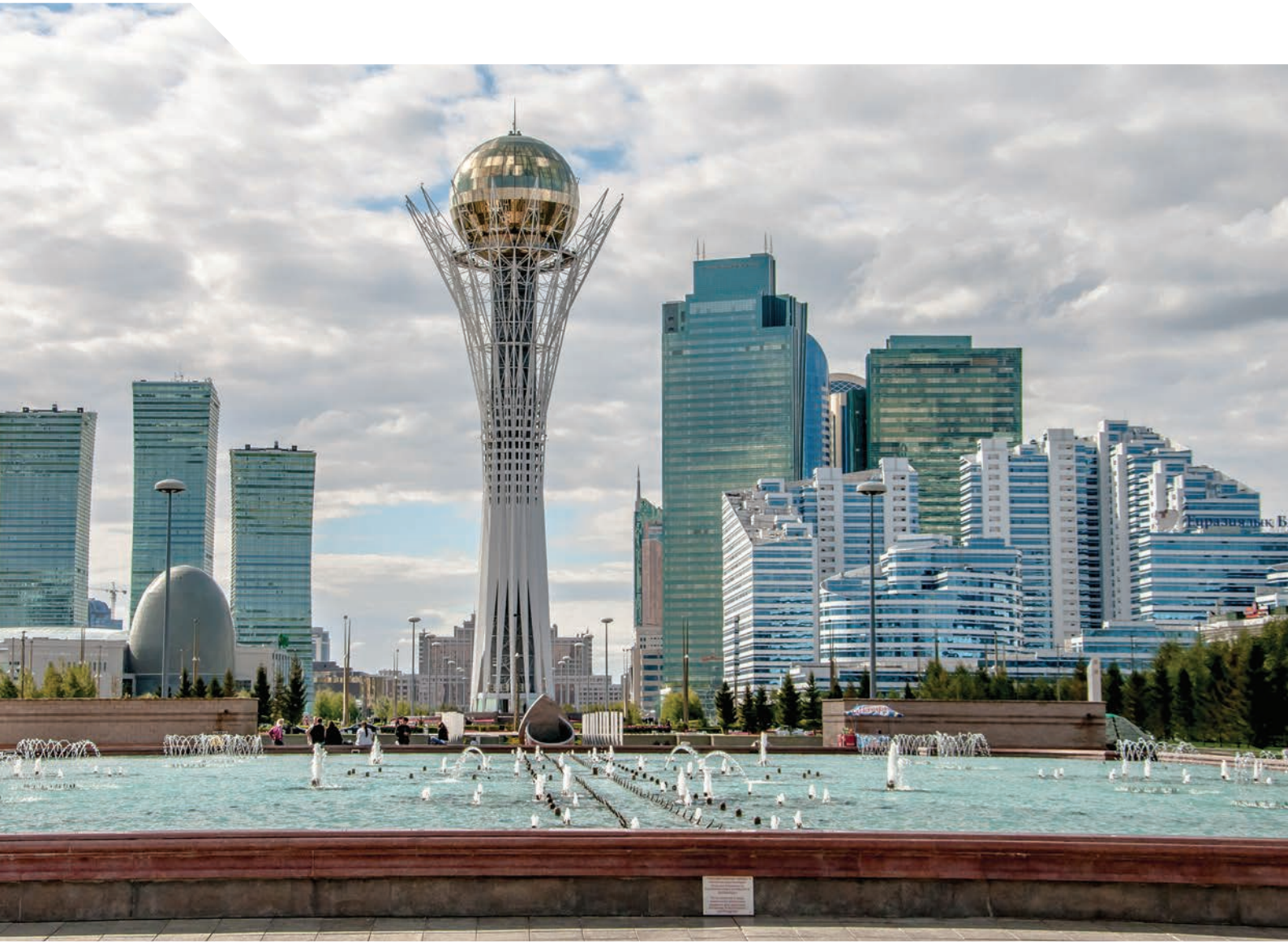
OECD Public Governance Reviews

Benchmarking Civil Service Reform in Kazakhstan



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Please cite this publication as:
OECD (2018), *Benchmarking Civil Service Reform in Kazakhstan*, OECD Public Governance Reviews, OECD Publishing, Paris.
https://doi.org/10.1787/9789264288096-en

ISBN 978-92-64-28808-9 (print)
ISBN 978-92-64-28809-6 (pdf)

Series: OECD Public Governance Reviews
ISSN 2219-0406 (print)
ISSN 2219-0414 (online)

Revised version, December 2018
Details of revisions available at: *http://www.oecd.org/about/publishing/Corrigendum_Benchmarking_Civ_Ser_Ref_Kazakhstan.pdf*

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Preface

As the challenges facing governments become more complex, the role of a well-functioning public administration is more important than ever. An effective civil service built on the principles of merit and professionalism is an essential part of a high-performing public sector capable of delivering quality services and value to citizens.

In Kazakhstan, as in many other countries, the government is looking at how to invest in building a professional, strategic and innovative civil service that can improve the effectiveness of public programmes in the country and the overall performance of public organisations.

Taking this into account, the Astana Civil Service Hub and the OECD Public Governance Directorate partnered to develop a joint study benchmarking Kazakhstan's strategic human resource management (HRM) practices against those in OECD countries. This study provides a window into how the HR system that Kazakhstan is putting in place compares with the general trends of HRM in OECD countries; and includes additional insights into the methods, strategies, approaches, technologies and experiences of other OECD countries.

This report is the first outcome of an ongoing partnership between the OECD Public Governance Directorate and the Astana Civil Service Hub. The results of this study were presented at OECD headquarters in December 2017 with representatives from several different government agencies of the Republic of Kazakhstan, including the Agency for Civil Service and Anti-corruption.

We hope that this work will be a useful guide for decision makers in the field of strategic civil service management, as well as for those with a wider interest in public governance reform issues.

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Foreword

Benchmarking civil service reform in Kazakhstan draws upon the 2016 OECD Survey on Strategic Human Resource Management in Central/Federal Governments to compare Kazakhstan's human resource management practices against those of OECD countries. The study presents comparable data on a wide range of policies and practices that help to build a professional, strategic and innovative civil service workforce: delegation arrangements, workforce planning, competency frameworks, recruitment practices, career development, performance and incentives, and public leadership.

The findings show that Kazakhstan is on a path to developing human resource management (HRM) frameworks that are consistent with those of most OECD countries, and that Kazakhstan shares many common priorities for reform. The next challenge is to ensure that implementation of these reforms is managed in such a way that they produce improved efficiency and performance of government agencies across the country. The report also identifies promising trends and innovations in civil service management that can help inform future civil service reform strategies, as well as improve employment policies to ensure that Kazakhstan's reforms are well implemented while remaining responsive and supportive to the business of government.

This report is the result of a partnership made up of the OECD Public Governance Directorate, the Agency for Civil Service Affairs and Anti-Corruption of the Republic of Kazakhstan, and the UNDP Astana Civil Service Hub.

The report was prepared by the OECD Directorate for Public Governance (GOV) under the direction of Marcos Bonturi. It received detailed input from the OECD Public Employment and Management Working Party (PEM), which responded to the 2016 OECD survey on Strategic HR Management in Central/Federal Governments and provided the case studies featured in the report.

The PEM is a collaborative international forum of senior practitioners seeking to address current challenges affecting public services and civil service reform. It undertakes comparative analysis on issues related to strategic civil service management and compensation, providing unique data to governments. It is also a major contributor to key OECD projects such as *Government at a Glance*.

Acknowledgements

Within the OECD Secretariat, this report was managed and written by Cristina Mendes (Policy Analyst), under the guidance of Daniel Gerson (PEM Project Manager) and Edwin Lau (Head of the Reform of the Public Sector RPS Division). We wish to thank the Agency for Civil Service Affairs and Anti-Corruption of the Republic of Kazakhstan for completing the survey and providing data, especially Alik Shpekbayev, Aigul Shaimova, Aizhanat Kushtarova, Zharkyn Tleukenov, Daniyar Nurmakhatov, Zhanar Kairalapina, Yerkebulan Berdybekov, Assel Mardenova, and Duman Abilev. We would also like to thank the UNDP Astana Civil Service Hub for their financial and logistical support and assistance, including help with data validation, and especially Chairman Alikhan Baimenov, Kuralay Baibatyrova, Aliya Yessimseitova and Artur Akhmetov. Tatyana Teplova, Zsuzsanna Lonti, Stephane Jacobzone and Laura Skoratko at the OECD Secretariat have also given valuable guidance and advice on the report and survey.

