

## HRM IN PUBLIC SECTOR IN KAZAKHSTAN

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**Abstract.** The article describes HRM system development and practice in public sector or governmental organization in some European countries and the USA. There was made an attempt to compare its functional in Kazakhstan. Owing to the emergence of the role of HRM in government, public service management is being reconsidered as one of the ways leading to modernization of Kazakhstan.

The authors, who conducted research in post-Soviet countries, noted that this retention of decision-makers on economic, political and social issues tends to weaken and discredit the administrative reforms and the development of personnel strategies of the civil service that the government undertakes.

**Key words:** HRM, personnel management, public service, governmental, public administration.

The transfer of management methods, technologies and procedures from the commercial sphere to the public service system, as practice shows, can be accompanied by negative consequences. Sometimes personnel management in the public service system is identified with personnel management, which is widely used in non-governmental organizations and businesses. The term "personnel management" and the system of work with personnel is expressed as a managerial and economic phenomenon. The possibilities of using HR management in public administration system are extremely limited. These two terms are not accidentally used differently in the literature, they are different indeed. Personnel management is old and a more conventional way of handling employees at a workplace; whereas HRM is a more modern and a more specific approach to managing human resources in an organization. The local researchers investigating the phenomenon in public sector tend to use the former rather than the latter. Undoubtedly, the significant reason for that is ignorance of HR tools, HR employees is meant to lead the organization towards its goals. The literature review examines the factors that lead to disadvantageous functioning of personnel management in local governmental system and the possible output of planned staff optimization by reducing employees in public sector.

Most of the studies, analyzed, root from the USA, Europe, although there is a broader range of studies from Africa and Asia. Among the most popular sectors was government (local and central) [1]. The academic community has seen similar developments in other fields of study before, for example related to the empirical research development of HRM and organizational behavior in the 1990s and 2000s. Since the early 1980s the field of HRM has seen the independent evolution of two independent subfields (strategic and functional) [2]. It is stated by HRM practitioners that in comparison with business sector, in governmental and any

other public sector there is a partial or complete absence of HRM tools in most of post-Soviet countries. Nevertheless, after appearing and current functioning of Agency for Civil Service Affairs, we can observe some development in personnel management in this sector. In the research work the effectiveness will be taken into account.

Considering development of strategic HRM literature chronologically, it can be argued that during the 1980s, research was mostly conceptual, some theoretical foundations were established [3]. The 1990s could be characterized as an advancing period in theoretical research. Current trends in strategic HRM research involve further examination of the established ideas [4]. Some implementations of strategic HRM grow and continue to raise researchers' interest. There are issues, which have been overlooked, like what kind of tensions and challenges arise with HRM strategic positioning in the public service in the context of the newly democratic countries (Bulgaria, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia, Slovenia) of Central and Eastern Europe, which have acceded to the European Union (EU). On the one hand, much of the HRM research so far has focused on private-sector organizations rather than on the public sector [5].

The role of HRM in government, as it evolved since the creation of civil service system in late 19<sup>th</sup> century emphasized two functions: routine processing of administrative procedures, such as retirement, and enforcement of an increasingly convoluted set of laws [6]. The component of a management - personnel management is a key to the success of any organization, including the public service. Therefore, all of the following totally applies to both commercial organizations and the public service. Changes, which are taking place in the civil service and in the economy of Kazakhstan have been bringing personnel management to the forefront of management activities, and stimulating to some extent the development of scientific research in this area. The concept of personnel management is a system of theoretical and methodological views on understanding objectives and methods of personnel management, as well as organizational and practical approaches to the formation of a mechanism for its implementation in specific conditions of the organization's functioning. As the public sector has modernized and sought to become more efficient and cost effective, the effective and strategic management of people has received increasing prominence and there have been calls for the HR function to play a more strategic role [7]. The critical point to note is that HRM is significantly under researched compared to corporate HRM [8]. The underestimation of HRM tools for public sector or state bodies or inappropriate implementation will be the object of my research. (Brunetto, Beattie 2020) observe considerable change across public policy, public management practice and HRM. In terms of public policy, particularly at the national level there is a global drift to the political right. The researchers have examined issues on HR projects and have analyzed affecting them at recent events in Turkey, decision of the people of the UK to vote to leave the European Union, the election of Donald Trump in 2016, Denmark's center-right government's policies and etc.

The law provides for a certain procedure for any citizen to enter the administrative civil service. This procedure provides for competitive selection, qualification requirements for applicants. There are also some procedures for taking and passing a test when entering the civil service. The holding of an administrative public position is carried out on a competitive basis. There are exceptional ways of transfer if it meets the qualification requirements for the corresponding vacant position with the consent of the civil servant and the authorized body or its territorial division. Thus, participants in the competition who have received a positive conclusion of the competition commission have the right to occupy an administrative public position. And the person who has the right to appoint is obliged to accept for the announced position a participant who has received a positive conclusion of the competition committee [9].

