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PERSONNEL ALLOWANCE OF PUBLIC SERVICE OF THE REPUBLIC OF KAZAKHSTAN: RESULTS OF SOCIOLOGICAL POLL

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Abstract

This article is devoted to the analysis of personnel allowance of public service of the Republic of Kazakhstan. In article questions of legislative providing a personnel allowance of public service are considered, the main problems and shortcomings of work with it are revealed.

Keywords: personnel allowance, public service, work with a personnel allowance, administrative servants of the case "A" and "B"

Introduction

The personnel allowance is one of the most important subsystems of a personnel management system of bodies of public service. Not only stable functioning of the organization, but also a possibility of development of state bodies in the conditions of quickly changing environment is connected with a personnel allowance. The due attention was not paid to questions of forming and development of a personnel allowance of public service.

Implementation of a new model of public service in 2013 according to the Law of the Republic of Kazakhstan "About modification and additions in some legal acts of the Republic of Kazakhstan concerning public service" [1] assumes increase of a role of an administrative personnel allowance as one of the main source of high-quality replacement of positions in public service.

One of the important priorities of achievement of efficiency of public service of the Republic of Kazakhstan designated in the Law "About

Modification and Additions in Some Legal Acts concerning Public service" which is put into effect since March 26, 2013, is strengthening of the principle of a meritocracy in case of selection and promotion of personnel [1].

According to the Law of the Republic of Kazakhstan "About public service of the Republic of Kazakhstan", "A meritocracy - a recognition of personal merits and achievements of public servant, his/her promotion on public service according to his/her capabilities and professional training" [2]. In case of implementation of this principle the personnel allowance is urged to become one of the main sources of personnel for public service. In this regard research of the organization of work with it purchases special relevance.

Increase of efficiency of the organization of work with a personnel allowance of classified public service is one of sources of professionalizing of government employees that requires standardly fixed and corresponding to work activities.

In this regard relevance of research of questions of the organization of work with a personnel allowance is connected with need of legislative fixing of work with a personnel allowance as the most important principle of forming of personnel structure of public service, and also the innovative processes happening within administrative reform in system of public service of the Republic of Kazakhstan main goal of which is to increase efficiency of all system of public administration.

Literature review. Questions of selection, arrangement, executive personnel training have been enlightened in works of scholars of different spheres - philosophers, sociologists, managers, economists, psychologists. In particular, issues of forming of personnel structure of bodies of public service were touched in Atamanchuk G.V. [3], Dyomin A.A. works. [4], Zotova of M.D. [5], Marchenko A.I., Marchenko I.V., Marchenko of Nominative [6], Mukhayeva R. T. [7], Forty A.V. [8], Turchynova A.I. [9], Derkach A. [10], etc.

However, despite a significant amount of scientific researches and publications on personnel problems of public service, questions of enhancement of work with a personnel allowance was not a subject of special scientific research in Kazakhstan, and was considered in the context of other questions of work with personnel. It is represented that in the conditions of carrying out reforming of bodies of public service, deficit of professional personnel, questions of methodology of ensuring work with a personnel allowance require research and introduction of scientifically based recommendations.

The purpose of this work consists in determination of a current state of work with a personnel allowance of public service and questions of its improvement taking into account specifics of activities of state bodies of the Republic of Kazakhstan.

Proceeding from an effective objective of research, the following tasks are determined: to estimate implementation of basic provisions of regulatory

legal acts by state bodies concerning forming of a personnel allowance and the organization of work with it; on the basis of results carried out expert and sociological polls of administrative government employees to reveal shortcomings and problems of forming of a personnel allowance of public service.

The methodological base of research relies on system approach, theories of rational behavior of Max Weber, a structural functionalism of Talcott Parsons, the theory of an idle class of Veblen T. and the general theory of R. Merton. As methods of research methods of system, comparative, expert and sociological polls have been used.

The received results of research can be applied in higher educational institutions of the Republic of Kazakhstan concerning development of conceptual bases of research of system of public administration and public service; teaching separate disciplines in the course of training, retraining and advanced training of personnel of public service. The received results can be used in case of development of the Concept of development of a personnel allowance of public service of the Republic of Kazakhstan that in turn will positively affect also general strategy of development of the state.

