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Yüzdana Jabbarli

<https://orcid.org/0000-0001-8343-1989>

PhD student at the Institute of History named after A.Bakikhanov of the Azerbaijan National Academy of Sciences, Azerbaijan, y.cabbarli@history.science.az

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Heydar Aliyev and Human Resources Policy in the Law Enforcement System of the Azerbaijan Soviet Socialist Republic (1969-1982)

Abstract

This article is studying human resources policy implemented in the field of law enforcement agencies during the leadership of the great leader Heydar Aliyev. Heydar Aliyev, who served as the first secretary of the Communist Party of the Azerbaijan SSR from 1969 to 1982 highlighted such issues as laying the fundamental foundations of legal state-building, forming a legal system based on democratic values, establishing socio-political stability, and strengthening the foundations of the state. In 1969-1982, in the Azerbaijan Soviet Socialist Republic, a fight was declared against violations of the law, especially against people who misused their positions, bribery, and representatives of the illegal economy. In order to prevent crime, to improve the level of professionalism of law enforcement agencies staff a number of important measures were taken. To analyze the existing problems in the law enforcement system and personnel policy in this field, the sources from the state archives of the Republic of Azerbaijan and the media outlets published in the republic at that time were studied. The comparative-descriptive method was used for this research.

Keywords: *human resources policy, criminality, prosecutor's office, Supreme court, bribery, legal education*

Heydar Aliyev ve Azerbaycan Sovyet Sosyalist Cumhuriyeti'nin Kanun Uygulama Sisteminde İnsan Kaynakları Politikası (1969-1982)

Öz

Bu makalede, büyük lider Haydar Aliyev'in gözetiminde kolluk kuvvetleri alanında yürütülen personel politikası incelenmektedir. 1969-1982 yıllarında Azerbaycan SSC Komünist Partisi'nin birinci sekreteri olarak görev yapan Haydar Aliyev, hukuk devletinin temellerinin döşenmesi, demokratik değerlere dayanan bir hukuk sisteminin oluşturulması, sosyo-politik istikrarın kurulması ve devletin güçlendirilmesi gibi konuları vurguladı. 1969-1982 yıllarında Azerbaycan Sovyet Sosyalist Cumhuriyeti'nde hukuk ihlallerine, özellikle de makamını kötüye kullanan kişilere, rüşvete ve yasadışı ekonominin temsilcilerine karşı mücadele ilan edildi. Suçun önlenmesi, kolluk kuvvetleri personelinin profesyonellik düzeyinin artırılması amacıyla bir takım önemli tedbirler alınmıştır. Suçun önlenmesi, kolluk kuvvetleri personelinin profesyonellik düzeyinin artırılması amacıyla bir takım önemli tedbirler alınmıştır. Kolluk sistemindeki mevcut sorunları ve bu alandaki personel politikalarını analiz etmek için Azerbaycan Cumhuriyeti devlet arşivinden ve o dönemde yayınlanan medyadan kaynaklar incelenmiştir. Bu çalışma için tarihsel araştırma yöntemi kullanılmıştır.

Anahtar kelimeler: *insan kaynakları politikası, suç, savcılık, Yüksek Mahkeme, rüşvet, hukuk eğitimi*

Introduction

In recent years, interest in the problems of preparation and implementation of the administrative-legal policy of the state has increased in historical research. It can be explained by the increasing attention to important issues such as the transition of Azerbaijani society to a democratic social structure, the measures taken in the direction of establishing the foundations of a legal state, compliance with legal norms, ensuring legal regulations, and protecting human rights. The active improvement of the central and local management structures in modern Azerbaijan

further increases the interest in the activities of law enforcement agencies and makes the appeal to historical experience, and reforms implemented in this field.

As a result of a thoughtfully implemented personnel policy, it is possible to create personnel potential based on professional civil service and healthy competition. The selection, placement, and development of personnel, revealing their potential, providing transparency in service progress, and objective evaluation create conditions for providing state bodies with professional and responsible, patriotic, high moral values personnel. The stability of the public life of the republic directly depends on the creation of these conditions.

