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«Management of the organizational culture of the public service of the Republic of Kazakhstan»

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MANAGEMENT OF THE ORGANIZATIONAL CULTURE OF THE PUBLIC SERVICE OF THE REPUBLIC OF KAZAKHSTAN

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Management of the organizational culture of the public service of the Republic of Kazakhstan

by

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Abstract

This study is devoted to the study of "Management of the organizational culture of the civil service of the Republic of Kazakhstan", the akimat of the Esil district of the city of Nur-Sultan was chosen as the object.

The process of reforming the civil service of the Republic of Kazakhstan in recent years has been characterized by increased attention to the issues of organizational changes, personnel management of state bodies. For more than twenty years of independence, the Institute of Public Service of the Republic has passed several stages of development, and this work continues to this day, including in the framework of the development of the organizational culture of state organizations.

The task of the civil service of the country is to move from a bureaucratic, hierarchical, inefficient organizational culture to a productive, positive, strong organizational culture focused on the needs of citizens, the quality of public services, in general, in order to obtain the proper status and image of the civil service in the republic and abroad. Our task is to conduct a survey among the employees of the akimat and identify at what level the organizational culture actually is.

Key words: organizational culture, civil service, civil service value, assessment of the activities of the civil service.

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1. INTRODUCTION

The process of reforming the civil service of the Republic of Kazakhstan in recent years has been characterized by increased attention to the issues of organizational change, personnel management of state agencies. For more than twenty years of independence, the Institute of Public Service of the republic has passed several stages of development, and this work is still ongoing, including in the framework of the development of the organizational culture of state organizations.

The task of the country's civil service is to move from a bureaucratic, hierarchical, inefficient organizational culture to a productive, positive, strong organizational culture focused on the needs of citizens, the quality of public services, in general, to gain the proper status and image of the civil service in the republic and beyond.

The degree of knowledge of the problem. Leading foreign and domestic scientists are engaged in the development of the problem of managing the organizational culture of the civil service. The study of materials and publications on this issue allows us to conclude that these studies are aimed at studying approaches to determining the essence of organizational culture, its impact on the effectiveness of the organization in conjunction with the development of management schools. The works of foreign researchers, such as R. Akoff, R. Amstrong, C. are devoted to the formation, development, definition of the type of organizational culture and its evaluation. Daft, T. Diehl, K. Cameron, A. Kennedy, R. Quinn, M. Mescon, R. T. Moran, J. Newstrom, W. G. Oachey, R. Ruttinger, J. Stoner, C. Hundy, F. Harris, G. Hofstede, E. Schein, and others.

A significant contribution to the development of the theory and practice of organizational culture was made by Russian researchers P. B. Weill, O. S. Vikhansky, V. Groshev, S. A. Ilinykh, O. V. Kozhevina, G. K. Kopeikin, M. I. Magura, M. A. Makarchenko, A. Maksimenko, E. D. Malinin, I. V. Minaeva, A. I. Naumov, L. E. Nikiforova, B. A. Pogrebnyak, H. H. Pusenkova.

The purpose and objectives of the study.

The purpose of the dissertation research is to develop practical recommendations for the management and further development of the organizational culture of the civil service of the Republic of Kazakhstan.

The purpose of the study involves solving the following tasks:

- to study approaches to the concept, content and typology of organizational culture;

- identify the signs of development and changes in the organizational culture in the personnel management system of the civil service;

- to analyze the development and possibilities of managing the organizational culture of the civil service of Kazakhstan;

- to diagnose the organizational culture of local executive bodies in order to develop recommendations;

- develop practical recommendations for the management and development of the organizational culture of the civil service of the Republic of Kazakhstan.

The object of the study is the organizational culture as a set of ethical norms, values and behavior that affect the level of trust of citizens in the institution of public service.

The subject of the study is the social relations that arise in the process of development and management of the organizational culture of the civil service.

Research methods. The work used a set of general scientific methods (description, analysis and synthesis, justification, logical modeling, system analysis, etc.). Using the methods of description and comparison, the author analyzes the domestic and foreign experience in the development and management of the organizational culture of the civil service.

The empirical basis of the study was made up of field sociological studies based on the OCAI methodology and interviews conducted in state bodies at the central, city and local levels.

The main scientific provisions on the protection of:

1.   The organizational culture of the civil service of the Republic of Kazakhstan represents the way of life of state bodies, all the principles and values shared by employees focused on cooperation and interaction with the internal and external world.

2.   Value of public service as a frame of reference built on moral rules, Patriotic needs, reflected in the importance of debt service to the interests of the state, the unity of the country, the efficiency of the public authorities, legal rights and interests of citizens.

3.   Organizational culture has four forms (legal, economic, political and socio-psychological) of measurement and ways of application in the activities of the public service.

Theoretical and practical significance of the study. The theoretical provisions obtained in the course of the research complement and develop the Kazakh science in the field of management of the organizational culture of the civil service. Practical recommendations and approaches to the management and development of the organizational culture of the civil service developed on the basis of the results of empirical research, as well as the analysis of international experience, will have a significant impact on the further development of the civil service of the Republic of Kazakhstan.

1 Literature review

In the modern world, organizational culture, according to well-known managers-practitioners, is a powerful tool in achieving the strategic goals and objectives of the organization. A strong organizational culture, healthy and synergistic labor relations between managers and staff are a stable and stabilizing foundation that allows the team, as a single team, to respond to challenges and changes. This conclusion becomes an axiom in the practice of civil service reform in developed countries.

Each country chooses the most reasonable and acceptable model for the development of society based on the analysis of the models of public service development. This model serves as a starting point for further development of the regulatory framework, revision of the priorities, principles and values of the civil service and its organizational culture [2, p. 18].

However, it should be noted that the civil service does not yet have sufficient knowledge and experience in the use of tools for developing the organizational culture of state bodies, and even more so the competencies necessary for its formation.

The system of the state personnel service has only certain approaches and methods of managing the culture of the organization, which are not enough, since complex and systematic approaches to the development of professional, managerial culture in the organization are necessary. Researchers note [3, 4] that organizational culture plays a key role in the process of change and the achievement of the strategic goals of the organization, and the implementation of tasks for their implementation.

The relationship between organizational culture and organizational performance was established at the early stages of the formation of the theory of organization and management by Mayo and Taylor [5]. The analysis of studies of organizational culture and its impact on the performance of public organizations in such countries as the United States, Australia, Canada, Great Britain, South Korea, Japan, and Hong Kong shows the importance of studying and developing a strong organizational culture in the public service for timely adaptation to changes and achieving new goals.

The study of the works of domestic scientists indicates a lack of attention to the empirical study of organizational culture in Kazakhstan, including in the civil service. In the works and publications of

foreign and domestic scientists, there is a lack of a systematic view of the problem of managing organizational culture and its development.

Leading foreign and domestic scientists are engaged in the development of the problem of managing the organizational culture of the civil service. The study of materials and publications on this issue allows us to conclude that these studies are aimed at studying approaches to determining the essence of organizational culture, its impact on the effectiveness of the organization in conjunction with the development of management schools. The works of foreign researchers, such as R. Akoff, R. Amstrong, C. Barnard, P. JI, are devoted to the formation, development, definition of the type of organizational culture and its evaluation. Daft, T. Diehl, K. Cameron, A. Kennedy, R. Quinn, M. Mescon, R. T. Moran, J. Newstrom, W. G. Oachey, R. Ruttinger, J. Stoner, C. Hundy, F. Harris, G. Hofstede, E. Schein, and others. The influence of organizational culture on the effectiveness of organizations was considered in the works of D. Denison, R. Quinn, T. Parsons, T. Peters, J. Rohrbach, V. Sate, R. Waterman, K. Fey, and others. Noting the relevance of this issue in research, it should be noted that they do not disclose technologies and methodological approaches to determining the impact of organizational culture characteristics on performance indicators.

A significant contribution to the development of the theory and practice of organizational culture was made by Russian researchers P. B. Weill, O. S. Vikhansky, V. Groshev, S. A. Ilinykh, O. V. Kozhevina, G. K. Kopeikin, M. I. Magura, M. A. Makarchenko, A. Maksimenko, E. D. Malinin, I. V. Minaeva, A. I. Naumov, L. E. Nikiforova, B. A. Pogrebnyak, H. H. Pusenkova, Yu. M. Reznik, O. A. Rodin, L. C. Savchenko, T. O. Solomanidina, V. A. Spivak, O. E. Steklova, L. E. Teplova, O. G. Tikhomirova, V. V. Tomilov, M. V. Udaltsova, A.D. Chanko, etc. In Kazakhstan, no special research has been conducted on the management of the organizational culture of the civil service. Domestic authors, such as A. M. Baymenov, S. G. Kaparov, E. B. Isakulov, Sh.A. Yessimova, and others, were engaged in the study of individual problems, to some extent related to organizational culture. Nevertheless, their works emphasize the importance of studying and managing the organizational culture of the civil service in order to transform the institute of civil service of Kazakhstan into an effective, high-quality,

professional body. The analysis and evaluation of the organizational culture of the civil service, its impact on the effectiveness of organizations require further research.

In recent years, interest in the study of organizational culture has been growing markedly, while the very concept of culture is interpreted ambiguously by scientists and practitioners [39]. In most of the literature in the field of organizational development and change management, organizational culture is evaluated as one of the key factors for achieving competitive advantage.

For the first time, the mention of organizational culture as the main tool in the organization for performing strategic tasks appeared in the scientific literature of the United States and then spread to other countries. The issue of organizational culture management is of particular interest in scientific discussions. The opinions of scientists on this issue are very different, however, among them there are three main ones. The first view is based on the idea that organizational culture is managed, driven, and controlled. Proponents of the second opinion believe that culture cannot be controlled, but it is possible to manipulate it. The third opinion of scientists is that the change in organizational culture is rather a natural process, rather than the result of managerial activity or manipulation. The obvious reason for the ambiguous opinion on the issue of organizational culture management is the lack of a single definition of the phenomenon of organizational culture. Scientists point to the lack of empirical research on organizational culture, which, as a result, does not allow us to form enough grounds to come to a general theory of organizational culture.

The American scientist Edgar Schein, who made a significant contribution to the theory of organizational development and organizational culture, gives the following definition, which is often referred to by many Western and domestic scientists. Shane argues that because any social group shares a common history, it has its own culture.

In addition, the association of people living within the same culture can have a subculture. Shane defines organizational culture as a model of basic assumptions developed or formulated by a certain group of employees of an organization as a result of a long process when this group learns to cope with the problems of external adaptation and internal integration. Time must pass for this model, which consists

of many elements, to last long enough to be considered established and, therefore, can be instilled in new members of the team and accepted by everyone in the team as a guide to use for participation in the life of the organization. In other words, organizational culture is expressed in the core values shared by the team, beliefs and assumptions that are deeply rooted in the traditions of the organization, the behavior and thinking of employees. For a broader understanding of the phenomenon of organizational culture, let us turn to the interpretation of this concept by other authors. For example, Fiona Wilson, in her work "Organizational Behavior and Work," explains that culture means " a stabilizing force that preserves the status quo." The author notes that most organizations tend to be dynamic. They may depend on variables such as the internal and external environment, which to some extent shape the culture within organizations.