Editorial and production support given by Kate Lancaster, Liv Gaunt and Julie Harris is gratefully acknowledged.

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Executive summary

Kazakhstan's government has been working to develop a professional public workforce to improve the efficiency of its administration and the quality of its public services. The Decree of the President on Civil Service Law (1995), the Strategy Kazakhstan-2030 (1997), Kazakhstan-2050 (2012), the Plan of the Nation 100 Concrete Steps, the Civil Service Law (1999), and the new Civil Service Law adopted for implementation (2015) have created conditions for the professionalisation of its civil service by establishing competitive recruitment procedures, skills development for civil servants, mechanisms for performance appraisal and anti-corruption regulations. Today, Kazakhstan aims to increase the accountability, efficiency and functionality of the state apparatus, and aims to become one of the 30 most developed countries by 2050.

This study uses an OECD survey on strategic human resource management (HRM) in central governments to benchmark Kazakhstan's practices against OECD countries in critical strategic areas. The findings show Kazakhstan has developed, or is in the process of developing, HRM frameworks consistent with those of most OECD countries, and that Kazakhstan shares many common concerns and priorities for reform.

Kazakhstan's employment framework follows models prevalent in many OECD countries, with conditions broadly standardised across the central government. Issues related to the coherence of the civil service framework (like codes of conduct or performance appraisal systems) are determined centrally in the Agency for Civil Service Affairs and Anti-Corruption, while the pay system is managed by the Ministry for National Economy. Data on the civil service workforce is also centralised and could provide fundamental input into effective strategic workforce management; however, workforce data in Kazakhstan could be better leveraged for decision making or planning.

Kazakhstan's civil service strategic vision aspires to recruit and develop highly skilled and capable civil servants. An important step towards this vision is a common competency framework, developed in 2016, and is being implemented to guide recruitment, development, and performance assessment as from 2018. Looking more broadly at Kazakhstan's recruitment system, merit-based recruitment methods are used to an extent similar to most OECD countries. Areas where Kazakhstan still lags behind some OECD countries are in the use of regular workforce planning processes and the use of employer branding to promote the civil service as an employer of choice.

Civil service development is also a priority in Kazakhstan. In addition to the government-wide training strategy, each organisation produces an organisational learning plan. Kazakhstan's top training priorities are broadly comparable to those of OECD countries and include executive training and coaching, online course development and training for middle management. Other tools which encourage learning and development include mobility in the civil service, which most OECD countries plan to increase to promote employee development and innovation. In Kazakhstan, mobility programmes

exist for the most senior levels of civil servants and managers of the Corp B, and could be expanded to other parts of the civil service.

Kazakhstan's performance system is also being reformed, and greater emphasis being put on competencies and monetary incentives. Current performance criteria in Kazakhstan are similar to those of OECD countries good performance assessment results are essential for career advancement and remuneration. The remuneration system can play a role in motivating performance, and currently an employee's place of work and seniority are key factors which determine base salary in Kazakhstan. As Kazakhstan is preparing to pilot a new job classification system (as from 2018), there is potential to see skills, job content and responsibility prioritised in the compensation system. Most OECD countries use performance-related pay to some degree, and Kazakhstan plans to introduce it as from 2018. While there are some cases of successful use, most studies suggest that motivating performance through pay alone has limited effect and that organisations need to also manage performance through intrinsic motivators, career progression and good management practices.

Finally, senior leadership development is one of the highest priorities across OECD countries and in Kazakhstan. This usually involves managing senior civil servants (SCS) under different HRM policies (Kazakhstan has a specific arrangement for civil servants in Corps A) and having a centrally defined skills profile for senior managers. Like most OECD countries, Kazakhstan: has a specific learning strategy for senior managers; puts more emphasis on managing their performance; and recruits them through a more centralised process. SCS appointments also tend to be shorter than those of regular staff. A good number of OECD countries use talent management programmes to recruit and develop young candidates who display high potential for senior management positions. Using these tools in Kazakhstan could help to attract and retain talent for SCS positions and ensure a well prepared pipeline for this talent into the future.

While this benchmarking study does not allow for the development of concrete recommendations, analysis of the results suggests the systems Kazakhstan is putting in place are in line with the general trends of HRM in OECD countries. The next challenge is to ensure these systems have a real impact in professionalising the civil service, and in developing greater efficiency, and performance. With that in mind, Kazakhstan may wish to consider the following areas in its next steps for civil service reform:

- The development of **competency management** stands to help Kazakhstan consolidate and standardise efforts made to professionalise its civil service, but this will require careful implementation with partners across the civil service – the development of the model is only the first step.
- Kazakhstan's investments in its **senior civil service** system are to be commended and suggest that it is on a path that can be significantly informed by further insights and analysis based on the experience of leading OECD countries in these areas. This could include developing a talent pipeline and building strategic and innovation capabilities.
- Bringing together skills, leadership and HRM reforms in a way that drives improvements in policy making and service delivery will require more than legislation, frameworks, and tools. Developing a **performance culture** is the ultimate goal of all HR reform, and will require systems, managers and leaders to be aligned and supported by data and evidence.

Chapter 1

Contextualising human resource management in Kazakhstan's public sector reforms

This chapter provides an overview of Kazakhstan's human resource management policies as a central pillar of the country's public sector reforms since the 1990s. Kazakhstan's civil service reforms have been characterised by a strong emphasis on professionalisation and productivity to provide better services for citizens. Today, like OECD countries, Kazakhstan faces challenges that require the civil service to remain responsive, productive and trustworthy. Kazakhstan's current ambitions for the civil service include the preparation of a new competency and performance management system, and the introduction of a point-factor scale grading system for civil service positions. To support Kazakhstan's endeavours, the OECD has benchmarked Kazakhstan's human resource management practices against those of OECD countries, taking into account the characteristics of civil servants, the systems that manage them and the leaders who lead them from the perspectives of a professional, strategic and innovative civil service.

Developing the civil service system is one of Kazakhstan's most important strategic priorities to meet the country's demands and challenges. To support Kazakhstan's endeavours and ambitions, the OECD has benchmarked Kazakhstan's practices in the most strategic human resource management (HRM) areas against those of OECD countries. This analysis is mainly supported by the data extracted from the 2016 OECD Survey on Strategic Human Resource Management in Central/Federal Governments of OECD Countries (Box 1.1), and case studies collected through the OECD's Public Employment and Management Working Party.

Box 1.1. **2016 OECD Survey on Strategic Human Resource Management (SHRM) in Central/Federal Governments of OECD Countries**

The OECD has traditionally collected quantitative and qualitative data in the fields of public employment and human resource management. These data have been in high demand and have been used by both national governments and international organisations for comparative purposes. These data are unique at the international level and are fundamental in creating a solid basis for comparative analysis across OECD member countries in the field of government's human resource management and civil service reform strategies. The survey constitutes a strategic input to all OECD work on public employment and management. These data also constitute a significant part of *Government at a Glance* and are seen as increasingly strategic by OECD countries.

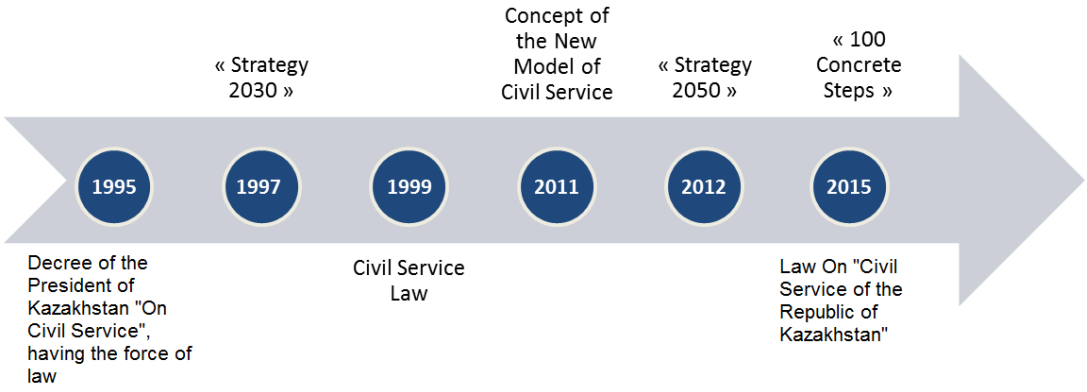
A new version of the survey was carried out in 2016 in order to address new demands from member countries. The primary focus of the survey is HRM practice and institutions in central public administration at the federal/national government level. It was complemented by two additional surveys in 2016: a survey on civil service composition as well as a survey on the compensation of civil servants. All of these surveys contributed to the 2017 version of *Government at a Glance*.