In the 1970s and early 1980s, the problems in the activity of law enforcement agencies in the Azerbaijan SSR had a serious impact on the social life of the republic as a whole. In August 1969, the newly appointed First Secretary Heydar Aliyev, who spoke at the plenum of the Central Committee of the Communist Party of Azerbaijan, severely criticized the working methods of the party and state bodies, and gave detailed information about the corruption and gross violations of the laws that had engulfed the republic. Heydar Aliyev also talked about the ways to eliminate the problems and drew attention to changing the personnel policy in the republic, supporting professional personnel, and promptly solving the problems that concern society (Axundova, 2007).

There is a large number of studies devoted to a wide range of activities of law enforcement agencies. These studies shed light on various aspects of law enforcement activities. For example, in the works written during the Soviet period, the main attention was focused on the creation and formation of law enforcement agencies and the issues of political education of personnel (Novikov, 1970; Sovetskaya milisiya, 1987; Vsegda na straje, 1980). In foreign literature, the activity of law enforcement agencies during the Soviet era was mainly investigated at the legal level, attention was paid to the negative situations existing in law enforcement

agencies, violations of Soviet legislation, and human rights (Belova, 2001; Cadiot, 2013). In modern Azerbaijani historiography, various aspects of the activity of the Soviet law enforcement agencies, as well as the human resources policy, have not been the object of special research. Nevertheless, in the studies dedicated to the 1960s and 80s, the activity of law enforcement agencies is touched upon, and the existing issues, the decisions made, and the results obtained regarding the solution to the problems are discussed (Məmmədova, 2022). The mentioned problem is also touched upon in a number of studies dedicated to Heydar Aliyev's political activity (Axundova, 2007; Nəsirli, 2019).

The goal of this paper is to determine the main directions of personnel policy carried out in law enforcement agencies in the republic during the mentioned chronological period, and to analyze the results of the decisions made regarding the elimination of existing problems. Shorthand reports of meetings and plenums of the Central Committee of the Communist Party of the Azerbaijan SSR, reports of law enforcement agencies submitted to the Central Committee, and statistical reports on crime in the republic are the main source of this study.

1-Human resources policy in law enforcement agencies in the 1970s-early 1980s.

When the great leader Heydar Aliyev came to power, the criminal situation in the republic was not good. In the reports sent by the Ministry of Internal Affairs to the Central Committee of the Republic, the number of cases of theft, robbery, looting of state property, and intentional homicides was increasing every year (Məmmədova, 2022; ARPIİİSSA, fond 1, siyahı 56, iş 9, v.34-35). At the first party plenum held after the dismissal of Veli Akhundov in August 1969, Heydar Aliyev voiced the existence of serious deficiencies in the activities of law enforcement agencies. Heydar Aliyev states that 63% of all crimes in the republic are committed in Baku.

He also added that due to the incompetence of law enforcement agencies, there are 2,500 unsolved criminal cases from the past years, and most of them are serious crimes (ARPIİİSSA, fond 1, siyahı 56, iş 9, v.34-35). It was widely known that one of the main reasons for widespread criminality in the republic was the bribery of law enforcement officers. The biggest criminal history of the republic was explained by these bribes (Məmmədova, 2022). A large number of complaints from the regions came to the central party bodies (ARDA, f.411, s.48, iş 247, v.7-8).

Starting from the end of 1969, a number of important steps were taken in order to eliminate the existing problems, to ensure the protection of public order and stability in the republic. The work of the party leaders, who initially supervised the law enforcement agencies, was inspected, and a number of high-ranking officials were removed from their positions. In December 1969, on the basis of numerous complaints received from the population, Shamkhor (now Shamkir), Gadabey district party committee secretaries I. Ahmadov and I. Allahverdiyev, followed by a number of Baku district party committee secretaries were removed from their positions (Kommunist 27 dekabr 1969.). Some of them were punished by the party line for making serious mistakes in the work, and some of them were brought to criminal responsibility (İsmayılov, 2013). These facts indicated the existence of serious problems in human resources policy as well as in the selection, placement and training of personnel in the republic before Heydar Aliyev. The main reason for these problems was the weak state discipline, demandingness, and poor sense of responsibility.