Gideon Kunda understands organizational culture as a concept used to describe an organization, the reason for the behavior displayed by the members of the organization. Moreover, culture, in his opinion, explains the origin of censure and criticism, as well as the recognition of the line of behavior of people within the organization, including all the characteristics that make the organization "what it is" .

We can assume that this explanation supports the definition proposed by Deal and Kennedy, Peters and Waterman. Cameron and Quinn complement this idea by saying that organizational culture is a set of norms, values, beliefs, postulates, and guidelines that generate the collective memory and accepted lifestyle of an organization. This in turn gives people a sense of identity and serves as a guide to how to live the life of this organization. Martin et al., present organizational culture as a three-dimensional structure that includes a system of values, interpretations, and practices in the organization's activities.

D. Rousseau also argues that there are two aspects of organizational culture: superficial and deep. While the surface elements of organizational culture contain patterns of behavior and visible symbols, rituals, and traditions, the deeper level consists of basic principles, assumptions, and beliefs. At the same time, some scientists emphasize the importance of the visible level of organizational culture, arguing that it is these characteristics that shape behavior and tend to change the culture.

Shane and Russo agree that this may be an erroneous conclusion. They argue that in order for

leaders and managers to influence and manage organizational culture, they will have to focus on people's beliefs and feelings. This, as a result, will help to understand the inner world of the team, with what internal experiences the organization's staff lives. This aspect is of particular importance, since one of the arguments of this study is that the introduction of new approaches to personnel management of state bodies of Kazakhstan, new values of public service can change the quality of public service, provided that you understand the deep elements of organizational culture and the ability to manage it. And this is likely under the condition of diagnostic measures, determining the types of work to change the culture and modernize the consciousness of society. According to some scientists, it is always difficult to diagnose organizational culture at the level of declared values, since values are not always demonstratively expressed. It is also important to know that there are a number of factors and conditions that affect the formation and development of organizational culture.

In the study of organizational culture, Hofstede, unlike ethnographers such as Van Maanen, Schein, and Kunda, uses a quantitative approach based on surveys. It considers culture to be an independent and dependent variable. After studying IBM's divisions in 66 countries between 1967 and 1973, Hofstede categorizes culture based on four bipolar dimensions, such as power distance, individualism versus collectivism, masculinity versus femininity, and avoidance of uncertainty.

Quantitative studies were also conducted by Smith and Dugan, Hampden-Turner and Trompenaarsos on the basis of another hypothesis. For example, Hampden-Turner and Trompenaars studied culture using the individualism-collectivism dimension. Hofstede, Trompenaars, and Hampden-Turner view culture as a process. They note the importance of studying national culture in international business. Without knowledge of the country's culture, managers may face misunderstandings due to cultural differences. As an example, an employee of a European oil company refused to accept gifts from a Korean supplier "out of fear of being accused of bribery." The latter, understanding the refusal as a sign to bring "something more", brought expensive gifts. Later, the partners realized that it was the cultural differences that caused the misunderstanding [7].

The Russian scientific literature is less rich in research works in the field of the connection of

national culture with organizational culture, national values with the values of public service. Historically, the population of Kazakhstan consists of more than 130 nationalities and ethnic groups with their own culture. The representation of multiple cultures can make it difficult to identify common core national values. According to Kazakh scientists, one of the stereotypical features of the Kazakh people is tribalism. The role of the family tree, tribalism and clan solidarity are of great importance in career and business management. Kazakh researcher A. Zabirova [8] supports the conclusions made by M. Chek. According to the Czech, informal ties have become the norm for doing business in most post-Soviet states. It is noteworthy that many researchers have found common cultural features for most of the former Soviet republics. The culture in these republics is mainly characterized as collectivist with paternalistic employers. This implies that managers care about employees, and employees perceive this as the norm. There are also signs of a hierarchy of power in organizations. Many people tend to be submissive and highly committed to work. Another distinctive aspect of the macroculture, including in Kazakhstan, is the bureaucracy. Bureaucracy tends to cause all sorts of delays and red tape, which becomes an obstacle to the effective conduct of business.

Thus, the organizational culture reflects the way of life of the organization, where all the principles and values accepted and shared by employees of state bodies are focused on cooperation and interaction with the internal and external world. The pace of global change and the rapidly changing development environment place a high level of demands on the capacity of Governments, public administration systems and the public service, including organizational culture and governance.

2 THEORETICAL APPROACHES TO ORGANIZATIONAL CULTURE MANAGEMENT

2.1 The essence and concept of organizational culture

In the modern world, organizational culture, according to well-known managers- practitioners, is a powerful tool in achieving the strategic goals and objectives of the organization. A strong organizational culture, healthy and synergistic labor relations between managers and staff are a stable and stabilizing foundation that allows the team, as a single team, to meet challenges and changes.

This conclusion becomes an axiom in the practice of civil service reform in developed countries. Each country chooses the most reasonable and acceptable model for the development of society based on the analysis of the models of public service development. This model serves as a starting point for further development of the regulatory framework, revision of the priorities, principles and values of the civil service and its organizational culture [2, p. 18].

However, it should be noted that the civil service does not yet have sufficient knowledge and experience in the use of tools for developing the organizational culture of state bodies, and even more so the competencies necessary for its formation. The system of the state personnel service has only certain approaches and methods of managing the culture of the organization, which are not enough, since complex and systematic approaches to the development of professional, managerial culture in the organization are necessary.

The analysis of studies of organizational culture and its impact on the performance of public organizations in such countries as the United States, Australia, Canada, Great Britain, South Korea, Japan, and Hong Kong shows the importance of studying and developing a strong organizational culture in the public service for timely adaptation to changes and achieving new goals. Meanwhile, the concept of "organizational culture" does not have a single definition, each author gives his own interpretation. For example, there are currently many different

concepts of organizational, corporate, and entrepreneurial culture. The differences in these definitions are caused by various academic disputes. In practice, the comparison of the concepts of organizational, corporate, and entrepreneurial culture leads to their confusion, which is shown in Table 1 [6].

Table 1- Comparison of the concepts of organizational, corporate and entrepreneurial culture

Comparison parameters	Organizational culture	Corporate culture	Entrepreneurial culture
Object of analysis	Local industry organization	A diversified company	Organization as a business entity
Concept range	At the level of an individual organization	International Corporation	Nationwide
Content	General	At the corporate level	Describes the peculiarities of the organization's culture from the point of view of specific, historically determined conditions
Source of occurrence	Director	Private, not typical for all organizations	Manager / Owner
Level of analysis	Macro	Board of Directors	Micro
The dominant institutional value	Improving the quality	Meso	Improving the quality Resource conservation Market expansion Office engineering development Personal development
A situation illustrating the relevance of the problem of organizational culture	Resource conservation	Improving the quality	Rapid development of enterprises, new business areas

Impact provided	Market expansion	Resource conservation	Communication process of business partners Organization of business of business partners

In modern foreign literature, there are quite a lot of interpretations and definitions of organizational culture. Studies on the definitions of culture demonstrate many different approaches and understandings of it. Thus, according to the calculations of American cultural anthropologists A. Kroeber and K. Klakhon [7, p. 6], from 1871 to 1919, various sciences gave seven definitions of culture, from 1920 to 1950, their number increased to 150. Currently, there are more than 500 different definitions of culture (Figure 1).
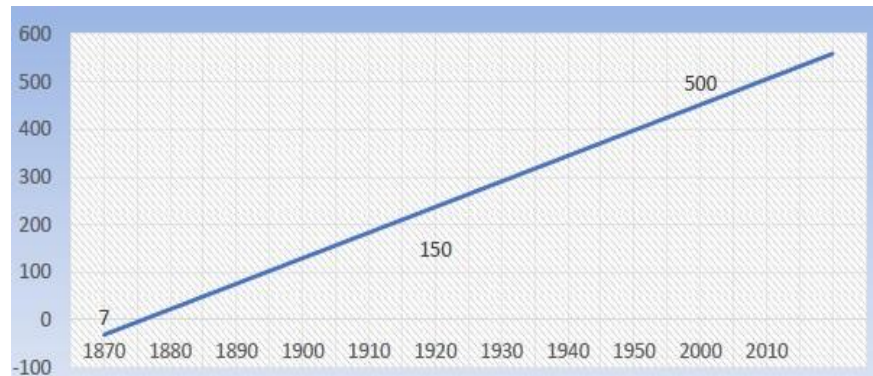

Figure 1-Histogram of the dependence of the number of culture definitionsin

the time dynamics

Note-Compiled by the author on the basis of the source [7, p. 6-7]

The difficulties associated with the definition of "culture" are caused not by the limited views of researchers, but by the well-realized complexity of the concept, the historical evolution of its content, the interpretation of the concept from various points of view (historical, anthropological, philosophical, psychological, sociological, psychological, linguistic, etc.).

The evolution of the definitions of organizational culture since its inception can be grouped into eight types (Figure 2) [8].

Figure 2 - Classes (types) of culture definitionsNote-

Compiled by the author

One of the methodological difficulties in studying the concept of "organizational culture" is the presence of different concepts of understanding its nature. The analysis of the literature allows us to identify the following approaches to the study of organizational culture, which are discussed below in Table 2 [8, p. 158-160;].

Table 2 - "organizational culture"

The anthropological approach	through the nature of the human race, the physiological and social needs inherent in each individual
The genetic approach	The result of the entire history of the organization
Activity-based approach	a cyclical process that has successive stages and stages of its development
Institutional approach	the study of the institutions within which a particular culture of the organization is formed and developed
The internalist approach	culture is formed in accordance with the organizational structure, traditions, etc.

Cognitive approach	the study of organizational behavior as a system of subjective values shared by members of the organization
Comparative approach	using the experience of other countries and peoples, allows you to learn from the knowledge and mistakes of others
The conductive approach	the ability of the organization to adapt to changes
Critical-dialectical approach	critical analysis of the organizational culture, identification of its internal contradictions, conflicts, the driving force of change
Guiding approach	individual behavior with the help of a set of learned values and norms
Normative-value approach	clarification of the meaning of the common good, justice, freedom, respect for human dignity and other values
Limiting approach	ways of perceiving and interpreting the situation, which leaves the individual some freedom within this framework
A pragmatic approach	a tool for improving the efficiency of the organization and a guide to organizational changes
Psychological approach	the study of the subjective mechanisms of individual behavior in the organization and psychological motivations
Rational approach	culture is brought into the organization by its management or its founders
Symbolic approach	use of symbols to reduce uncertainty and establish guidelines for behavior in instability
Systematic approach	organization as a system, as a whole ,is the main way to analyze an object
The sociological approach	dependence and influence of the organization's culture on society, social conditionality of cultural phenomena

The externalist approach	forming a close dependence on the national culture and following the requirements of the environment

Table 2-Approaches to the analysis of the organization's culture Note-Compiled by the author

Artifacts and behaviors are visible, visible levels of organizational culture. The level of artifacts can be observed when interacting with an organization. It can include such visible facts (artifacts) as the technologies used, the architecture and layout of the building, the formalstructure, the observed behavior, language, ceremonies, rituals, the manner of communication,the form of clothing, speech patterns, symbols, rules. Such elements of the organizational cultureare quite visible, so changing them is unlikely to be difficult.