In 2016, the SHRM questionnaire was completed by senior officials from ministries/agencies with responsibilities for public employment and management of the civil service in all OECD countries and three accession countries (Colombia, Costa Rica and Lithuania). Following data collection, the Secretariat undertook a process of data cleaning to ensure that the data are valid.

Through this comparative and evidence-based approach, Kazakhstan will be better prepared to face the challenges of implementing its new competency and performance management systems, primarily to identify key drivers of performance and productivity in a quickly changing context where policy issues are increasingly interdependent and multidimensional.

The professionalisation of the civil service has been a key priority in Kazakhstan's public sector reforms since the late 1990s. Through the Kazakhstan 2030 (1997) and 2050 (2012) strategies, Kazakhstan has set the direction for a more professional, productive and trustworthy public sector, capable of providing better services for Kazakhstan's citizens. Accordingly, subsequent civil service laws (1999, 2015) and more recently, the 2015 national plan, "100 concrete steps towards realisation of the five institutional reforms" (hereafter, the "100 Concrete Steps") have introduced important changes in the way civil servants are recruited and promoted, and in the way civil service is structured and managed (see Figure 1.1).

Figure 1.1. **Major civil service reforms in Kazakhstan, 1995-2015**



Source: Authors' own elaboration.

Building a professional civil service was strategically seen as a means to achieve a professional administration. The civil service reforms that started with the "Kazakhstan 2030" Strategy have gradually aimed to improve the competencies, the performance and the leadership of both civil servants and public institutions. In this context, a "professional state" was highlighted as one of the seven priorities[1] towards the "prosperity, security and ever-growing welfare of all Kazakhstanis". This priority focused on the need for more strategic programmes and called for an increase of authorities' responsibilities as well as the accountability of ministers and decentralisation within ministries, while also aiming for efficient inter-institutional co-ordination. The creation of Kazakhstan's Agency of Civil Service in 1998 was the first major advance in this field. The "Kazakhstan 2030" Strategy also considered the importance of recruitment, training and career progression systems to strengthen the professionalisation of the civil service. The Academy of Public Administration under the President of the Republic of Kazakhstan was created the same year as the Agency of Civil Service to support civil servants' training.

While the training and educational background of civil servants were still considered of critical importance for their selection and performance, the civil service started looking at other conditions to strengthen performance, namely just and fair procedures for career advancement. The recruitment and development process improved as the 1999 Civil Service Law established recruitment and promotion criteria, principles of subordination and appointment, and the legal rights of administrative civil servants in relation to their political superiors and the public (OECD, 2014). Competitive examinations were introduced in the following years as well as performance standards for public services, as a result of greater emphasis on individual and organisational performance measurement.

Meritocracy and mechanisms for HRM were strengthened with the 2011 Concept of the New Model of Civil Service in Kazakhstan. Written tests were computerised to avoid manipulation, interview processes and procedures were tightened, and committees were used to diminish the role of patronage (OECD, 2014). The 2011 Concept also acknowledged the importance of paying particular attention to senior managers through the creation of a managerial corps for professional civil servants. Corps A was introduced in 2012 through amendments to the 1999 Civil Service Law, which came into force in

2013. These involved more centralised and vigorous recruitment procedures, and different working conditions where appointments have a limited tenure, unlike regular civil servants, and greater emphasis is put on managing senior civil servants' (SCS) performance.

As public administration became more citizen-centred with the 2012 Strategy "Kazakhstan-2050", greater emphasis was put on civil service performance and accountability mechanisms. The goals of the new political course, as established in this strategy, aim to "further strengthen the statehood and development of the Kazakhstan democracy". The strategy called to introduce a new mechanism of promotion for civil servants. In terms of leadership, the strategy points to short- and long-term accountability of decision makers at the state level, and that Corps A civil servants will be responsible for implementation of specific directions of the public policy, thereby making an important step towards professionalisation. It also mentioned that qualification requirements for Corp A candidates needed to be developed.

The importance of competencies to improve civil service performance was further reaffirmed in the national plan, the "100 Concrete Steps" (2015) and its institutional reform, "Creation of a modern and professional civil service".[2] This reform identified 15 measures to pursue efforts in professionalising civil service (see Box 1.2). Moving towards a competency-based system throughout the employment cycle (namely in the recruitment and promotion within the civil service) are seen, as in many OECD countries, foundational elements for a professional civil service. This involves a more centralised but also more open selection process, where potential candidates from different backgrounds are welcomed into a merit-based competitive process and have access to skills development throughout their careers. Recognising that performance requires more than competencies, the institutional reforms to professionalise civil service also aimed to improve performance through the reform of the pay system and the introduction of a system for performance-based pay.

Institutional consultation and co-ordination throughout the implementation of the 100 Concrete Steps will be crucial to identify potential trade-offs and address potential spillovers. Other institutional reforms part of the national plan, the 100 Concrete Steps, may impact the organisation and management of the civil service. For example, the introduction of a system for auditing and assessing public service work (Concrete Step 93 under institutional reform "Establishing an accountable state") may affect the individual performance system if, ideally, individual objectives derive from organisational ones. Likewise, the establishment of a state institution - "Government for Citizens" - as a single provider of state services (Concrete Step 100, under institutional reform "Establishing an accountable state") may affect, or be affected by, recruitment or mobility arrangements within the civil service.

Looking at the most recent reforms in Kazakhstan through the OECD framework for civil service (Table 1.1) shows significant progress in Kazakhstan in terms of building a professional civil service, and to some extent, a strategic one. The framework below is based on OECD's longstanding work on civil service reform issues with member countries through its Working Party on Public Employment and Management (PEM). The PEM is a body of the OECD made up of high-level delegates from OECD countries with responsibility for the overall civil service management system.

Box 1.2. **Development of a professional civil service: 15 concrete steps**

1. Reforming recruitment to the civil service: Recruitment to the civil service must start from junior positions.
2. Recruitment and promotion must be based on a competency-based approach and merit.
3. Creation of a centralised selection process for new entrants to prevent corruption and strengthen the role of the civil service agency: Implementation of a three-stage selection process.
4. Introduction of a mandatory probation period for new entrants to the civil service for the first time. A 3+3 system will be implemented with evaluations and reviews taking place after three and six months.
5. Salary increases for civil servants performing outstanding work.
6. Transition to salary increases based on performance and results: Performance will be evaluated on the basis of the achievement of annual objectives for civil servants; achievement of strategic plans for state agencies; indicators of good quality of public services for ministers and Akims (governors), including standard of living and attracting investments; and positive macroeconomic indicators for government officials.
7. Civil service salaries will in the future be adjusted to take into account location.
8. Mandatory provision of state housing for civil servants on duty: Houses will continue to belong to the state without any right of private ownership.
9. Introduction of legislation to provide training for civil servants and professional development courses at least once every three years.
10. Moving to a competitive-based system for promotion within the civil service: Strengthening the principle of meritocracy by promoting only through competition among junior civil servants.
11. Recruitment of foreign managers, experts from the private sector and staff from international organisations when needed for specialist roles: This will make the civil service open and competitive.
12. Implementation of new standards through the development of a civil service code of ethics overseen by a special commissioner.
13. Strengthening the fight against corruption, including the development of new legislation: Establishment of a special unit in the Agency for Civil Service Affairs and Fighting Corruption dealing with systemic prevention and measures against corruption.
14. Adoption of a new law on civil service, applicable to employees of all state agencies, including law enforcement.
15. Comprehensive performance reviews of all existing civil servants following the adoption of a new law on civil service, the strengthening of qualification requirements and the introduction of a new system for payment.

Source: Government of Kazakhstan (2015), "The 100 concrete steps set out by President Nursultan Nazarbayev to implement the five institutional reforms", *Strategy 2050*, https://strategy2050.kz/en/page/message_text2014/ (accessed 8 August 2017).

The civil service framework looks at the characteristics of civil servants, the systems that manage them and the leaders who lead them from the perspectives of a professional, strategic and innovation civil service. The following should be considered:

- This model is not meant to represent mutually exclusive options, and the goal is not to strive for an innovative civil service at the expense of a strategic one. Instead, each builds on the other. For example, professional skills and merit-based processes provide a foundation upon which to build strategic and innovative capability.
- In some cases, tensions or contradictions may develop across the model. For example, as civil services move towards the innovative end, they may reduce reliance on professional accreditation and qualification in exchange for competency-based recruitment and promotion.
- The model is not meant to be a one-size-fits-all approach, but to provide guidance on where best to invest, depending on a country's particular starting point and challenges (OECD, 2017).

