

### Actual issues of the time organization of civil servants labor

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**Abstract:** The modern system of public service in Kazakhstan is focused on achieving the eventual result. This implies searching for new approaches to the effective organization of the state officials' work in the workplace. The distinctive features of the public service of Kazakhstan are the rapid change of professional activity conditions, especially in the framework of the ongoing reform of the system of public administration and public service. In these conditions the operational efficiency of the functions and tasks outlined in his job description will depend on how well a state official organizes his work during working hours and defines the priorities in his daily activities. The basis for the time-and-motion engineering and the efficient distribution of working hours of a state official during the working day is a clear definition of functions assigned for each employee. This approach has determined the choice of the issues under investigation - time management for state official s. This article presents the results of a scientific study conducted in the framework of the project funded by the Agency for Civil Service Affairs of the Republic of Kazakhstan on "Determination of effective regulatory, methodological and organizational measures aimed at improving the quality of the work organization and management in government authorities." The present paper studies the issues of work organization and presents the results of a conducted survey of state officials. The main aim of the project is to develop recommendations for optimizing the activity of state officials during their performance of official functions.

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#### 1. Introduction

The time management research is historically associated with the work standardizing in enterprises. Originally scientific approaches to the work management began with the creation of a system of record of working time of proficient experts. The methodological and theoretical basis of studies of time management of workers' activity were the ideas of scientific management of labour by F. W. Taylor [1]. Historically, the practice of using the mechanisms proposed by W. Taylor relates primarily to the private sector, but in recent years the theoretical conclusions he made became popular among the governments of various countries as an integral part in public service reforms. The main idea in the understanding of the system proposed by W. Taylor was the division of the labor process to the simplest operations. The main factor of the worker's activity efficiency is recording the time spent by the worker on certain operations or its time-study. It is important to create a functional system of management based on the separation of administrative functions, as well as equal and fair distribution of responsibilities (liability) between workers and managers [2].

The most important problem of management of public authorities is the lack of time. During the working day the state officials are involved in the solution of various problems. Fulfillment of urgent

assignments takes the greatest part of the working time, which certainly affects the qualitative elaboration of other issues. In practice, most state officials are forced to work in excess of the employment and labor laws on working time. To ensure high productiveness once renowned scientist H. Gantt time management cards have been designed. The information recorded in the cards was used on the one hand for control of the workers by the administration, and on the other hand for the introduction of new methods of teaching experts who passed on their knowledge to their subordinates. Special attention was given to the issue of strengthening the internal control through extensive use of graphs and diagrams. Attention was paid not so much to the volume of production, but rather to the time required to manufacture these products. Implementation of plans was mainly examined for the compliance with period of the actual performance rather than for the volume of production. [3]

Paying attention to the time standardizing for performance of one operation or another, H. Gantt emphasized the leading role of the human factor and expressed the belief that the worker should be given the opportunity to find in his work not only a source of livelihood, but also a source of satisfaction. Striving for a better organization of work is regarded as a purposeful behavior of the worker and identified by means of specific data on the dates of

performance; standardization of processes and their regularization; introduction of registration cards; daily accounting of the time spent to perform the same operations that are repeated every day. [4]

The method of time organization was proposed by Benjamin Franklin. This method "from highest to lowest" is built on the assumption that every human action must be consistent with his life values and aimed at implementing the global life goal. The life goal is organized according in the sort of a pyramid, the basis of which are certain principles of life and global goals and then with an increase to the top of the pyramid long-term and short-term plans to achieve these goals are built. [5]

According to most of common notions, the organization should have certain purposes. Studies have shown that during the day the worker has to solve several problems in order to achieve a goal. Eisenhower Matrix has changed the very essence of the scientific approach to the time management system. The time management system is subject to a choice of priorities for the achievement of which the time corridors are determined, differentiated by the length to short-term, medium-term and long-term ones. Planning of working time according to the Eisenhower system means clear goal setting and setting tasks resulting from it, definition of their priority and the amount of time sufficient to achieve it. [6]

The criteria according to which the priority of particular purposes is defined is their urgency and importance. The principle of matrix construction allows getting several combinations. Using two forms of urgent and non-urgent, important and not important; you can get four different options:

- Important and urgent matters,
- Important and non-urgent cases
- Unimportant and urgent cases
- Unimportant and non-urgent cases.

