

The Features of Development and Management of Public Service in Kazakhstan

Aynur S. ZHARKESHOVA

Academy of Public Administration under the President of the Republic of Kazakhstan, Astana, Kazakhstan.



Kasiya A. KIRDASINOVA*

L.N. Gumilyov Eurasian National University, Astana, Kazakhstan. E-mail: marso310@mail.ru

Gulmira Y. AMALBEKOVA

Taraz State University named after M.Kh. Dulati, Taraz, Kazakhstan.

Assemgul B. BEKMUKHAMETOVA

Al-Farabi Kazakh National University, Almaty, Kazakhstan.

Nazym E. DABYLTAYEVA

Al-Farabi Kazakh National University, Almaty, Kazakhstan.

Akmaral K. TAUASSAROVA

NarXoz University, Almaty, Kazakhstan

ABSTRACT

In modern society of any state there is a logical relationship between the trends of public administration and social transformation. This article provides a literature review of domestic and foreign authors, who conducted the study of management approaches in various aspects of international experience. The article gives an analytical overview of the current state and development management in the civil service of the Republic of Kazakhstan. Showing characteristic features of administrative processes in the field of organizational culture. The authors of the article studied the institutional formula for successful management practices of public servants and organizational culture, as a result of the general history of success, common objectives and values that unite people. The article discusses the importance of organizational culture and behaviors that directly affect the results of administrative activity. The studies are systematized theoretical and methodological research aspects of professional activity management system of civil servants on the basis of which the conclusions and recommendations proposed to improve personnel management.

Keywords: human resource management, organizational culture, public administration, public service, public authority, economic evaluation, staff respondents.

**Corresponding author; Kasiya A. KIRDASINOVA*; L.N. Gumilyov Eurasian National University, Astana, Kazakhstan. marso310@mail.ru.*

I. INTRODUCTION

On the way of formation an independent Republic of Kazakhstan, a lot of public administration reforms took place and they were one of the important conditions for the acceleration of socio-economic development of the country.

At present, it is necessary to study the existing HR management system, both theoretical and practical, including specific features that are members of management in the public service.

The constitutional foundations of the civil service were developed in the Republic of Kazakhstan as the most important governance mechanism and fundamentally different from the earlier administrative management system.

Public service not only reflects the objectives, functions and main features of the state but also designed to ensure their practical implementation.

An important feature of the civil service is that - it is a professional service activity, i.e, professional nature of the activity corresponding to special legal conditions and qualification requirements. This means continuous and competent enforcement powers of state bodies by persons in public office. Public service - a special kind of professional activity, which provides a solution, especially public administration tasks.

At present, the public service is presented as a public multi-function and multi-level legal, social and organizational institution to ensure the activities of the state, state authorities and their staffs and the powers of persons holding public office.

Based on the information above, it can be concluded about the relevance of the research topic and the presented results of this article.

2. LITERATURE REVIEW

The content Analysis of personnel management system in modern conditions showed that the personnel policy as a branch of economic activity and importance in the socio-economic development are sufficiently relevant for research.

Various aspects of the state apparatus, the problem in realization of power, public administration, public service issues are considered in the studies of scholars and researchers of the CIS countries as a Abasheva A.E. (2010), Voronin V.V., Derkach A.A., Zhuk I.A., Markin V.N., Moskalenko O.V. (2008), Davydov V.D. (2007), Citizen V.V. (2011), Turchinov A.I., Magomedov K.O (2010), Romanova V.L., Vasilenko L.A. (2007) and others.

Researchers define a person as a basis of the organization, in fact, show that the effectiveness of the company depends on the well-established inner peace - the organizational culture.

Far abroad scientists - Armstrong M. (2009), Deal, T.E., Kennedy A.A. (1982), Kanter R. (2013), O'Riordan J. (2015), Peters T.J., Waterman R.H. (2004), Shane E.G. (2011), Wilson T.E., Dealand A.A., Petersand R.H. were exploring problems affecting the culture in public organizations. The authors study the functions, criteria and types of this culture. Indicate a lag trend of government agencies in organizational culture, distrust of authorities' states to new management techniques. In addition, according to conservative views in public bodies, the desire to preserve the old culture and values, the conceptual assessment of organizational culture, role in the successes and failures of organizations and projects of construction techniques, the introduction and development of culture.

Also features of personnel management and organizational culture were considered such as the Kazakh authors Esengeldina A. (2014), Esimova S.H. (2006), Kaparov S.G. (2005), Kusainova A.J. (2015), Kulzhambekova A. (2013), Nurtazin M.S. (2005), Onyusheva I.V. (2012) and others.

Although studies of economists in the context of theoretical and methodological aspects of studying problems of improving personnel management and organizational culture in public administration, taking into account the competitiveness of administrative activity is poorly explored, and creates opportunities for further research.