Table 1.1. **OECD framework for civil service: Towards a professional, strategic and innovative civil service**

	Professional	Strategic	Innovative
Needs civil servants who are:	• Qualified • Independent • Values-driven • Ethical	• Outcomes driven • Evidence-based • Future-oriented • Proactive • Networked	• Iterative • Data literate • Citizen centred • Curious • Storytellers • Insurgent
In a civil service that is:	• Merit-based • Capable of integrating soft skills, ethics, talent management (future potential vs. past performance) • Able to structure the right balance of generalist and specialist professions and career paths	• Agile • Attractive to skilled job seekers • Planned and managed to ensure the right skills and competencies are allocated efficiently to areas of current and emerging need • Future-oriented and responsive	• Open and collaborative cultures, leadership and management • Engaged • Autonomous (e.g. work design) • Mobile • Diverse • Learning-oriented
Led by SCS who are:	• Trusted policy advisors and effective transactional managers	• Transformational leaders, change managers	• Collaborative leaders and adaptive managers

Source: OECD (2017), *Skills for a High Performing Civil Service*, http://dx.doi.org/10.1787/9789264280724-en.

While Kazakhstan's most recent reforms (such as the 100 Concrete Steps) continue pursuing goals for a professional civil service, some strategic elements start to emerge. The recent introduction of a competency-based approach and new performance management and performance-based pay systems in Kazakhstan's civil service (to be piloted in 2018) will raise a second set of challenges. How can the civil service adopt a future-oriented view of skills? What is the impact of growing digitalisation on the skills needed in the civil service, and how can it adapt? Which recruitment procedures and

working conditions can help the civil service attract and retain skilled workers? And which skills do managers and leaders need to support and encourage civil service performance?

The growing importance of skills for a professional, strategic and innovative civil service calls for the development of a culture of learning in the public service. Kazakhstan, like OECD countries, faces challenges that require the civil service to remain responsive, productive and trustworthy, capable of providing the services that citizens expect (OECD, 2017). The four chapters that follow take a closer look at how central public administrations in Kazakhstan and OECD countries are attracting, recruiting and managing skills for a high-performing civil service. Chapter 2 focuses on Kazakhstan's civil service structure and management; Chapter 3 looks at its classification of skills, recruitment and career development; Chapter 4 discusses performance and incentives; and Chapter 5 highlights the importance of public sector leadership in supporting performing and learning organisations in Kazakhstan. Finally, Chapter 6 takes a look at next steps towards a professional, strategic and innovative civil service in Kazakhstan.

Notes

1. The other priorities are: 1) national security; 2) domestic political stability and consolidation of society; 3) economic growth based on an open market economy with a high level of foreign investments and internal savings; 4) health, education and well-being of Kazakhstani citizens; 5) power resources; and 6) infrastructure, in particular, transport and communication (Kazakhstan 2030 Strategy).
2. The others institutional reforms are: ensuring the rule of law; industrialisation and economic growth; creating a unified nation for the future; transparency and accountability of the state. For more information, see https://strategy2050.kz/en/page/message_text2014/.

References

Government of Kazakhstan (2015), "The 100 concrete steps set out by President Nursultan Nazarbayev to implement the five institutional reforms", *Strategy 2050*, https://strategy2050.kz/en/page/message_text2014/ (accessed 8 August 2017).

OECD (2017), *Skills for a High Performing Civil Service*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264280724-en.

OECD (2014), *Kazakhstan: Review of the Central Administration*, OECD Public Governance Reviews, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264224605-en.

Chapter 2

Kazakhstan's civil service structure and management

Taking into consideration the experience of OECD countries, this chapter presents Kazakhstan's civil service structure, composition and organisation of human resources (HR). The main data source is the 2016 OECD Survey on Strategic Human Resource Management in Central/Federal Governments of OECD Countries, which looks at central government's HR management practices and civil service reform strategies. Like in many OECD countries, civil servants tend to be the dominant profile in Kazakhstan's central public administration. The workforce seems to be relatively balanced in terms of age, however like in many OECD countries in Kazakhstan women tend to be under-represented in senior management. HR policies are under the responsibility of the Agency for Civil Service Affairs and Anti-Corruption, but some responsibilities (for example on remuneration) are shared with the Ministries of National Economy and of Finance. While Kazakhstan collects data to a similar degree as the OECD average, data could be better leveraged to support workforce planning.

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

This chapter provides an overview of the features of the public sector workforce in Kazakhstan and OECD countries and looks at the organisation and delegation of human resource (HR) functions. It is based primarily on data from the 2016 OECD Survey on Strategic Human Resource Management in Central/Federal Governments of OECD Countries and the 2016 OECD Survey on the Composition of the Workforce in Central/Federal Governments of OECD Countries.

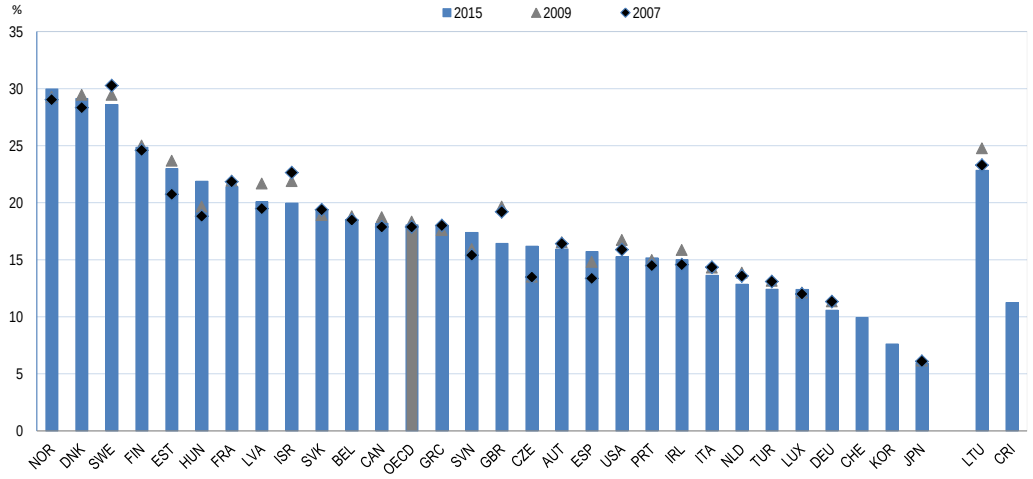
The chapter starts with an overview of the typical mission and characteristics of civil servants, mainly in comparison with other public employees, who tend to work in the central public administration under different employment frameworks. The chapter continues with an analysis of the civil service demographics, in particular gender and age. In addition to a general perspective from aggregated data in Kazakhstan and OECD countries, the chapter explores differences across hierarchical positions and focuses on some of the policies that have been implemented to support equal opportunities for the recruitment, promotion and career advancement of women.

The chapter then looks at the delegation of key HR functions from the central HR unit towards ministries or teams, such as the general management of pay systems, training or recruitment. Finally, the chapter explores how data collection and management can strengthen workforce planning and human resource management.

Kazakhstan's civil service: Mission and characteristics

Governments across the OECD perform a wide range of functions, undertake different activities and deliver public services in varied ways. The use of outsourcing or the delivery of services through partnerships with the private or not-for-profit sectors, are some of the choices that determine the use and size of public sector employment, and explain the different relative sizes of public sector employment across the OECD (see Figure 2.1) (OECD, 2017a). Nordic countries like Denmark, Norway and Sweden report the highest general government employment levels, reaching near 30% of total employment, while OECD countries from the Asian region rely less on public sector employees. Only around 6% of Japan's total employment is made up of general government employment, while Korea counts 7.6% (OECD, 2017a). In Kazakhstan, general government employment makes up around 20% of the total employment[1]. In this context, the number of public employees also varies to a great extent in OECD countries.

