

## MOTIVATION SYSTEM OF CIVIL SERVANTS OF KAZAKHSTAN: ASSESSMENT AND PROSPECTS FOR IMPROVEMENT

Z.R. Karbetova<sup>1\*</sup>, A.S.Baktymbet<sup>1</sup>, Sh.R. Karbetova<sup>2</sup>

<sup>1</sup>Kazakh University of Technology and Business, Astana, Kazakhstan

<sup>2</sup>International Transport and Humanitarian University, Almaty, Kazakhstan  
e-mail kzr\_2011@mail.ru

The success of public administration depends on the extent to which civil servants realize their professional potential. The insufficient level of motivation of civil servants is an obstacle to their effective work. Ways to increase professional potential through motivational interventions aimed at developing the competence of civil servants remain undeveloped. Therefore, the main focus of this study will be on the assessment of the modern system of motivation of civil servants and consideration of ways to improve it in the Republic of Kazakhstan, which is relevant and of great scientific and practical importance.

The paper notes the features of the motivation of civil servants, analyzes foreign experience in motivating the professional activities of civil servants and considers the directions for stimulating their work; a modern system for evaluating the performance of civil servants based on a survey has been studied. In the process of conducting an empirical study in Kazakhstan, the processing of questionnaires made it possible to identify the main factors motivating the professional activities of active civil servants. The sample set of the conducted survey allowed to achieve a high level of representativeness of the results and conclusions.

The new model of civil service, which has been tested, is based on a factor-score scale. The new system of remuneration of civil servants will make it possible to select the most conscientious and versatile employees for the civil service, which will improve the quality of public administration. Thus, we carried out an analysis of the effectiveness of the system of motivation of civil servants in the Republic of Kazakhstan, evaluated them, and developed measures to improve the motivation for the professional activities of civil servants of the Republic of Kazakhstan.

**Keywords:** motivation systems, civil servants, assessment, management, analysis, remuneration, efficiency.

## СИСТЕМА МОТИВАЦИИ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ КАЗАХСТАНА: ОЦЕНКА И ПЕРСПЕКТИВЫ СОВЕРШЕНСТВОВАНИЯ

З.Р.Карбетова<sup>1\*</sup>, А.С.Бактымбет<sup>1</sup>, Ш.Р.Карбетова<sup>1</sup>

<sup>1</sup>Казахский университет технологии и бизнеса, г.Астана, Казахстан

<sup>2</sup>Международный транспортно-гуманитарный университет, г.Алматы, Казахстан  
e-mail kzr\_2011@mail.ru

Успех деятельности государственного управления зависит от того, в какой степени государственные служащие реализовывают свой профессиональный потенциал. Недостаточный уровень мотивации госслужащих является препятствием для их эффективной деятельности. Незаработанными остаются пути повышения профессионального потенциала посредством мотивационного вмешательства, направленного на развитие компетентности государственных служащих. Поэтому основной акцент данного исследования будет сделан на оценке современной системы мотивации государственных служащих и рассмотрении пути ее совершенствования в Республике Казахстан, что является актуальным и имеет важное научное и практическое значение.

В работе отмечены особенности мотивации государственных служащих, проанализирован зарубежный опыт мотивации профессиональной деятельности государственных служащих и рассмотрены направления стимулирования их труда; исследована современная система оценки деятельности государственных служащих на основе анкетирования. В процессе проведения эмпирического исследования в Казахстане, обработка анкет позволила выявить основные факторы мотивации профессиональной деятельности действующих государственных служащих. Выборочная совокупность проведенного анкетирования позволила достичь высокого уровня репрезентативности результатов и выводов. Прошедшая апробация, новая модель государственной службы основана на факторно - бальной шкале. Новая система оплаты труда госслужащих позволит отобрать на государственную службу наиболее добросовестных и разносторонне грамотных сотрудников, что повысит качество государственного

управления. Таким образом, нами был осуществлён анализ эффективности системы мотивации государственных служащих в РК, проведена их оценка, разработаны мероприятия по совершенствованию мотивации профессиональной деятельности государственных служащих Республики Казахстан.

**Ключевые слова:** системы мотивации, государственные служащие, оценка, управление, анализ, оплата труда, эффективность.

## ҚАЗАҚСТАН РЕСПУБЛИКАСЫНДАҒЫ МЕМЛЕКЕТТІК ҚЫЗМЕТШІЛЕРІН МОТИВАЦИЯЛАУ ЖҮЙЕСІ: БАҒАЛАУ ЖӘНЕ ЖЕТІЛДІРУ БОЛАШАҒЫ

З.Р.Карбетова<sup>1\*</sup>, А.С.Бақтымбет<sup>1</sup>, Ш.Р.Карбетова<sup>2</sup>

<sup>1</sup>Қазақ технология және бизнес университеті, Астана қ., Қазақстан

<sup>2</sup>Халықаралық көлікжәнегуманитарлықуниверситеті, Алматы қ., Қазақстан

e-mail kzr\_2011@mail.ru

Мемлекеттік басқарудың жетістікті болуы мемлекеттік қызметшілердің кәсіби әлеуетін қандай дәрежеде іске асыруына байланысты. Мемлекеттік қызметшілерді ынталандыру деңгейінің жеткіліксіздігі олардың нәтижелі жұмыс істеуіне кедергі болып отыр. Мемлекеттік қызметшілердің құзыреттілігін дамытуға бағытталған уәждемелік ықпал ету арқылы кәсіби әлеуетті арттыру жолдары әлі де дамымаған күйде қалып отыр. Сондықтан бұл зерттеудің негізгі бағыты өзекті және ғылыми-тәжірибелік маңызы зор мемлекеттік қызметшілерді ынталандырудың заманауи жүйесін бағалау және оны Қазақстан Республикасында жетілдіру жолдарын қарастыру болмақ.