In this regard, the purpose of this article is to study the current state of organizational culture in the civil service of the Republic of Kazakhstan.

3. DISCUSSION

The current direction of human resource management in the public service.

The main document regulating the state civil service management is the law of the Republic of Kazakhstan created in November 23, 2015 № 416-V ZRK. It regulates the social relations associated with the civil service of the Republic of Kazakhstan, termination, determines the legal status, financial security and social protection of civil servants, as well as the issues of the other parties in government. The Law defines the main principles of public service:

1. The State Service of the Republic of Kazakhstan is based on the following principles:

- 1) Legality;
- 2) Kazakhstan patriotism;
- 3) The unity of the civil service system, regardless of division of state power into legislative, executive and judicial branches;
- 4) priority of the rights, freedoms and legitimate interests of citizens before the interests of the state;
- 5) equal rights of citizens to access public service.

Ministry of Civil Service Affairs of the Republic of Kazakhstan in accordance with the Decree of the President of the Republic of Kazakhstan dated by March 19, 2010 № 954 "The system of annual evaluation of the central state performance and local executive bodies of oblasts, cities of republican significance, the capital" systematically assesses the effectiveness of state bodies the direction of "Human Resources".

Economic evaluation is based on analysis of information on public bodies according to criteria as efficiency of human resources, training of civil servants, the effectiveness of the prevention of corruption, the level of satisfaction of public servants.

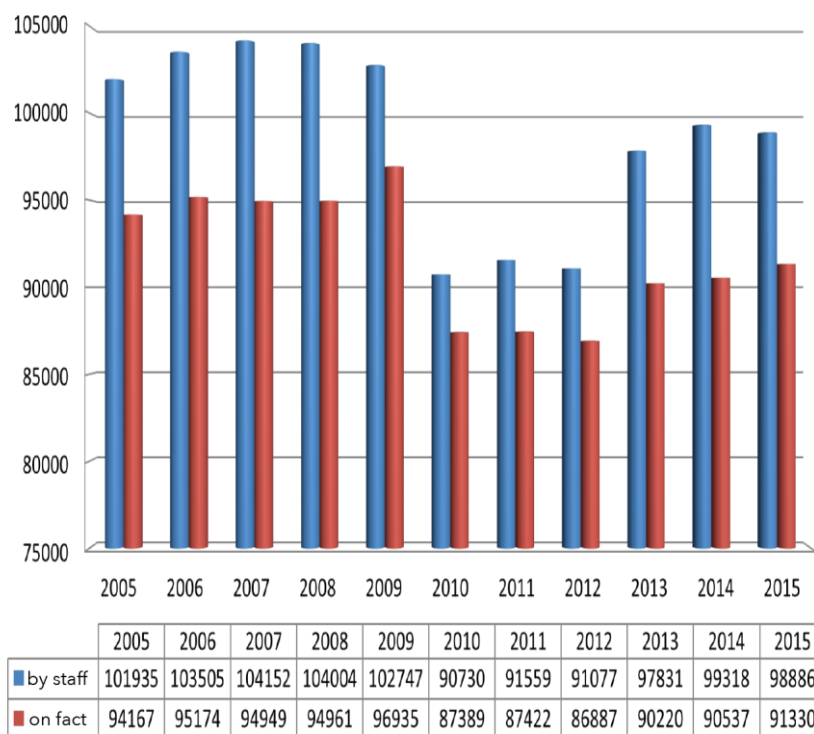
Assessment shall be 12 central government and 16 local executive bodies.

At present the level of staffing civil servants is 98,886 units:

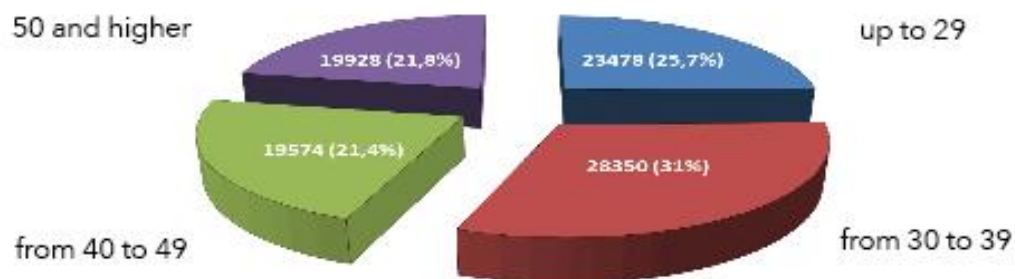
- political civil servants - 422 units;
- administrative civil servants Corps "A" - 493 units;
- building "B" - 97 971 units.

The number of civil servants in central government bodies - 52798 units: in the central offices - 9713 units; the territorial subdivisions of state bodies - 43085 units (Figure 1); local executive bodies - 46088 units.