Figure 2.1. **Employment in general government as a percentage of total employment, 2007, 2009 and 2015**



Notes: Total employment refers to the domestic employment. Data for Australia, Chile, Iceland, Mexico, New Zealand and Poland are not available. Data for Korea and Switzerland are not included in the OECD average due to missing time-series. Luxembourg: Data before 2010 are based on estimates. Canada: Data for 2015 are based on estimates. Portugal, Switzerland, Turkey and Costa Rica: 2014 rather than 2015. United States: 2008 rather than 2009. Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

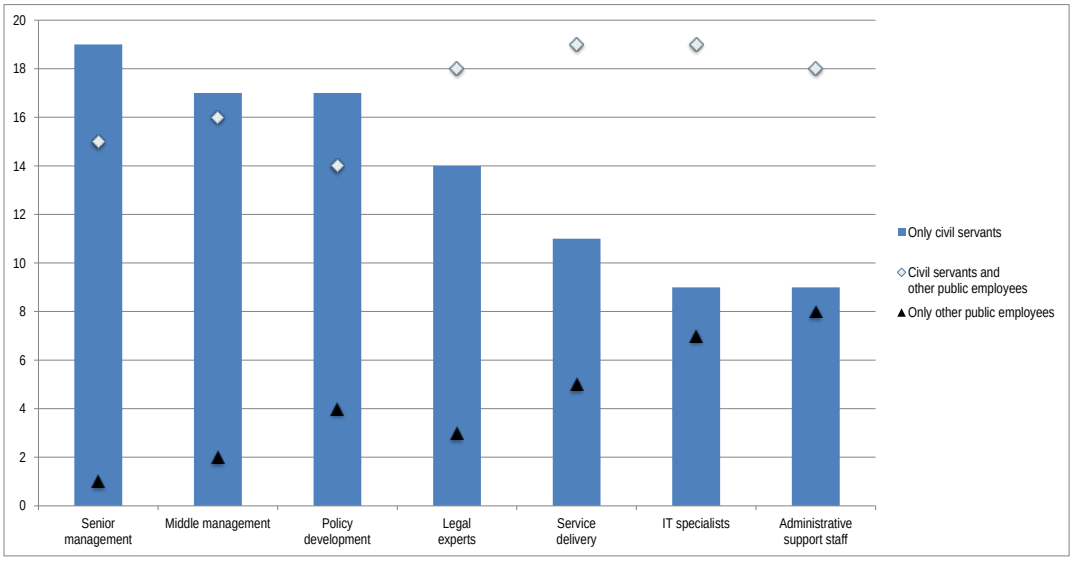
Source: OECD (2017a), *Government at a Glance 2017*, http://dx.doi.org/10.1787/gov_glance-2017-en.

In Kazakhstan, as in many OECD countries, civil servants tend to be the dominant public employee profile and consist of those employees covered under a specific public legal framework (Law on civil service) or other specific provisions. In Italy, for instance, all public employees in central public administration are civil servants. In Switzerland, all central public administration employees are within the same framework, but while they are all civil servants, their status does not include lifetime employment as is usually the case in the civil service.

Some functions, mainly those related to management and policy development, tend to be only performed by civil servants, even if in some countries they can also be performed by other public employees (see Figure 2.2). Senior and middle managers are typically civil servants. In Denmark, for example, people working in the central government are usually employed under collective agreements or as civil servants. A few personnel groups are employed according to specific regulations, and in a small number of cases, employment is based on individual contracts. The fact that senior managers, judges, police and prison staff are typically employed as civil servants, and other groups on collective agreement terms has led over the years to a significant drop in the number of civil servants' appointments. In Luxembourg, the highest positions in the state (*Fonctions dirigeantes*) are reserved for civil servants.

Figure 2.2. **Which functions can be performed by which staff categories in OECD countries?**

Responses of 35 OECD countries to Survey Q3, 2016

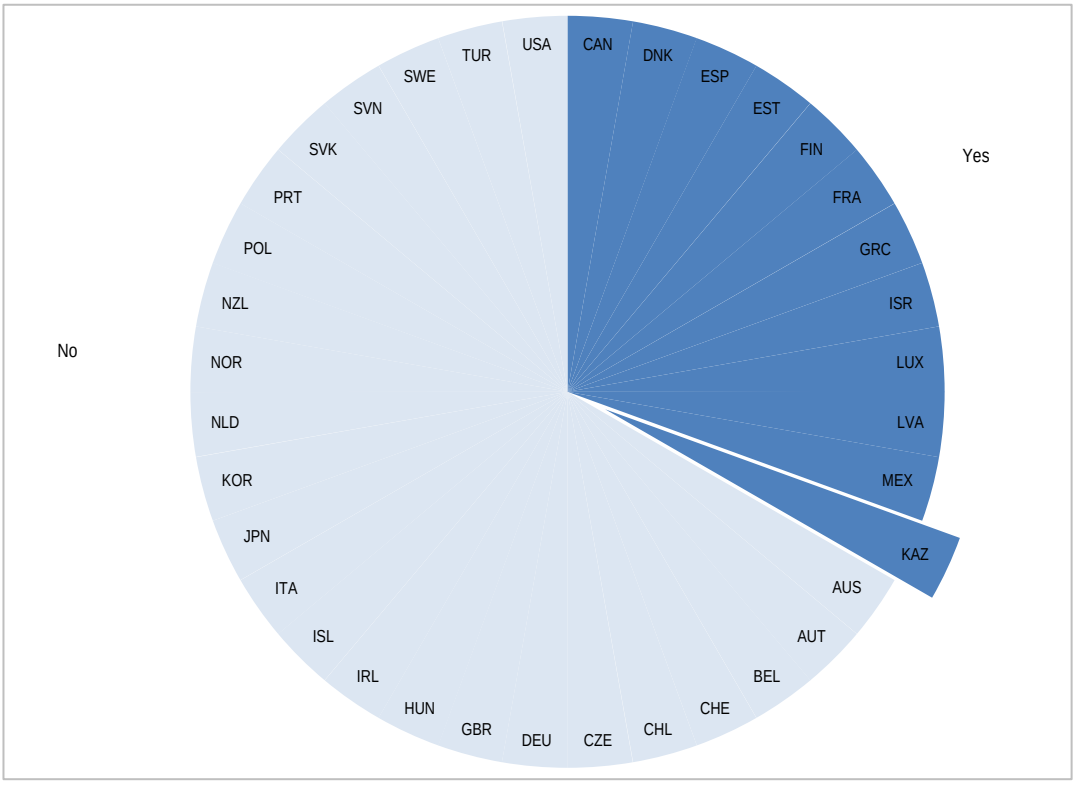


Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Other public employees tend to perform specific functions, in Kazakhstan as well as in 11 OECD countries (see Figure 2.3). Israel, for example, tends to rely on outsourcing and employees who are not regular civil servants for information technology (IT) functions. In Estonia, the 2013 Civil Service Act amended the definition of an official civil servant, and only staff responsible for "core functions" (policy making and implementation) are considered officials. Staff responsible for support functions (such as accounting, human resource work, records management, activities of procurement specialists, activities of administrative personnel) are employees under a different employment framework (the Employment Contract Act). By contrast, in Latvia, human resources and procurement are typically civil service functions. A similar trend is observed in Kazakhstan, where functions like service delivery agents, IT specialists, or administrative support staff can also be performed by other public employees, or for example through the public corporation "Government for Citizens", which provides 70% of public services through one-stop shops or the company "National Information Technologies", which provides IT support.

Figure 2.3. **Trends towards the use of "other public employees" for specific functions and/or professions in central public administration**