At the plenum of the Central Committee of the Communist Party of Azerbaijan in August 1969, Heydar Aliyev comprehensively and extensively analyzed the problems related to human resources management and noted that many governing bodies in the republic grossly violate the rules of selection and placement of personnel. Some executives are promoted by principles of tribalism and kinship or

friendship. Heydar Aliyev pointed out the lack of systematic, thoughtful work in the direction of creating a personnel reserve in the republic as one of the main shortcomings, and proposed raising the level of measures for achieving development in human resources management (ARPIİİSSA, fond 1, siyahı 56, iş 9, v. 37-38). In March, August, and December plenums of 1970, Heydar Aliyev once again analyzed the problems in the personnel policy in the republic, including the current shortcomings in the Prosecutor's Office, the Ministry of Internal Affairs, and the Justice system, clearly pointed out the shortcomings made in the recent past, and gave relevant tasks in this direction. Heydar Aliyev, targeting widespread bribery in law enforcement agencies, universities, and various sectors of the economy, emphasized that law enforcement agencies should ensure the rule of law (Kommunist 27 dekabr 1969).

As a result of the decisive measures implemented by Heydar Aliyev, the facts of deception and fraud by the top managers of the judicial and prosecutor's offices were discovered. It was determined that the complaints of citizens were not properly considered, the authorities abused the law, the investigative rules were not properly followed by the investigators, and many serious crimes committed in the republic remained unopened. The reason for this critical situation was the low level of professionalism of law enforcement officers. These shortcomings were especially decisive in the prosecutor's office. For example, Barda district prosecutor was appointed as Agjabadi district prosecutor despite the fact that he did not perform his job properly, colluded with the deputy chairman of the Council of Ministers and the former first secretary of Agjabadi, committed illegal actions, ignored citizens' fair complains (ARPIİİSSA f.1, s. 58, iş 447, v. 81). During this period, it was determined that some investigators violated the investigative rules during the investigation. In 1969, the investigative period of 51 (24.5% of completed cases) criminal cases was

violated by the investigators of prosecutor's offices (ARPIİİSSA f. 1, s. 56, iş 265, v. 95).

During the mentioned period, several negative cases were revealed in the activities of the Ministry of Internal Affairs of the Republic. The Ministry did not properly implement party decisions, weakly fought against crime, did not select personnel correctly, and did not raise political awareness of the militia and law enforcement agencies staff. There were facts of theft and embezzlement in the ministry system. A large number of serious crimes remained unsolved, the measures taken by the ministry in Baku city, where 63 percent of crimes were committed across the republic, were not satisfactory. According to the Central Statistics Office, the total amount of theft and embezzlement in 28 ministries and departments was 6,836,000 rubles in 1968, and 7,538,000 rubles in 1969. The main reasons for all these shortcomings were the lack of good coordination of the activities of the ministry and its subordinate institutions, abnormal relations between the officials of the ministry, the irresponsible approach of the minister, deputy ministers and heads of departments (ARPIİİSSA f. 1, s. 56, iş 71, v.7-9).

On the order of Heydar Aliyev, quality control of the leadership staff of the Supreme Court was carried out. One of the main flaws in the judicial system was the failure of the Supreme Court administration, district party committees, and judicial authorities to pay due attention to the numerous appeals of the population. The petitions contained the facts that judges made biased decisions, ordinary people were given unreasonably heavy punishments, and the punishments of officials were lightened. At the same time, systematic work on the training of people's judges was not carried out, and their business and professional qualities were not sufficiently investigated. Because of these shortcomings, many people's judges were removed from their positions in the mid-1960s (Məmmədova, 2022). The members of the Supreme Court themselves often made blunders, which misled the people's judges.

At the same time, due to the improper placement of people's judges, they did not feel responsible for the cases they investigated and treated the case formally (ARPIİSSA f. 1, s. 57, iş 356, v.1-3). Only in 1969, 14 people's judges were punished for the shortcomings in their work (ARPIİSSA f. 1, s. 57, iş 356, v.72).

At the initiative of Heydar Aliyev a number of measures were taken for administrative punishment or prosecution against the employees of the Ministry of Internal Affairs, law enforcement, and prosecutor's offices who used privileges and put themselves above the ordinary people and the rule of law. In 1969, the Minister of Internal Affairs M. Alizade, Deputy Ministers A. Rzayev, and D. Rzayev were released from their positions; others were reprimanded due to serious shortcomings in their work by the decision of the Central Committee. B.M. Mehdiyev, the head of the Department of Internal Affairs of the Baku City Executive Committee, was removed from his post for failing to organize the necessary fight against crime in Baku and grossly violating the laws (Məmmədova, 2022).