The second level of organizational culture is invisible. These are the values and beliefs shared by the members of the organization. These elements require research to identify and understand them.

Along with this, Shane highlights the difference between values and beliefs. Values carry more shades of morality and ethics, while beliefs speak to what people think. The basis of shared beliefs and beliefs is the collective experience, the overall success story of the organization.
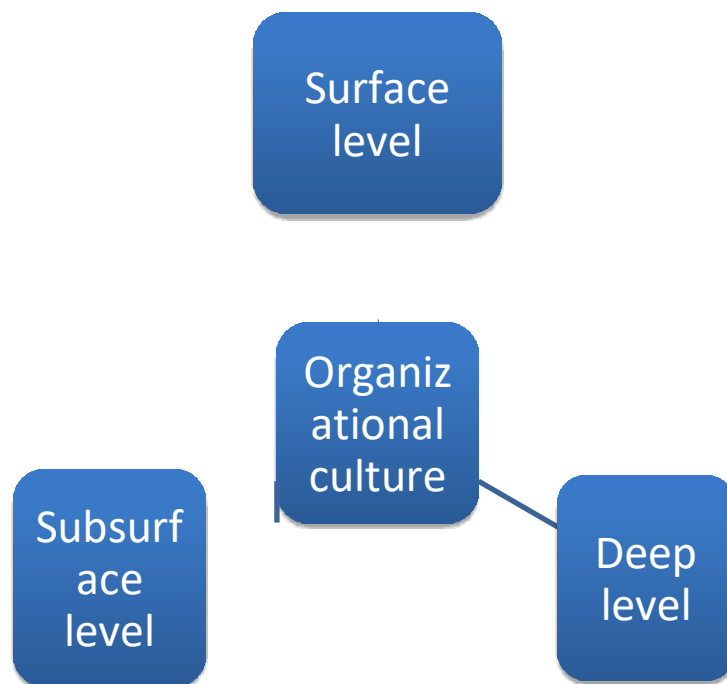
Figure 3-Levels of Organizational culture by Edgar Schein

Note-Compiled from the source [16, p. 35]

The values of the organization, among other things, should be understood as a guide or guide to the actions and principles according to which the team members highlight what is important to them as a group. As a result, they form their own behavior model and attitude in certain situations.

The third level of culture is the basic concepts. This refers to the" deep" level of the organization's culture. Basic ideas are at the subconscious level of employees, so they can be the

reason for building a certain line of behavior and actions, which seems natural for the members of the organization. According to Shane, the third level of organizational culture is the source of values in the organization.

Karloff presents a diagram of the influence of factors on organizational culture as follows (Figure 4)

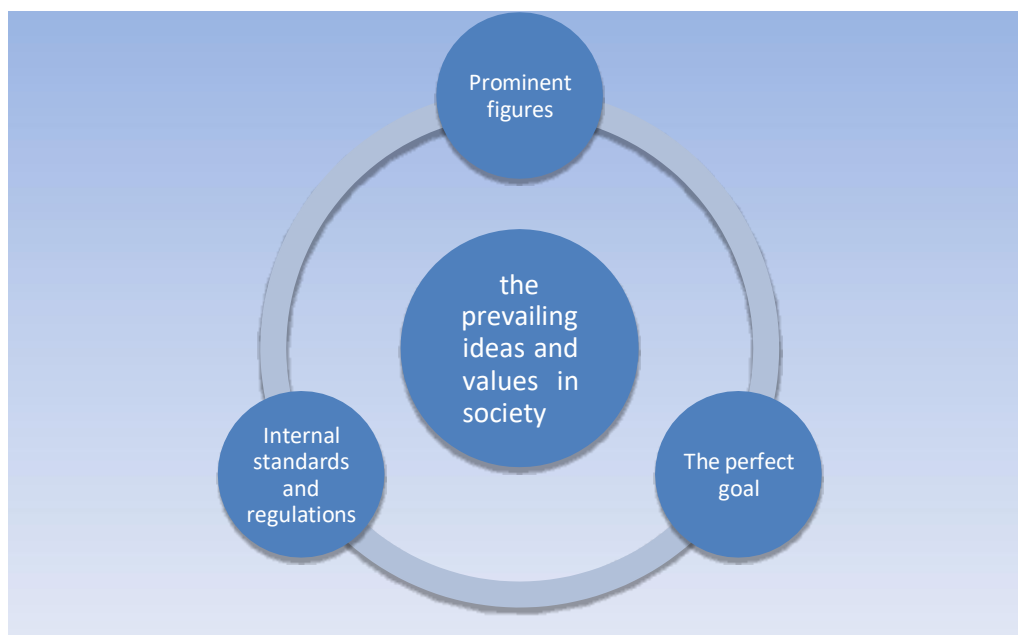Figure 4-Diagram of the influence of factors on organizational cultureNote-

Compiled from the source [17, p. 41].

Depending on the hierarchy of positions and specialization of the organization, three organizational subcultures can be distinguished. These are the culture of managers(culture of executive offices), the culture of generators (culture of engineers) and the culture of performers (culture of

operators).To form a common strong unified organizational culture and manage it, it is necessary to study the content of these three subcultures. This is precisely the skill of a manager who has the talent to recognize the strong and weak elements of culture in the team, the ability to reduce its destructive manifestations to zero.

As a result of the use of these indicators, four types of culture are distinguished: hierarchical (bureaucratic), market, clan, and adhocratic. These dominant types of organizational

culture are the basis of the OCAI methodology – a tool for diagnosing organizational culture. The authors note that the name of each type is based on scientific knowledge about the psychology of personality, the theory of organization. Values and performance criteria in each quadrant correspond to a specific type of behavior of people in the organization (Table 3).

Table 3-Characteristics of the types of organizational culture according to Cameron and Queen

Clan culture	Adhocratic culture
A very friendly place of work, where people have a lot in common. Organizations are like big families. Leaders or heads of organizations are perceived as educators and, perhaps, even as parents.	Dynamic, entrepreneurial and creative place of work. People are ready to take initiatives and take risks. Leaders are considered innovators and risk-takers.
Hierarchical (bureaucratic) culture	Market culture
A very formalized and structured place of work. What people do is governed by procedures. Leaders pride themselves on being rational coordinators and organizers. Maintaining the smooth running of an organization's operations is critical.	A result-oriented organization whose main concern is the fulfillment of the task at hand. People are purposeful and compete with each other. Leaders are confident leaders and tough competitors. They are unwavering and demanding.

In addition to the typology of the organizational culture of Cameron and Quinn, the model of the Swiss scientist D. Denison is of particular, which also consists of the four cultural components of an effective organization: engagement, coherence, adaptability, and mission. According to Denison, an effective organization has the ability to independently solve the problems of internal integration and external adaptation.

Hofstede offers its own parameters for defining organizational culture:

➢ distancing from power – perception of power;

➢ individualism – collectivism;

➢ assertiveness (focus on achieving results at any cost);

➢ avoidance, rejection of uncertainty;

➤   short-term future orientation – long-term future orientation (strategic thinking).

Organizational culture has a horizontal dimension, which is expressed by four forms of culture (Figure 5) [6, p. 277].
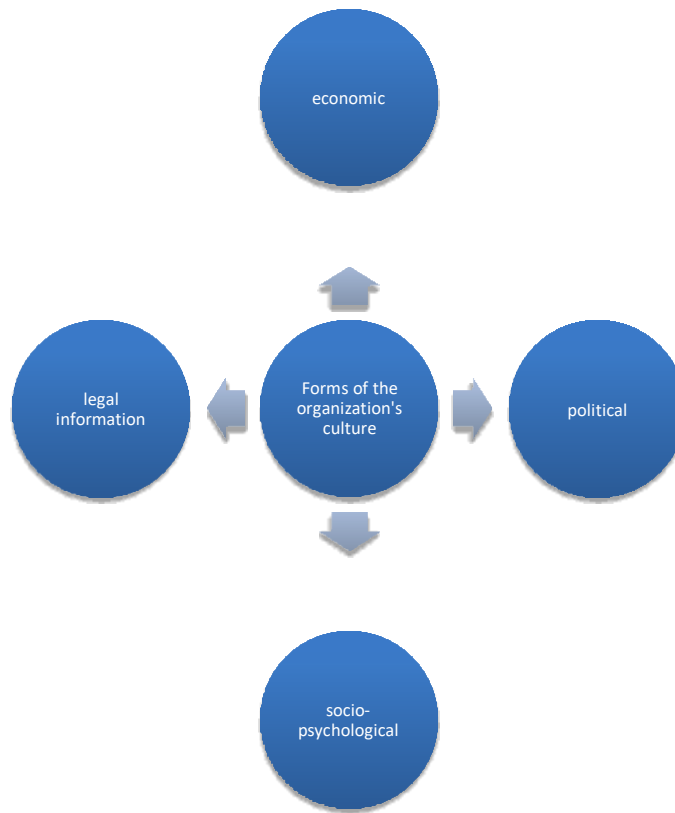

Figure 5-Basic forms of organizational culture

Note-Compiled by the author

The most interesting are the following two forms of organizational culture of the organization: economic and socio-psychological culture.

The economic culture of the organization is the result of the economic behavior of the organization, characterized by the presence and level of the economic mechanism and tools for stimulating and motivating the employees of the organization. Economic culture include: corporate culture – the culture of the organization of work, working conditions, tools, etc.; the culture of the distribution; consumer culture; a culture of sharing.

The pace of global change and the rapidly changing development environment place high demands on the capacity of Governments, public administration systems and the public service, including organizational culture and governance.

2.2 Managing organizational culture

The experience of successful organizations shows that organizational development is due to organizational changes, which largely depends on the developed approaches to improving the efficiency and quality of work in order to implement the organization's mission. Well-known foreign researchers, such as Cameron, Quinn, Shane, Riordan, Denison, Ouchi, Hampden- Turner, Cunliffe, and others, who study the issues of organizational theory and management, consider organizational culture as the key to achieving organizational goals. The successful development of an organization depends on the use of the potential of human resources, which forms the organizational culture as a key element in fulfilling the organization's mission and achieving the main development goals.

American scientists who study organizational management and the organizational culture of the public sector confirm the opinion of a number of colleagues from other countries that organizational culture is an invisible powerful force in the development of an organization. Organizational culture can act as an "unspoken mechanism of control" and the formation of desired behavior in the organization, serve as a motivating factor. The values of the organization are recognized as the driving force that acts as a counterweight to destructive forces. Quite representative in this regard is the set of values laid down in the basis of the UN methodology and characterizing high-quality public administration (good governance). These indicators include the values of the content areas of activity and the forms of their implementation-public administration (Table 4).

Table 4-Values of public administration according to the UN methodology

Political values	Focus on consensus
	Joint work of citizens and authorities
	Responsiveness,responsiveness
Legal values	Equality and non-discrimination
Socio-economic values	Rule of law
Universal values	Efficiency, effectiveness and cost-effectiveness
Legal values	Transparency
	Accountability

The current theory does not allow us to confidently assert that organizational culture always leads to the success of the organization and competitive advantage. The effectiveness of the organization can be achieved only if the team is endowed with strong positive characteristics.