Issues of time management of labor or employee work time study in scientific literature are considered from different points of view: the personal approach [7, 8]; the structural organizational approach; functional analysis of public authority activity; creation of living organisms system [9]. In the studies, the authors emphasized that the effectiveness of the organization's activity depends to a certain extent on the efficient and well-coordinated work of employees. At the same time, as is noted by Alan Mumford and Jeff Gold, one of the reasons for the difficulty of measuring effectiveness is that the level of effectiveness of the manager is not always visible or accessible to those who try to measure it. [10, p. 61]

**The main results of the study.** The need to build a personalized time management system centered on

personal goals and priorities is based on the recognition that the issue of the time management of a state official's activity is notable for its intermittent nature. The intermittent nature of the temporal aspect of a state official's labor organization manifests itself in his many-sided activity consisting in the fact that during the working day he has to carry out unscheduled urgent orders of higher authorities.

Monitoring the status of civil service of the Republic of Kazakhstan shows that as of 1 January 2013 the number of full-time public posts in the republic was just over 91 thousand units, what is 97 units more compared to the number as of October 1, 2012 [11]. The ongoing reform of public service in the Republic of Kazakhstan places special demands on the newly accepted state officials. One of the priorities of the reform is to improve the institutions and mechanisms of human resource management [12]. State officials should not only be able to use the latest innovative technologies of management in the course of their professional activity, but also to be able to react quickly and adequately to changes in professional activity conditions and know how to prioritize. Such officials have certain difficulties connected with the chronic lack of time for execution of their direct functional duties.

The problem of improving the work of a state official is of practical importance and is of particular relevance in the transition period when the qualifications of state workers have become a key factor. In essence, the professional competence of a state official include aspects as knowledge of the rules of the orders and instructions fulfillment, implementation standards and emotional satisfaction from the work performed by him. Adherence to the corporate culture, understanding of common goals and tasks can become components of successful activity of a state official. Synchronizing the various aspects of professional activity, a state official is able to independently build an integral trajectory of his actions.

To identify the characteristics of the time management of work of a state official and given the urgency of the problem for Kazakhstan, we have set a goal to explore issues of time management of professional activity of a state official on the basis of the analysis of the gathered experience and methods of measurement of time. The study on identification of characteristics of the time management of professional activity of a state official in Kazakhstan was conducted for the first time. The methodological basis of the study were the principles of time analysis of labor, the distribution of functional responsibilities, regulating the activity of a state official. Research methodology is based on a study of the theoretical and normative legal framework,

functional analysis, expert survey methodology and study of working time. The use of timing method, on the one hand, makes it possible to organize work of state officials according to scientific principles, on the other hand, provides "space for maneuver" for its use in planning the worker's activity and construction of an optimal algorithm of actions.

There is a direct correlation between the results of an effective activity of a state official and the public authority. One of the keys to the effectiveness of a state official is to comply with the regulations or the rules of work organization of a public body.

Identifying peculiarities of the influence of time management of state officials in general on the effectiveness of the public body, we begin with an analysis of the specific properties characteristic for a public authority and a state official. For instance, state authorities have specific properties such as:

- The ability to officially represent the state and to express its will when solving everyday problems and current issues in the field of public administration;

- To carry out executive and administrative activities within the framework of the functions defined by law and administrative authorities;

- The possibility, in accordance with his competence, to issue binding legal and administrative acts and provide operational public administration within the specified authority matter;

- To have the operational independence and the ability to directly dispose of material, human and information resources necessary for performance of his duties;

- The presence of hierarchical subordination and accountability to higher authorities on the legality and feasibility of the adopted acts and performed actions.

According to the current Law of the Republic of Kazakhstan "On State Service" state official may be a citizen of the Republic of Kazakhstan, who works in a state authority and his activity is regulated by legal documents, his responsibilities include the implementation of official powers in order to implement the tasks and functions of the state. [13] All the activities of the civil servant are directed to perform tasks and functions that are usually prescribed in his job description. Thus we can say that the distribution of the time of a state official is directly related to the performance of his official functions. Each administrative official in the public authority organizes his work in accordance with his official duties. In this case, every state official is personally responsible for the performance of his functions.

The establishment of functions of a state official in the Republic of Kazakhstan is carried out in accordance with the legal documents defining the competence of the state official. The main tasks and functions of a state official are based on the main norms that define the range of performed tasks related to the interaction with the directorship and the structural units of this organization.

At the present time, the major problem of management appearing with particular acuteness in the civil service of the Republic of Kazakhstan is the lack of time of state officials for the detailed working out of orders of the higher director. In addition to problems with the proper distribution of functions between workers of one structural unit, the presence of a given situation is often attributed to the lack of skills, the ability to properly manage their time and to prioritize. Thus, the problem of the time management of a state official is directly linked with the question of the exact definition of the functions and tasks of the state official (with due regard to register of posts), the job assignment. Precise assignment of the functions of a state official is a logical foundation for research on the diagnosis of time management of the worker's activity and the assessment of its effectiveness.