Responses of 35 OECD countries and Kazakhstan to Survey Q4, 2016



Notes: Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

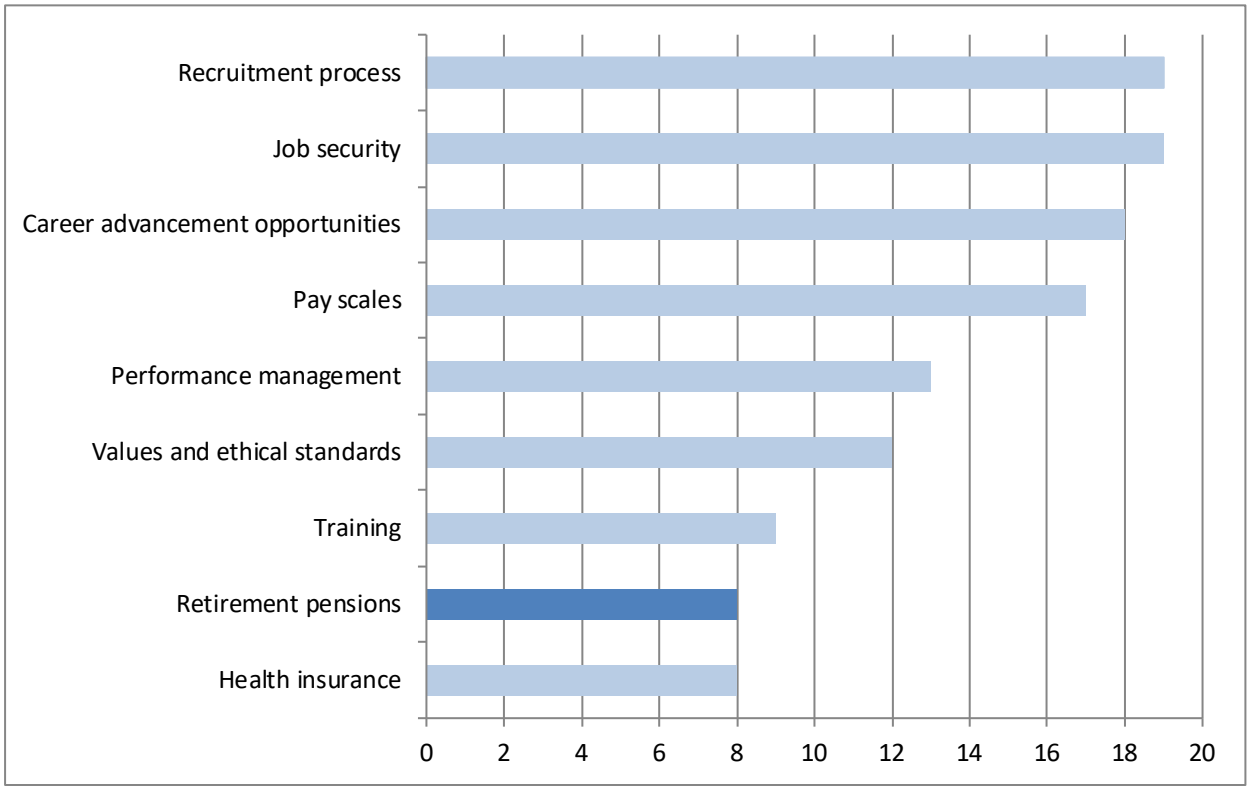
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

The most common differences between the employment frameworks of civil servants and other public employees usually concern the recruitment process (which tends to be more rigorous for civil servants), job security (civil servants tend to have more job security) and career advancement opportunities. In a few OECD countries, there are also differences in terms of health insurance rights and retirement pensions (see Figure 2.4).

Figure 2.4. **Differences between the employment framework for civil servants and other public employees in the central public administration**

Responses of 35 OECD countries and Kazakhstan to Survey Q2, 2016

Kazakhstan's response is indicated in light blue



Note: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

In Kazakhstan, while retirement pension rules are the same for civil servants and public employees, the employment framework between civil servants and other public employees are very different (see Figure 2.4 and Box 2.1). According to existing regulations,[2] institutions can hire other public employees according to their needs and data about the number of other public employees is decentralised.

Kazakhstan has different categories of civil servants, as do many OECD countries. In addition to the 326 political civil servants[3] in the central public administration, Kazakhstan has approximately 52 083 civil servants in Corps B and 207 civil servants in Corps A[4]. Corps A corresponds to leadership positions within the senior civil service (SCS) while Corps B tend to be middle managers and other minor staff members who have no contracts and their service duration is unlimited. Such division is also present in OECD countries. For example, Norway has one category of civil servants generally intended for managers or directors, whose fixed-term employment is, as the main rule, defined as a six-year term.

Box 2.1. **Differences between civil servants and other public employees in Kazakhstan's central public administration**

Civil servants' employment frameworks are very different from those of other public employees in Kazakhstan's central public administration. Civil servants have more job security than other public employees; they are on different pay scales; they receive more health insurance; they have access to more training opportunities; and they have more opportunities for career advancement. Civil servants are subject to a more rigorous recruitment process, are subject to a specific performance management system, and are expected to adhere to specific values and ethical standards that are defined in the civil service law. Civil servants are expected to contribute to strengthening public confidence in civil service and to follow universal moral-ethical norms or to follow other ethical rules, stipulated by professional ethics of civil servants (Article 49). The number of other public employees (who deliver additional functions and services, such as dispatching office services, delivery of correspondence, translation, editing, maintaining telecommunication systems, cleaning, etc.) is regulated by order of the Minister of Health and Social Development, No.1002, dated 23 December 2015.[5] Each government body can hire a limited number of other public employees. The salaries of other public employees are calculated according to the norms of the labour code. Salaries depend on the position category and the length of employment experience in the same occupation.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris; Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption.

Demographics in central administration: Gender representation and ageing

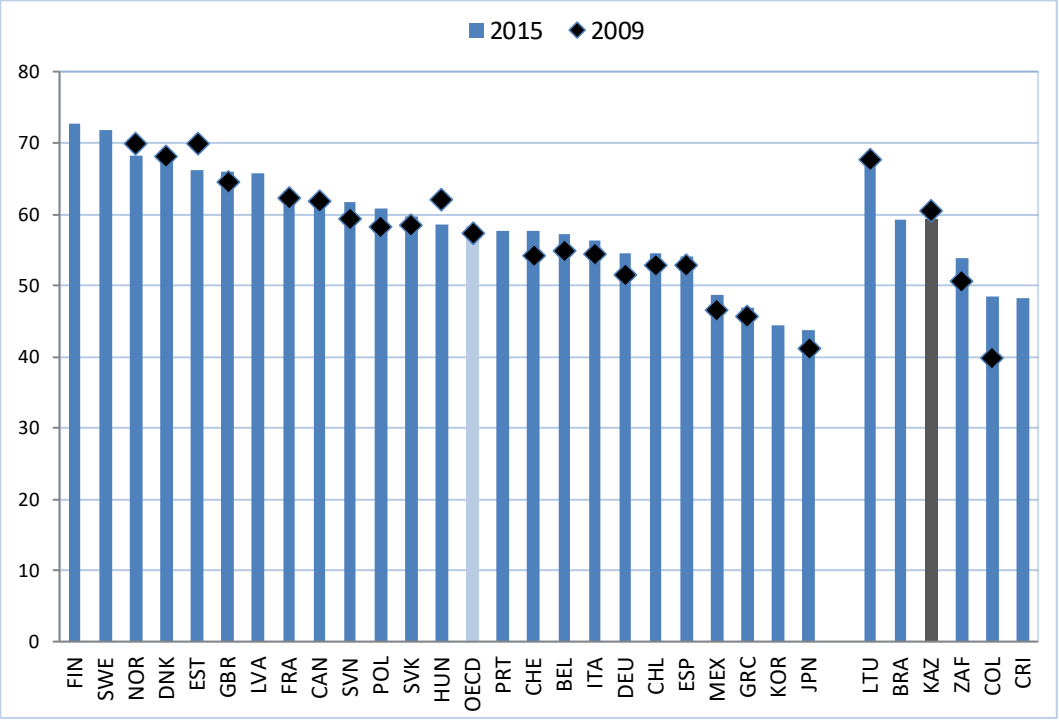
In many OECD countries, civil service employment is being challenged by two important demographic trends: gender imbalance and an ageing workforce. On the one hand, equal representation of women in public employment is an important indicator of progress towards building a more diverse and inclusive workforce. Kazakhstan's concern with the representativeness of the civil service was highlighted in Nazarbayev's electoral programme, "The civil service should be the prototype of Kazakhstan society, where all are given the same opportunities for self-realisation, based on the principle of meritocracy, regardless of ethnicity." (Nazarbayev, 2015)

On the other hand, an ageing workforce presents challenges and opportunities for governments, as they need to ensure that high rates of retirement will not affect the quality and capacity of the public service (OECD, 2017a). Regarding gender, the 2013 OECD Recommendation of the Council on Gender Equality in Education, Employment and Entrepreneurship and the 2015 OECD Recommendation of the Council on Gender Equality in Public Life call on OECD member countries and non-member economies who adhered to the Recommendations to enhance gender equality in education, employment, entrepreneurship and public life through legislation, policies, monitoring and campaigns. Over the past four years, progress has been made, but gender gaps persist (OECD, 2017b).

The representation of women in public employment in OECD countries tends to be more significant (58%) than in total employment (45%). One of the reasons explaining a higher share of women in the public sector is that some key public sector occupations, such as teachers or nurses, are heavily female dominated. The same trend is observed in

Kazakhstan, where according to the International Labour Organisation in 2010 women represented 59% of public sector employment and around 49% of total employment (see Figure 2.5). In 2017 (3rd quarter) women represented 73.8% of people employed in education and 72.6% - in healthcare and social services[6].