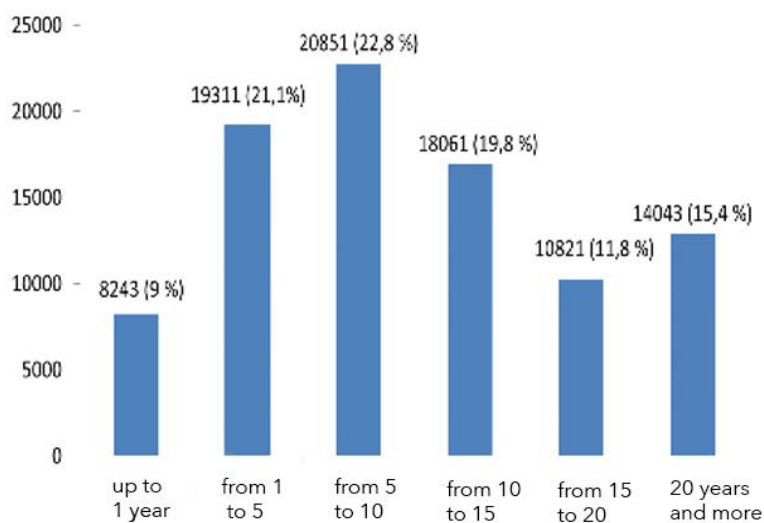
- average age of civil servants - 38.9 years (Figure 2);
- average seniority in the public service - 10.7 years (Figure 3);
- turnover of civil servants is 16 458 units;



Picture 1. Dynamics of the civil servants number in 2005-2015



Picture 2. The age structure of civil servants as of January 1, 2016



The average length of public service - 10.7 years

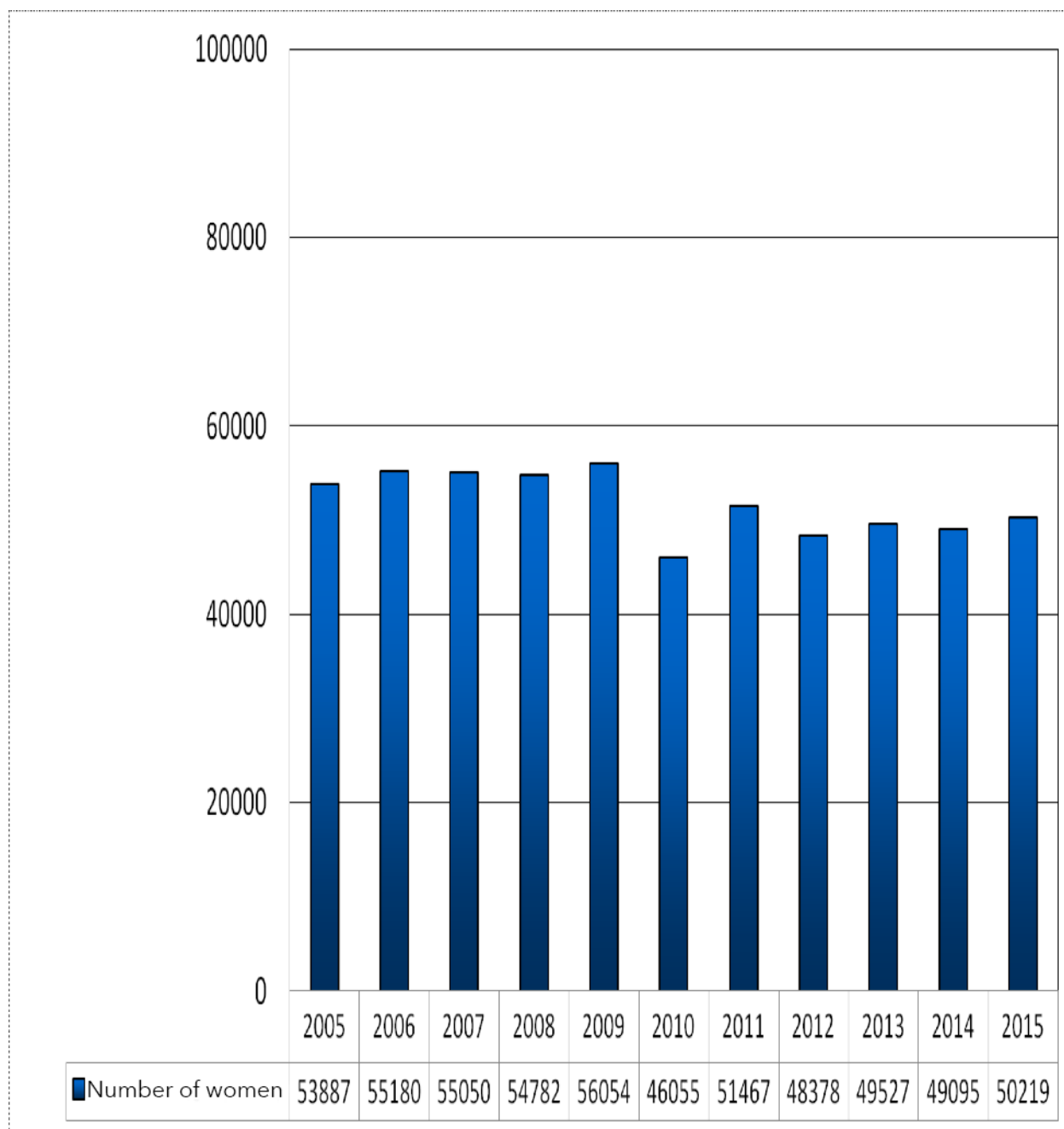
Picture 3. Experience in public service as of January 1, 2016