This opinion is supported by Ouchi, Kunda, Deal, and Kennedy. According to their findings, successful organizations have special distinctive elements, bright leaders, and a developed management culture that make the organizational culture positive and, as a result, lead to the best achievements.

As practice shows, successful managers of organizations increasingly recognize the importance of organizational changes for the development of a positive organizational culture. Organizations with a positive culture, with employees who are united by common values, have high productivity compared to organizations with a weak culture.

The values of an organization can be either positive, orienting people to such patterns of behavior that support the achievement of organizational goals, or negative, which negatively affect organizational effectiveness (Table 5).

Table 5-Examples of positive and negative values in government agencies

Positive values	Negative values
The work can only be done perfectly	You can't trust your superiors, you can only trust your friends
In a dispute, the truth is born	You're the boss – I'm the fool, I'm the boss – you're the fool
The interests of consumers of public services are above all else	Keep your head down
The success of a public body is my success	Working well is not the most important thing in life
The attitude to mutual assistance and maintaining good relations with colleagues at work	Customers are random people, they only cause inconvenience and interfere with work
Not competition, but cooperation in activities for a common goal	All the work can not be redone

A strong organizational culture in an organization is the result of a shared success story, shared values, and shared goals that unite team members. In this regard, the management of organizational

culture, including such tools as norms, values, leadership, and management culture, plays an important role in ensuring the effective functioning of the organization.

The analysis of the literature devoted to the management of organizational culture shows that one of its key points is the understanding of the needs of the end user of products and services, the expectations of society from the activities of the organization. The success of an organization depends on the cultivated values, established principles of work and development strategy that provide expectations and form the desired organizational culture.

Thus, a review of the scientific literature allows us to conclude: organizational culture and core values in the organization are important. Moreover, the ability to manage and develop the organizational culture, and therefore change it in a more favorable scenario in accordance with the mission, purpose and objectives of the organization, is an important factor in the process of successful development. The importance of not only the diagnosis of organizational culture, but also the ability to manage it, is indicated in their works by Peters and Waterman, Ionova, O'Riordan, [4, p. 24; 95, 96].

The management of organizational culture is carried out in four ways:

- ignoring the culture;

- trying to act within the existing culture;

- changing the culture;

- change of strategy.

All of these methods are used in the practice of managing organizational culture to varying degrees. A culture that seriously hinders the effective implementation of an organization's chosen strategy can be completely ignored. Trying to operate within the existing culture requires adapting the management system to the existing culture in the organization. They try to change the culture if the development strategy changes. The method of changing the strategy is used to adapt it to the existing culture.

American scientist I. Ansoff, author of the work "Strategic Management", which has become a reference book for many businessmen and scientists in the field of management and organizational

development, believes that when implementing changes in an organization, a number of conditions and opportunities should be taken into account. According to Ansoff, there are the following methods of implementing changes in the organization (Table 6).

Table 6 – Methods of implementing changes in the organization's activities

Method	Terms of use	Advantages	Disadvantages
Forced	Time limit for reformation	Speed of change	Strong resistance
Adaptive	Lack of urgency	Weak resistance	Slow and dishonest reform
Crisis Mode	Threat to the organization's existence	Weak resistance, and in the initial stages, support	Severe time constraints and risk of failure
Resistance control	The average maturity or cyclic reforming	Adjustable resistance and adjustment to the right moment	Complexity of planning and organization

The above allows us to note that it is the organizational culture that is the reservepotential for the development of any organization, both private and public, the use of which can significantly increase the economic, political, legal and socio-psychological effectiveness of public service. It should also be noted that modern technologies and conditions for the functioning of the civil service have reached the level where the heads of state bodies must respond very quickly and adequately to internal and external changes. In this regard, the issue of management and development of organizational culture, which is a key resource that can notonly increase the efficiency of activities, but also the competitiveness of state bodies, is relevant and requires timely solutions.

2.2 International experience in the development of organizational culture in the civil Service

For the dynamically developing civil service of Kazakhstan, of course, foreign experience in the development of organizational culture and improving its image is useful. The work carried out by

the Government of the country to promote the values of public service is reflected in the adopted laws, codes, instructions, and the way of thinking of citizens of the country.

In foreign practice, there is an interest in studying the organizational culture of public or public service. It should be noted that the theory of organizational culture is largely based on the experience of business companies. The works of Shane, Ouchi, Denison, Armstrong, Peters, Waterman, Quinn, Cameron, Dean, Kennedy, Kund and others, whose works are often referredto by scientists, consider the experience of companies in the business sphere. Extensive research on the organizational culture of business companies has prompted a review of personnel management systems in the public sector.

Despite the polarity of the private and public sectors, nevertheless, the culture of consumer orientation and the quality of goods and services, serving the needs of citizens, find their relevance in the public service. This is primarily due to the dynamics of the development of the institute of public service, the search for additional tools to motivate staff and the goal of improving the quality of public service.

Returning to the interpretation of the organizational culture of the civil service, it should be noted that the main component of the organizational culture in the civil service is values. It is the values that serve as tools for establishing and guiding the behavior of people in organizations.

A review of the literature on the experience of civil service development in different countries shows that a successful civil service is built on commitment to the values of theservice. These are the values that, in turn, underlie the public service and shape its image and reputation.

In the UK, the core values of public service and the standards of conduct that all civil servants must adhere to are described in. The Civil Service Code. The main values of public service are integrity, honesty, objectivity, and impartiality. These values ensure that the highest possible standards are achieved in all aspects of public service. This, in turn, helps the public service to win and maintain the respect of the Government, Parliament, the public and the recipients of services.

It should be noted that the Code clearly sets out the conditions necessary for all Canadian public servants to comply with, the violation of which entails certain liability, the severity of

which is established by the Code of Values and Ethics of Public Service and the Criminal Code. When applying for a job, civil servants are first informed about the requirements of the Code, which generally regulate the conditions of their work.

In the United States, a special normative document "Ethical standards of behavior of civil Servants in the system of Executive Authorities" (the US Code of Ethics) is devoted to ethical values. This is a directive of the Office of Public Ethics of the United States, which is a set of federal regulations. Despite the fact that the US Code of Ethics does not clearly declare values, the principles of public service are associated with such concepts as "public duty" and "integrity". It is these concepts that in international practice refer to the values of public service. A feature of the US Code of Ethics is the activities and role of the Ethics Commissioner.

In the public service of South Korea, values are given great attention. In addition to the introduction of values in the documents regulating the activities of civil service personnel, Public Service Values are included in the training programs of civil servants at all levels of the National Institute for Human Resource Development (NHI). The duration of the programs varies from 3to 43 weeks and is designed for officials, ranging from the G9 category to senior managers, moreprecisely representatives of the Senior Civil Service (Senior Civil Service).

The values of public service in Korea are given attention at every level and everycategory of officials. Depending on the level of positions, the programs are structured to have an impact on the minds of NHI listeners. In addition, it is noteworthy that the training in the values of public service is carried out in conjunction with the national values of the country. So, since 2010, South Korea has introduced the practice of holding an annual seminar Seminar on NationalAgenda. This is a special seminar held to raise awareness of the philosophy of the public administration system and national ideology, as well as to build a common opinion on thegeneral direction of government policy by removing barriers between ministries, stimulating active interaction and cooperation.

Thus, the analysis of international experience allows us to draw the following conclusions:

1. The main component of the organizational culture in the public service is values.

2.   The set of values of public service depends on the state structure and the general philosophy of the system of state bodies.

3.   The ethos (spirit, ideology) of public service, which is based on values, is important.

The values of public service are closely related to ethical values. The ethics and values of public service are not identical. Ethics is an integral part of the values of public service.

4.   The values of public service should be the basic universal regulator of the activities of civil servants.

5.   National values give strength to the values of public service.

The experience of countries demonstrates the connection between national ideology and national values, and hence national culture, at the heart of the entire philosophy of the value system of public service.

In Kazakhstan, in recent years, the Institute of public Service pays more and more attention to the main mission of a civil servant - to serve the people. The idea of the mission is reflected in the slogan "We mndot - hulya Ismet". The development of the civil service system of the republic is based on the revision of the principles and approaches to the management of civil service personnel, aimed at creating a professional and autonomous State apparatus. Of course, the image of a civil servant, the expectations of citizens can have a significant impact on the organizational culture of the civil service of Kazakhstan, as well as the new principles of civil service, reflected in the new Law "On the Civil Service of the Republic of Kazakhstan".

In general, the first section provides an overview of scientific works in the field of theory and methodology of organizational culture, which allows us to understand approaches to understanding the essence of organizational culture and its components. The analysis of foreign experience in the management of organizational culture in the civil service can be useful for the management and development of the organizational culture of the civil service of Kazakhstan.

3. FORMATION OF AN ORGANIZATIONAL CULTURE IN THE REPUBLIC OF KAZAKHSTAN

3.1 View of the highest state organs on organizational culture in Kazakhstan.

In accordance with Article 1 of the Constitution of the Republic of Kazakhstan, the Republic asserts itself as a democratic, secular, legal and social state, the highest values of which is an individual and protection of his life, rights, and freedoms. It follows that country's legislation aims to protect democratic freedom and human rights. Civil servants must fulfill their tasks and functions within regulated official powers. Therefore, a civil servant should have an untainted status and a well-perceived image in the mindset of the Kazakhstani society.

Civil servants, as general representatives of the state to the public, in their work should be guided by high moral values. The Kazakh authors A. Akhmetov and G. Burakanova, while discussing the image of the public service and the state, noted that the application of social technologies is important for maintaining a positive image of the state organs. This can be expressed through the appearance of civil servants, the level of business communications, respectability, and manners, generally the image of the entire government organ and its strategy [16].

In this regard, the requirements for civil servants have been increasing recently, implying the formation of a highly moral and a professional official image of a civil servant. The increased demands can be associated with the rising corruption cases in the sector of civil services of the Republic, casting a shadow on its reputation. Nevertheless, civil servants are patriots, who are conscientiously doing their duty for the sake of the state and society.

The problem of the moral and ethical image of the civil services has become the topic of an intense public interest and control from the media, which has divided into two camps: those criticizing and those praising the country's civil services.

Violations in the ethical behavior of civil servants affect the country's performance in world

rankings. According to the official data from the results of the survey of Corruption Perceptions Index for 2019, in February 2018, Kazakhstan 122nd among 180 countries of the world. This data was published by Transparency International which is a non-governmental international organization for the study and the fight against corruption. In addition, developing African countries such as Djibouti, Liberia, Malawi took the same positions in the ranking [17].

The control of the ethical behavior and the image of a modern civil servant is becoming more prominent in state organs. State organs are forced today to control personal pages of officials in social networks, thereby encroaching on individual freedom, further exacerbating the problem of the ethical behavior of a civil servant.

At the same time, one should distinguish between venal and ethical behaviors. Although both are reduced to poor growth of the working culture of the civil services. It is important to note that unethical behaviors are not always associated with a corruption offense.