Сондықтан мемлекеттік қызметшілерді ынталандырудың заманауи жүйесін бағалау және оны Қазақстан Республикасында жетілдіру жолдарын қарастыру бұл зерттеудің негізгі бағыты өзекті және ғылыми-тәжірибелік маңызы зор болып келеді.

Жұмыста мемлекеттік қызметшілерді ынталандыру ерекшеліктері атап көрсетіліп, мемлекеттік қызметшілердің кәсіби қызметін ынталандырудың шетелдік тәжірибесі талданып және олардың жұмысын ынталандыру бағыттары қарастырылды; сауалнама негізінде мемлекеттік қызметшілердің қызметін бағалаудың заманауи жүйесі зерделенді. Қазақстанда эмпирикалық зерттеу жүргізу барысында сауалнамаларды өңдеу белсенді мемлекеттік қызметшілердің кәсіби қызметін ынталандыратын негізгі факторларды анықтауға мүмкіндік берді. Өткізілген сауалнаманың іріктеме жинағы нәтижелер мен қорытындылардың репрезентативтілігінің жоғары деңгейіне қол жеткізуге мүмкіндік берді.

Тестілеуден өткен мемлекеттік қызметтің жаңа моделі факторлық-балдық жүйеге сүйенеді. Мемлекеттік қызметшілерге еңбекақы төлеудің жаңа жүйесі мемлекеттік қызметке ең адал және жан-жақты сауатты қызметкерлерді іріктеуге мүмкіндік береді, бұл мемлекеттік басқарудың сапасын арттырады. Осылайша, біз Қазақстан Республикасындағы мемлекеттік қызметшілерді ынталандыру жүйесінің тиімділігіне талдау жүргізіп, оларды бағалап, Қазақстан Республикасы мемлекеттік қызметшілерінің кәсіби қызметіне ынталандыруды жетілдіру бойынша шаралар әзірледік.

**Түйін сөздер:** мотивация жүйелері, мемлекеттік қызметшілер, бағалау, басқару, талдау, еңбекақы, тиімділік.

The issues of formation of motivation for the professional growth of civil servants have a high degree of relevance, and are determined by the importance of the processes of improving the motivation for the professional activity of civil servants. The insufficient level of motivation of civil servants is an obstacle to their effective performance. The effectiveness of the implementation of state development programs that bring the country to new higher levels of socio-economic development and prosperity depends on how efficiently and professionally the professional duties of civil servants are performed [1].

The purpose of the work is to develop measures to enhance the motivation of civil servants in

Kazakhstan by examining motivational theories, studying foreign experience, analyzing the current staffing and structure of state bodies, exploring modern evaluation systems, and proposing improvements.

The scientific novelty of the research results lies in the development of a comprehensive methodological toolkit to motivate the professional activities of civil servants. This can be achieved through the integrated use of motivation mechanisms and personnel management.

**Materials and methods.** The study was conducted using general scientific methods of cognition: historical and logical approaches, systemic and situational, questioning and methods of economic

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analysis. In the course of this study, various general scientific and private research methods were also used, including: methods of synthesis and deduction, description and statistical methods, graphic-analytical and calculation methods. The analysis of statistical data was carried out using the methods of grouping, comparison and generalization. For the collection and processing of empirical data, sociological methods of collecting information were used: a questionnaire survey and analysis of documents [3].

**Results and discussion.** In modern conditions, for solving complex problems, issues of the quality of personnel management at all levels of government are of paramount importance. The effectiveness of the implementation of state development programs that bring the country to new higher levels of socio-economic development and prosperity depends on how effectively and professionally the professional duties of civil servants are carried out. It should be noted that for the quality work of the state apparatus, a high level of professional development of the performers themselves, that is, civil servants, is necessary.

An analysis of the theoretical and methodological approach to the system of motivation for the professional activities of civil servants showed that it more reflects the effect of material factors of motivation. Of particular relevance to the professional growth of civil servants are various technologies and artificial intelligence that can perform the typical duties of an official - from creating template letters and processing large amounts of information to providing public services. In this study, an attempt was made to develop new ways and methods of organizing the motivation of civil servants and answer the most pressing questions:

1. What is the most effective way to achieve high professional labor returns from civil servants, and what motives drive them?
2. When are civil servants ready to show all their professional and personal qualities to the maximum for the successful functioning of their organization, and what will lead to an irresponsible and negligent approach to work?
3. What are the factors that form the motivation of civil servants, and what impact do they have on their professional activities?

Therefore, in order to determine the impact on the level of motivation of a civil servant for professional growth, it is necessary to study what the domestic apparatus of civil servants is like in general, what are its main characteristics, and also what general trends in its development are currently taking place. Therefore, the leadership of an organization or government body should have a good knowledge

of the theoretical aspects of the problem under consideration in order to properly organize the work of their subordinates and be able to direct them to the effective performance of their functional duties.

In the course of the study, a wide range of various sources was studied and the main schools and directions of motivation for the professional activity of civil servants in the Republic of Kazakhstan were identified[4,5].

Source 4 studied the attitudes of 740 civil servants in Kazakhstan towards their careers, organizational culture and climate at work. The results of the study made it possible to highlight three main points regarding the motivation and attitude of civil servants to their work in Kazakhstan.