Studies of Kazakh scientists, conducted in the public service, showed that:

- Firstly, the proportion of civil servants in the total population is about 0.6%, and the total number of employees - just over 1%. These indexes are significantly lower than in the most countries in the world. However, despite the absence in the world a universal method for calculating the number of regulations and public servants, we can say that the state apparatus is seriously reduced to minimum functions.

- Secondly, in the sphere of civil service personnel management to establish a sustainable informal tradition of the distribution of seats for female entrepreneurship in the political and administrative civil service at 10 and 60%, respectively. The number of women in the public service is shown in Picture 4.

- Third, the age structure of civil servants is well balanced with a predominance of the younger generation.



Picture 4. The number of women in the public service

As a result of economic evaluation in 2015, the average score was 74.2 points (on results of 2014 - 72.4). Average assessment among central government bodies amounted to 74.5 points, which is 0.9 points more than in 2014, local executive bodies - 73.9 points, which is also higher than in 2014 year by 2.4 points.

- Fourthly, the civil service is characterized by relatively stable personnel structure, as evidenced by the average length of stay in the public service.

Almost complete coverage of civil servants by public authorities is given to be professional development - 97%, which is more than in 2014 year by 2%. The proportion of civil servants retrained rose to 88% (in 2014 - 85%).

The effectiveness of the human resources use has been slightly declined in governmental staff turnover.

In 2015, on the grounds stipulated methodology for assessing the efficiency of personnel management, resigned, 8.9% of employees of state bodies (2014 - 9.1%), including the local executive bodies of turnover decreased to 13.8%, which is lower than in 2014 year by 14.4%.

4. METHODS

In order to analyze the situation with the human resources services of state bodies a survey of personnel officers was conducted. The survey involved only 103 employees (staff) of the Ministry, which is more than 50% of the total, thus, indicates the presence of a representative weight.

Interviewed workers (employees) were all, without exception, at least 30% of the total number in the context of each business unit, which also makes it possible to think about the validity of the results of the opinion poll.

The test questions were completed affirmative proposals, on which the respondents had to answer "yes" (if you agree with this), "no" (in case of disagreement) or "not always".

Testing was conducted anonymously (on paper) to ensure the highest reliability of the responses.

According to the analysis of the completed questionnaires revealed the following:

The moral and psychological atmosphere

All the respondents who work in the Department A (hereinafter - YES), indicated that they like the moral and psychological atmosphere in their department. They agree that the head of department and heads of departments contribute exclusively business relations.

Regarding the Department of administrative work (Hereinafter - DAR), the 9% of employees are not satisfied with the atmosphere in the team, especially in management planning, financial and economic performance. In general, most of employees say business relationships created by the heads of departments and offices.

10% of respondents in the Department (hereinafter - DV) also are not satisfied with the internal atmosphere. In particular, in Operations Department. However, most of the employees, agree that the heads of departments and offices contribute to creating business relations exclusively.

Relationship with colleagues

22% «YES» workers believe that their legitimate concerns to colleagues perceived inadequately. At the same time, most of these respondents accounted for the passage of the civil service management. In the same place, the absence of aid practices to adapt first time accepted employees was noted.

With the statement that notes to colleagues perceived normally, disagree 14% of DAR. It should also be noted the fact that 50% of respondents said that some of colleagues use profanity. 20% of respondents from ensuring secrecy Office and document office noted the lack of help for the first time hired employees.

Share DV employees who believe that their colleagues not adequately respond to their comments, is 16%. Most of these respondents accounted for Organizational-control management. The use of profanity is also the case in the management as well as operational and investigative departments. However, almost all respondents noted the presence of adaptation practices for the new employees.

Relationship with subordinates

The vast majority of surveyed workers said - YES (96%), they trust their leaders. However, less than a half of the tested employees rely on the help of his head in difficult situations.

89% of DAR respondents trust their leaders. The main part of those who have not expressed such confidence, it is necessary to ensure the secrecy and document management. 91% of workers can count on the support and assistance of its leaders in difficult situations.