Professionalization of the state office requires an improvement in the quality of the services and public control which should be guided by credibility and transparency of civil servants. However, these measures are not devoid of associated difficulties to a work of a coordinating organ like disciplinary commissions or ethics councils. For instance, the Department of Control of the Civil services of the ADGSPK has been actively working against ethical violations of the civil servants over the past 2 years. A large amount of work behavior, that discredits an institution of public service, was accumulated by the perpetual citizens' appeals, publications in the media and blogs. Disciplinary commissions are limited only with recommending the penalty type that would be imposed on a convicted civil servant. But the reasons and conditions that contribute to the commission of misconduct remain unexplored.

The work of disciplinary commissions is limited to dealing with the consequences. These measures are not oriented towards solving the causes of such violations. The commissions can be loaded with bureaucratic procedures that require a constant reviewing process of regular letters of appeal under compliance with the appropriate procedures and deadlines. Insufficient dissemination of highly moral values of civil services among citizens and civil servants has created an issue of the working ethics and

workplace culture for the personnel of civil services.

In this regard, there is a need at the legal level to consolidate a long-term foundation of ethical behaviors and ethical control which should contribute to the better management of the workplace culture of the civil services of the Republic of Kazakhstan.

In practice, the values of the civil services are seldom mentioned in the Republic's articles, reports, and plans. Under the normative documents and reports the concept of "the value of public service" is declared without clear interpretations and definitions that should underlie the role of civil services in Kazakhstan. In addition, there is no clear definition of such important terms as "integrity", "ethics", the meaning of several other concepts are blurred, which leaves confusion and various kinds of interpretation by state organs. The Code of Ethics of Civil Servants of the Republic of Kazakhstan does not provide exhaustive answers to questions on the control of ethical standards of behavior.

Controlling ethical behavior plays an important role in shaping the image of the civil services. The promotion of a professional culture and an ethical behavior should contribute to the growth of a modern view of a civil servant in Kazakhstan. The norms of the current Code of Ethics of civil servants of Kazakhstan, in view of their general nature, enable the interested parties to interpret them in their own way, which raises a lot of questions.

The manual of Ethics and norms of conduct of a civil servant published in early 2018 by the Academy of Public Apparatus under the President of the Republic of Kazakhstan serves as a pocketbook on ethics among government officials. Given the relevance of this manual in the interpretation of the subtleties details in norms prescribed in the Code of Ethics. It is proposed to develop a more extensive document that will provide comments to the Code of Ethics of civil servants. Such a document, like the Codes of Ethics of the United States and Canada, should include a set of values for civil servants, a pool of important cases from the practice of the civil services in Kazakhstan and examples of solving the common controversial issues arising in delivering of public services.

In Kazakhstan, due to traditions of normative law, it may be premature to resort to the practice of case law in interpreting legal norms. However, the usefulness of describing cases should not be

underestimated to solve difficulties associated with contradictions between different legal documents. An example of this document can be a set of comments to the Labor Code of the Republic of Kazakhstan in the field of labor relations released by a group of authors. Experts concluded that the practical commentary on the Labor Code simplifies the law enforcement practice.

Largely, a review of domestic regulatory programs and an analysis of the international experience of developing and developed countries indicate the need for legislative consolidation of the concepts and set of values of the civil services in Kazakhstan, namely:

- an introduction of the "value of public service" concept.

- an approval of the set of normative values of the civil services.

- changes to several normative documents regulating the work of civil servants.

- additional measures to strengthen the work of the disciplinary commissions, the Commissioner for Ethics and the Promotion of Professional Culture and Ethical Behavior.

The first proposition requires a definition to the state organs' concept of "value of public service". For this purpose, it is proposed to add a new subparagraph to article 1 "Basic concepts used in this Law" of the Law "On the civil services of the Republic of Kazakhstan" that should show the author's definition of the values of the civil services, with the following content:

1) The value of civil services is a system of guidelines built based on moral and ethical norms that serve as a guide in the work of a civil servant. This is a system that develops in accordance with the work evolution of civil services. The values of the civil services of the Republic of Kazakhstan are determined by social and patriotic needs, expressed in the value of serving the interests of citizens and maintaining the stability of the state and promoting the efficient functioning of state organs in providing legitimate rights for every citizen. "

On the second point, it is proposed to normatively consolidate the following set of values:

1. To comply with the principles of civil services, the work and behavior of civil servants should be based on the fundamental ethical, professional, human, and democratic values.

2. Ethical values in the civil services are recognized as fairness, accountability, integrity, respect,

and honesty.

To increase public opinion, the civil servant must:

1) control their private life and preserve public confidence in the integrity, objectivity, and impartiality of the public service.

2) always weigh his actions and be ready for societal monitoring.

3) perform official duties in the interests of citizens.

4) in the event of a conflict between private interests and official duties, resolve it in favor of the public interest.

3. Professional values in the civil services are recognized as meritocracy, efficiency, leadership skills and innovativeness. To perform his duties conscientiously, a civil servant must:

1) adhere to the tradition of the sovereignty of the law and egalitarianism of civil services.

2) strive to ensure the proper and efficient use of state budget funds.

3) perceive an accomplishment of state goals as personal achievements.

4) constantly confirm their competence by improving the quality of service, adapting to innovations by applying new tools to increase the efficiency of government programs and services.

4. The rule of law, accountability, openness, responsiveness, and legality are considered as fundamental democratic values of the civil services. To serve the interests of citizens within the framework of the law, civil servants in the performance of official duties must:

1) be honest and conscientious and provide comprehensive information to the relevant parties.

2) strictly follow the decisions legally adopted by a leadership.

3) individually and collectively support the organization's accountability.

5. Caring, tolerance, benevolence, humanity, and empathy are recognized as human values in public service. In his duty, a civil servant must:

1) show respect, be fair and polite in relations with colleagues and citizens.

2) comply with the human dignity and values of any other citizen.

3) by their behavior to strengthen the authority of executive power and to increase the confidence

of citizens in government organizations.

Human values should reinforce the prominence of other values of civil services. Civil services values must play a key role in recruiting, evaluating, and promoting civil servants."

Thus, the developed proposals and recommendations will create a solid legal basis for the further development and management of the organizational culture of the civil services in matters of ethical behavior, ethical control, and improving the image of a civil servant of the Republic of Kazakhstan.

The Agency for Combating Economic and Corruption Crimes has been operating in our country for a long time. Senior executives are held accountable. There is also a special Agency for Civil services Affairs, disciplinary councils in the regions and the Code of Ethics for Civil Servants. An "electronic government" has been created, officials are blogging, responding to requests from citizens.

But despite all this, in many positions the organizational culture is in a deplorable state. This includes unsystematic reporting, vague legislation, and diminishing approvals. Nevertheless, although much has been done formally, as the society has the right to see the results, we know that everything remains unchanged. The fact is that all these norms and institutions should not be external aspects, but rather a standard for every person's legal life. We can only succeed if civil servants move away from the patronage principle. Our everyday reality is obvious as government personnel are selected and promoted based on their personal loyalty and kinship. It is necessary to re-enable meritocratic principles when employees are promoted for their business achievements. Our officially declared meritocratic institution withers under the reign of patronage. Only after ubiquitous venal practices are eliminated civil services will change for the better, and the organizational culture will be at a high managemental stage. And this is not a matter of laws or structure. It is a question of the behavior of government agencies. The root to this issue must be solved by a new management elite!

3.2 Ensuring the proper function of the district Akim (a head of local government) who implements the national policy on the executive power of organizational culture in the Akimat (a city office) of the Yesil district

The state institution "Apparatus of Akim of the Yesil district of the city of Nur-Sultan" (hereinafter referred to as the Apparatus) is a state organ of the Republic of Kazakhstan that exercises leadership in the field of public Apparatus on the territory of the Yesil district of the city of Nur-Sultan. The Apparatus has no subordinate organizations. The Apparatus carries out its operations in accordance with the Constitution and laws of the Republic of Kazakhstan and acts of the President and the Government of the Republic of Kazakhstan, other regulatory legal acts, as well as the Regulation on the State Institution "Apparatus of Akim of the Yesil district of the city of Nur-Sultan". The Apparatus is a legal entity in the organizational and legal form of a state institution, has seals and stamps with its name in the state language, forms of the established sample, in accordance with the legislation of the Republic of Kazakhstan, accounts in the treasury organs. The mission of the Apparatus is to ensure the proper implementation of the executive power of a district Akim in conjunction with plans of the regional development of the Yesil district in Nur-Sultan.

Carrying out the civil services acts as an expression of special trust of society and the state which demands a high moral and ethical image of civil servants.

The society expects that civil servants invest all their strength, knowledge, and experience, to impartially act their professional duties and honestly serve their Motherland - the Republic of Kazakhstan.

Civil servants in acting out their duties should be committed to the plan of the First President of the Republic of Kazakhstan - Leader of the Nation Nursultan Nazarbayev and consistently bring it to life.

The present Ethical Code of Civil Servants of the Republic of Kazakhstan (Rules of Official Ethics of Civil Servants) (hereinafter - the Code) in accordance with the Constitution of the Republic of Kazakhstan, laws of the Republic of Kazakhstan dated November 23, 2015 "On the civil services of the Republic of Kazakhstan", dated November 18, 2015 "On counteracting corruption ", sets the basic requirements for the moral and ethical image of civil servants, as well as the general regulations on their behavior.

The Code is aimed at strengthening public confidence in state organs and formulating a culture of interpersonal relationships in the civil services which should prevent the spread of cases of unethical

behavior of civil servants [2].

Heads of state organs, in central executive organs – executive secretaries of central executive organs or officials who, in the prescribed manner, are entrusted with the powers of executive secretaries of central executive organs, and in the absence of executive secretaries of central executive organs or specified officials – heads of central executive organs provide fulfillment of the requirements of this Code, placement of the text of this Code in the buildings of state organs in places accessible for public viewing.

A civil servant, within three days after entry to the civil services, must, in written form, become familiar with the text of this Code.

Civil servants should:

- contribute to consolidation of the unity of the Kazakhstani citizens and inter-ethnic harmony, respectfully treat the state and other languages, traditions, and customs of the people of Kazakhstan.

- to be honest, fair, modest and to comply with generally accepted moral and ethical standards, to be polite and show civility in treating citizens and colleagues.

- to ensure the legal ground and fairness of their decisions.

- to ensure the transparent decision-making while addressing issues that affect the rights and interests of individuals and legal entities.

- to resist against actions that harm the interests of the state, hinder, or reduce the efficiency of the functioning of state organs.

- to improve professional qualifications for the effective performance of official duties, and to comply with the restrictions and prohibitions established by the laws of the Republic of Kazakhstan.

- by own actions and behavior, to prevent the rise of a criticism from society, to forestall the persecution of any criticism, and to apply constructive criticism to eliminate shortcomings and to improve the functioning of state organs.

- to refrain from using the official position to influence the work of state organs, organizations, civil servants, and other persons to solve personal issues.

- to abstain from disseminating disinformation.