An assessment of implementation of basic provisions of regulatory legal acts by state bodies concerning formation and development of a personnel allowance

Organization of work with personnel allowance and its effective use are one of the most important areas of personnel work in the public service. Prior to the adoption of "A new model of public service of the Republic of Kazakhstan", amendments to the Law on "Public service", following regulatory legal acts of the career opportunities for employees were limited in practice that was based on the nepotism principles and personal loyalty to superiors not on the basis of best fit the requirements for a future post, as well as professional and personal qualities. Previously there were no public, statutory and clear criteria in personnel selection. There were no regulatory documents due to low qualification of specialists. During reshuffles and appointments of the allowance was virtually disregarded, and the selection criteria was not transparent and understandable for the employees.

At the present stage of the organization of work with personnel allowance legally enshrined as a key principle of the formation of personnel allowance of public service. The main goal of work with personnel allowance of public service is to ensure highly qualified personnel. Professionalization of the civil servants is to increase the efficiency of organization of work with personnel allowance of administrative public service, which requires the improvement of its legal framework. The presence of personnel allowance allows in accordance with the tasks of the public authority to replace the vacant positions without competitive procedures. In this regard, the timely formation

and training of allowance personnel contributes to maintaining continuity of staffing of the public authority.

The law has provided considerable updates of concepts of questions of a personnel allowance, and also its new determinations are included. Along with it, the concept "personnel allowance" which has been regulated by the Presidential decree of the Republic of Kazakhstan earlier, is transferred to the level of the Law of the Republic of Kazakhstan now. In the new edition "The provision on a personnel allowance of public service" regulates an order of forming and the organization of work with a personnel allowance of administrative public service whereas earlier the organization of work with a personnel allowance was not provided in regulatory legal acts.

In 2012-2014, research work on "Improvement of the mechanism of formation and development of human allowance public service of the Republic of Kazakhstan and methods of work" was carried out that was based on the Research Institute of the Academy of public administration under the President of Kazakhstan, more than 300 respondents from personnel services and opinion polls (over 2,000 respondents from public servants) were conducted by experts, as well as analysis of the normative-legal acts of the Republic of Kazakhstan in the legal information system in the context of applying this decrees of the President of the Republic of Kazakhstan and decrees of the Agency of the Republic of Kazakhstan for public service affairs and anti-corruption.

As a result of the conducted analysis of legal and normative acts related to "the personnel allowance of public service" was revealed that over the last years, the use of this concept has increased significantly (figure 1).

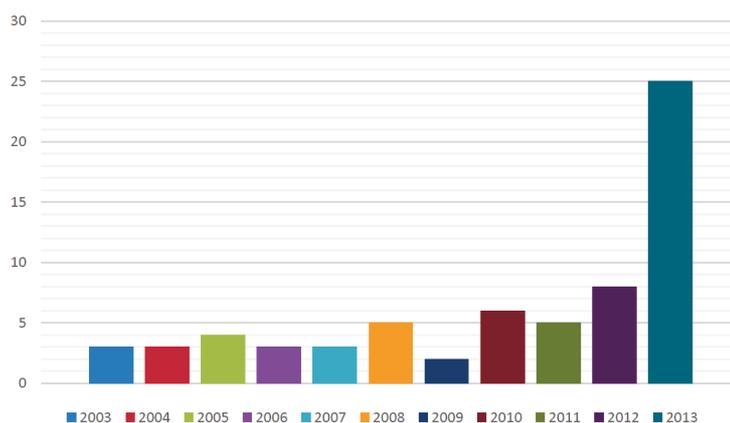


Figure 1 – the term Dynamics is used in "personnel allowance" as the normative legal acts in the field of public service.

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It was calculated and compiled by the sources [1, p. 1].

Note: The analysis is carried out in information system of law of regulatory legal acts of the Republic of Kazakhstan on keywords "a personnel allowance of public service" by Presidential decrees of the Republic of Kazakhstan and Orders of Agency of the Republic of Kazakhstan for public service and to corruption counteraction.

Thus, of only 8 normative legal acts with the use of the term "Personnel allowance of public service" were taken from 2003 to 2012, while the number had tripled by 25 acts between 2012 and 2013. These figures indicate the increasing role of the personnel allowance of public service in Kazakhstan.

Results of analysis also show that now normative and legal provision of the formation of personnel allowance is at quite high level.