Figure 2.5. **Share of public sector employment filled by women, 2009 and 2015**

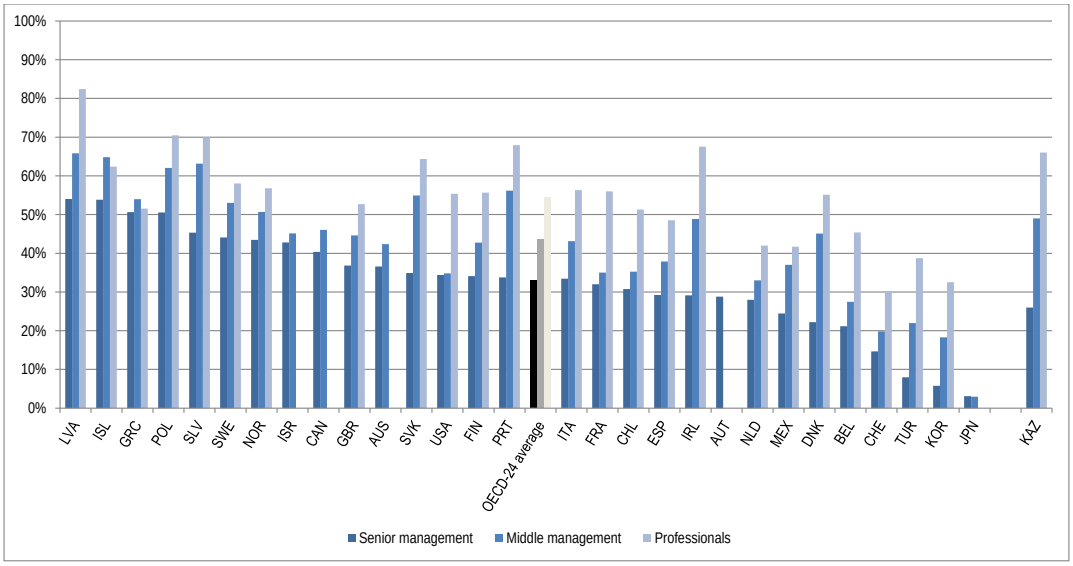


Notes: Data for Australia, Austria, Czech Republic, Iceland, Ireland, Israel, Luxembourg, the Netherlands, New Zealand, Portugal, Turkey and the United States are not available. Data are based on the Labour Force Survey (data for Denmark, Germany and Slovenia are based on administrative records and related sources). Data for Finland, Korea, Latvia, Portugal and Sweden are not included in the average due to missing time-series. Slovenia, Switzerland and Brazil: 2014 rather than 2015. Denmark: 2013 rather than 2015. Kazakhstan: 2010 rather than 2015.

Source: OECD (2017a), *Government at a Glance 2017*, http://dx.doi.org/10.1787/gov_glance-2017-en. Data for Kazakhstan was provided by national authorities.

In central government, women account on average for 53% of employees (2015). Like, Belgium Italy or Spain, Kazakhstan has a relative gender balance (52% of women) in central government (OECD, 2017a). Nevertheless, data show that in Kazakhstan and in most OECD countries, the higher the position, the fewer women work in them (see Figure 2.6).

Figure 2.6. **Share of women in selected central government positions, 2015**



Notes: Disaggregated data are not available for the Czech Republic, Estonia, Germany or Hungary. OECD average does not include the following countries: Australia, Austria, Canada, Czech Republic, Estonia, Germany, Hungary, Israel, Japan, Luxembourg and New Zealand. Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Source: OECD (2016b), "Survey on the Composition of the Workforce in Central/Federal Governments of OECD Countries", OECD, Paris. Data for Kazakhstan was provided by national authorities.

Very few countries achieve gender parity at the highest levels. In Latvia, Iceland, Greece and Poland, the share of women in senior positions is the highest (between 50% and 54%). The smallest shares are found in Japan (3%), Korea (4%) and Turkey (8%). Kazakhstan is very close to the OECD average with 26% of women in senior positions (including women in the Corps A, and in other senior positions – deputy chairperson of committees, department directors and their deputies). As of January 2017, women represented 14.8% of Corps A civil servants.

Gender balance at the most senior levels is an important indicator of the role that women play in decision-making processes and policy making. To address the lack of female representation, especially at the most senior levels of administration, Kazakhstan and many OECD governments create policies to improve their capacity to attract more women into these positions. In 2015, gender balance was the primary goal of diversity strategies in 15 European Union (EU) countries (of which 11 OECD countries). Hiring targets for women are in place in ten OECD countries, and six OECD countries have promotion targets for women (OECD, 2017a). In 16 OECD countries, the public sector offers more child or family care arrangements than the private sector (see Table 2.1).

A few countries have introduced hiring targets for women in management positions. Israel has a 50% target in senior management; France has set a 40% target for appointments of individuals of either sex in managerial or executive positions (2017), like Norway which also has a 40% target for women in top and middle management positions. Kazakhstan has also set hiring targets for women, while also offering more child/family leave than the private sector. In this regard, one of the target indicators of the Concept of Family and Gender Policy of the Republic of Kazakhstan was to increase by 2030 the

proportion of women in the executive, representative and judicial authorities, the public, quasi-public and corporate sectors at the decision-making level to 30%.[7] To monitor the implementation of the gender policy, the Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption conducts a gender analysis.

Table 2.1. **Policies to support equal opportunities for recruitment, promotions and career advancement of women in selected countries, 2016**

	Public sector offers more child/family leave than the private sector	Hiring targets for women (public sector)	Promotion targets for women (public sector)	Coaching programmes for women (public sector)	Gender included in diversity strategies (public sector)
Canada	○	●	●	○	●
Estonia	○	○	○	○	○
France	●	●	●	●	●
Germany	●	●	○	○	●
Ireland	●	○	●	○	●
Israel	○	●	○	○	●
Korea	●	●	●	●	x
Netherlands	●	●	○	○	●
Poland	○	○	○	○	○
United Kingdom	●	○	○	●	●
United States	●	○	○	●	x
Total OECD					
● Yes	16	10	6	4	11
○ No	18	25	29	31	10
.. : data not available	1	0	0	0	0
x: not applicable	0	0	0	0	14
Kazakhstan	●	●	○	○	●

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris; OECD (2015), "Survey on Managing a Diverse Public Administration or Effectively Responding to the Needs of a More Diverse Workforce", OECD, Paris. Kazakhstan's response was provided by the Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption.

On ageing, central public administrations in OECD countries with data available have on average more workers over 55 years old than below 34 years old (24% and 18% respectively). An ageing workforce presents challenges and opportunities for governments, as they need to ensure that high rates of retirement will not affect the quality and capacity of the public service, but retirements also create the opportunity to bring in new talent and insights into an organisation.

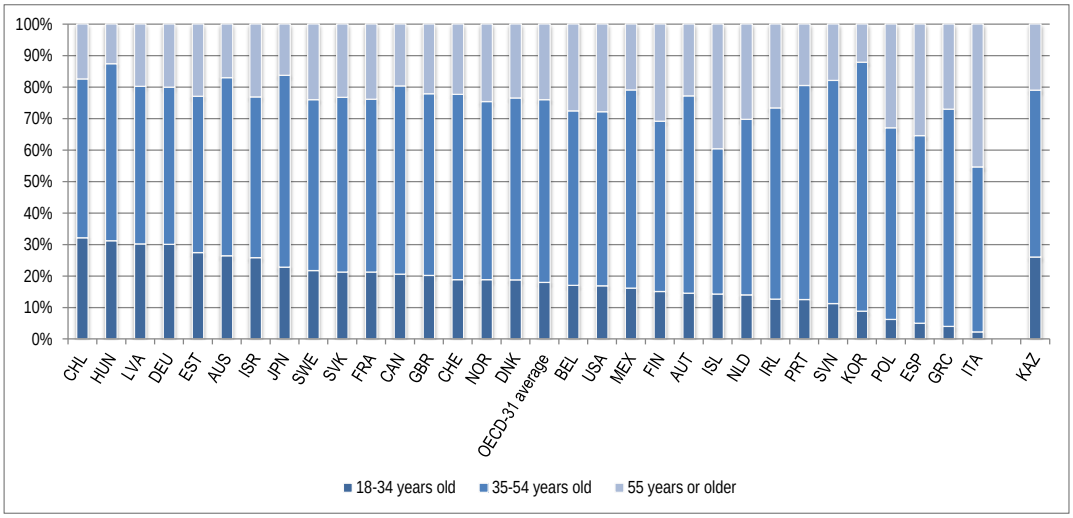
Among OECD countries with available data, the share of people aged 55 years or older in the central public administration has increased the most in Italy since 2010, from around 31% to 45%. This makes Italy the country with the highest proportion of people aged 55 or older working in central public administration. Spain has the second highest increase of employees in this age group, from about 25% to 35%, and the third highest share of people aged 55 years or older, following Iceland in second place with 40%. The age distribution in the central public administrations of Denmark, Norway, Switzerland and the United States has remained relatively stable between 2010 and 2015 (OECD, 2017a).