The establishment of public authority functions is regulated by normative legal documents approved by the Government of Kazakhstan. The functions of administrative state worker include: organizational and management functions, administrative and economic, representational, supervisory function, as well as functions of the provision of public services, preparation and decision-making on the payments, issuance of permits, preparation and decision-making on the distribution of budget funds, carrying out public procurement set out in the rules of development and approval of job descriptions of an administrative state worker [14,15].

Timely execution of orders is one of the Duties of a state official, which are assigned in his job description. Duties are related to the specific set of actions of a state official. The performance of duties is carried out in order to implement the objectives and functions of the structural unit. Achievement of positive results in the sphere of civil service and state administration depends on the efficient organization of the work of each worker. In its turn, the latter can be achieved by improving the time management and coordination of the worker's activity. Any reform should consider the process of improving the administration as a complex program in the realization of which the problem of the rational organization of working time and planning individual activities of a state official is a very important point.

Currently, state officials are involved actively enough in the creation of a new system of quality management of public services to the population. The principle of direct participation of state officials increases their responsibility and provides for the introduction of clear standards that systematize the sequence of actions of state officials in their interaction with the public. This approach is a first step towards the implementation of quality management system in public authorities [16].

Planning civil servant's activity aimed at qualitative execution of responsibilities at this stage of implementation of civil service reform is the main task for improvement of activity of a state body and of civil service system as a whole.

If we take into account qualitative changes in the substantial part of the public service reform of the Republic of Kazakhstan, related to: personnel selection procedure, effective use of human resources; professional level of public servants; corruption level in the state bodies; motivation level of civil servants; then under these conditions, as we consider, it may be possible to start introduction of the methods of efficient organization of work time of a civil service in practice faster.

The model of civil servants performance evaluation in the Republic of Kazakhstan includes the Methods of Evaluation of Human Resources Management Effectiveness (hereinafter – Methods) [17]. The main approaches to evaluation of human resources management used in the methods are aimed to identify the effectiveness of measures on human resources management at central state and local executive bodies of oblasts, cities of national significance, and capital. The management effectiveness may be characterized through assessment of professional level of civil servants that is based on a number of refresher seminars that civil participants took part in, retraining courses, such indicators as “intensiveness of rotation based on the chart “center-region”, “region-center”, region-region”, and timeliness of conducting of attestation. In fact, the methods of evaluation are based on a resource approach widely used in the human capital concept. Development of general and individual competencies based on the human capital concept requires significant effect in particular contribution of investments in training and development of new thinking and skills with an employee. [18]. Therefore evaluation of level of professionalism of civil servants takes into account all actions aimed at increase of qualification, implementation of specialized training for work in civil bodies. At the same time indicators recommended in the Methods are not sufficient to conduct evaluation of performance effectiveness of civil servants [19].

The timing methods allow fixing and measuring time spent by an employee for qualitative execution of tasks, in time approved at the level of government and a competent agency. Identifying time necessary for implementation of one or another task is necessary to take measures with the aim of change and of course improvement of parameters of work of a civil servant. The regulations of administrative procedures are aimed at establishment of administrative procedures, that will assist in improvement of organization of management activity to ensure non-stop operation of the state bodies and operative management decision making, keeping the rights and freedom of citizens, protection of state interests, prevention of abuse of official powers for off-duty reasons [20].

The fundamental document that establishes the procedure for execution of tasks, answers for requests from legal entities and individuals are typical regulations of a state body. The regulations describe general requirements for work with documents, deadlines for execution, which cover all employees at central state agencies, their entities, and territorial divisions of power [21]. As analysis shows the problem of organization of labor and management of civil servants is multifaceted. The effective management and evaluation of personnel should not be limited by the approved regulatory frameworks. A condition for effectiveness of use of the official regulations with the aim to optimize work of a civil servant and state body is a skill to plan the activity [22]. The methods of “organization test” which models the process of work of a manager is widely used in the world practice to identify how effectively the work of personnel is organized. Contents wise these methods are filled by each research worker independently. Methodologically application of the methods allow assessing the following competencies: thinking consistency – skills of analysis, systemization and generalization of dissimilar information; self-organization and planning – ability to plan own actions and actions of other implementers, ability to allocate time, tangible and human resources for achievement of the set goals; multitasking – ability solve tasks of different types in a timely manner to, ability to prioritize; ability to work under conditions of time deficit and lack of information; flexibility and non-standard way of thinking; group management skills [23, 24].