This is confirmed by the results of the expert poll of employees of structural subdivisions of state bodies that are responsible for work with the personnel allowance (office of personnel management - HR service), which identified the level of regulatory support from HR on questions of the formation of personnel allowance and organization of work with him.

Figure 2 presents the results of personnel services poll regarding the normative assessment and legal support for the formation of personnel allowance and organization of work with him.

The majority of respondents gave a positive assessment to the work with the personnel allowance. So, to the question "please calculate rate the provision of regulatory (instructions, rules, regulations, and training materials), for the work of the HR Department on issues of formation and development of personnel allowance" 77.4% of respondents from personnel services of local executive bodies responded "excellent" and "good" (figure 2). 75.6% of employees' response for personnel services of the Central state organs also gave a positive assessment for regulatory support (figure 2).

However, officials of the local Executive and Central government agencies, representing almost 25% of respondents (a quarter of respondents) showed "unsatisfaction" and "satisfaction" regarding to normative and legal provision of personnel services on the formation of personnel allowance and organization of work with him. Thus, a quarter of experts considered that there were several shortcomings of the normative legal acts on the talent pool.

Problems and shortcomings of work with a personnel allowance of public service

The results of the poll conducted from civil servants showed that the most pressing issue is currently a lack of consistency in the work, a formal approach during the formation of personnel allowance and work with it (figure 3).

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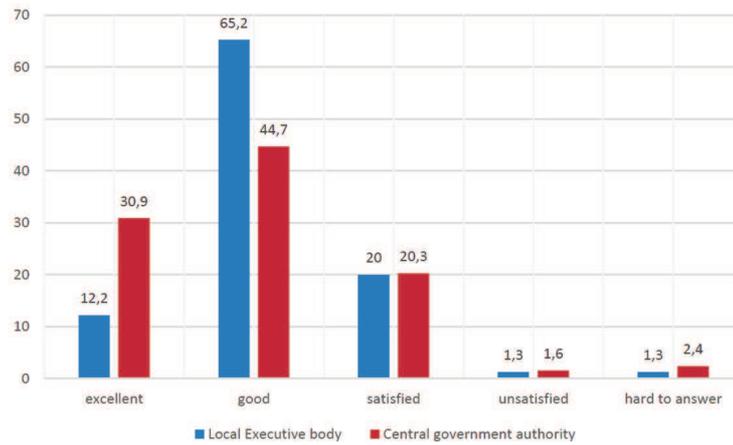


Figure 2 – Regulatory Evaluation Support (instructions, rules, regulations, and training materials), the work of the HR Department on issues of the formation of personnel allowance and organization of work with him."

*Note – calculated and based on the results of the study.

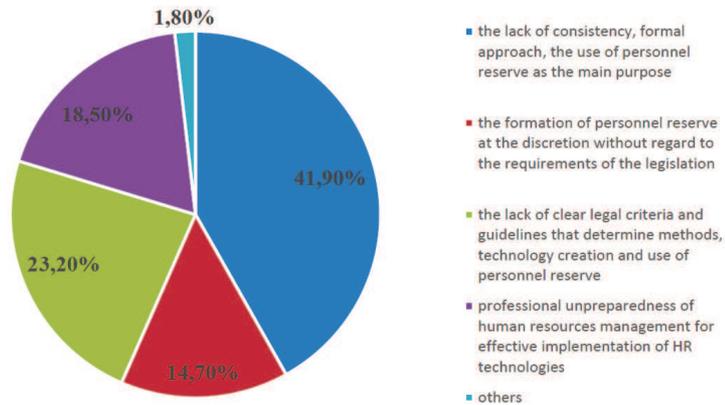


Figure 3 - Illustrates the main problems and shortcomings in the existing system of the formation of personnel allowance of the public service and work with it.

Thus, the results of the expert poll showed that over 40% of respondents believe that the current system of the formation of a personnel allowance of the public service and work is not existed in work on consistency,

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additionally there is a formal approach that are not used in human resources for the main purpose.

Given the above, a lack of personnel allowance in the public service and insufficient time are systemic problems. The problem is about the possibility of promotion of civil servants through the transfer system. In our opinion, this problem is relevant to a greater degree in local executive bodies, because transfer system in the Central government adopted the regulation on the procedure of public service [11].