In state structures Heydar Aliyev attached great importance to the employment of people with new thinking and high moral and spiritual qualities. He gave relevant tasks to the bodies of the Ministry of Internal Affairs, central, and regional administrations regarding the implementation of the decision of the Council of Ministers of the USSR and CPSU dated November 19, 1968 "On serious deficiencies in the activity of the militia and strengthening the measures for their prevention". These tasks were largely related to improving the work of the militia. The investigation had shown that the most negative cases and law violations committed by law enforcement agencies happened in Baku and Sumgait. Heydar Aliyev gave instructions for the correct selection of personnel, improvement of political education, and professional skills of the militia (O rabote, ot 19 noyabrya 1968 goda). As a result of the work carried out in this direction, 14 heads of internal affairs

departments of the Ministry of Internal Affairs of the Azerbaijan SSR were released from their positions in 1971-1974 (ARPIİİSSA f. 1, s. 56, iş 71, v.7, 9, 10). Since the fight against crime in the republic is poorly organized, the number of murders, robberies, and crimes committed by organized gangs has increased. These facts seriously worried Heydar Aliyev. 12 of the 70 murders committed in 1971 were not solved (ARPIİİSSA f. 1, s. 58, iş 147, v.5, 6, 8).

All this showed that the party's control over the militia bodies was formal. In order to reduce such cases and strengthen the fight against crime in the republic, Heydar Aliyev made a decision "On measures to strengthen the fight against crime in the republic" (March 7, 1971). In the decision, the detection of all criminal cases and the establishment of a united front against crime were set as a task. Heydar Aliyev also gave instructions to the public prosecutor and the Minister of Internal Affairs to increase the efficiency of the work of the structures they are responsible for. In addition, the Ministry of Justice and the Supreme Court of the Republic were instructed to strengthen the control over the activities of the courts and to further improve the judicial cases (Əliyev, 1975).

Heydar Aliyev paid special attention to improving the work of law enforcement agencies in the regions of the republic. In the early 1980s, as a result of inspections carried out in order to increase the responsibility of prosecutor's office employees, the number of cases of uncovering criminal acts of law enforcement agencies increased. Thus, during the investigation of the case of the Aghdara district prosecutor, many negative cases were discovered (ARPIİİSSA f. 1, s. 68, iş 230, v.86, 115).

National leader Heydar Aliyev treated all state officials, including the personnel of law enforcement agencies, with high demands and principles, and paid attention to their moral character being compatible with their legal service. He showed that only people with deep ideas, impeccable behavior in society and

everyday life, who demonstrate a principled stance against shortcomings, and who understand their responsibility before the party and the society, have the moral right to hold responsible positions (Əliyev, 1975). Heydar Aliyev put before the responsible employees of the law enforcement system issues such as adapting the general management work to modern standards, expanding the scope of communication with citizens, and having high moral and ethical qualities.

In this period, increasing the qualifications of judicial personnel was one of the important issues. The low level of education and professional skills of law enforcement agencies affected the quality of their work. That is why Heydar Aliyev managed to pass a special decision to improve the work of judicial and prosecutorial bodies in the Azerbaijan SSR. In the decision, it was recommended that the prosecutor's office, the Supreme Court, and the Ministry of Justice of the Azerbaijan SSR should increase the efficiency of their work and be attentive and sensitive to applications and complaints. It was recommended to strengthen their activities to reveal the facts of violation of state discipline (ARPIİİSSA f. 1, s. 57, iş 94, v.61, 63, 65-66).

According to the instructions of Heydar Aliyev, in 1973, in order to increase the responsibility of the staff, a connection was established between the republic prosecutor's office and the departments of the central apparatus. The Supreme Court of the Republic paid attention to improving the quality of investigation of criminal and civil cases both in the first instance and in judicial control (ARPIİİSSA, f. 1, s. 61, iş 328, v.3, 5, 6-7). As a result of the high party control the processing of judicial cases in the first instance was accelerated. If compare with the first half of 1972 (64%) 85.4% of all judicial cases started in time in 1973. In the first half of 1974, only 8.8% of cases were dismissed or reversed, however, in 1975, this number increased to 24% (ARPIİİSSA, f. 1, s. 61, iş 328, v.3, 5, 6-7).

