategies.</p>
<p>13. Two-stage Assessment Process</p> <p>A two-stage assessment process be adopted across the civil service. As a first stage, mandatory testing of basic skills common to job families such as language and computer skills be required. The CSB work collaboratively with institutions to develop 3 levels of competency, have tests designed and arrangements made to have candidates pre-tested. For candidates successfully passing the tests, the results be valid for a set period of time such as 3 years. If this recommendation is accepted, the CSB would need to adjust its data base to include test results and share them with institutions across the public sector.</p> <p>As a second stage, institutions be responsible for their own assessments of qualifications either against job vacancy requirements and/or career paths.</p>	<p>Medium Term 2-3 years</p>	<p>To reduce the cost and time for testing, a centralized approach is required to test for minimum qualification standards for common job families such as linguistic and computer competencies.</p> <p>A collaborative approach to defining the levels of testing is required to ensure that the tests meet the needs common to all institutions. In addition, the approach for conducting the tests, storage of test results, etc. would need to meet the needs of all institutions.</p> <p>In addition, consideration should be given to utilizing services of existing public sector institutions such as the National Examination Centre, the Ministry of Justice Training Centre or the Ministry of Finance Academy all of which have expertise and experience in designing and conducting tests.</p> <p>This approach provides for flexibility that allows institutions to design and conduct specific tests based on their unique organizational needs at the second stage.</p>
<p>14. Recruitment Standards</p> <p>CSB develop recruitment standards for written tests and interviews collaboratively with HR Heads. CSB monitor for compliance.</p> <p>Standards would also include guidelines on the composition of Selection Commissions and their functioning.</p>	<p>Medium Term 2-3 years</p>	<p>Recruitment standards need to be developed to ensure that recruitment processes operationally reflect the principles of legality, fairness, openness, non-discrimination, objectivity and impartiality. As part of the standards, tools should be included to provide for a consistent approach to recruitment across the public sector.</p>

<p>15. Training – HR Specialists</p> <p>CSB lead the development of mandatory certification training for HR specialists having responsibility for recruitment processes. The course take into consideration a system that is both position and career-based. Selection Commissions would be required to have one certified HR specialist as a member for each recruitment process.</p>	<p>Medium 2-3 years</p>	<p>HR personnel are the expert advisors to managers. In order to provide quality advice and guidance, they need to be informed of the HR management framework and how recruitment is integrated into this framework. They also need to be informed of the requirements of the recruitment standards and how recruitment supports the achievement of organizational strategic plans as well as its compliance with the Georgian Law on the Elimination of All Forms of Discrimination</p>
<p>16. Training- Managers</p> <p>CSB lead the development of mandatory certification training for managers involved in recruitment processes. Managers would be required to have this certification to be eligible for appointment to the Selection Commission.</p>	<p>Medium Term 2-4 years</p>	<p>Because managers are the decision makers in the recruitment process, they need to be informed of the general process and the consequences of recruitment decisions.</p>
<p>17. Reserve Lists</p> <p>Institutions be allowed to develop reserve lists through open competitive processes.</p>	<p>Medium Term 2-3 years</p>	<p>The reserve lists are a measure targeted to reducing costs and improving timeliness of competitive processes.</p> <p>The establishment of reserve lists would still be based on open and competitive recruitment processes.</p>
<p>18. A separate Claims Commission be set up and report to the Head of the CSB as an independent and impartial organization. The Commission be responsible for investigating and hearing appeals.</p>	<p>Long Term 3+ years</p>	<p>Heads of institutions are delegated authority to make appointments under the Law. It appears as a conflict of interest to establish a Claims Commission internally in an institution when the Head may have already been involved in the process either formally or informally.</p> <p>Because the cost of “going to court” may be prohibitive for some complainants, this measure is recommended in support of the principle of the rule of law, fairness and transparency.</p>
<p>19. Outreach</p> <p>CSB develop outreach initiatives targeted to different public sector communities including teenagers to be apprised of career opportunities, the nature of work in the public sector and the recruitment process.</p>	<p>Long Term 3+ years</p>	<p>The public needs to be informed of the new approach to recruitment. In particular, young people should be informed of changing qualifications for public sector jobs and in what occupations these shortages are occurring. This information needs to be provided at the age when they are normally</p>

		making decisions on career choices.
20. CSB lead the process of drafting a new Law on Georgia Civil Service and include provisions that support implementation of these recommendations along with those of other HR consultancies.	Long Term 3+ years	There have been many revisions to the existing Law to the extent that it is difficult to consistently interpret. A new Law in plain language that consistently reflects the recommendations aligned with the Civil Service Reform Concept is required. A long term timeframe is recommended to allow the CSB time to obtain resources and acquire experience in developing the monitoring standards that would be reflected in a new law.

