

УДК 342(4/9)

Aslan Begakhmetov,  
Master Degree Student, NSPP,  
Academy of Public Administration  
Under the President of the Republic of Kazakhstan

## NEW PARADIGMS OF CIVIL SERVICE: KAZAKHSTAN AND THE UNITED STATES, COMMON ISSUES AND DISTINCTIVE FEATURES

### Abstract

During reforms of civil service in the United States it was focused to make it more transparent and competitive comparing with the private sector. Vice-President Al Gore's Commission proposed «to create a government that would work better and cost less.»

Recent amendments to the Civil Service Law contain provision to create a new class of professional managers – «A» corps, responsible for the implementation of specific public policy tasks.

**Key words:** *Civil service, bureaucracy, merit system, administrative civil servants, political civil servants.*

### Аңдатпа

АҚШ-да мемлекеттік қызмет жүйесіне реформа жасаған уақытта оны анағұрлым ашық және жеке сектормен салыстырғанда бәсекеге қабілетті болу талап етілді. Вице-президент А. Гордың комиссиясы мынаны ұсынды «Үкіметті құру, жақсы жұмыс істеу білу және құнының төмен болуы».

2013 жылы қабылданған ҚР-ның «Өзгерістер мен толықтырулар енгізілген Мемлекеттік қызметтің бірқатар сұрақтары бойынша заңды нормативті актілері» Заңы жаңа парадигмаларды құрайды: жаңа кәсіби басқарушы «А» корпусын қалыптастыру, нақты мемлекеттік саясаттың бағытын жүзеге асыратын жауапты тұлға.

**Тірек сөздер:** *Мемлекеттік қызмет, бюрократия, меритократия жүйесі, әкімішілік мемлекеттік қызметкерлер, саяси мемлекеттік қызметкерлер.*

### Аннотация

В США при реформировании государственной службы ставилась задача сделать ее более открытой и конкурентоспособной по сравнению с частным сектором. Комиссия вице-президента А. Гора предложила «Создать правительство, которое бы работало лучше и стоило меньше».

Закон РК «О внесении изменений и дополнений в некоторые законодательные акты РК по вопросам государственной службы» (2013 г.) содержит новые парадигмы: формирование принципиально нового класса профессиональных управленцев – корпуса «А», ответственного за реализацию конкретных направлений государственной политики.

**Ключевые слова:** *Государственная служба, бюрократия, система меритократии, административные государственные служащие, политические государственные служащие.*

### US civil service: specificity

The main principle is focus on the «client» – this focus is not on only on state's interests, but on citizen as on a «client». As we know the U.S. government interferes in private sector less than other country in the world. This kind of approach on a «client» determines the most important factor in American bureaucracy.

### Civil service out of politics?

Leading trend of recent decades is the «repolitization» of administration. Administrative civil servants are interested in supporting institutions that affect their future career, but politicians are considering them as a convenient tool to achieve their political goals. Meanwhile politicians are more dependent on voters' opinions and therefore more sensitive to their needs and wishes. So perfect combination is adequate political «responsiveness» of civil servants, which in practice would mean effective conducting tasks of the elected President.

### «Transparent» bureaucracy

Over the past 20 years American civil service has changed dramatically towards greater democracy and openness to the public.

The results of this approach have been unpredictable. The idea of a «transparent», and accountable civil service certainly became a beneficial for society. Now, a citizen has the right to introduce with a wide range of public documents and with documents concerning his life, to attend meetings of the government agencies and etc. Thus, undermined one of the main sources of bureaucratic power and abuse – «the secret of cabinet».

### Senior executives and staff selection

US civil service reform was focused to make civil service more open and competitive with the private sector. Since 1979 US created senior executives service (SES). Candidate must pass exams for admission. There is a general list of vacancies in the government organizations. All other questions on the selection, evaluation and decide organizations itself. To do this, they create Executive Resources Board.

For admission to SES should meet some requirements. In case if candidate is applying for the first time commission expertise his qualification and managerial skills. For new SES member set one-year probation.

### Merit System.

Traditionally US civil service encourages staff mobility. It is considered that this way provides new knowledge and skills, social connections, expanding horizons and opportunities for career growth and personal development, enhanced corporate spirit in the civil service.

The basis of merit system is that recruitment and promotion of employees based on their professional and personnel skills.

Merit system (civil service reform act 1978)

1) the selection and promotion of employees must be from all social groups, based solely on the abilities, knowledge and skills of the candidates, as a result of fair and open competition;

2) equal treatment to all applicants, regardless of their political views, race, religion, ethnic origin, sex, age, marital status, or disability;

3) equal pay for equal work, providing a good pay for good performance;

4) The employees must conduct high quality of their work, and who can not or does not want to improve their work, should be removed;

5) The employee must be provided with effective education and training;

6) employees should be protected from personal favoritism or forced to do political whim.

### New Trends

Vice-President Al Gore Commission stated to create a government that would work better and cost less.

As a result Civil service:

- Should be accountable not for the process but for the result;
- Should be decentralized personnel policy;
- should implement to bureaucracy some aspects of business, in particular the struggle for the client;
- Create a «culture of state business,» etc.