1. Three out of four respondents emphasize that primary and secondary benefits are important to their motivation and performance. Interviewed civil servants in Kazakhstan demonstrated high levels of "public service motivation" (PSM) and intrinsic motivation compared to extrinsic motivation.
2. Civil servants in Kazakhstan demonstrate a positive attitude towards their colleagues and team spirit in the workplace. The high level of intrinsic motivation and MSM of civil servants in Kazakhstan explain the willingness to change and reform, despite the existing difficulties.
3. There is a widespread opinion among civil servants that promotion does not depend on personal merit, and this important problem needs to be addressed. The results obtained indicate the need to increase the number of comparative studies of the motivation of civil servants in Kazakhstan.

According to source 5, the main directions and approaches to assessing the activities of civil servants as a system of motivation for their professional activities are considered. The features and key elements of the motivation of the professional activity of civil servants of the most developed countries were identified on the basis of a study of foreign experience.

In the process of conducting an empirical study in Kazakhstan, the processing of questionnaires made it possible to identify the main factors motivating the professional activities of active civil servants. The sample set of the conducted survey allowed to achieve a high level of representativeness of the results and conclusions.

The main objective of the study is to study those samples of foreign experience that force the creation of a modern and efficient personnel management system, taking into account the specifics of Kazakhstan's development and statehood. Analyzing foreign experience [6], it should be noted a number of features that are of practical interest and can be taken into account in the process of improving the

civil service system of Kazakhstan:

- professionalization of the state apparatus on a permanent basis;
- flexible methods of human resource management (personnel management);
- career development management: flexible system of career advancement, high career mobility, career advancement based on professional achievements, i.e. not only depending on work experience;
- the results of the assessment of civil servants - the basis for career growth and material rewards;
- availability of various employment schemes for the public service:
- permanent civil servants and employees on a contract basis;
- modern organization of work: more flexible working hours, introduction of advanced technologies;
- modern methods of material incentives, including wages (taking into account individual and collective results of work).

To date, the country has created its own model of public service, which combines the achievements of world experience and the specifics of the domestic public administration system. The new model consists of two parts - constant and variable [7]. The permanent part is based on a factor-point scale (FBS), according to which the amount of wages depends on the nature, volume and complexity of the work. The variable part, bonuses, will be accrued to effective employees based on the results of their performance evaluation. The study revealed the results of the work done in the framework of the professionalization of the state apparatus in the Republic of Kazakhstan.

In Kazakhstan, the FBS of civil servants has been introduced, which radically changes the system of remuneration. According to the Agency for Civil Service Affairs, the main advantage of the FBS is the avoidance of "leveling". According to the new system, the official salary of civil servants will depend on the volume and complexity of work, which will increase the responsibility and motivation of civil servants.

According to the head of the department of the Agency of the Republic of Kazakhstan for Civil Service Affairs, in connection with the introduction of the FBS, those wishing to enter the civil service have increased. According to analysts, the new system of remuneration of civil servants will make it possible to select the most conscientious and versatile employees for the civil service. Consequently, the quality of public administration depends on civil servants, their work, which reflects their professional level.

What is the apparatus of civil servants of Kazakhstan,

what are its main characteristics and general trends in its development are currently presented below. As of January 1, 2020, the staff of civil servants amounted to 97,403 units. At the same time, the actual number of civil servants decreased by 1,927 [8, 9] people compared to 2018. The release of positions occurred without the actual reduction of employees by not filling vacancies, the saved funds were directed to increase the wages of the most effective employees. In recent years, there has been a constant trend of understaffing throughout the entire structure of the state apparatus. According to the results of 2020 data, staffing was 93.22%. The dynamics of the analyzed indicator during the analyzed period was positive. At the same time, it should be noted that the persistence of a significant percentage of understaffing for a sufficiently long time indicates the presence of problems in the personnel service in terms of organizing planning and forecasting personnel.

According to the National report on the state of the civil service in the Republic of Kazakhstan, as of January 1, 2022, the number of civil servants was 88,321. At the same time, the actual number of government agencies decreased by 6.4% [10]. In order to solve state problems in the medium term, the further vector of development of the civil service will be aimed at solving the issues of excessive bureaucracy of the state apparatus, strengthening communication and interaction with the population, attracting talented youth to the civil service, automating personnel processes and reorienting personnel management services to strengthen the personnel potential of state bodies.

The educational level of civil servants in the Republic of Kazakhstan is quite high and tends to further increase. Scientists confirm the influence to a large extent of such factors as the level of education, economic status, age, etc., on the indicators of participation in sociological studies on effective motivation and effective personnel management [11]. In terms of the level of education, respondents with higher education dominate the most - 92.69%, including: specialists or bachelors (84.44%), as well as masters (82.5%). These results coincided with the data of the Agency for Civil Service Affairs (92%). This situation with the qualitative composition of public authorities contributes to an increase in the level of services they provide.

In our opinion, the constant increase in the level of education of existing employees is also explained by the systematic implementation of the 100 Concrete Steps Nation Plan, which made it possible to strengthen the principles of meritocracy in the selection and career advancement [12]. This improved the quality of the civil servants. Currently,

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92% of employees have higher education, while at the central level this figure reaches 100%. Persons with secondary and secondary vocational education (8%) occupy low-level positions of the district and rural levels, about 2.8 thousand are graduates of foreign universities. The number of graduates of the international scholarship "Bolashak" over the past 3 years has increased by 12% (from 505 in 2017 to 565 in 2019), the Academy of Public Administration under the President - by 4% (from 740 to 770).