As a result of Heydar Aliyev's organized and sustained personnel reforms in the Ministry of Internal Affairs, Justice, and prosecutor's offices, party control over these structures has been strengthened, and party organization secretaries have been continuously given assignments. The departments also improved the quality of work with documentation. The Minister of Internal Affairs of the Azerbaijan SSR was instructed to prepare notes and a draft decision "On the selection, training and placement of personnel in the Ministry of Internal Affairs". According to the decision of the Central Committee of the Communist Party of the Soviet Union dated March 2, 1971 "On ensuring safety in transportation", a report on the state of road traffic safety in the republic was required for the first half of 1974 (ARPIİİSSA, f. 1, s. 61, iş 328, v.3, 5, 6-7).

The conducted personnel reforms covered all structural bodies of the Ministry of Internal Affairs, and these measures were continued in the following years. In the early 1980s, it was noted that the road transport situation in the republic, the work done by the Ministry of Internal Affairs in this field, and the fulfillment of the requirements of the decisions of the Council of Ministers were not satisfactory. It was discovered that the management board imposed illegal fines, brought to responsibility outside the law, and improperly drafted documents. There were a lot of facts of unjustified deprivation of a license. In order to prevent dissatisfaction in society, the employees who violated the laws were reprimanded, and given serious warnings and appropriate tasks. As a result of successful actions, convictions for crimes committed through transportation decreased by 7.3% in the early 1980s compared to 1976-1979 (ARPIİİSSA f. 1, s. 70, iş 365, v.122-123, 135).

In accordance with the decision of the Central Committee of the Communist Party of the Soviet Union "On strengthening the struggle for resolute prevention and complete elimination of fraud and forgery" (August 7, 1979), a corresponding decision was adopted in the Azerbaijan SSR. This decision is proof that Heydar

Aliyev's personnel reforms are comprehensive and sustainable. In the decision, it was recommended to take decisive measures to completely eliminate fraud, forgery and other defects, and to implement concrete measures to improve the work on the selection and placement of personnel. The decision indicated that personnel should always feel high responsibility for the assigned work. The decision also pointed out that criticism and self-criticism should be further expanded, fight against those who falsify official reports should be strengthened. Those who commit and encourage fraud should be removed from their positions and they should stand in front of the judge. At the end of the decision, instructions are given to the Prosecutor's Office, the chairman of the Supreme Court of the Azerbaijan SSR to strengthen control over the implementation of the Soviet legislation, to ensure complete investigation of all cases related to fraud, abuse of authority, and other facts in time. It also indicated the necessity to strengthen the fight against such cases, prevent such defects, and to impose severe sanctions against those employees (ARPIİSSA f. 1, s. 67, iş 110, v.17-18).

During the indicated period, constant attention was paid to the preparation of suitable personnel staff, to increase their professionalism, scientific theoretical level, and practical work experience. Every executive should have the ability to make correct, logical decisions in an extreme situation, and to cope with tasks according to the circumstances. For this purpose, it was necessary to organize the relevant educational process, improve its forms and methods. Heydar Aliyev, who deeply understood all these things, worked hard to achieve positive changes in the legal relations system in the republic, to develop legal thinking, legal culture, and legal science in general.

It should be noted that in accordance with the decision of the Central Committee of the Communist Party of the Soviet Union "On further development of

jurisprudence in the country and measures to improve legal education" dated June 16, 1964, the Central Committee of the Communist Party of Azerbaijan and the Council of Ministers of the Azerbaijan SSR adopted a decision "On the development of legal science and on measures to further develop and improve legal education in the Azerbaijan SSR" in October 2, 1964. In order to implement the decision, certain works have been done in order to train legal personnel in the republic and improve the quality of their education, and their proper use. Nevertheless, the current training curricula were not satisfactory.

