

KAZAKHSTAN PUBLIC SERVICE: PROBLEMS AND PROSPECTS AT THE PRESENT STAGE

Public service is an important social institutions for the operation of all subsystems in public life - economics, culture, politics and social issues. As a result of dynamic processes of reform in the past 20 years, a national model of public service, with its own characteristics and peculiarities, which are caused by a system of public administration and socio-political system of Kazakhstan.

Kazakhstan for the short period rose from the command-administrative system of government to the state with market economy, the new administration and management development model.

It has developed a fundamentally new structure of public service, which is practically carried out the first market reforms in the country. Public service of the new Kazakhstan became a mechanism for the modernization of societies in transition. The main driving force of national development are civil servants who implement government policies and solve problems as a strategic development and daily life of people.

Currently, the country faces new challenges that define the next stage of its development. This tasks such as entry into the 50 developed countries, improving the welfare of all Kazakhstanis, the formation of intellectual nation, industrial and innovative development in the context of world globalization processes. The decisive factor in the dynamic development of Kazakhstan performs is the public service, its ability to perform effectively the functions of the welfare state, to adequately respond to external demands.

Public service as a social institution has a strong influence on the development of social structures, the formation of rules, regulations and systems of social values.

In the Presidential Address to the Nation "New Kazakhstan in a New World" as one of the main objectives of promotion of Kazakhstan indicated an accelerated administrative reform in the light of international practice. "Our goal - said in his address, - the modernization of Government, the development of a highly efficient public service and governance structure. They must obey the requirements of major customers of public services - directly all citizens and business "[1].

As of January 1, 2011 staffing level government positions in the republic amounted to 90 730 units, the actual number was 87 389 people, including the number of political civil servants amounted to 3116 people (by state - 3182 units).

The number of women was 46 055 persons (53%).

The average age of civil servants is 39 years.

Of the total number of civil servants have higher education 86%, secondary vocational education is 13.52%.

Representatives of 60 ethnic groups work In the public service [2].

Public service - a system of roles, statuses, values and relationships, which is characterized by a complex structure in terms of sociological analysis. On the one hand - a professional activity, on the other - a way of life and thinking. According to legislation approved by the definition of public service is an activity of public servants in state bodies for the execution of official duties, aimed at achieving the objectives and functions of state power [3].

However, as an organization, it represents an aggregate of people united by a desire to achieve certain goals. The specifics of the problem is in understanding its purpose, which in general can be represented as a service to the subject of power, the creation of mechanisms for the implementation of power and management authority. The contradictions in the definition of the essence of public service based on the dichotomy of categories that define the intact control or serve to influence or to obey.

Civil service acts as a conductor between state and society, in which the processing of information. Skipping and conserving within its structure constant flow of information, the public service creates its own rules and regulations to be followed by all members of society, and thus plays a crucial role in human behavior. The weakness of this system lies in the absence of external social control, in its sole access to and control over information. Only strengthening the institutions of civil society will lead to the formation of supply and demand for public services and generate social practices of public service, adequate to modern Kazakh conditions.

The underlying principle is to focus on the needs, interests, social groups and individuals.

A significant effect of social reforms should be the formation of a new ideology of public service, which will make fundamental changes in the structure and nature of the relationship in the disposition of society and public service. Marked the transition of functional activity of the public service administration and management to the predominant service updates the research underlying social factors that influence the creation of a strong state, civil society and the motivation for a full-fledged business division of responsibility for decisions.

In this context, special importance are the problems associated with understanding the purposes and functions of public service, its nature and importance as a social institution. Activating the importance of social and public prestige of civil service, public opinion acts as a social indicator of the public service.

Social factors of professional civil servants due to their social position in society. Self-identification of civil servants based on such criteria as belonging to the authority, professionalism, knowledge. These criteria contribute to the formation of the instrumental approach to the choice of public service as a sphere of activity. The level of social aspirations of public servants due to the proximity to power, social capital, which gives the public service and the low level of material well-being.