15. PROJECTED COSTS TO IMPLEMENT RECOMMENDATIONS

If judges were selected from the existing Ministry of Justice staff to sit as members of the Claims Commission, there would be no additional cost for this recommendation. An alternative would be to use retired judges and a stipend could be paid for their service.

If the decision is made to use the International Standard Classification of Occupations by the ILO, international funding and training of experts would need to be explored. Time constraints of this consultancy did not permit an in-depth exploration of costs. If the decision is to use; for example, the occupational categories of the Ministry of Finance, no additional costs are projected.

For public outreach, additional costs would be incurred for printing of brochures and handouts for use in public presentations. However, these costs cannot be projected at this time as the nature of the brochures and the handouts have not yet been considered.

The savings generated by the two-stage assessment process associated with coordinated testing for basic skills in common job families across the Civil Service, in all likelihood, would cover the cost of the CSB undertaking this responsibility.

The implementation of other recommendations does not involve additional budget costs other than those involved in the restructuring of the CSB. The CSB functional review consultancy will need to determine the nature of the recruitment functions and the number of resources that would be required to carry out these functions.

16. PROPOSED CSB FUNCTIONAL HR ORGANIZATIONAL STRUCTURE

To date, the CSB has not carried significant responsibility for the recruitment process. It verifies that job vacancy announcements are compliant with legislative requirements and provides approval of the composition of Selection Committees submitted by institutions.

An upcoming consultancy is scheduled to undertake a functional review of the CSB. Appendix VII is a preliminary proposed functional HR organizational structure that is aligned with the Civil Service

Reform Concept that takes into consideration the recommendations in this report. It is assumed that a more detailed analysis of the structural and resource requirements to implement the recommendations will be undertaken by the functional review consultancy.

List of Institutions

Interviews with Heads of Human Resource Departments or Other Institutional Representatives

Office of the Public Prosecutor

Ministry of Justice

Ministry of Economy and Sustainable Development

Ministry of Foreign Affairs

Ministry of Defense

National Examination Centre

Civil Service Bureau

CSB Recruitment Data

Government Fiscal Year 2013 and 2012 Separately

How many staffing announcements were advertised for (1) 2013 and (2) 2012 by (1) organizations under the Law of Georgia on Civil Service and (2) not covered by this Law?

How many announcements were advertised by (1) ministries covered under the Law of Georgia on Civil Service and (2) LEPLs?

Can you provide the number of staffing announcements by occupational groups or professions such as finance, HR, policy development, medical staff, etc. for ministries covered under the Law of Georgia on Civil Service and LEPLs?

Could you provide the average number of applicants for different types of announcements – ideally by professional groups?

Were there any announcements for which there were no applicants? If yes, for what professions?

Can the CSB screen applicants; for example, by minimum education, language or years of experience as a first stage in the recruitment process?

How many announcements were rejected for (1) 2013 and (2) 2012. Can you provide numbers on the reasons for rejections?

Does the CSB keep an applicant inventory? If yes, what information does it contain?

Can you provide us with some idea of the linkages between the announcement system and the HRMS capacities?

Does the CSB have any data on turnover rates by type of employee?

Does CSB have data on announcements, numbers of candidates and appointments to senior ranks in ministries and LEPLs?

Civil Service Bureau Response

Government Fiscal Year 2013 and 2012 Separately

How many staffing announcements were advertised for (1) 2013 and (2) 2012 by (1) organizations under the Law of Georgia on Civil Service and (2) not covered by this Law?

Announcements published under the Law of Georgia on Civil Service:

2012: 822

2013: 9567

Not covered by the Law of Georgia on Civil Service: None

How many announcements were advertised by (1) ministries covered under the Law of Georgia on Civil Service and (2) LEPLs?

Impossible to define separately

Can you provide the number of staffing announcements by occupational groups or professions such as finance, HR, policy development, medical staff, etc. for ministries covered under the Law of Georgia on Civil Service and LEPLs?