Almost all of the DV respondents expressed confidence to their leaders, as well the possibility to rely on their help and support in difficult situations.

Load distribution

24% YES workers believe that the load is distributed evenly. Most of these respondents accounted for the passage of the civil service management. More than half of the respondents believe management besides that they are required to execution of instructions beyond the job.

32% of DAR respondents also agree that the load is evenly distributed. Most of these workers are in the planning management of finance and economic work, as well as document management security protection. 24% of respondents do not agree with the fact that they never work beyond the instructions.

In order to calculate the average residence time at work "Management Console" and Human Resources were analyzed.

The analysis of the data showed that on average, employees of the central apparatus of the Ministry work 50 to 63 hours per week, at least 10 hours more than the maximum time set by the labor legislation (40 hours per week).

Thus, for the formation of an effective system of personnel management in the civil service and enhance the role of personnel services are necessary to reform the personnel management system of state bodies.

MODEL MANAGEMENT PERSONNEL OF PUBLIC SERVICE

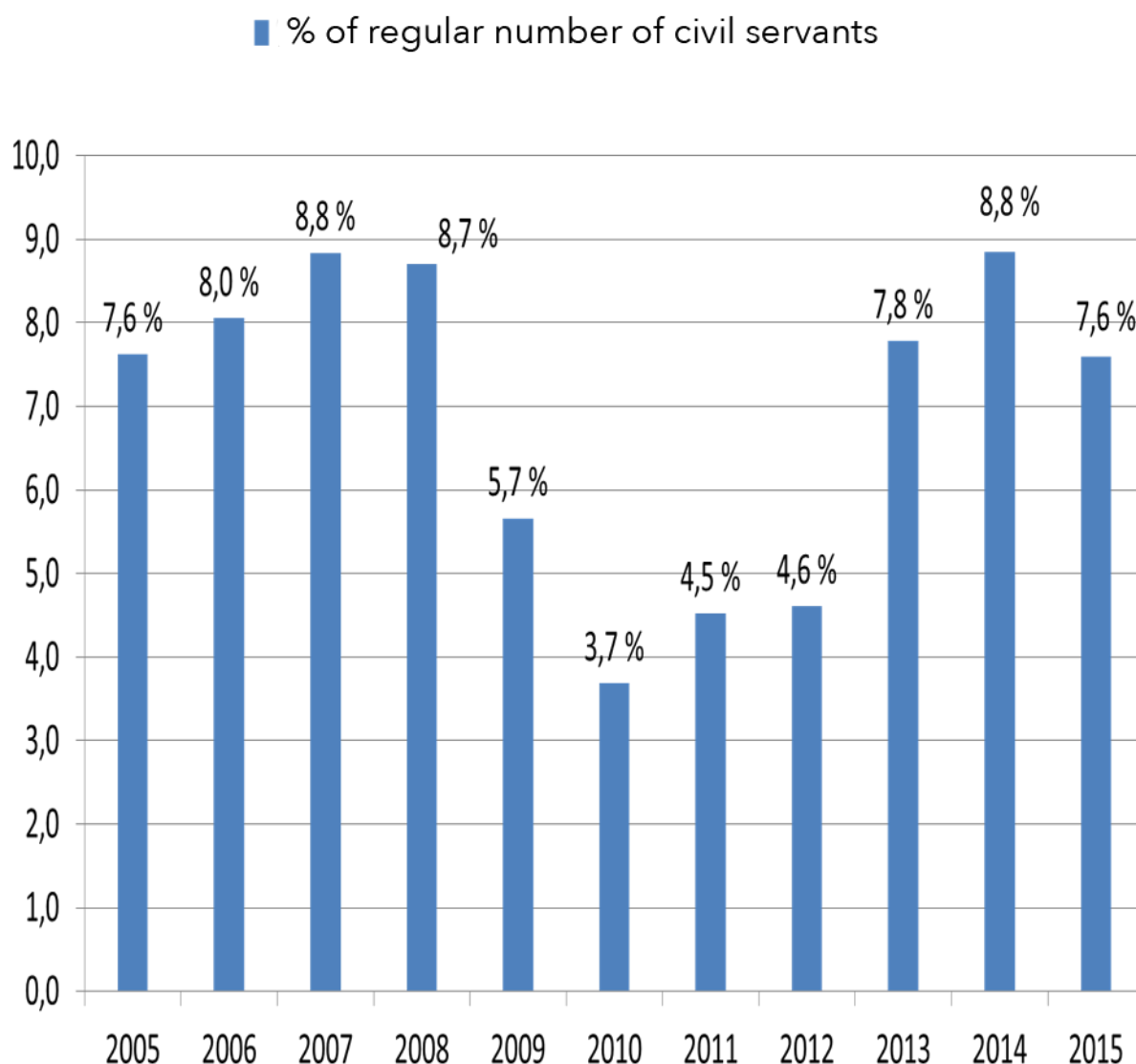
From the 1st of January in 2016 a new law "About State Service of the Republic of Kazakhstan." was entered into force. This law defined the legal framework for the transition to the career civil service model in Kazakhstan.