### New paradigms of Kazakhstan's civil service

Amendments to civil service act came into force in March 2013 declared

growth of civil service efficiency on the basis of merit principles, transparency and accountability.

In accordance with the President's message to people of Kazakhstan «Strategy 2050» within civil service will be formed a new class of professional managers – «A» corp, responsible for the implementation of government policy. According to President's order until 1 July a new corp should be selected and formed.

«A» corp candidates – will be selected by a commission, and these people will implement the policy of the President. In March 2013 the President of Kazakhstan signed a decree «Special qualification requirements for «A» Corp candidates. As a result the amount of politicians will be reduced by eight times. Only remain the ministers and their deputies and regional governors and their deputies, as well as the mayors of regional centers at the regional level.

However, out of 500 persons of «A» corp 250 will be recruited from the regions. Selection to «A» corp will be extremely strict, transparent, and only on the basis of professional and personal competence.

Candidate should mandatory know Kazakh, English and Russian languages. English is the medium of advanced knowledge and new technologies. The President of the Republic of Kazakhstan gave a task to regions to attract foreign investment, and the aim of governors – to create a favorable investment climate in their regions and reduce existing administrative barriers, all this requires knowledge of the English language.

The reform increases the chance to ensure that the most deserving young men will be promoted in the civil service. Motives for admission are determined by several factors. First, the civil service is perceived by many young people as a special honor and public trust. Second, civil service attracts

by its stability, especially after the economic crises. Third, if the young men will see that the selection transparent, merit-based, it lays additional incentives for those who consider themselves talented.

The law will put an end to the popular practice of «team moves», increases the responsibility of government agencies heads for making personnel decisions. Also implemented institutions of mentoring, career planning and job rotation. For professional training of civil servants will be provided internship. Candidate testing will be carried out without binding to the competitive selection of a particular state agency. Testing will be periodically announced by the Agency for Civil Service and its territorial divisions. According to the results will be issued a certificate that will give the right to participate in the competition. As a result, the time of selection procedures will be reduced by 3 times, up to 15–20 days.

Experience will be taken into account as you progress through civil service. According to the statistics, we have over 90 thousand civil servants equally represented in all ages. From 20 to 30 – about 22–23%, from 30 to 40 years – 28–30%, from 40 to 50 – and also 22–23% over 50. The average experience is just over 10 years. Therefore, Kazakhstan's civil service is a combination of experience and youth.

There will be provided social elevator. The man who has no experience in civil service can be a Governor of the city / region, if he has at least 5 years of total experience, of which at least 4 years in executive positions in the private sector.

The Academy of Public Administration under the President of the Republic of Kazakhstan is the most important institution for training of civil servants.

To improve the competitiveness of the Academy of Public Administration is expected to develop the competence «A» corp civil servants through training in NSPP.

Resume. The formation of the system is supposed to work with talented and prospective employees, as well as students who want to become in the future civil servants.

## REFERENCES

1 *Стратегия Казахстан – 2050: Новый политический курс состоявшегося государства. Послание Президента Республики Казахстан – Лидера Нации Н.А.Назарбаева народу Казахстана. 14 декабря 2012 г. // Официальный сайт Президента Республики Казахстан <http://www.akorda.kz/>*

2 *Указ Президента Республики Казахстан от 7 марта 2013 года №519 «О некоторых вопросах специальных квалификационных требований к административным государственным должностям корпуса «А».*

3 *Указ Президента Республики Казахстан от 7 марта 2013 года №520 «О Национальной комиссии по кадровой политике при Президенте Республики Казахстан и кадровых комиссиях областей, столицы, города республиканского значения».*

4 *Указ Президента Республики Казахстан от 7 марта 2013 года №523 «Реестр должностей государственных служащих».*

5 *Указ Президента Республики Казахстан от 22 марта 2013 года №524 «Об утверждении Правил отбора в кадровый резерв административной государственной службы корпуса «А» и проведения конкурса на занятие вакантной и временно вакантной административной государственной должности корпуса «А».*

6 *Указ Президента Республики Казахстан от 22 марта 2013 года №525 «О внесении изменений в Указ Президента Республики Казахстан от 4 декабря 2003 года № 1243 «О кадровом резерве государственной службы».*

7 *Указ Президента Республики Казахстан от 22 марта 2013 года №526 «О внесении изменений в некоторые указы Президента Республики Казахстан».*

8 *Указ Президента Республики Казахстан от 22 марта 2013 года №527 «О внесении изменений в некоторые указы Президента Республики Казахстан».*

9 *О внесении изменений и дополнений в некоторые законодательные акты Республики Казахстан по вопросам государственной службы от 14 декабря 2012 года.*

10 *Human Capital Assessment and Accountability Framework Resource Center ([http://www.opm.gov/hcaaf\\_resource\\_center/index.asp](http://www.opm.gov/hcaaf_resource_center/index.asp)).*

11 *Career Patterns Guide ([http://www.opm.gov/hcaaf\\_resource\\_center/careerPatterns/index.asp](http://www.opm.gov/hcaaf_resource_center/careerPatterns/index.asp)).*

12 *Federal Activities Inventory Reform Act of 1998.*

*Дата поступления статьи в редакцию журнала 12 января 2013 года*