Public service combines with one hand - the legal, organizational and procedural institutions (forms, methods, principles, etc.) governing the formation and implementation of the objectives and functions of state and government, on the other - a group of people specially trained and professionally employed in the state apparatus, which allows us to characterize it as a public legal institution, as is directly related to the state - particularly the organization of public authority, which is implemented by means of control, directly exercised by the device (civil servants) who have a special status and professional performing administrative functions in exchange for monetary compensation. M.S. Azhenov in the late 90's. XX century, wrote: "The new state bureaucracy with new names, and reality has taken its place in the hierarchy of power, it manages, it commands, occupies a prestigious position, benefits and a very great authority in all matters and in this sense it is much stronger than the Soviet bureaucracy" [4].

With regard to problems in the Kazakh civil service, these problems faced by most of the world. This - the bureaucracy in a negative sense, not in vain Mayakovsky called "wolf gnawing bureaucracy" of corruption, which flourished after Kazakhstan gained independence, nepotism among civil servants, "inflation" of the state apparatus, etc.

Some might say that the staffing level government officials in Kazakhstan is too high, but the numbers show otherwise. The country has about 100 thousand of political and administrative civil servants. This relation to the population is about 0.63%. In developed countries, the number of civil servants of ministries and departments of the Netherlands - 0.73% United Kingdom - 0.8%, USA - 0.86%, Germany - 1% France - 1.3%. It also means that the load on one official we well correlated with developed countries. Therefore, the expected decline is seen by many as painful. On the other hand, we have such civil servants, a load which, say, minimal. World experience shows that to reduce the negative impact of such a situation can be a functional analysis of each position in state agencies. In this regard, above all, will be reduced by the existing vacancies.

Compared with the Russian Federation our affairs in this respect, things are much better. According to statistics, according to deputy chairman of the Duma Committee for Security Gennady Gudkov civil servants in Russia is 2.5 times greater than it was in the USSR. Now there are over 1 900 000 million - excluding employees of law enforcement agencies, state corporations, federal and municipal unitary enterprises. For comparison, in the Soviet Union in the early 1980s there were about 700 000 of the federal and regional officials.

Yuri Polyakov, chief editor of "Literaturnaya Gazeta," a comparison of the Soviet bureaucracy and the new Russia, came to the conclusion that "the Soviet bureaucracy was better ... There was no such cronyism under the Soviet regime as now. " He mentions the fact that agriculture in Russia could lead by the minister not only far from the farm, but never engaged in farming. We see a similar situation in Kazakhstan, where the same person appointed by the head completely of different ministries and departments. This situation is not unique, apparently, the same processes occur in all CIS countries. [5]

The first in the history of independent Kazakhstan civil service reform was carried out in 1999, the Agency for Civil Service (ACS). The agency was created a year earlier for a single state policy in sphere of public service and reports directly to the president.

Chairman of the opposition party "Ak Jol" Alikhan Baimenov, headed at that time ACS, recalls that the reform was carried out by the Office, where there were 20 people. However, attracting international

organizations (eg, very closely cooperated with the agency UNDP) and the study of foreign experience, the team managed to create A. Baimenov, and then introduce an original model of public service, known as "positional".

It is based on the principle of meritocracy, when the bureaucratic chair allowed the most able and educated. To identify themselves, was introduced two-stage tender (test and interview), which could pass anyone. At that time, Kazakhstan experienced acute shortage of "experts" - the narrow experts in various sectors of the economy, because before that civil service was exceptionally patronage system.

Another pressing issue of civil service (which follows from patronage) has been staff turnover: when you move to another location mayor of varied up to 70% machine. Therefore, agency officials divided on policy officials (Prime Minister, ministers, deputy ministers, mayors and their deputies) and administrative (all others). Loyal political authority employees could be fired at a change of government, while non-political administrative clerks can not be afraid.