- to ensure the safety of state property, including vehicles, and to use it rationally, efficiently, and only for official purposes.

- to strictly abide by official discipline, and to perform their official duties conscientiously, impartially, and efficiently, and to use working hours rationally and efficiently.

- to take measures to improve the quality of public services provided, wholly focusing on the needs of the population as a consumer of public services on a regular basis.

- to prevent the commission of misconduct and other offenses for which the law provides for disciplinary, administrative, or criminal liability.

- To adhere to business etiquette and rules of official conduct [3].

Civil servants should not use their official position in the interests of public and religious associations, other non-profit organizations, and among other things to boost their reputation among enlisted entities.

Civil servants, including those in leadership positions, cannot openly demonstrate their religious convictions in a team, and to force subordinate employees to participate in the work of public and religious associations and other non-profit organizations.

Public speeches on the work of a state organ are carried out by its head or authorized officials of the state organ.

Civil servants must conduct discussions in a proper manner, without undermining the authority of the civil services.

The Akim's Apparatus of the Yesil district of Astana city (hereinafter referred to as the Apparatus), that is included in the unified system of executive organs of the Republic of Kazakhstan, ensures the implementation of the state policy of the executive power in conjunction with the priority directions of socio-economic development of the district.

The composition of the Apparatus is formed by the Akim of the "Yesil" district of Astana city (hereinafter - the Akim) from the deputy Akim, the head of the Apparatus, chief inspectors and advisers to the Akim and the staff of the Apparatus.

The work of the Apparatus is regulated by the Constitution of the Republic of Kazakhstan, the Law of the Republic of Kazakhstan "On local government and self-government in the Republic of Kazakhstan", other regulatory legal acts of the Republic of Kazakhstan, the Rules of the Apparatus, and the Regulations.

The Regulation establishes uniform rules that determine the procedure for the work of the Apparatus for informational, analytical, organizational, legal, and material, technical support of the Akim's work.

Management of records and processing of incoming correspondence is entrusted to the Apparatus and is carried out in accordance with the requirements of the Laws of the Republic of Kazakhstan "On Administrative Procedures", "On Regulatory Legal Acts", "On the Procedure for Considering Applications of Individuals and Legal Entities".

Deputy Akims and the chief of staff ensure the compliance with the procedure established by the present Regulation that are introduced by normative legal acts submitted for consideration by the Akim.

The issues of conducting civil services in the Apparatus are regulated by the Law of the Republic of Kazakhstan "On the civil services of the Republic of Kazakhstan" and the Regulation "On some issues of passing the civil services". The qualification requirements of the employees of the Apparatus are approved by the Akim and proposals for improving the structural hierarchy and changing the list of positions are made by the head of the Apparatus in agreement with the deputy Akims [6].

Thus, the highest state organs idealize the organizational culture of the Republic of Kazakhstan. But in fact, organizational culture requires certain reforms. To protect their occupation, civil servants do not speak out about the problems in the working culture and continue to work without any motivation and often bereft of opportunities to climb the career ladder. Why do many employees leave and start their own business? After all, the only way to make money is not to just exist, but to live. If the organizational culture in the country begins to change dramatically and, in practice, stimulates the growth of governmental personnel, then the country will flourish and move to a new, higher level of progress.

4. MANAGEMENT OF THE ORGANIZATIONAL CULTURE OF THE STATE SERVICE OF THE REPUBLIC OF KAZAKHSTAN (BY EXAMPLE OF THE AKIMAT OF YESIL DISTRICT, NUR-SULTAN)

4.1 Conducting a survey of Apparatus's personnel of the Akim of Yesil district of Nur – Sultan

The primary research study took place in the Akimat of the Yesil district of Nur-Sultan. Given the complexity of planned work, I have determined by the procedure of the experiment to have two fundamental stages. At the first stage of the experiment (Ascertaining), a survey of employees was carried out. At the second (Control) stage of the experiment, a study was carried out.

To study the level of satisfaction with the work, I conducted a survey, based on the results of which a qualitative and quantitative analysis of the data was carried out. The purpose of the study is to provide a comprehensive empirical image on the details of the work of civil servants in Kazakhstan. This research aims to provide a reality of working in the civil services.

Direct transfer of research models and study approaches formulated in developed Western countries, that have different management systems, rarely leads to fruitful observations. As numerous studies in the field of government organization reform have shown, is potentially dangerous and harmful.

When work in the public service often implies fight for survival and seeking satisfaction of basic needs, rather than search of self-growth and "promotion of public affairs", the motivation to serve society must be supplemented with indicators and conclusions from the theory of self-determination, more often related to extrinsic motivation (guaranteed employment, pension systems, social status, earning supplementary funds, and work-life balance).

In addition, this study examines the attitude of civil servants in Kazakhstan to their careers, work culture and determines what they consider the greatest obstacles and the most effective measures that would improve their work and performance.

In this study, I aim to answer the following question:

"How state employees in Kazakhstan evaluate the current working culture and what is the level of their satisfaction with the workplace environment and how it can be improved?"

The survey was carried out on a peer-to-peer basis and a respondent was instructed beforehand that he is expected to be answering every question sincerely. Further analysis was taken at Akimat, in which a survey with a sample size of 20 employees will be held. At the initial stage, the general investigations on the problem were completed and the basic analysis on the Akimat was performed. Then, a questionnaire was formulated for interviewing Akimat's employees. The survey was carried out directly in the Akimat of the Yesil district of the city of Nur-Sultan. The study was performed on the Department for Work with the Media and the Department for Housing and Communal Services. Previously, this questionnaire has not yet been applied.

Afterwards, a statistical analysis of 10 women and 10 men of employees was performed.

Employee satisfaction with the work process was investigated using the questionnaire: "Job Satisfaction Questionnaire" of Spector that has been used since 1985. The Spector's questionnaire allows one to determine whether an employee is satisfied with the salary, career growth, management, benefits and additional payments, colleagues, facility's publicity, and work ethics.

As part of the questionnaire, the study was carried out on 9 crucial aspects of an organizational culture: salary, promotion, leadership, additional benefits and payments, remunerations, working conditions, colleagues, nature of work, and communication. Each aspect is scored with 4 points. Employees were asked 36 questions, revealing the level for above criteria. The answers were divided in a six-point grading scale from 1 - completely disagree, to 6 - completely agree.

Table 1. Structure of the questionnaire, description of the subscales and related items

Subscale	Description	Items
1. Salary	Payment and monetary compensation	1,10,19,28
2. Promotion	Promotion opportunities	2,11,20,33
3. Manual	Direct supervisor	3, 12, 21, 30
4. Additional benefits	Cash and non-cash payments in excess of direct salary	4, 13, 22, 29

5. Dependent rewards	Gratitude, recognition and monetary rewards for good work	5, 14, 23, 32
6. Terms of performance	Rules, procedures, and bureaucratic hurdles	6, 15, 24, 31
7. Colleagues	People the individual works with	7, 16, 25, 34
8. The nature of the work	Tasks to be solved at work	8, 17, 27, 35
9. Informing	Communication within the organization	9, 18, 26, 36
All subscales	All aspects in general	1 - 36

To assess the statements, a six-point scale is used for choosing answers from 1 - completely disagree to 6 - completely agree. Analysis for each subscale is performed separately by averaging the responses to the relevant criteria. The overall satisfaction score is calculated by averaging all items on the questionnaire. The items of the questionnaire are formulated in both directions. Therefore, responses at items 2, 4, 6, 8, 10, 12, 14, 16, 18, 19, 23, 24, 26, 29, 31, 32 and 36 should be transferred prior to processing in the inverse.

4.2 Analysis of the management of the organizational culture of the civil service of the Republicof Kazakhstan

Survey the sample included 20 employees. At the initial stage of the study, the problem was studied, as well as the analysis of the akimat. After that, a questionnaire was compiled for the survey of respondents. The survey was conducted directly in the Akimat of the city of Nursultan. Next, I selected the questionnaires using a random sample. Previously, this questionnaire (this questionnaire) has not been used yet.

After the work done, it is necessary to make a statistical analysis of 10 female and 10 male employees, respectively.

The questionnaire was conducted anonymously, after which a sample of the respondents ' responses was carried out, and thus we confirm that confidentiality and security are ensured. In my opinion, the mayor's office will not be against the publication of this protocol, of course, permission is required from the employees, since the last name, first name and position are not indicated in the

questionnaire.

Average values of the results of the survey responses as a percentage.

PAY	Satisfaction with pay and pay raises	
1 = completely disagree	15 %	42 %
2 = disagree	10 %	
3 = rather disagree	17 %	
4 = rather agree	37 %	58 %
5 = agree	16 %	
6 = completely agree	5 %	
FRINGE BENEFITS	Satisfaction with monetary and non-monetary fringe benefits	
1 = completely disagree	16 %	61 %
2 = disagree	25 %	
3 = rather disagree	20 %	
4 = rather agree	14 %	39 %
5 = agree	15 %	
6 = completely agree	10 %	
PROMOTION	Satisfaction with promotion opportunities	
1 = completely disagree	18 %	55 %
2 = disagree	17 %	
3 = rather disagree	20 %	
4 = rather agree	25 %	45 %
5 = agree	11 %	
6 = completely agree	9 %	
SUPERVISION	Satisfaction with person's immediate supervision	
1 = completely disagree	6 %	30 %
2 = disagree	9 %	
3 = rather disagree	15 %	
4 = rather agree	25 %	70 %
5 = agree	30 %	
6 = completely agree	15 %	
CONTINGENT REWARDS	Satisfaction with appreciation, recognition and rewards for good work	
1 = completely disagree	20 %	55 %
2 = disagree	14 %	
3 = rather disagree	19 %	
4 = rather agree	15 %	45 %
5 = agree	25 %	
6 = completely agree	5 %	
OPERATING PROCEDURES	Satisfaction with operating policies and procedures	
1 = completely disagree	5 %	38 %
2 = disagree	11 %	
3 = rather disagree	12 %	
4 = rather agree	25 %	62 %
5 = agree	22 %	
6 = completely agree	15 %	
CO-WORKERS	Satisfaction with co-workers	
1 = completely disagree	4 %	16 %

2 = disagree	3 %	
3 = rather disagree	9 %	
4 = rather agree	17 %	84 %
5 = agree	22 %	
6 = completely agree	45 %	
NATURE OF WORK	**Satisfaction with type of work done**	
1 = completely disagree	2 %	5 %
2 = disagree	1 %	
3 = rather disagree	2 %	
4 = rather agree	15 %	95 %
5 = agree	30 %	
6 = completely agree	50 %	
COMMUNICATION	**Satisfaction with communication within the organization**	
1 = completely disagree	3 %	27 %
2 = disagree	10 %	
3 = rather disagree	14 %	
4 = rather agree	20 %	73 %
5 = agree	18 %	
6 = completely agree	35 %	

Below, I will give an example of some of the responses of government employees.

Figure 1

From Figure 1, it can be observed that 45% of civil servants who took part in the survey highlighted limited primary and secondary benefits and career prospects as the main obstacle to increase the motivation of civil servants in Kazakhstan. Complaints about wage payment is a different case as no one would refuse to receive additional payment but there is a question related to the alleged lack of

meritocratic approach and fairness in career advancement.

