

Features of civil service in the course of political modernization of Kazakhstan

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Abstract: This article considers Civil service institution in Kazakhstan and its transformation during modernization processes in the country. This paper presents an analysis of the current situation in the civil service, the main directions of the new model of public service of the Republic of Kazakhstan and the key mechanisms for its implementation. Also main stages of the reforms in public administration sphere were presented. Presented previous conducted surveys and observing the changes in civil service institution. Overall, this article is an attempt to analyze features of the civil service of Kazakhstan in the course of political modernization.

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Introduction

Professionalization of the civil service system based on the principles of meritocracy, efficiency, effectiveness, transparency and accountability to society is an important factor in ensuring the competitiveness of public administration and the provision of quality public services, and whole development of the any country.

Max Weber in his fundamental paper “Economy and Society” (1968) argued that fundamental value of bureaucracy as one of the institutional foundations of capitalist growth. Peter Evans James E. Rauch (1999) in the basis of weberian concept investigated the role of bureaucratic authority structures in facilitating economic growth and result of this research showed that growth depends on governance and effective bureaucracy apparatus [1]. Whereas many authors consider that bureaucracy inhibits the development. For example, A. Toffler cited, that “Everybody hates Bureaucrats. For a long time, business maintained the myth that bureaucracy is a disease of the government. Civil servants were called idlers, parasites and ruffians, while business administrators portrayed dynamic, productive and ready to serve consumer” [2]. In this regard, it is important to identify advantages and disadvantages of the civil service and its influence on modernization processes o the country. In this connection we would like to analyze main changes in public sector with public sector reforms over more 20 years.

Reforms of Civil Service in Kazakhstan

Development of the civil service of the Republic of Kazakhstan is closely linked with the processes of transformation in the role of the state in the years of independence, established political

system, economy, social relations, optimizing the system of public administration.

To achieve the goals and priorities of the independent Republic of Kazakhstan was necessary to create an effective system of selection and promotion of cadres, to ensure professionalism and transparency of the state apparatus.

Beginning of institutionalization of a modern civil service system of independent Kazakhstan was in connection with the introduction of a new constitution in August 1995 [3]. In this period Decree of the President of the Republic of Kazakhstan “On civil service” was adopted which is allowed to save recruitment of core public administration and laid the foundations for the development of public service as an important institution of the state (having the force of law on December 26, 1995 # 2730). The Decree allowed to regulate relations in the public service by establishing principles of public service, the hierarchy of public positions, to determine the legal status and establish social guarantees of civil servants, introduce anti-corruption limitations [4].

One of the milestone in the development of the public service is the Strategy “Kazakhstan – 2030”, which was defined in 1997 as a long-term priority of national development and professional formation of the government [5]. Knox (2008) noted that Strategy defined next directions of the civil service reforms:

- “To increase the effectiveness of the government working collectively as a state organ and individually through the role of each minister.
- To implement modern information technology and eliminate bureaucracy in state bodies.

- To create an effective and optimal structure of state bodies.
- To restrict state interventions in the economy" [6].

Also an establishment of the Civil Service Affairs Agency in 1998 by President Decree was institutional primary step. The main objective of CSA was to oversee implementation of a unified civil service policy [7].

Law of the Republic of Kazakhstan "On Civil Service" (hereinafter - the Law) which was adopted in 1999 set out a new, responsible approach to the actual needs of the formation of a professional and efficient civil service system and uniform personnel policies.

According to this Law (1999) Kazakhstani model of civil service can be *described as positional model*.

Main characteristics of the model were:

- division of government posts on political and administrative servants;
- protection of administrative employees at change political head of the agency;
- competitive selection for admission to administrative civil service;
- job classification;
- model and departmental qualification requirements;
- new wage system;
- creation of the authorized body for public service.

"Positional" model implemented in the USA, UK and Canada. The main characteristic of the model is the emphasis on the concept of New Public Management and a system of quality assessment and performance.

Period from 2003 - 2007 years can be described *as the transition to the position-career model*. Legislative framework of this period were Amendments on Law "On Civil Service" from 2003 and President Decree from 2007, # 372. Major novelty of the reform were: introduction of the appointment in order to transfer; introduction of a new position of executive secretary. Also disciplinary councils authorized body of the Civil Service were established in 2005.

In January 2007, a Presidential Decree entitled "Measures aimed at Modernizing the Public Administration system in the Republic of Kazakhstan", set out the central priorities were improvement the quality of public administration processes, procedures and public service provision and an improvement professional skills, efficiency and coordination of the state apparatus [6].

At the same time, National Report on the Achievement of Kazakhstan's Strategic Priorities to

2030 in the light of the Millennium Development Goals recommended that "Civil Service should continue to become more professional and more user-friendly to its clients" [8].

New model of civil service of Kazakhstan

Professionalization of the civil service system based on the principles of meritocracy, efficiency, effectiveness, transparency and accountability to society are main principles of the modern civil service.

In this regard, the Head of State were given new tasks to improve the national system of public service. Kazakhstan on the basis of world models and taking into account the best international practices developed its own model of public service.

The concept of a new model of public service provides a three-pronged objective, which provides:

- Effective personnel policies and human capital management in the public service;
- High quality of public service delivery and performance of public bodies;
- Improving ethics and reducing corruption .

In the implementation of the Concept of a new model of public service of Kazakhstan the law was adopted in 2013. The law provides:

- Strengthening the principle of meritocracy in the selection and promotion of personnel;
- The creation of administrative body "A";
- Improving the institutions and mechanisms of personnel management;
- Improving the status and authority of personnel services;
- Strengthening the disciplinary and ethical oversight, improving corporate culture [9].

Features of the civil Service in Kazakhstan

Academy of Public Administration under the President of the Republic of Kazakhstan Institute for Comparative Sociological Research "Tsessi-Kazakhstan" was held Republican survey (sample 1,200 respondents, 2005), which showed some peculiarities of perception of the population about civil service.

Question 1: "What do you think, whose interests protect public servants in their performance (activity)?" 31% of respondents considered that government officials defend their own interests, 25% said that civil servants protect the interests of the state, 15.1% - institutional (state body) interests, 11.1% - the interests of the state, 9.8% of respondents believe that public servants protect the interests of the population (see Table 1).

Question 2: "What qualities should a civil servant?" Type of this question was open, in this

regard have been received different answers. Respondents often noted such characteristics as an: “honesty”, “integrity”, “professionalism” and “education” [10].

Table 1. Whose interests have protect public servants in their activities?, %

Own interests	31.9
State interests	25.0
Own state body	15.8
Own governance	11.1
Interests of the population	9.8
Interest of the President	3.8
Interest of the Business	1.6

Conclusion

Results of the Survey showed, that population appreciate professionalism of civil servants. It is mean that development and modernization of civil service institution in the course of whole modernization of the Kazakhstani political system was a necessity of the time.

Based on the above findings, we recommend the following measures to further improvement the civil service system.

Firstly, provision and quality of public services should be oriented on public demand;

Secondly, Kazakhstani model of civil service should be focused in further development on principles meritocracy, efficiency of bureaucratic apparatus.

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