The number of students admitted to the full-time department of the Faculty of Law of Azerbaijan State University was not satisfactory for the republic. 200 students were admitted to part-time departments. The appointment of graduates of the Faculty of Law was insufficient. They usually started their first job in administrative bodies. A very limited number of them worked in the national economy and state bodies. Heydar Aliyev thought that the reason for all these shortcomings was the fact that some ministries and institutions of the republic did not pay enough attention to the above-mentioned decisions. As a result, non-specialists often performed tasks that required substantial legal preparation. During admission to the Faculty of Law of Azerbaijan State University, serious mistakes were made. The general education level of the students was quite low. The applicants who do not work in their specialty are often accepted to the evening and part-time departments (ARPIİİSSA f. 1, s. 59, iş 46, s.6, v.6-7).

In order to eliminate all these shortcomings, Heydar Aliyev instructed the ministries of the republic to apply to the State Planning Committee of the Azerbaijan SSR regarding the need for legal experts. In order to improve the selection and placement of legal personnel, as well as student admission to the Faculty of Law, it was recommended to request recommendation letters from applicants during admission process to the Faculty of Law of Azerbaijan State University. Heydar

Aliyev recommended mutual cooperation between the Ministry of Higher and Secondary Education of the Azerbaijan SSR and the Azerbaijan State University in order to make things more transparent in this direction. He considered that it is important to develop the necessary measures to improve the teaching-methodical activity of the Faculty of Law and strengthen its material and technical base. There was a serious need to prepare textbooks and study materials in the Azerbaijani language, equip the forensic laboratories with the necessary equipment and devices, and expand the student fund. Heydar Aliyev recommended that the public prosecutor's office, the Ministry of Internal Affairs, and the Ministry of Justice should constantly send their employees to the Azerbaijan State University for advanced training courses.

Conclusion

As a result of important personnel reforms implemented by Heydar Aliyev in the 70s-early 80s of the 20th century in the law enforcement system of the republic, the management staff was updated. These reforms have had a positive effect on the strengthening of the fight against crime committed by the top officers. The activity of the judicial and prosecutor's officers became more transparent. Our national leader Heydar Aliyev, who is well aware of all the specific features of the Soviet regime, implemented many necessary measures to save Soviet Azerbaijan from a difficult situation. Based on his visionary policy, our leader led the preparation of deeply thought-out programs that will ensure the comprehensive development of the republic.

The issues of correct implementation of decisions and assigned tasks in state bodies, correct placement of personnel, strengthening of the personnel base in general have always been in the focus of his attention. The personnel reforms differed from the reforms of the previous period due to their scope and quality innovations

and gave impetus to the beginning of a new stage in human resources policy reform in the republic. During Heydar Aliyev's leadership, stability was achieved in the law enforcement system, and effective mechanisms against various manifestations of behavior against the law were developed.

1969-1982 years' reforms in the law enforcement structure created a fundamental bedrock for strengthening the future political independence of the Republic of Azerbaijan. The measures of our leader built up the legal basis of the state and created the starting point for constitutional statehood and an effective judicial system.

Today, this policy is being successfully carried out by its worthy successor, the President of the Republic Ilham Aliyev. The Azerbaijani leader's personnel policy strengthened our state's independence, created a strong administrative structure, ensured citizens' satisfaction, increased the efficiency and effectiveness of the work of state institutions, and raised the intellectual level of civil service staff.

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O rabote Verkhovnogo suda Azerbaycanskoy SSR i partiynikh komitetov goroda Baku po podboru, Rasstanovke i vospitaniyu kadrov sudebnykh rabotnikov. ARPIİİSSA f. 1, s. 57, iş 356.

O rabote partiynikh organizasii Baku po vipolneniyu postanovleniya SK KPSS i Soveta Ministrov SSSR ot 23 iyulya 1966 goda O merakh po usileniyu borbi s prestupnostyu. ARPIİİSSA f. 1, s. 58, iş 147.

O merakh po usileniyu organizasii i kontrolya ispolneniya, povisheniya operativnosti i kachestva raboti s dokumentami v administrativnikh organakh respubliki. ARPIİİSSA, f. 1, s. 61, iş 328.

O merakh po usileniyu partiynogo rukovodstva rabotoy komitetov komsomola respubliki po podboru, rasstanovke i vospitaniyu komsomolskikh kadrov. ARPIİİSSA f. 1, s. 67, iş 110.

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