Finding the solution to this problem seems to be an important prerequisite for attracting and retaining young talented graduates. Especially when the primary and secondary benefits cannot be compared with those that are offered in the private sector.

Figure 2
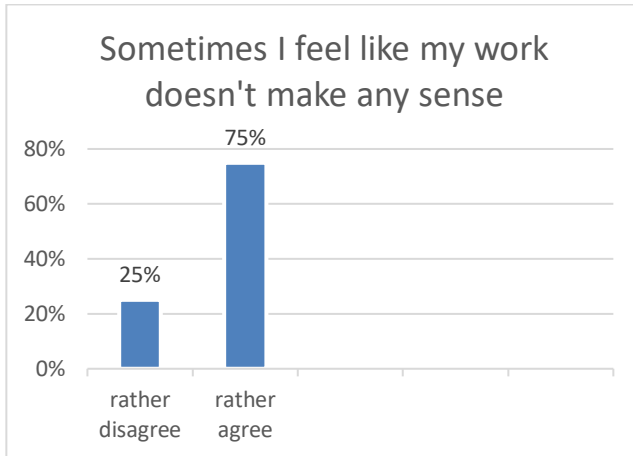
From Figure 2 we can conclude that there is a rise of views on the civil services as "a political interference or nepotism" and "an unequal distribution of tasks and excessive working hours". Employees can feel that management favors individual colleagues or working divisions and highlighted that the effectiveness criteria often exist only on paper. In addition, in their statements, respondents referred to the excessive working time, even on weekends, as well as lack of clearly formulated tasks and the management of tasks among colleagues.
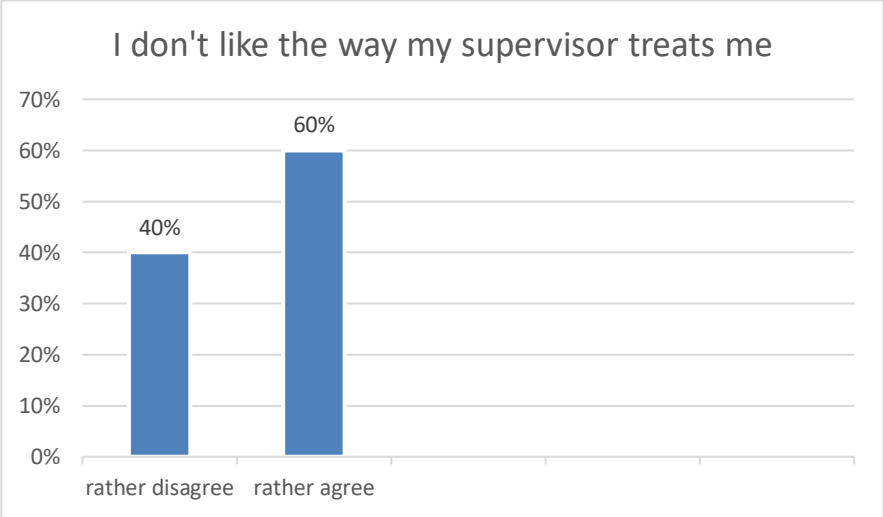
Figure 3
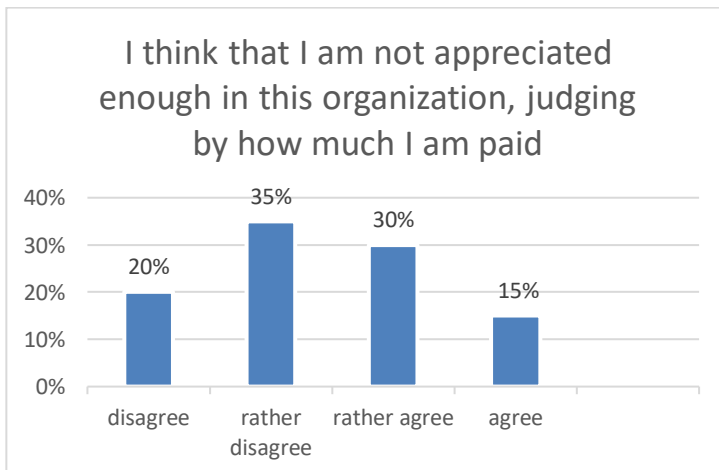
According to the chart above, it can be concluded that civil servants also have a moderately

positive attitude towards opportunities for professional growth and career promotion, and expectations of the quality for their work. However, almost 45% of surveyed employees showed high dissatisfaction with their wage compared to required duties and efforts and demonstrated an interest in changing to another occupational sector if such an opportunity appears.

Figure 4

Based on Figure 4, it can be concluded that 60% of civil servants do not allow unfair treatment by the management.

Figure 5
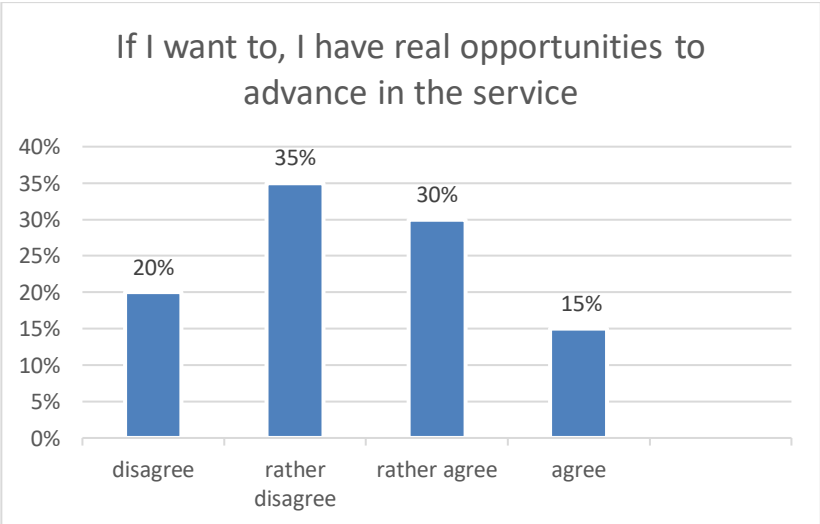
From this diagram, it is possible to argue that "limited wages, benefits and career prospects" are the most frequently mentioned obstacles to the growth of a civil services sector. This problem is highlighted in the answers to the questionnaire. More than half of employees' claim that rising low wages

can act as a key factor for improving productivity in the civil services sector. In addition, respondents referred to the lack of promotion based on a personal merit.

Civil servants share a common opinion that a career promotion does not depend on a personal merit which shows an important problem that needs to be addressed to maintain motivation in the long term and ensure a flow of talented graduates to the civil services sector. The experience of developed countries shows that the effective assessment of the civil servants' work, consistently and transparently conveys its relevance, and can be an important factor performing a paper evaluation.

Figure 6
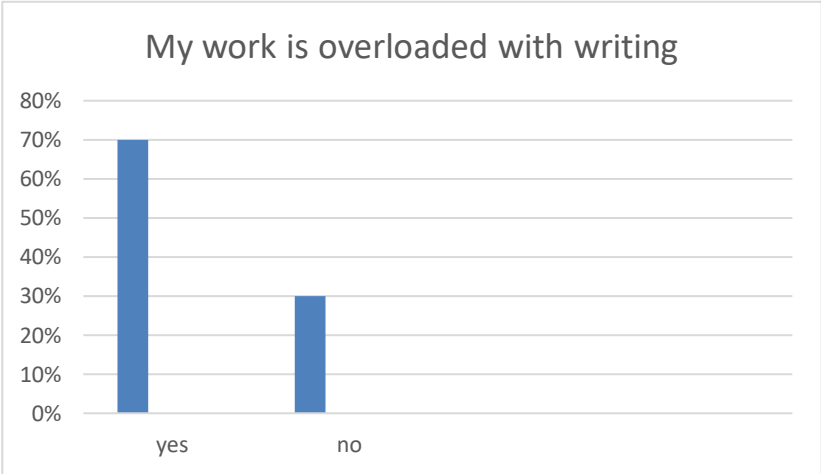
In the "Colleagues" item of the questionnaire, respondents show a positive attitude towards state of the organizational culture and collegiality. They indicate that they can freely talk to colleagues if any troubles arise, while reporting that they have friendly and professional relationships with colleagues.

Figure 7

I really like the atmosphere of our team
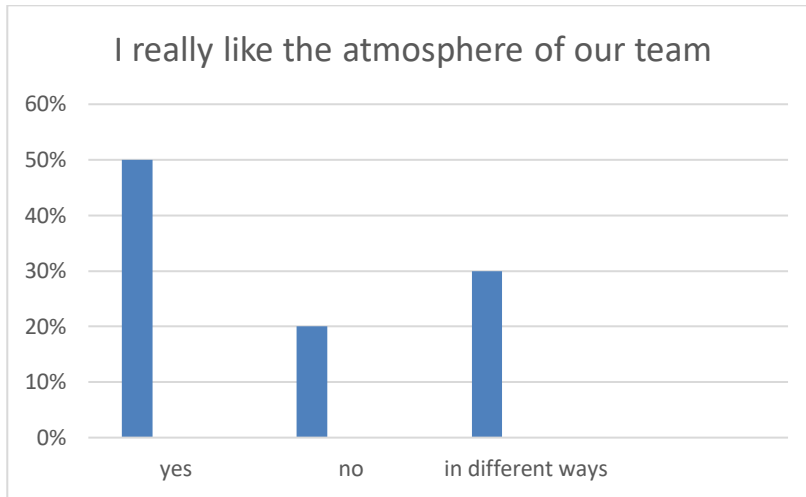
This diagram indicates that the workplace environment can variate significantly for each employee. 50% of respondents enjoy their environment, while 20% do not enjoy it, and 30% are not sure.

Figure 8

I have to do a lot of unnecessary sings
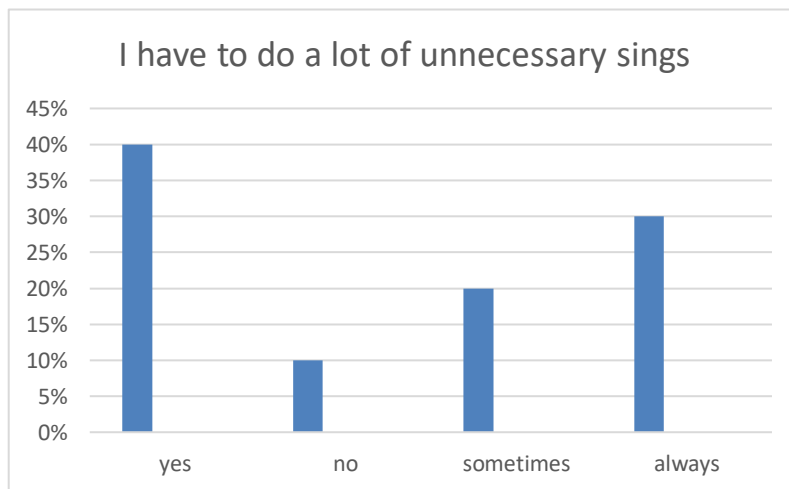
Based on this diagram, employees can feel that their work may be irrelevant. 40% of respondents agreed with this statement, while 30% and 20% could not give an exact answer, and only 10% of employees showed negative response. These indicate that it is necessary to limit instructions from the staff to motivate employees to work efficiently. This survey was conducted to obtain honest opinions about problems that currently exist in the civil services sector and to find solutions to them. Thus, the distinction between these conclusions and any other positive reports is not always dubious or

contradictory as it does not always mean desirability in relation to previously received answers. The answers above provide food for thought about what should be prioritized to achieve an increase in the motivation of government officials in Kazakhstan.