Thus, in accordance with paragraph 19 on the regulations about the procedure of public service, the state administrative service at case "B" in the transfer process is carried out:

1) within the public authority, its departments, including their territorial subdivisions, as well as between them;

2) state agencies that assigned to categories A and B administrative positions at case "B", as well as state agencies with positions assigned to categories A and B, in other state bodies;

3) from the public authorities to the overseas missions of the Republic of Kazakhstan and back;

4) for the posts of assistants and advisers of the first state officials, press secretaries from other state agencies. The subsequent transfer of the specified persons within a state body, its departments, including subdivisions thereof, are not allowed [11].

Despite the fact that the groups A and B administrative positions of "B" can be transferred to local executive bodies that applies to Central government bodies.

In this case, government employees operating in local authorities can be transferred only to the position of groups in categories A and B bypassing category C.

Moreover, if a civil servant carries out its activities in the district Governor's office, they will not able to be transferred to the Central office of Akimat of the region without the participation in the competition (in the case of the announcement of the contested state authority). In this regard, due to the lack of a unified personnel allowance of public service in the relevant field or problem area in translation is particularly relevant to local authorities.

These issues are relevant due to number of specific reasons:

- preparedness of government officials from the personnel allowance is low, which reduces the demand for personnel allowance;

- HR does not have the regulatory tools for the development of its personnel allowance of civil servants;

- normative regulation of the work procedures with personnel allowance have some untold moments for the development of personnel allowance of administrative public service;

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- HR has functional and methodological limitations in estimating the potential of a personnel allowance, etc.

An important direction in the work of the personnel management services must be consistent and systematic work with a personnel allowance. The form of this work should be a given and constant monitoring of professional development and training for people who registered in the personnel allowance. Effective Transitions and Efficient Systems of Management of the formation of personnel allowance of public service dictates the need to improve socio-functional status of personnel services, giving them a modern appearance, turning them into analytical and organizational-methodical centers on work with the personnel allowance of public service, improving the quality of reservists of these units. In our opinion, these measures will ensure social control of personnel services on the process of formation and preparation of personnel allowance of public bodies that will have a positive impact on the overall staff situation, the state of training of the public administration, a comprehensive assessment and characterization of which has a serious impact on the development of specific management technologies.

More than 65% of experts believe that the functions of HR services can increase the efficiency of the formation of personnel allowance of public service (figure 4).

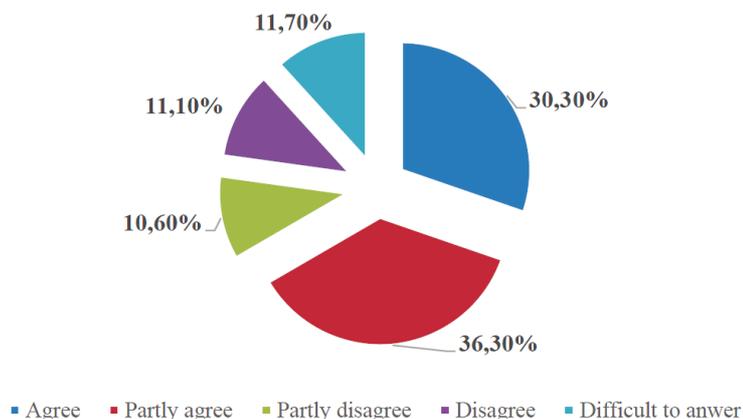


Figure 4 - Functions of personnel services regarding to increasing the efficiency of formation of personnel allowance of public service. Note – based on the results of the study.

Thus, the study in the work of management personnel identified the following problems and shortcomings:

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- 1) the unsystematic and non-planned work with personnel allowance;
- 2) the formalism of work with personnel allowance of public service;
- 3) a lack of interaction between the structural units and personnel departments;
- 4) attestation system is not focused enough on issues of allowance personnel;
- 5) a lack of institutionalized process;
- 6) the vagueness of selection for the allowance is complicated by the subjectivity of managers;
- 7) the lack of clear criteria and evaluation systems;
- 8) the lack of criteria for evaluation of work with personnel allowance of public service;
- 9) no single model of social diagnosis and training of candidates for higher positions;
- 10) no supporting the leadership work with personnel allowance of public service.
- 11) the number of state bodies is turnover rate of managers and professionals;
- 12) training of allowance personnel and the filling of vacancies are in two different non-intersecting plans: some teach personnel allowance, and others (parent or outgoing leaders) fill up these vacancies;
- 13) low status of personnel services of public authority is existed due to a lack of professionalism of its employees; there is a lack of qualified personnel in the specialty "Personnel Management" as a whole in the labour market in the country, and in particular, it is connected with specificity of the personnel management in the public service;
- 14) separation of personnel work in the field of directions of the state policy, it is, in our opinion, due to the lack of personnel services management functions;
- 15) there is a contradiction between low material and moral stimulation and high official and social responsibility of the human resources with an acceptable level of executive discipline;
- 16) necessary methodological recommendations on the implementation of human technologies on the formation and organization of work with personnel allowance, adapted to the specificity of public service;
- 17) insufficient support for information work with personnel allowance.