The main objectives of the public service model of the Republic of Kazakhstan:

- Formation of a new human resources policy, and effective management of human capital in the public sector;
- Improving the quality of public services as an indicator of the effective activities of state bodies;
- Improving the ethical standards and the formation of a positive image of the civil service.

The introduction of such a model will be achieved through the following mechanisms.

Promotion of civil servants will be carried out in the presence of work experience at lower positions and through internal competitions (through interviews). The dynamics of vacancies of civil servants is shown in Picture 5.



Picture 5. Dynamics of vacancies in the public service in the period from 2005 to 2015

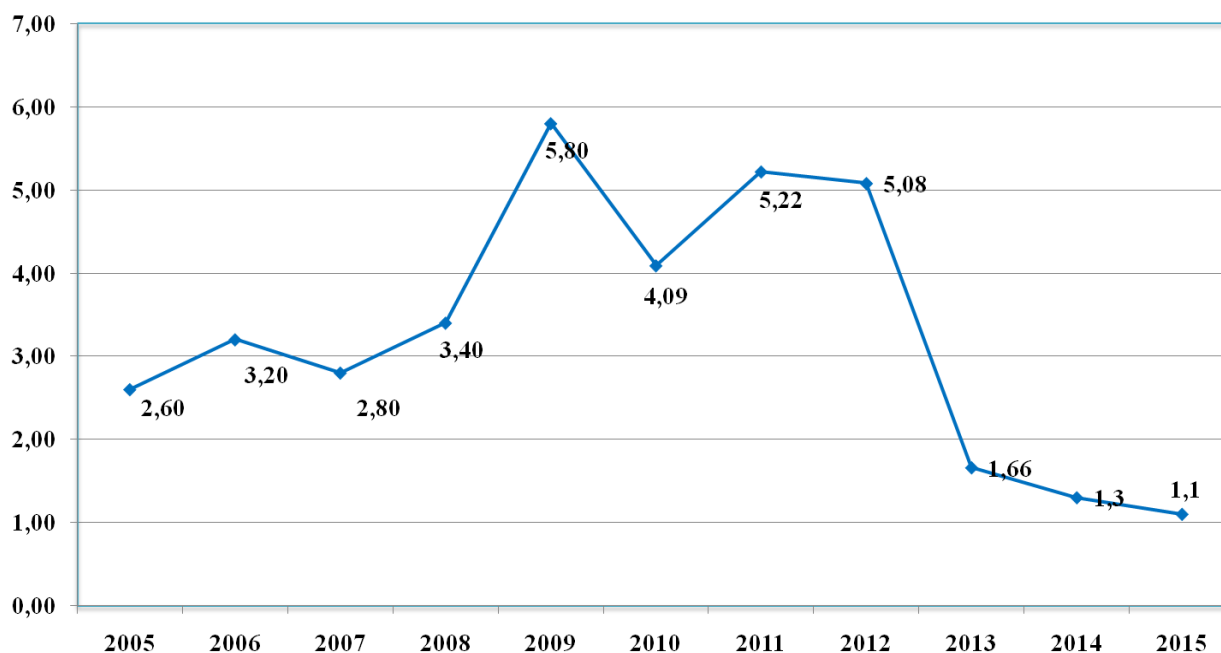
In the first stage, an internal competition held among the employees of the agency.

In the absence of suitable candidates internal competitive selection held among all civil servants.

Ads for conducting internal competitions will only be published on internet resources by the relevant government agency and the Ministry of Civil Service. In this context, the term of their significantly reduced - by more than 2 times (if previously it took 25 working days minimum, now - from 7 to 10 working days).

If in domestic competitions nominee will not be picked, then by agreement with the Ministry may conduct general competition among citizens who have comparable work experience in the private or quasi-public sector.

2. Picture 6 shows the trend in the number of applicants per vacancy.



Picture 6. Dynamics of the number of applicants per vacancy

Grass-roots posts in state bodies, ie in fact entering the civil service, will be replaced only by means of general competition on the basis of a three-stage selection:

- The first phase of the candidates will be tested on knowledge of the law;
- The second will be evaluated by their personal quality and availability of basic competencies;
- On the third - a competitive interview before a national authority on the core knowledge.

Appropriate automated test program to assess personal qualities and competencies was developed by the Ministry. Necessary procedures were carried out for its validation, including the assessment of domestic and international experts.