Over the past few years, there has been a stability in the personnel of the state apparatus. The outflow of personnel from the civil service system is within 6% and tends to gradually decrease (in 2015 - 11.2%, in 2016 - 6.3%, in 2017 - 6.2%, in 2018 - 6.2% , in 2019 - 6%).

This situation with the qualitative composition of public authorities contributes to an increase in the level of services they provide, which is noted in the Strategic Plan of the Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption for 2018-2021: "Over the years of assessment, starting from 2011, there has been an increase in the average government agencies" [13]. At the same time, the same document acknowledges the existence of serious problems with the quality of services provided by state bodies today: "There is a trend of increasing the number of justified complaints received by state bodies about the quality of public services."

Most of all, citizens aged 30-39 years old (34.9%) participated in the survey, citizens aged 20-29 years old (23.9%) and 40-49 years old (23.2%) took second place. This fact also confirms the assessment of the Agency for Civil Service Affairs, according to which the average age of civil servants is 39 years, including by age groups: up to 30 years old - 23%, from 30 to 40 years old - 34.1%, from 40 to 50 years - 22.2%, 50 years and older - 20.7%<sup>72</sup>. This fact indicates the current trend towards a gradual rejuvenation of the apparatus of state administration, which increases the opportunities for training, retraining and advanced training, as young employees more effectively perceive new knowledge. It is also important that there is a gender balance in the personnel structure of the civil service in Kazakhstan. Thus, according to these data, the proportion of men is 40.2%, and the proportion of women is 59.8%, which indicates that women are more likely to participate in sociological research than men. The results of the study confirm the information of the Agency for Civil Service Affairs of the Republic of Kazakhstan on the proportion of women among civil servants: 59.8%.

In Kazakhstan, the proportion of civil servants to the economically active population is approximately

1.1%, and there are about 197.7 citizens per civil servant. At the same time, for example, in the OECD countries, these figures are 2.43% and 116 people, respectively.

At any enterprise and in any organization, including government bodies, the following issues should be resolved first of all:

- providing employees with at least a sufficient level of wages;
- providing employees with an attractive social package;
- providing employees with a workplace equipped with everything necessary for comfortable and high-quality work.

Unmotivated civil servants are not exclusively a problem for the Kazakh state. Many problems of bureaucracy are relevant for all countries of the world. Even such sociologists as M. Weber and R. Merton noted that dysfunctional signs of bureaucracy are found both in the West and in the East [14].

Thus, the most serious motivating factors in choosing the profession of a civil servant are the motives dictated by categories of a high order. Recently, however, facts from the modern life of various countries, when civil servants began to trample on state and public interests, speak of a catastrophic decline in the morale of civil servants.

But explanations of these facts showed that A. Maslow's conclusions regarding basic human needs are true at any time and in any state. As a result of the research, it turned out that the reasons for this development of the situation are "lower wages, insufficient material and technical equipment for the performance of official duties, an inadequate state budget and pressure to remain efficient while reducing resources and costs" [15].

Of particular interest is the study of existing theories of motivation in terms of the possibility of using their provisions, approaches and postulates in motivating the professional activities of domestic civil servants. In order to assess and identify the degree of correlation between the elements of the motivation system and the efficiency / performance of domestic civil servants, we conducted an empirical study based on a survey of existing civil servants.

The choice of empirical assessment is justified by the fact that an effective motivation system should be maximally integrated with the assessment system. Using the current assessment system to identify the motivational profile of civil servants is inappropriate. Therefore, a survey of civil servants was conducted in order to identify the level of motivation of their professional activities. The impersonality of this survey allowed to increase the level of reliability of the study

The questionnaire was compiled in such a way as



to be able to process the results according to the scientifically based Methodology of K. Zamfir in the modification of A. Rean "Studying the motivation of professional activity" [16]. The need to conduct a survey of civil servants is to identify the level of motivation of their professional activities. These questionnaires were designed and compiled in such a way as to give the most detailed and large-scale idea of the effectiveness of the current motivation system and its shortcomings.

The survey was conducted among active civil servants in two stages. At the first stage of the empirical study, the goal was to collect data to identify the degree of influence of external and internal factors. The second stage of the empirical study was the questioning of the same group of respondents, but within the framework of another survey. The survey within this stage is aimed at clarifying and detailing the results of the first stage. The survey results were processed and summarized in a table 1.

Table 1. The opinion of civil servants on the level of factors affecting the motivation of their work

Question	Answer options				
1	2				
1). Would you agree to change jobs, subject to a reduction in pay by 25% - 30%, but with more interesting responsibilities?	Yes	No	Rather yes than no	More likely no than yes	Difficult to answer
	18,5	33,1	17,9	19,3	11,2
2). In the process of working in the public service, what will be the most important for you?	Possibility of obtaining knowledge and skills	Recognition from peers	Official height	Management recognition	Difficult to answer
	18,1	13,2	27,2	35,4	6,2
3). What factors, from your point of view, have the greatest impact on reducing the motivation and professionalism of civil servants?	Recruitment and promotion of personnel through acquaintance, personal loyalty	Underestimation of the role of staff professionalism	Lack of honest and principled civil servants	Low level of professional culture of managers	Other
	45,5	21,8	16,1	11,6	5,0
4). What stimulates you to increase the level of professional growth?	High level of independence (freedom)	Competition in the work team	Possibility of realization of acquired knowledge	Careerprospect	Encouragement / recognition of merit by management
	21,1	7,6	25,9	32,2	14,2
5). How do you assess the current system of motivation for the professional activities of civil servants?	Effective	Noteffective	Very little is known about it	Haven't come across it in practice	Difficult to answer
	32,2	27,6	16,5	17,0	6,7
6). Which of the ways to increase professional growth do you consider the most effective?	Obtaining additional professional education	Scientific research activities	Exchange of experience (internships)	Collective methods of improving professional physical skills	Difficult to answer
	18,1	6,4	51,5	6,2	19,8