Interviewed civil servants show low scores for job satisfaction, individual and organizational fit, and low scores for community behavior. The lack of close ties with colleagues, detached collegiality, and absence of the sense of "family" that they can experience in their organizations, does not provide sufficient work motivation in the context of moderate primary and secondary benefits and limited opportunities for rapid advancement. In developing countries, an intrinsic motivation might be a more important factor in sustaining efforts and retaining workers in the public service. Moreover, the lack of such motivation can be explained by the fact that they fail to cope with large-scale reforms and changes in the country, without receiving adequate remunerations. For example, the coronavirus pandemic in the country also had a strong impact on the job market.

"Limited wages, benefits and career prospects" are the most frequently cited obstacles to increase the work motivation of civil servants, an issue highlighted in 2/3 of the responses. More than half of respondents indicated that a rise in wages can be a good incentive for promoting a productive workplace environment.

Apart from this, the lack of merit-based promotion is also frequently mentioned. On the issue of the absence of meritocracy, civil servants also mention "a political interference or nepotism" and "an unequal distribution of tasks and excessive working hours". Respondents can feel that the management promotes only individual colleagues or incentivizes only a limited group of business units According to their statements, a performance criterion often exists only on paper. In addition, the statements mention excessive working hours, including on weekends, as well as the lack of clearly formulated tasks and the distribution of tasks and functions. Less than 5 percent of civil servants in our study cite factors such as poor interpersonal relations and toxic environment at work, as well as inadequate equipment and working conditions, as barriers to an increase in productive work motivations. These claims are negative and even troubling, suggesting harassment, arrogance, and poor infrastructure.

Conclusion and recommendation

The study set objectives to identify existing obstacles and issues associated with assessing the management of organizational culture in a civil services sector, and to determine their impact on the indicators of organizational development. During this study, the goal, in our opinion, was achieved. We used the Spector questionnaire "Job Satisfaction Questionnaire".

In accordance with the tasks set, the study made it possible to draw the following conclusions:

Civil service, if you believe the government agency, is almost the most popular sphere in the Republic of Kazakhstan - it attracts with good wages, good working conditions, and a social package. Government agencies focus on stability - since the public service will not go bankrupt, will not cease to exist. If there are changes in the state, then a similar place will be provided and the person will not lose his job. A good social package - which includes long vacations, good travel, full sick leave payment. The atmosphere in the civil service has reached a peak of distrust between all sections of the civil service (which is expressed in an excessive number of coordination procedures, and in 90% of cases, coordination is not necessary in principle, just so civil servants are reinsured just in case).

And every year this peak is updated, as coordination is required on an increasing number of issues and with an increasing number of positions. All this doubles or even triples the volume of reporting, and against the background of constant reorganizations and an overloaded state planning system, in fact, the civil service turns into work for the sake of reporting, because it takes 80% of the time. And try not to do it, so immediately the punishment will come a reprimand, if the offense is not turned into a criminal offense at all. Therefore, no matter what good initiative is initially announced, it turns into a "tick-off" work on the ground, just to close the report, which in itself becomes a feat in the conditions of excessive bureaucracy.

As a result, the work loses its usefulness and meaning. In these conditions, an honest professional is disappointed and deprived of motivation, but idlers and schemers get great opportunities for fraud and intrigue. The internal potential of intrigue is multiplied by the objective number of political groups, into which the collective of almost any department is divided. In fact, instead of "one for all and all for one", a culture of "every man for himself and all against all" was formed. The civil service has become a place where there is a maximum of responsibility and a minimum of authority, a maximum of risks and a minimum of payment and motivation, and if an honest official earns something, it is only an increasing number of enemies.

The first task of a government agencies at any level is to generate trust in the area entrusted to him, and to remove all that prevents him from growing (schemers, idlers, unnecessary procedures and rules, inconsistencies of authority and responsibility), which will reduce the costs of working processes

and increase efficiency many times.

But according to the results of the survey, we see that the civil service is in a state that requires change, precisely for the better.

While distrust is generated in most of our sites, only a small fraction of managers are able to block external distrust and prevent them from entering the team, carefully preserving the fragile trust that makes every employee happy to go to work.

Thus, until this situation changes, you should not go to the civil service and in general to the public sector.

We call on government agencies to recognize that there is a problem in the organizational culture of this sector. We can only succeed if civil servants move away from the principle of patronage. But in any case, people in government Apparatus should not be selected and promoted based on personal loyalty, kinship, and brotherhood. It is necessary to consciously approach the principle of meritocracy when employees are appreciated for their business achievements. As we also formally declared meritocracy but in fact, patronage reigns supreme. Only when it can be eliminated will the civil services change for the better, and the organizational culture will be at a higher stage of development. And it is not only about laws and executive structures. It is a question of the behavior of government agencies. The solution to this problem should be in the formation of a new management elite.

But despite all this, in many positions the organizational culture is in a deplorable state. This includes unsystematic reporting, vague legislation, and diminishing approvals. Nevertheless, although much has been done formally, as the society has the right to see the results, we know that everything remains unchanged. We can only succeed if civil servants move away from the patronage principle. Our everyday reality is obvious as government personnel are selected and promoted based on their personal loyalty and kinship. It is necessary to re-enable meritocratic principles when employees are promoted for their business achievements. Our officially declared meritocratic institution withers under the reign of patronage. Only after ubiquitous venal practices are eliminated civil services will change for the better, and the organizational culture will be at a high managemental stage. And this is not a matter of laws or structure.

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APPENDIX 1:

COMPONENTS OF THE QUESTIONNAIRE BY SECTION

Table 1: Components by employee characteristics

Employee characteristics

1. Gender

2. Experience in the civil service

3. The desire to work in the private and/or non-profit sector in the future (yes, no)

Text of the questionnaire

The following statements describe how a person perceives various aspects of their work. Relate these statements to your work today and evaluate how much you agree or disagree with them using the following scale:

1-completely disagree;

2-disagree;

3-rather disagree;

4-rather agree;

5-agree;

6-absolutely agree.

Number Question 1 2 3 4 5 6

1 I think I get a good paycheck for the work I do.

2 In this organization, I have almost no chance of getting a promotion.

3 I have an exceptionally intelligent and competent manager.

4 I m not satisfied with the system of additional payments that exists in this organization

5 When I do my job well, I feel recognized and grateful.

6 Many of our rules and instructions interfere with normal operation.

7 I like the people I work with.

8 Sometimes I feel like my work doesn't make any sense.

9 This organization is well established in informing its employees.

10 Salary increases are very small and rarely occur.

11 Those who do a good job have a real chance of getting promoted.

12 I don't like the way my supervisor treats me.

13 The additional benefits and benefits that we receive here are no worse than in most other organizations.

14 I don't see that what I do is in any way appreciated.

15 My attempts to improve the work process do not run into red tape and delays.

16 Many of my colleagues are incompetent.

17 I am interested in solving problems that arise in my work.

18 The goals of this organization are not clear to me.

I don't think I'm appreciated enough in this organization, judging by how much I get paid.

20 The chances of moving up the career ladder here are no worse than in other places.

21 My supervisor shows little interest in the feelings of his subordinates.

22 Our organization provides a good social package.

23 We have almost no material rewards for good work.

24 I have to do a lot of formal and unnecessary things.

25 I enjoy working with my colleagues.

26 I often feel like I don't know what's going on in our organization.

27 I am proud of the work I do.

28 I am satisfied with the opportunities for a salary increase

29 We don't have the social package that we should have.

30 I really like my supervisor.

31 My work is overloaded with writing.

32 I do not feel that my efforts are being evaluated as they deserve.

33 If I want to, I have real opportunities to advance in the service.

34 I really like the atmosphere of our team.

35 I enjoy this job.

36 I am not satisfied with the level of employee awareness in our department.

Applications

APPENDIX 2:

Research Ethics Approval Form

Higher School of Economics M.Narikbayev KAZGUU University is concerned about ethical issues related to research. A student should review "Ethics in Research" section in Master's Dissertation Guidelines and have a discussion with a supervisor regarding ethical consideration in research. Research Ethics Approval form should be filled prior to the start of data collection. A supervisor should sign a form as a sign of confirmation. A supervisor might contact Disciplinary and Ethics committee in case if there are some doubts on research and expert's opinion is required.

Name of a Student	Abdrakhmanova Aizhan
Degree Programme	7M04125 - «Human resources management»
E-mail	ai_abdrakhmanova@kazguu.kz
Supervisor's Name	Zhan-Tore Ayazbekov

1. Does your research involve vulnerable groups? (Yes/No) __No_____
2. Does your research involve sensitive topics? (Yes/No)____No____
3. Does your research may potentially harm (psychologically/physically/financially, etc) participants? (Yes/No) ___No_____
4. Describe outline and objectives of your research.

> The study will take place in the akimat of the Esil district of the city of Nur-Sultan. The study was conducted to study the level of job satisfaction, we conducted a survey. The purpose of the study is to provide a comprehensive empirical understanding of the details of the work of civil servants in Kazakhstan. The research aims to present the reality of working in the civil service.

5. Describe your research design and how human participants will be involved

> At the beginning of the study, the problem was studied and an analysis was carried out in the akimat of the Esil region. In the Google Docks document, a questionnaire was created with a questionnaire for employees. The survey was conducted in the akimat of the Esil district of the city of Nur-Sultan. The study included 20 employees: 10 men and 10 women. The study was carried out on the basis of the Department for Work with Mass Media and the Department of Housing and Utilities. This questionnaire has not been used before.

6. Describe potential risks of your research to your human participants and how you are going to avoid these risks.

> The biggest risks were in the integrity of the survey responses and the confidentiality of employees.

7. Describe how anonymity of respondents will be ensured.

> The survey was conducted using Google Docs, where a question was made in advance. In answering each question, the anonymity of the respondent was guaranteed. The questionnaire was conducted anonymously, after which a sample of the respondents ' responses was carried out, and thus we confirm that confidentiality and security are ensured.

8. Describe how informed consent will be provided.

> There will be a document where the employee describes the consent.

9. Describe how you will ensure privacy of data collection.

> In Research there will be strict confidentiality of employees and survey results.

10. Describe how data will be stored throughout and in the end of the project.

> The questionnaire data will be stored in the Google Docs document.

Student's Name	Abdrakhmanova Aizhan
Student's Signature	
Date	
Supervisor's Name	Zhan-Tore Ayazbekov
Supervisor's Signature	

For Supervisor's: Contact Disciplinary and Ethics Committee, if there are any ethical issues that seems controversial and unclear. Send this form and provide your explanation.