Planning as a tool of rational organization of activity of a civil servant has a sufficient capacity for its integration in the day-to-day activity of an employee of the state body. Based on the mentioned above it is possible to make a conclusion that in order to direct an employee for implementation of tasks before the set deadlines and also for timely



preparation of documents it is necessary to introduce the system of planning of an individual activity of an employee. Today we see increasing necessity in research of a problem of scientific organization of work of an administrative civil servant. We also think that effectiveness assessment of personnel management should be accompanied with work on rational organization of labor of a civil servant. The intensity of work of an employee is ranged from importance and significance of tasks and aims implemented within the given working hours. Planning of activity of a civil servant particularly at the modern stage is related to new priorities of the civil service reform, new special procedure for selection into a candidates pool and competition selection; special qualification requirements; new principles of selection and promotion of personnel; improvement of institutes and mechanism of personnel management; strengthening of disciplinary and ethics control [25, 26].

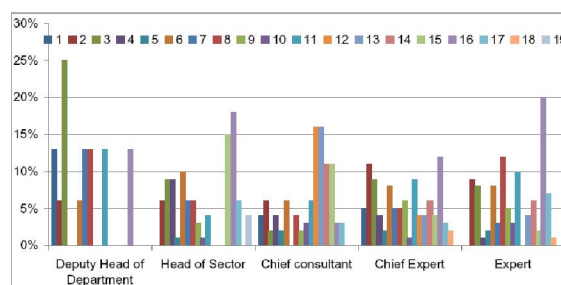
The working time study of civil servants including their functional responsibilities was conducted to achieve the aims of our research. The principles of simplification of internal working processes; reduction of costs and time through reduction of stages; restructuring of processes were used as a basis for the methods.

Direction of civil servants for an effective result depends on existence with each individual employee of correspondent abilities and aspiration to demonstrate high effectiveness. It is important to first of all identify the contents of work; organization of labor at work place; regime of work especially in relation to such parameters as correspondence to interests, scale, range and complexity of the set tasks, competencies in making decisions, room for independent activity, diversity of work responsibilities, flexible work schedule [27].

The analysis of effectiveness of organization of labor and allocation of duties was conducted as part of this research, using as a basis the data received as a result of time study (observation) of working process of civil servants through questionnaires. The poll of civil servants from central, local and territorial levels of power was conducted during analysis of effectiveness of labor organization and allocation of duties. The following tasks were to be solved as a course of research:

1. Collection of information which was necessary to conduct the analysis;
2. Analysis of the obtained information at five levels – Deputy Head of Section, Head of Sector, Chief Consultant, Chief Expert and Expert;
4. Collection of Information at the level of central state body, local executive body (oblast and city);
5. Collation of Information in terms of positions.

The task of a poll is aimed to reveal personal involvement of civil servant in certain functions of activity. The time percentage spent for implementation of the following types of functions was identified: 1. Instructions and coordination; 2. Collection and search of material (information); 3. Familiarization with documents; 4. Creative processing of information; 5. Processing of information based on standard (pattern); 6. Interaction with superior managers (agencies); 7. control; 8. Intradepartmental contacts; 9. Interagency contacts; 10. Consultations, 11. Explanations and recommendations; 12. Visit of liable (including subordinated) organizations; 13. Visits to other organizations; 14. Participations in meetings; 15. organization of events; 16. work with information in electronic form; 17. technical work with documents; 18. Work with tangible resources; 19. Other actions.



**Picture 1 - Percentage of time of civil servant in view of posts**

The following have been made more specific:

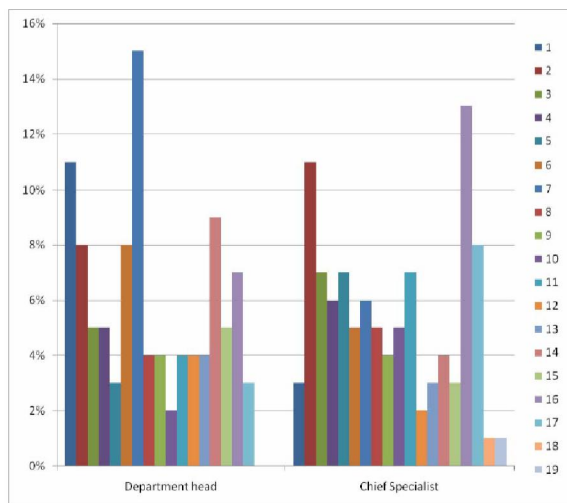
- time, spent for implementation of official duties (in hours);
- proportion of spent time to implementation of each of the functions;
- results of work of an individual employee for implementation of each function;
- percentage of labor given for implementation of operations within each of those functions.