7). Is, in your opinion, material incentives the most effective method of stimulating the professional activities of civil servants?	Yes	No	Rather yesthanno	More likely no than yes	Difficult to answer
	52,5	15,7	17,2	7,3	7,3

Note: compiled by the authors based on sociological research data

To the question: "Would you agree to change jobs, subject to a reduction in pay by 25-30%, but with more interesting responsibilities?" 18.5% answered positively and "more likely than not" another 17.9% of respondents. The results of the survey indicate that more than a third of current civil servants are ready to sacrifice material income in order to change their routine duties to more interesting ones.

This is another confirmation of the theory about the importance of non-monetary factors motivating the professional growth of civil servants. However, the presence of 33.1% of those who are not ready to sacrifice the amount of wages indicates that an effective motivation system should consist of both monetary and non-monetary factors motivating the professional development of modern domestic officials.

For a third of active civil servants, recognition from management is of the greatest importance (35.4%), and only after it is promotion (27.1%). This situation is caused by the fact that promotion up the career ladder currently depends more on the loyalty of the management than on the level of professionalism of the employee.

It should be noted that the majority of civil servants are aware that the prospect of career growth (32.2%) is one of the main motives for their professional growth. At the same time, more than half of the surveyed respondents admit that the most effective way to increase professional growth is the exchange of experience (internships) - 51.5%.

In the process of working in the civil service, in our opinion, the greatest importance should be the opportunity to acquire knowledge and skills, which is an internal motive, which, according to personal data, amounted to only 18.1%.

According to the survey data, 45.5% of current civil servants and 21.8% underestimated the role of staff professionalism had the greatest impact on the decrease in the motivation and professionalism of civil servants: recruitment and promotion of personnel through acquaintances, personal loyalty. These negative factors had a significant impact on the desire of state bodies to improve their professional level.

It also follows from the results of this survey that more than a third of civil servants either know very little about it (16.5%) or have not encountered it at all in practice (17.0%). This is another confirmation of the relevance and timeliness of the ongoing research within the framework of this research work. Therefore, it is necessary to work out measures to optimize the system of personnel changes, taking into account the reduction of the influence of the human factor on the results.

To the question "Is, in your opinion, material incentives the most effective method of stimulating the professional activities of civil servants?" more than half (52.5%) answered "Yes" and only 17.2% answered "No". But we consider it necessary to note that financial incentives account for 52.5% of respondents, which indicates the importance of this factor.

The survey data confirm the fact that gradually non-monetary forms of motivation are also becoming increasingly important. The survey showed a high level of internal motivation of domestic civil servants. It follows that satisfaction from the process itself and the result of the work and the possibility of the most complete self-realization in this particular activity are important for them. According to the calculations, this result states that in the motivation system of a modern civil servant, it is necessary to pay more attention to non-monetary factors that have taken leading positions and are the most optimal direction for improving the existing motivation system.

Thus, based on the conclusions of the above analysis, we can judge the list of factors of labor motivation of civil servants, the impact of which the heads of public administration organizations should fully take into account in their work. The specificity of the system of factors of labor motivation of civil servants lies in the priority of certain factors. Without resolving the issues of fulfilling physiological and security needs, it will not be possible to form a system of labor motivation for civil servants as a whole. But the factors generated by the needs of a high order should be taken into account to the same extent from the very beginning of the organization.

In order to overcome these shortcomings, the

development plan of the Agency of the Republic of Kazakhstan for Civil Service Affairs for 2020-2024 provides for the implementation of a number of measures, including the necessary amount of work on retraining and advanced training of civil servants [17]. In this document, the actual figures are given for 2018-2019, and the planned period is from 2020-2024. Let's analyze the Section. 3. "Strategic directions, macro indicators, goals and target indicators", subsection 1. "Strategic direction. Formation of a strategically innovative civil service" The level of compliance with the principle of meritocracy in 2019 was 60.1%, and in 2024 it should reach 61.6%.

In subsection 1.1 "Transformation of the civil service. Target indicators interconnected with budget programs".

1. The net turnover of civil servants (leaving the civil service system) amounted to 6.2% and 6.0%, respectively, in 2018-2019, and from 7.0% to 6.6% in the planned period, decreasing every year by 0.1%. The main reason for the high turnover was "command movements", when the key staff of the apparatus was updated during the change of the first leaders.

2. The share of civil servants of central government bodies who completed retraining and advanced training courses, within the funds allocated from the Republican budget for the reporting period in 2018-2019, amounted to 99.7% and 100%, respectively, and from 94.0% in the planning period up to 96% increasing every year by 0.5%.

3. The share of civil servants satisfied with the quality of education at the Academy in 2018-2019 amounted to 93.0% and 94.4%, respectively, and in the planned period from 94.5% to 95.0%, increasing every year by 0.5% except 2021.

4. The share of implemented recommendations of the Ethics Councils in 2018-2019 amounted to 99.0% and 99.6%, respectively, and in the planned period from 91.1% to 95.0%, increasing every year by 1.0%.