A number of problematic issues has been identified in the training of personnel allowance that need to be addressed particularly in:

- 1) a formal approach to needs assessment and planning for staff training from state agencies. As a consequence, inefficient use of funds allocated for training;

2) the theme and the content of educational programs offered by educational institutions, do not always correspond to the needs and requests of public officials. As a consequence, low level of learning efficiency and applicability of its results in practice were identified;

3) the system of interaction between the Academy, departmental and private training centers is fragmentary. So far not established a permanent dialogue platform for the exchange of views and experience in the field of training of civil servants;

4) is not formed resource center for the entire system of civil servants training.

Without a thorough study of these aspects of talent management in the present situation is greatly complicated the process of making optimal decisions on the management of the preparation of a personnel allowance, in order to ensure a sustainable succession to the leadership of the public authority.

The basis for the development of new indicators for monitoring with the personnel allowance of public service was to study the existing problems of work with a personnel allowance of public service. The main difficulty in the analysis of problems of work with a personnel allowance of public service was a positive experience of work with a personnel allowance. As a consequence, the identification of difficulties in the allowance was carried out on the basis of a synthesis of available data during the work with allowance difficulties and results. In this regard, it is important to ensure the transparency of decisions on inclusion in the allowance and possible neutralization of subjectivity of managers in the process of formation of a personnel allowance of public service.

Conclusions

Overall, the results of the conducted research allowed to draw the following conclusions.

1. Improving the efficiency of organization of work with personnel allowance of administrative public service is one of the sources of professionalization of public servants, which requires statutory and related activities. The research results revealed that in Kazakhstan the work with the personnel allowance of public service of Central and Local authorities is not effective. The main reasons were related to the lack of normative-legal support of work with personnel allowance, the lack of status of personnel services, the lack of material and moral motivation, etc. In this regard, during the final stage of research the main aim was to develop methodological and practical recommendations in order to improve the effectiveness of work with personnel allowance of public service of Central and Local authorities.

2. At the present stage of the organization of work with personnel allowance legally enshrined as a key principle of formation of personnel allowance of public service. The main goal of work with personnel allowance of public service is to provide highly-skilled personnel.

Personnel allowance has already been formed on the basis of competition. In this regard, the timely formation and training of allowance personnel contributes to maintaining continuity of staffing of the public authority.

3. In respect of legislative support to the organization of work with personnel allowance in the normative-legal acts of the personnel allowance of public service of the Republic of Kazakhstan revealed that currently in the normative-legal acts of the Republic of Kazakhstan there are no regulations on succession development and work with it. Development of personnel allowance of public service must be carried out with the aim of ensuring the preparedness of the personnel allowance for future employment in the public service through training, further training, retraining and internships. Work with personnel allowance should include planning for staffing requirements and forecasting of personnel allowance, capacity assessment, recording, systematization of the composition, the formation of target groups for training and etc.

4. An important direction in the work of the personnel management services must be consistent and systematic work with personnel allowance. The form of this work should be a given and constant monitoring of professional development and training people who were registered in the personnel allowance. The basis for the development of new indicators who were registered for monitoring with the personnel allowance of public service was aiming to study the existing problems of work with personnel allowance of public service. The main difficulty in the analysis of problems with personnel allowance of public service was to generally describe a positive experience of work with personnel allowance. As a consequence, the identification of difficulties in the allowance was carried out on the basis of a synthesis during the work with allowance difficulties and results. In this case, it is necessary to ensure the transparency of decisions on inclusion in the allowance and possible neutralization of subjectivity of managers in the process of the formation of personnel allowance of public service.

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