Results received based on the questionnaires. The most part of the time -25% - the Deputy Head of Section spends for familiarization with documents is more than, and then for the work related to formulation of instructions and coordination of activity of the whole section -13%. Around 13% on a daily basis is spent for work with information in electronic form and for intradepartmental contacts. Around 16% of time the Chief Consultant spends for visits of subordinated organizations and for visits of other organizations.

The Chief Expert and Expert spend significant part of the work time for work with

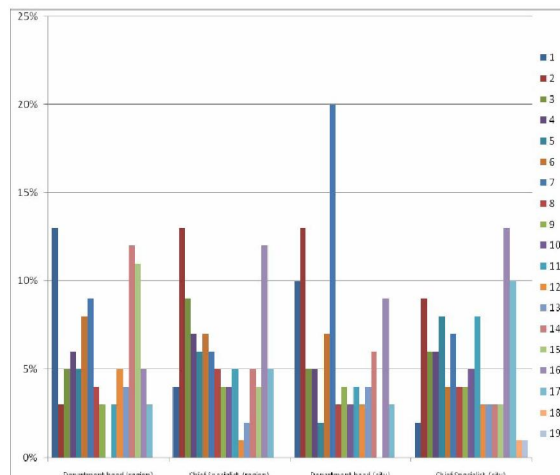
information in electronic form. The Chief Expert in average spends 12% for implementation of this function, and Expert spends accordingly 20%. The Chief Expert spends 11% of time for collection and search of material, and 9% for consultations, explanations and recommendations. It is interesting that an Expert spends more time for an analogous function than the Chief Specialist - 10 %. This testifies that an expert spends significantly more time for work, that should be implemented by the Chief Expert according to job responsibilities.

The results of the questionnaire of civil servants working at local executive bodies. Total of 246 civil servants of local executive bodies were subject to poll at this level. Including 88 civil servants at oblast level and 158 people at city and rayon level.



**Picture 2 - Percentage of time spending in performing functions in regional executive board**

The following moments characterizing peculiarities of time organization of work during one working day were underlined as a result of processing and analysis of obtained information. The Head of the Section at an oblast level spends the highest percentage of time for implementation of his controlling functions, assignment of tasks among employees and further coordination of work performed by subordinates, in terms of implementation of those tasks by deadlines, and this is correspondently 15% and 11%. The most part of the working time of a Specialist at an oblast level is spent for work with information in electronic form, and for collection and search of information, that makes 13% and 11% accordingly.



**Picture 3 - Percentage of time spending in civil servants working in district and municipal executive board**

The Head of Section at the city level spends 20% and 13% accordingly for control and supervision, collection and search of materials. The Chief Specialist (subordinate position) working in a city state organization spends time for work with information in electronic form, and technical work with documents accordingly 13% and 9%.

The Head of Section at a rayon level spends 13% of his working time for implementation of tasks and coordination of work; for participation in meetings spends around 12% of working time. The Chief Specialist spends 13% for collection and search of information.

### Conclusion.

The presented analysis testifies ineffective allocation of work time by civil servants, because of necessity to accomplish many tasks, processing of big volume of information, constant necessity in preparation of reports for management on events under control. As a result, civil servants of local executive bodies have low level of communication competence, weak skills of working with information technologies, methods and technologies for collection, search and processing of information.

It is necessary to clearly assign tasks among linear managers and functional managers of organizations through the whole vertical of power. Every stage, every civil servant should accomplish only the clear range of tasks and not duplicate functions of others.

The practice of developing plans by civil servants, plans that have aim, objectives and performance indicators must be interconnected with practice of planning of activity of a civil servant. As a whole they include:

- introduction of elements of result-oriented planning, development of multi-level system of plans, that ensures to the maximal extent implementation of tasks and instructions by deadline by civil servants;

- necessity not to only establish deadlines and appoint responsible people, but also indicate their functional duties in their plans so there is a possibility to evaluate performance effectiveness of each function by each employee of a state body;

- implementation of control of factual implementation of work by managers of structural divisions, not only in accordance with the deadlines of implementation but also quality of implemented works, with the aim to conduct assessment of «labor intensity – as opposed to results»;

- reasonable time organization of activity of a civil servant, development of individual work plans, that reflect labor to be involved, deadlines and result indicators on the events, and the list of functions.

Interrelation between effectiveness of organization and individual effectiveness of an employee is based on available results and competencies, on the assessment of results based on the aims and indicators set originally. The reasonable time organization of labor of a civil servant is important both at the initial stage of defining the work objectives as well as at the final stage of performance evaluation.

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