However, "current testing procedures and the selection is limited knowledge check legislation and procedures and do not take into account skills, psychological skills" - the analyst believes the effective management of the Department of Regional Development and the UN Development Programme in Kazakhstan Ainur Baymyrza.

Morozov believes that the main drawbacks are the corrupt civil service system, lack of transparency, lack of effective communication along the lines of "place - center" and "places (local government) - a society." Also, he says, the conscience ADGS is that the ROK is not clear and effective system of quality of services government agencies. It is disappointing the expert and the reduction of intellectual and cultural level managers, especially in the field.

However, there is serious progress in reforming the civil service of the RK. Head of Department of Social and Political Studies at the Kazakhstan Institute of Strategic Research (KISR), Anton Morozov believes that the successes in creating a system of public service Kazakhstan has: established a separate government agency (ADGS), as well as the regulatory framework of civil service: the law and the twenty-laws. In addition, it was possible to optimize the over-cumbersome command-and-branch structure of government and reduce the size of the state apparatus "[6].

Development of public service in the ROK attaches sufficient importance. This is justified, given that on the success of the state apparatus depends on many things. This, above all, effective solution to national problems in the socio-economic development in order to improve the welfare of our citizens. That is why in my daily work Kazakhstani civil servants are meant to achieve the socio-economic indicators, which are incorporated into our strategic plans and can ensure progress in all of Kazakhstan's society.

Therefore, the most important today are issues of increasing professionalism of personnel of state organs. It is necessary that the public service work are the ones who are really able to cope with the tasks. There are important knowledge, experience and responsibility of public officials who, in fact, embody their professionalism.

Today there is an active process of formation and recruitment of the country, staff is always and everywhere is everything. Kazakhstan needs competent staff with the knowledge, skills and abilities that will be used in their professional activities.

Therefore, great attention to training and professional public servants paid in Kazakhstan. The necessary legal framework, the Eurasian center of training for civil servants, Academy of Management of the Republic of Kazakhstan (which replaced the Civil Service Academy under the President, and the Diplomatic Academy of Trial).

In 2006, the training of civil servants from the national budget allocated 497 million tenge, of which 132 million will be directed to the study by officials of the state language. For 2006, contracts for training Kazakh officials in prestigious academic centers in the USA, Russia, UK, Germany, France, Netherlands and Singapore. In the direction of the agency 182 state employees have improved their skills abroad [7].

We thus see that the development of civil service pay special attention to the leadership of the country, namely, President Nursultan Nazarbayev.

In addition, the recent appointment of A. Baimenov ACS chairman said that the President has decided to back the restructuring of the public service "engine" which will bring Kazakhstan's civil service to an appropriate level and will make an effective tool for ensuring the operation of all subsystems of the social life of Kazakhstan.

As a result, we can say that the success of reforms and entry of Kazakhstan into the ranks of developed nations of the world depends on the political will of the reformers, who have to implement these changes in life.

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Резюме

Мақаланың авторы қазіргі кезеңде Қазақстан республикасының мемлекеттік қызметімен тоқулы негізгі мәселелерді саралауға қарайды. Олар: сыбайлас жемқорлық, ағайыншылық, өршіт- птат, аласа қызметақы мемлекеттік қызметші және олай бұдан әрі келесі. Болмайды реформаторларды саяси еркіндігімен табысты елдің басшылығы қажетті реформаларды мәселелерден деген серпілу үшін ана, Қазақстанның мемлекеттік қызметімен жасайды, қарамастан және айту болады, не бас олардың бол- түсінушілік ана, не осы өзгерістер.

Резюме

Автор статьи проанализировал основные проблемы, связанные с государственной службой Республики Казахстан на современном этапе. Они следующие: коррупция, кумовство, раздутый штат, низкая заработная плата государственных служащих и так далее. Руководство страны проводит необходимые реформы для того, чтобы избавиться от вышеупомянутых проблем в госслужбе Казахстана, и можно сказать, что у них есть понимание того, что эти преобразования не будут успешными без политической воли реформаторов.