The second stage candidates can be admitted in the case of passing the thresholds on the results of testing for knowledge of the legislation (post testing will be done through the web portal of "electronic government").

Tests certificates of legislation knowledge received up to the end of 2015, will be valid for one year from the date of the test.

When you have got such certificate for participation in a competition the candidate will need to pass in the Ministry of Civil Service Affairs assessment of personal qualities and competences.

3. For the first time entering government service officials set a trial period from 3 to 6 months (with verification of compliance of the test persons) with fixing mentors.

In case of not passing the test, an employee shall be fired as it written in agreement of the Ministry of Civil Service.

4. Abolished institute of personnel management reserve corps "B".

Individuals who enrolled in a such reserve until 31 of December 2015, can be assigned to corp "B" during 2016, until the expiration of one-year tenure in reserve without competition.

5. Limited Transference Institute.

Transference are saved only for:

- Assistants, advisers, press secretaries;
- Government agencies of "A" categories (Administration of the President) and "B" (Prime Minister's Office, the Chambers of the Parliament of devices, the Central Election Commission, the Supreme Court, the Constitutional Council, the Accounts Committee, Presidential Property Management Department).

In addition, transfers can be from foreign institutions of the Ministry of Foreign Affairs to state agencies for employees aimed at the transfer order in the foreign institutions up to January 1 of 2016.

6. Introducing a rotation management Institute of building "B".

The procedure and conditions of the rotation will be determined by the Presidential Decree.

When rotation in another locality civil servants provided with housing without the right of privatization.

7. The introduction of restrictions on admission and the tightening of the grounds for termination of political service who have reached retirement age.

This age limit does not work for political office, the Constitution and laws defined their terms (for example, the Chairman and members of the Constitutional Council, the Central Election Commission, the Accounting Committee, etc.).

In other cases, a person who has reached retirement age may be appointed only for political office by the President.

Political officials, who appointed by the President, when retirement age reached, they can continue to exercise work under the decision of the President up to five years.

Regarding the administrative state employees who have reached retirement age, the duration of their stay in the public service could be extended only for one year.

For more effective work of state employees the model «KPI» will be implemented, which is designed for hanging the productivity of each employee.

KPI ranges of values:

Let's consider how ranges of values are prescribed and why they are needed in the civil service management system.

The formula for calculating quarterly bonus (QB):

$$QB = W \times 0,4 \times (K1 \times 0,4 + K2 \times 0,2 + K3 \times 0,2 + K4 \times 0,2) \quad (1)$$

where W - the base salary;

0.4 - the premium amount of the base salary;

K1, K2, K3, K4 - coefficient of KPI performance;

0.4; 0.2; 0.2; 0.2 - the proportion of each KPI.

Note. K1, K2, K3, K4 are determined by calculation at the end of the quarter.

Note. K1, K2, K3, K4 are determined by calculation at the end of the quarter.

The formation of the KPI structure on the basis of motivation

The formation of motivation on the KPI basis consists of three main parts -constant part, variable part and irregular premiums.

The variable part is paid for achieving results on the KPI and includes:

- quarterly bonuses for achieving KPI

■ semi-annual and annual bonuses for achieving KPI that determine only once in six months or a year in accordance with the achievement of KPI.

Basic rules for the development of a compensation package:

■ The variable part of the compensation package should orient the employee to achieve the desired result, therefore, wages and other monetary payments should be linked to KPI, organization and the working groups, the structural units of the worker.

■ The variable part of the compensation package should combine the rigidity of the rules determining compensation and the flexibility to respond changes in the external and internal situation of the organization.

■ The variable part of the compensation package should not worsen the situation of the employee in the material plane, the worker should be able to increase their reward.

■ The variable part of the compensation package must be accompanied by thoughtful informing mechanism of employees about the new rules of remuneration on achieving KPI level and constant monitoring of the compensation package effectiveness.

Example of determining the % variable (according to KPI results) and a permanent part of the structure of employee compensation package, depending on the performance and participation in the activities of the organization during the reporting period.

Thus, the high status of the personnel agency's services will be provided, staff turnover will be drastically reduced, the problem of changing the succession of ministers and governors will be solved, and in general, the proposal is aimed at ensuring the realization of state personnel policy across the country.

5. CONCLUSIONS

The effective work of the state apparatus is largely determined by the professionalism and competence of officials. They take a direct part in the development of various aspects of state policy. Ultimately the administrative capacity of the state largely depends on them, ie, ability to put clear goals and setting clear priorities, as well as ensuring their implementation. State and municipal authorities, is an important governance mechanism and their workforces ensure the fulfillment of tasks and functions of the state authorities. Therefore, the requirements are increased during the entire process of management of public service personnel.

The effectiveness of the civil servants suggests the all staff focusing on effective use of technologies, increasing the efficiency of service activities designed to ensure the quality of performance of the state body authorities.