5. For executed orders (representations) to eliminate violations identified as a result of inspections on compliance with the legislation on civil service and proposals to cancel decisions of state bodies adopted in violation of the legislation on civil service and other normative legal acts of the Republic of Kazakhstan in 2018-2019 amounted to 96.0% and 97.0%, respectively, and in the planned period from 92.5% to 95.0%, increasing every year by 0.5 and 1.0%.

6. The share of advanced training seminars and disciplines of pre-training courses conducted in

the state language at the Academy of Public Administration and the share of modernized subsystems of IIS "E-kyzmet", taking into account the transition of subsystems to modules from among those to be modernized and are shown only in the planning period, respectively, from 30.0% to 34.0% and from 50.0% to 90.0%, increasing every year.

In subsection 2. "Strategic direction. Improving the quality of the provision of public services" The share of restored rights of service recipients based on the results of violations identified during inspections on appeals for the reporting period in 2018-2019 amounted to 83.00% and 88.4%, respectively, and in the planned period from 86.0% to 90, 1% increasing every year by 1.0%. In subsection 2.1 "Development of customer focus in the public service" The share of public services covered by public monitoring of the quality of public services for the state social order of the Agency, including online in the total number in the Register of public services. The share of instructions and recommendations executed by the central state bodies on the elimination of violations, causes and conditions contributing to their completion, identified by the results of inspections, as well as the results of analyzes carried out in relevant areas on compliance with the law in terms of the provision of public services and are shown only in the planning period, respectively, from 60.0% to 62.0% and from 82.0% to 84.0%, increasing by 1.0% every year. From the above data, strategic directions, macro indicators, goals and target indicators, inclusive of 2024, are visible.

According to the planned indicators, by 2021 it was planned to increase the share of those who completed retraining and advanced training courses, of those subject to retraining and advanced training, to 95.0%, while at the end of 2018 this figure was 70.0%. In order to achieve such a high level of this indicator and implement a number of other measures to improve the quality of services provided, in addition to the administrative resource, it is necessary to generate internal staff motivation for professional development.

The main criterion for the quality of public services, in our opinion, is the satisfaction of their external users, that is, the population. In order to determine this indicator, constant on-line monitoring is carried out on the website of the Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption. Consider the results of a survey conducted at the beginning of 2023 by online monitoring, which are presented in the table.



Table 2. Results of a survey of the population on the quality of public services provided

N No. P p/n	Questions, answer options	Meaning of answer people	
			%
1.	Have you encountered a violation of professional ethics by civil servants of the Agency of the Republic of Kazakhstan for Civil Service Affairs (unethical behavior)?	14	6,0
	- Yes	218	93,2
	- No	2	0,8
	- Do not interact with the public sector		
2.	To improve the ethical culture of public employees need:	53	22,6
	- To bring to disciplinary responsibility	160	68,4
	- Encourage ethical civil servants in every possible way	21	9,0
	- Own option		
3.	Measures taken in the state body for compliance with ethical standards:	186	79,5
	- Efficient, civil servants are correct and respectful towards citizens and colleagues	20	8,5
	- Ineffective, employees allow facts of incorrect behavior in relation to citizens and colleagues	24	10,3
	- Difficult to answer	4	1,7
	- Own option		
	Note: compiled by the authors based on sociological research data		

The survey involved 234 respondents. To the first question, "Have you encountered a violation of professional ethics by civil servants of the Agency of the Republic of Kazakhstan for Civil Service Affairs (unethical behavior)?" "No" answered 93.2%, "Yes" answered 6%, which indicates the ethical behavior of civil servants and 0.8% of respondents, indicates little contact between the population and civil servants.

On the second question: "In order to improve the ethical culture of public22.6 respondents answered that it is necessary to "Bring to disciplinary responsibility and - 68.4% of respondents that it is necessary to encourage ethical civil servants in every possible way and only 9% suggested "Own option" 9.0%.

To the third question: "Measures taken in the state body to compliance with ethical standards" - "Effective,..." answered 79.5 respondents, "Ineffective, ... answered 8.5% of respondents, "Difficult to answer" 10.3% and offered "Own option" - 1.7% of respondents.

Thus, in order to detail the problems and disclose the situation, we analyzed the results of monitoring, which reflects the current situation.

In the current conditions of the development of the civil service, the question of the effectiveness of the activities of civil servants is acute. From the foregoing, it can be seen that the effectiveness of the civil service depends on the quality and efficiency of the work of civil servants in the field, respectively, on the motivation in the efficiency of the work of civil

servants in the organization.

Today, the motivation of civil servants is carried out mainly through strict administrative methods, the main attention is paid to monitoring the performance of functions, compliance with the activities of civil servants with established norms and procedures, which provokes a formal attitude to the performance of official duties or their non-performance [18, pp. 63-67].

Prestige as a motive for entering the civil service are: stability of position, career opportunities, social guarantees, gaining professional experience, the managerial nature of work, the possibility of more fully realizing one's professional qualities and the desire to bring more benefits to society and the state. Factors that reduce the attractiveness of the civil service are low wages, lack of job growth prospects, a difficult psychological environment, overtime workloads, a tight schedule, the absence of clear criteria for evaluating performance and the absence of tangible results of work.

Motivation and stimulation of the work of civil servants is a problematic topic that requires a systematic approach and improvement. Today, there is a decrease in the overall level of staff motivation, which includes:

- the predominance of material needs among officials;
- inefficient system of financial incentives for officials;
- insufficient elaboration of socio-psychological

incentive mechanisms.