2012

Name	Vacancies count	Applications count
Internships	91	21948
Education/Learning	84	3241
Management	76	13393
Informational Technologies (IT)	68	5524
Service Sector	57	16847
Election Administration	44	1670
Management	38	6189
Legal	36	8867
Economy	25	2575
Procurement	22	2096
Healthcare	20	924
Finances	17	2211
Social Work	17	2778
Logistics	14	1838
Security	13	1067
Accounting	13	1114
Building/Construction	13	349
Programming	13	177
Marketing	12	4238
Banking Supervision	12	1504
Maritime	11	252
Logistics	11	218

Records Management	10	3231
Public Relations	10	2758
Human Resource Management	9	2968
Expertise	9	160
Audit	8	2124
Agriculture	7	104
Monitoring	7	585
Secretary/Office Management	6	3497
Project Management	6	741
Law and Analytics	6	1138
Design	5	366
Sales	5	785
Research/ Scientific Work	4	285
Engineer	3	28
Technical Work	3	953
Sport / Youth Issues	3	24
International Relations	3	413
Taxes	2	129
E-Governance	2	171
IT Support	2	511
Nuclear and Radioactive Security	2	67
Business Administration	1	91
Military Registration and conscription	1	13
Translation/Editing	1	212

2013:

Name	Vacancies count	Applications count
Local Government	872	8167
Management	658	44729
Legal	619	48189

Forest Management	612	7577
Healthcare	547	5196
Management	428	25982
Environment and Natural Resources	413	13785
Education/Learning	362	16210
Enforcement	302	10073
Agriculture	270	8165
Records Management	259	25602
Logistics	221	8105
Service Sector	197	57613
Technical Work	196	3305
Human Resource Management	186	21655
Informational Technologies (IT)	173	8067
Taxes	164	7263
Customs	163	6714
Internships	156	18391
Engineer	155	1771
Public Relations	151	18021
Resource Officer	132	5047
Procurement	131	7864
Social Work	128	5124
Accounting	115	4618
Finance / Budget	109	2110
Health Care / Social Issues	104	3788
Audit	99	5059
Statistics	86	5062
Logistics	74	9430
Security	72	4427
IT Support	72	5883
International Relations	72	4439

Economy	64	5657
Transport	58	3805
Secretary/Office Management	56	12317
Building/Construction	55	1471
Finances	55	4055
Disposal of Property	53	2482
Project Management	51	7203
Sport / Youth Issues	48	1921
Election Administration	39	2840
Translation/Editing	39	665
Research/ Scientific Work	36	220
Programming	33	852
Monitoring	33	4654
Defense / Security / Safety	33	1340
Regional Policy	33	2030
Organizational Activities	30	2861
Expertise	29	1843
Law and Analytics	27	3533
Internal Control	27	1402
Aviation	27	644
Foreign Relations	25	641
Energy	24	528
Insurance Supervision	22	326
Marketing	21	2041
Diplomacy	19	2325
Maritime	19	414
The Library	19	2003
Human Rights	18	1163
Agricultural	17	373
Education / Science / Culture	17	929

Protocol	17	909
Architecture	17	317
Information Security	16	451
Banking Supervision	15	2733
Coordination	15	2112
Politics/Analytics	13	455
Business and Analytics	12	984
Quality Management	12	567
Labor and Employment	12	289
Nuclear and Radioactive Security	10	155
Art	10	186
Social Protection	10	204
Emergencies	9	128
E-Governance	8	945
Military Registration and conscription	6	573
Procedural Issues / Rules	6	124
Wine technology	6	22
Design	5	376
Telecommunication	5	752
Diaspora/Caucasian issues	5	226
Integration with Europe	5	144
Investment	5	545
Sales	4	940
System Administrator	4	158
Communication	4	109
Base Administrator	3	239
Commandant	3	51
Property Accounting/Monitoring	2	171
Supervision of non-bank institutions	1	165
Geo Databases and Programming	1	64

Could you provide the average number of applicants for different types of announcements – ideally by professional groups?

Were there any announcements for which there were no applicants? If yes, for what professions?

Unapplied vacancies by categories in 2012 (2 vacancies):

Internships

Election Administration

Unapplied vacancies by categories in 2013 (75 vacancies):

Management

Legal

Healthcare

Election Administration

Internships

Logistics

Translation/Editing

Local Government

Environment and Natural Resources

Forest Management

Can the CSB screen applicants; for example, by minimum education, language or years of experience as a first stage in the recruitment process?

Yes, the online recruitment web-portal has the function to screen the applicants.

How many announcements were rejected for (1) 2013 and (2) 2012. Can you provide numbers on the reasons for rejections?

Reasons for rejections are not available.

2012 - Successful applications: 1564 Total number of applications: 69615

2013 - Successful applications: 23098 Total number of applications: 513109

Does the CSB keep an applicant inventory? If yes, what information does it contain?

Yes, the CSB keeps an applicant inventory including personal data and dossiers.

Can you provide us with some idea of the linkages between the announcement system and the HRMS capacities?

No linkage between the announcement system and the eHRMS capacities for the moment.

Does the CSB have any data on turnover rates by type of employee?

Data not available

Does CSB have data on announcements, numbers of candidates and appointments to senior ranks in ministries and LEPLs?

Not available separately.

**Proposed Functional Organizational Structure of Civil Service Bureau
Human Resources Department Functions**