Human resources are the people who make up the workforce of an organization. It is sometimes used synonymously with human capital [10]. The personnel management service is institutionally independent of other structural subdivisions of a state body; it is in subordination to the executive secretary or head of the administrative office, or to the head of a state body without positions of executive secretary and head of the administrative office [9]. In research for Australia, results indicate positive relationships between the degree to which operational HR activities are transferred to line managers, HR influence and the performance of the HRM function. There was no relationship to be found between the level of strategic involvement by HR departments and the perceived performance of the function [11]. Budhwar and Boyne highlighted the results from a comparison of HRM practices in Indian public and private sector firms [12]. The results of the study conclude that there is a large number of similarities and differences in the HRM practices among Indian public and private sector companies. Interestingly, the results reveal that the gap between the HRM practices of public and private sector companies is not very significant. However, the conclusion was that in HRM practices as compensation and training and development, Indian private sector companies were found to have adopted a more rational approach in comparison to their public-sector counterparts [10]. There are issues, which have been overlooked, like what kind of tensions and challenges arise with HRM strategic positioning in the public service in the context of the newly democratic countries (Bulgaria, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia, Slovenia) of Central and Eastern Europe, which have acceded to the European Union (EU) [4].

On the one hand, HRM researches were focused on private-sector organizations rather than on the public sector [5]. HRM can be divided into a hard and a soft approach. The “hard” version of HRM accents the necessity to manage people as any other key resource to achieve topmost return, whereas the “soft” approach highlights that employees need to be treated as valuable assets and a source of competitive advantage through their commitment and high quality of skills and performance [13].

Origins and changes in HRM theories and practices have been driven by wider changes in social, economic, political and institutional context. HRM arose

in the 1980s in North America with an incentive to restore the competitiveness of American industry [14].

**Conclusion.** The authors, who did investigations in post –soviet countries have noted that the retention of decision-makers in economic, political and social problems of post-communist transition tends to diminish and discredit administrative reforms and the development of public service HR strategies to a lesser priority [4]. Though public service reform is usually ranked among the “second generation” reforms of transition, the governments of CEE countries understood that an underdeveloped public service shaped by incompatible and inadequate HR policies was likely to put the political and economic reforms at risk [15]. The strategy "Kazakhstan 2050" provides for fundamental changes in the economic and social structure of Kazakhstan's society through the transition to a comprehensive economic pragmatism based on the principles of profitability, return on investment and competitiveness, which imposes completely new requirements for public administration [16]. Modernization in this area involves improving the system of state planning, decentralizing management, and building an effective and performance-oriented public service [17].

As been mentioned above that HR employees is meant to lead the organization towards its goals, HR managers should take into account the importance of these practices for achieving the goals by politicians, civil servants in order to competitively achieve the goals of the state.

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## ҚАЗАҚСТАННЫҢ МЕМЛЕКЕТТІК СЕКТОРЫНДАҒЫ АДАМ РЕСУРСТАРЫН БАСҚАРУ

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**Аңдатпа.** Мақалада кейбір Еуропа елдері мен АҚШ-тағы мемлекеттік сектордағы немесе үкіметтік ұйымдағы адам ресурстарын басқару жүйесінің дамуы мен тәжірибесі қарастырылады. Қазақстандағы функционалдығын салыстыруға талпыныс жасалды. Мемлекеттік органдардағы адам ресурстарын басқару рөлінің пайда болуына байланысты мемлекеттік қызмет менеджменті Қазақстанды жаңғыртуға апаратын жолдардың бірі ретінде қайта қаралуда.

Посткеңестік елдерде зерттеу жүргізген авторлар экономикалық, саяси және әлеуметтік мәселелер бойынша шешім қабылдаушыларды ұстап қалу әкімшілік реформаларды әлсіретуге және беделін түсіруге және Үкімет қабылдаған мемлекеттік қызметтің кадрлық стратегияларын дамытуға бейім екенін атап өтті кадрлық стратегияларын дамытуға бейім екенін атап өтті.

**Тірек сөздер:** адам ресурстарын басқару, кадрлық менеджмент, мемлекеттік қызмет, мемлекеттік басқару.

## УЧР В ГОСУДАРСТВЕННОМ СЕКТОРЕ КАЗАХСТАНА

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**Аннотация.** В статье обсуждается развитие и практика системы кадрового менеджмента в государственном секторе или правительственных организациях в некоторых европейских странах и США. Была сделана попытка сравнить его функциональность в Казахстане. В связи с появлением роли HRM в правительстве, управление государственной службой пересматривается как один из путей, ведущих к модернизации Казахстана.

Авторы, проводившие исследования в постсоветских странах, отметили, что это удержание лиц, принимающих решения по экономическим, политическим и социальным проблемам, имеет тенденцию ослаблять и дискредитировать административные реформы и развитие кадровых стратегий государственной службы, которые предпринимает правительство.

**Ключевые слова:** УЧР, кадровый менеджмент, государственная служба, государственное управление.

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