Considering the foreign experience of motivating civil servants, it can be noted that the main direction of stimulating the work of officials is to increase the level of their qualifications, as well as to obtain and improve special competencies. This is typical for European countries, the USA, China and Japan [19]. Currently, Singapore's civil service is considered one of the most efficient in Asia. This efficiency is a consequence of strict discipline, assertiveness and diligence of officials, low level of corruption, recruitment of the most capable candidates based on the principles of meritocracy [20]. The government of the country enjoys a good reputation, public support, which it achieves through educational activities and publicity; the discipline of the people taking tough but necessary measures.

In Germany, to stimulate talented specialists in the civil service, a system of "two directions in a career" is used: either job growth or work in the same position with a gradual increase in wages [21]. It should also be noted that the motivation for professional self-realization in Germany occurs already at the stage of training future specialists. In the training programs for civil servants, the emphasis is not only on the transfer of certain knowledge, but also on the formation of a certain way of thinking and behavior of officials of the corresponding rank, on the prestige of the profession, on efficiency. In Japan, the system of material incentives consists of two main blocks: the system of promotion of personnel; systems of natural and monetary incentives.

It seems that the use of positive foreign practice to motivate the professional activities of civil servants in the Republic of Kazakhstan will improve the efficiency of the public administration system. The severity and relevance of the problems of motivation of public service employees require further analysis, rethinking of traditional concepts and the development of modern methods for the formation and implementation of motivational models in a changing environment of public life. Therefore, we have identified and searched for methods for solving problems based on a comparative analysis of foreign and domestic experience in motivating the professional activities of civil servants.

In Kazakhstan, the remuneration of civil servants was limited to wages. In our opinion, the introduction of a new model based on a factor-point scale will increase the responsibility and motivation of civil servants of the Republic of Kazakhstan.

Thus, in the course of the study, it was revealed that the motivation of civil servants is due to only partial satisfaction of the needs associated with the content of the labor itself, social utility, status needs, and the perception of work as a source of livelihood.

In this regard, the prospect of further research is seen in the development of a system for stimulating and motivating civil servants in the Republic of Kazakhstan based on positive foreign experience, as well as the principles of project management.

The analysis carried out allows us to state the following:

- the motivational mechanism in the public service system includes both material and non-material components;
- the presence of regulatory and legal aspects for motivating the work of civil servants necessitates the improvement of the salary structure of civil servants, depending not only on the length of service in the civil service, but also on other variable parameters;
- the development of the main elements of the motivational mechanism involves the use of non-standard managerial, integrated approaches, the adoption of measures to improve the organizational management model with the corresponding optimization of the function and number of civil servants through the introduction of information and communication technologies in the business processes of state bodies.

The current system for evaluating the performance of civil servants is, at present, more formal and does not reflect the real results of the evaluation of the professional performance of civil servants, but reflects only that part of the evaluation that is based on results and has a great influence of the human factor. This fact is negative.

It opens up opportunities for distorting factual information under the influence of human factors (the mood of the manager, honesty and conscientiousness of the employee, priorities and personal attitudes of immediate supervisors), and what is even more dangerous, the possibility of using corruption schemes, which runs counter to the priorities for the development and modernization of the civil service. in the Republic of Kazakhstan.

In recent years, the civil service system of Kazakhstan has been transformed, which has led to a revision of the principles and approaches to managing the personnel of state bodies in an attempt to form a professional state. In modern conditions, for solving complex problems, issues of the quality of personnel management at all levels of government are of paramount importance.

The achievement of a high level of professionalism by civil servants can be built on the basis of the motivation of this civil servant to constantly improve their knowledge and professional competence. Therefore, the factors of internal motivation of an official for continuous professional development are at the forefront, as it is able to ensure its implementation. In our opinion, it is difficult to

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achieve such interest by will or order. In this regard, we have set a goal to identify exactly those factors, the impact of which leads to the formation of civil servants' motivation for professional development. Knowledge of such employee motivation factors will allow the leadership of state bodies to build an optimal policy for managing the professional development of their subordinates.

For the corresponding analytical study of the motivation factors of civil servants that are of interest to us, general quantitative and qualitative characteristics of the personnel composition and structure of government bodies were considered. Based on the conclusions of our analysis, we can talk about the list of factors of labor motivation of civil servants, the impact of which the heads of public administration bodies should fully take into account in the work of civil servants. It should be noted that the assessment system should not be limited only to the assessment of the labor activity of a civil servant, but should cover a wider range of assessed indicators that would form the basis of not only monetary, but also non-monetary motivation.

The main difficulty lies in the absence of a clear system of criteria for assessing both a state body and an individual civil servant, which could be taken as a basis. At the civil service level, the following performance indicators can and are used as quantitative indicators: the number of requests or letters processed; the number of processed and sent responses, the number of requests received, etc. The main difficulty here is that none of the indicators mentioned above or used in modern practice can reflect the real contribution of a certain official to the work of a particular state department, body or institution.

We hope that the new model of public administration will be based on the principles of a "hearing", efficient, accountable, professional and pragmatic state. As part of the implementation of the Concept, the mechanisms for finding and attracting talents for public service at the country level will be improved. At the same time, the emphasis in the further improvement of selection procedures will be shifted to assessing the professional and personal competencies of candidates, including with the involvement of the public and experts [7].

In order to achieve the goal of increasing the motivation of civil servants through the development of professional competence, it is necessary to develop a certain system of remuneration and incentives, both material and intangible, through the professional initiative of employees in raising their level of professional development.

Therefore, the analytical study is aimed at identifying incentive factors, the use of which leads to an

increase in the efficiency of the system of motivation for the professional activities of civil servants. In the process of analysis, the main aspects of quantitative and qualitative indicators characterizing the composition, structure and dynamics of the personnel apparatus of public administration bodies were preliminarily touched upon, on the basis of which some important trends were identified.