Civil Service Human Resource Management is carried out in -organizational, administrative, administrative, psychological, educational forms, in order to ensure optimal implementation of human capital as the most important factor of the efficient organization, one of the most important areas of social policy and social management.

Requirements for the content and the level of culture of professional personnel management are determined by the scope and content of functional responsibilities, one of the conditions for the successful implementation are formed normative consciousness, the presence of deep ethical knowledge, belief in the need to raise the level of ethic, the continuous development of not only professional but also the personal qualities which will be required at the all stages of human resources management as a part of the implementation.

REFERENCES

- Abasheva A.E. Civil Service Human Resource Management. - Cheboksary: CSU, 2010. – 31p.
- Armstrong M.A. Human Resource Management Practice. 10th ed. - Saint-Petersburg.: Peter, 2009. - 848 p.
- Bimenbetov A. "There is civil service reform", // "Ogni Alatau" - 2012. - 20th of November 5-7 p.

- Voronin V.V., Derkach A.A., Zhuk I.A., Markin V.N., Moskalenko O.V., 'Akmeologicheskaya' assessment of professional competence of civil servants. - M.: RAGS, 2008. - 166 p.
- Grazhdan B. State civil service. - M.: Yurayt, 2011. – 620 p.
- Godovikova E., Features of Management career development in the public service // Municipal Service. - 2009. - № 1. – p. 23-27.
- Davydov V.D., Methods for assessing the efficiency and effectiveness of professional performance of civil servants // Management Consulting. - 2007. - № 2. - p. 20-22.
- Esimova S.A., Organization of culture management. Kiev: University research note. №2 (18). 2006. p.318-329.
- Law of the Republic of Kazakhstan About State Service in the Republic of Kazakhstan (as amended on 06.04.2016).
- Zakharov N.L. Organizational behavior of public servants. - M.: Infra - M., 2009. - 237 p.
- Esengeldina A. Development of the human capital in the public service // Vestnik Kar SU. Science Magazine. No. 3. 2014. p.152-153.
- Kaparov S.G. Improving of the public service in Kazakhstan. Monography. Yekaterinburg: Context -AP, 2005. 319 p.
- Kusainova A.Z., Human capital: especially manifestation and reflection of the quality of life. Actual problems of the economy. Scientific Economic Journal. №9 (171). 2015. p.324-332.
- Kulzhambekova A. Personnel Service of the state body in the concept of a new model of public service in the Republic of Kazakhstan. Actual problems of the economy. Scientific Economic Journal. №9 (171). 2013. p.295-301.
- Litvintseva E.A., Public service abroad. - M.: RAGS, 2004.- 312 p.
- Nurtazin M.S., Personnel work in the local government bodies. - Astana: Civil Service Academy under the President of the Republic of Kazakhstan, 2005. -72 p.
- Onyusheva I.V., Factors of the competitiveness of the human capital ensuring in the modern economy. "Turan" University Bulletin. Science Magazine. №4 (56). Almaty. 2012. p.95-98.
- Romanova V.L., Vasilenko L.A., innovative civil service staff support. - Moscow: Publishing House RAGS, 2007. – 140 p.
- Mordvin S.K., Human Resource Management: the modern Russian practice. - SPb.: Peter, 2005. - 304 p.
- Terentyeva E.V. Using a variety of mechanisms to improve the motivation of employees to work // The transport business of Russia. Economics, management and transport. - 2008. - №1. - p. 22-25.
- Turchinov A.I., Magomedov K.O. Personnel potential of the state civil service: the spiritual and moral problems: [monograph]. Moscow: Publishing House of the RAPS, 2010. p. 78.
- Cherepanov V.V., Fundamentals of Civil Service and Personnel policy. - M.: Law and the Law, 2008.- 570 p.
- Shane G.E., Organizational culture and leadership. 3rd ed. St. Petersburg: "Peter" Publisher. 2011. 336 p.
- Bryman, A. and Bell, E., 2007. Business research methods (2 ed.). Oxford: Oxford University Press.
- Van Maanen, J., 1988. Tales of the field: On writing ethnography. Chicago and London: The University of Chicago Press.
- McQueen, R., Knussen, Ch., 2002. Research methods for social science. London: Pearson Education.
- Deal, T.E., Kennedy, A.A., 1982. Corporate cultures. Reading, MA: Addison-Wesley.
- Peters T.J., Waterman, R.H., 2004. In search of excellence: Lessons from America's best-run companies.

Kanter R., 2013. How Great Companies Think Differently. Harvard Business Review, October 23; pp.66-78.

O’Riordan J. 2015. Organisational culture and Public service. State of the Public Service Series. November 2015. Researchpaper № 16. Institute of Public Administration.

Wilson, F.M. 2010. Organizational behaviour and work. (3rd ed.). Oxford University Press.