As a result of an empirical study of the factors influencing the motivation of the professional activities of civil servants, there are both monetary and non-monetary factors. The main non-monetary factors, according to the assessment of the results of the survey according to the method of K. Zamfir in the modification of A. Rean "Studying the motivation of professional activity", include factors of internal motivation, such as: the possibility of the most complete self-realization and getting satisfaction from the process itself and the result of work. However, it should be noted that monetary factors are of great importance in the system of professional activity motivation. The main monetary factor is the amount of remuneration, which is directly related to the current evaluation system aimed at determining the result. Thus, we come to the conclusion that the motivation system cannot exist independently of the evaluation system. Therefore, the question arises of the need to integrate assessment and motivation systems in order to optimize both systems.

The influence of non-monetary factors, especially in the civil service, should be significant. The importance of the influence of material factors is undeniable for maintaining a high professional level of public service. Building the image of a civil servant is impossible without ensuring the proper level of remuneration. The work of highly qualified personnel requires an appropriate assessment. The current system of wages, with its basic salary levels, remains unattractive, especially at the level of local government bodies. In addition to the lower level of wages in the regions, there is also no social package that attracts workers to the central offices of public service bodies. Thus, non-material incentive factors remain the main and most accessible way to increase the level of motivation for the professional activities of civil servants.

It should be emphasized once again that the development of a system of motivation for the professional activities of civil servants is based on an integrated approach that provides for the interaction of the system with the assessment of the effectiveness / efficiency of their professional activities, which involves the use of material and non-material methods to stimulate the professional activities of civil servants. As a result of the introduction

and implementation of techniques, methods and comprehensive assessment of the activities of civil mechanisms, an effective integrated system for a servants, taking into account motivation, is obtained.

### **Conclusions.**

1. In Kazakhstan, by now, it has been possible to create a stable and optimal in terms of the number of state administrative apparatus. There is an understaffing of civil servants, which, in turn, indicates the presence of gaps in the work of the personnel service of the state apparatus.
2. In the civil service in Kazakhstan, there is a tendency towards a gradual rejuvenation of the state administration apparatus, which increases the opportunities for training, retraining and advanced training, as young employees more effectively perceive new knowledge. There is a gender balance (59.8%).
3. The educational level of civil servants is quite high and tends to further increase. However, we consider it necessary to note that the increase in the level of education is accompanied by a decrease in the quality of services provided by civil servants. Consequently, professional development, being a multifaceted process, is not always associated with higher education, but directly proportional to the level of acquired knowledge and skills.
4. The Strategic Plan of the Agency of the Republic of Kazakhstan for Civil Service Affairs for 2020-2024 provides for the implementation of a number of measures, including carrying out the necessary amount of work on retraining and advanced training of civil servants, as well as improving the quality of public services from 83% in 2018 to 90.1% in 2024.
5. Recent reforms in the Republic of Kazakhstan modernized the civil service, including systems of material incentives and career planning for civil servants through the introduction of a factor-score scale.
6. The modernization of the civil service involves the improvement of the internal management system and the introduction of flexible methods of human resource management based on achieving the best results of socio-economic development by improving the quality of public services and attracting qualified specialists.
7. To this end, the governments of various countries create and develop systems of material incentives and career planning for civil servants. The ultimate goal of the ongoing reforms is to create a professional and efficient public service.
8. The final point in optimizing the system of motivation for the professional activities of civil servants in the Republic of Kazakhstan is the introduction of elements of project management, which defines a completely new approach to management for the civil service.
9. The project approach to the management of the professional activities of civil servants implies not only the presence of a certain deadline for the performance of work, but also a clear definition of the necessary resources, which makes it possible to evaluate the effectiveness of the work of both an individual employee and the team as a whole.
10. The integrated system of motivation and performance assessment that we have considered allows for continuous monitoring of the motivational profile of a civil servant at all stages of professional activity from selection to a position to dismissal. And the practical implementation and effective use of all the identified factors in combination can create and maintain a positive motivation for civil servants to improve their educational and professional level.

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#### ***Information about authors***

- Karbetova Zaira Rakhimovna - Ph.D., Professor of Economics, Kazakh University of Technology and Business, Department of Economics and Service, e-meil [kzr\\_2011@mail.ru](mailto:kzr_2011@mail.ru)
- Baktymbet Asem Serikovna - Candidate of Economics, Associate Professor, Head. Department of "Economics and Management" of the Kazakh University of Technology and Business, e-meil [asem\\_abs@mail.ru](mailto:asem_abs@mail.ru)
- Karbetova Sholpan Rakhimovna - Ph.D. in Economics, Associate Professor, International Transport and Humanitarian University, Department of Business and Management, e-meil [karbetova\\_2013@mail.ru](mailto:karbetova_2013@mail.ru)

#### ***Сведения об авторах:***

- Карбетова Затира Рахимовна - кандидат технических наук, профессор, Казахский университет технологии и бизнеса, факультет экономики и сервиса, e-meil [kzr\\_2011@mail.ru](mailto:kzr_2011@mail.ru)
- Бактымбет Асем Сериковна - кандидат экономических наук, доцент, заведующий кафедрой «Экономика и управление» Казахского университета технологии и бизнеса.
- Карбетова Шолпан Рахимовна - кандидат экономических наук, доцент, Международный транспортно-гуманитарный университет, факультет бизнеса и менеджмента, e-meil [karbetova\\_2013@mail.ru](mailto:karbetova_2013@mail.ru)