An ageing workforce is not a concern for all OECD countries. In Chile, Australia, Hungary, Japan, Korea and Slovenia, less than 20% of their central government workforce is aged 55 years or older. Chile is also the country with the highest share of

people aged 18-34 years old (32%), followed by Hungary (31%), Latvia and Germany (30%). In contrast, in Italy, Greece, Spain, Poland and Korea less than 10% of central government employees are aged 18 to 34.

Likewise, Kazakhstan has a healthy age balance in central public administration, where the majority of civil servants are between 31 and 50 years old. Compared to OECD countries, Kazakhstan has a higher share of younger workers (25.6% of civil servants are younger than 30) (see Figure 2.7). As of January 2017 the average age of a civil servant was 38.7 years[8].

Figure 2.7. **Share of people employed in the central government in selected countries by age group, 2015**



Notes: Data are for 2016 rather than 2015 for Greece and the United Kingdom. Data are for 2014 rather than 2015 for Italy and France. Age groups for Poland are as follows: Up to 30 years old; 31-50 years old; 51 years and older. All figures refer to full-time equivalents, not the number of employees for Sweden. Data are not available for Turkey. Data for people aged below 34 years also includes employees below the age of 18 for the United States. Data for France covers employees in the state public service working in ministries in the Île-de-France region (except public administrative institutions – *établissements publics administratifs*). Data for Greece, Ireland, Korea, Mexico, Slovenia, Poland, Colombia and Lithuania for central government include only managerial (from D1 to D4) and professional (senior and junior) positions. Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Data for Kazakhstan refers to 2017. Age groups for Kazakhstan are as follows: Up to 30 years old, 31-50 years old; 51 years and older.

Source: OECD (2017a), *Government at a Glance 2017*, http://dx.doi.org/10.1787/gov_glance-2017-en. Data for Kazakhstan were provided by national authorities.

Both age and gender diversity call for a holistic HRM approach that appeals to both younger and older civil servants. Lifecycle approaches in HRM that include diversity issues, lifelong learning, knowledge management, well-being and motivation may be increasingly required to deliver services to employees and leaders effectively and efficiently. One practical example of an HR strategy in a public agency that brings many of these themes together is Germany's Bundesamt für Arbeit (BA) (German Employment Agency), which in 2010 and 2011 received awards from the American Association of Retired Persons (AARP) for its demographic-sensitive HRM strategy and practices that focus on the ageing workforce (Box 2.2). Employee engagement is embedded in this

approach to promote staff members' workability (competence, health and engagement) (OECD 2016c).

Box 2.2. **The lifecycle-oriented HRM policy of the German Employment Agency (Bundesamt für Arbeit, BA)**

The lifecycle-oriented HR policy of Germany's BA is an intergenerational approach that seeks to enhance the workability of its staff, and that focuses on competencies, health and engagement to promote lifelong learning and well-being in the workplace. Requirements to promote lifelong learning also support all measures of fostering sustainable change and innovation. The policy is embedded in an overall strategy to deliver customer-oriented services effectively and efficiently. With this policy, BA pursues a strategy that has high flexibility and the best possible reconciliation of work and private life in comparison with employer interests. The promotion of equal opportunity and gender mainstreaming are also included.

As a result, 61% of employees rated their personal reconciliation of work and private life in an internal survey as good or very good. For almost 80% of staff, equal opportunity policies are very important. Services and tools in BA's intergenerational management approach deliberately target employees at the beginning, in the middle, and at the end of their professional careers, and beyond. BA considers this policy, which includes corporate health management and knowledge management, as providing significant leverage to enhancing engagement and motivation, which is known to have a high correlation with customer satisfaction and individual and organisational performance.

Specific measures to bring organisational and individual needs together include flexible working arrangements, such as part-time, mobile working, and teleworking; a family service to support employees in organising childcare and the care of relatives; on-the-job training; and a job re-entry programme after long periods of absence following parental leave.

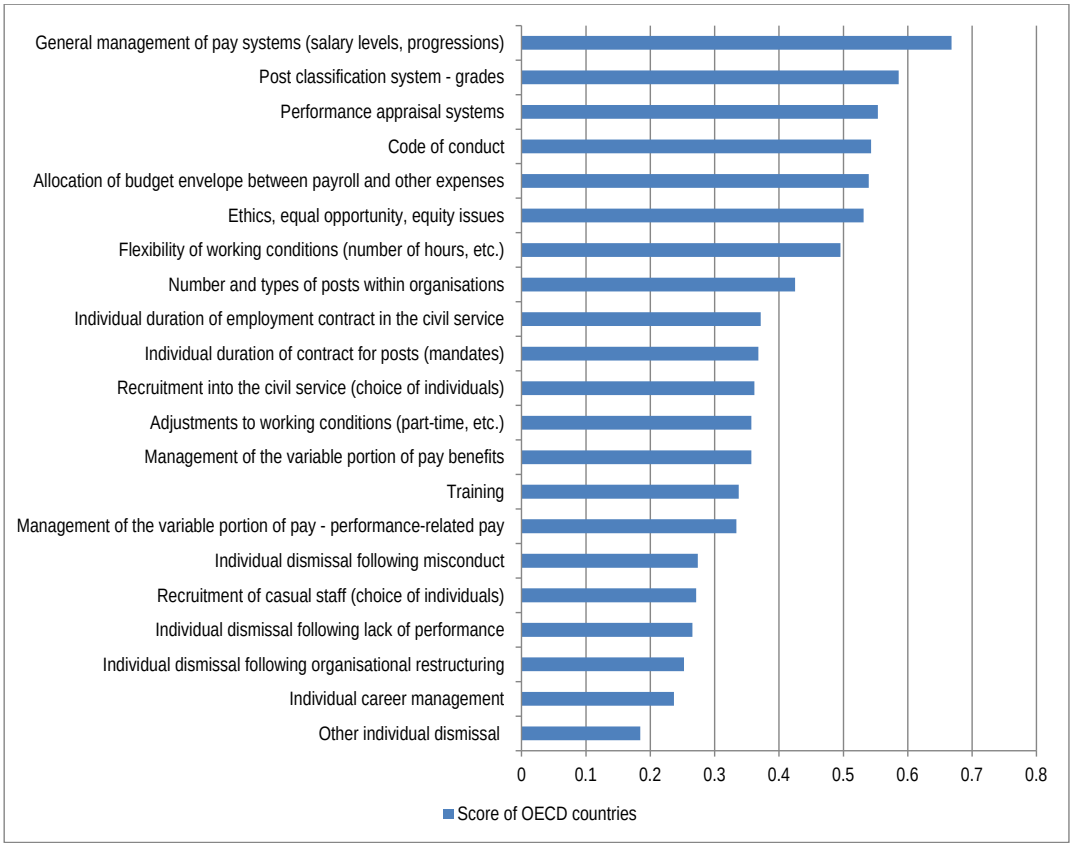
Source: Information provided by the German Employment Agency.

Organisation and delegation of HR functions

Delegation of HR functions from the central HR unit to ministries can enable managers to better direct their staff by allowing them to consider the organisational requirements and the merits of individual employees in their HRM decisions. However, delegation usually requires some level of common HRM standards and central oversight, namely to strengthen opportunities for government-wide, strategic HR planning and to minimise the risk of nepotism and political interference in staffing decisions (OECD, 2017a).

While there is great diversity in the way OECD countries delegate HR issues, some trends can be observed at aggregated level (see Figure 2.8). Issues related to the coherence of the civil service framework tend to be concentrated at central level: the general management of pay systems, the post classification system (grades), codes of conduct, ethics, or the performance appraisal system. In Turkey, for example, the general framework for these topics is established by the central administration body, and ministries make their own specific adjustments to that framework and apply them.

Figure 2.8. **Delegation of HR functions in OECD countries, 2016**



Notes: The index measures where HR issues are primarily determined. The scale ranges from 0 (high degree of delegation) to 1 (low degree of delegation).

Scores are as follows:

Central HRM body (which sets the rules and is closely involved in applying them) or Ministry of Finance: 1

Central HRM body but with some latitude for ministries/departments/agencies in applying the general principles: 0.5

Ministries/departments/agencies, within established legal and budgetary limits: 0.25

Unit/team level and Other/variable depends largely departmental/functions: 0

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

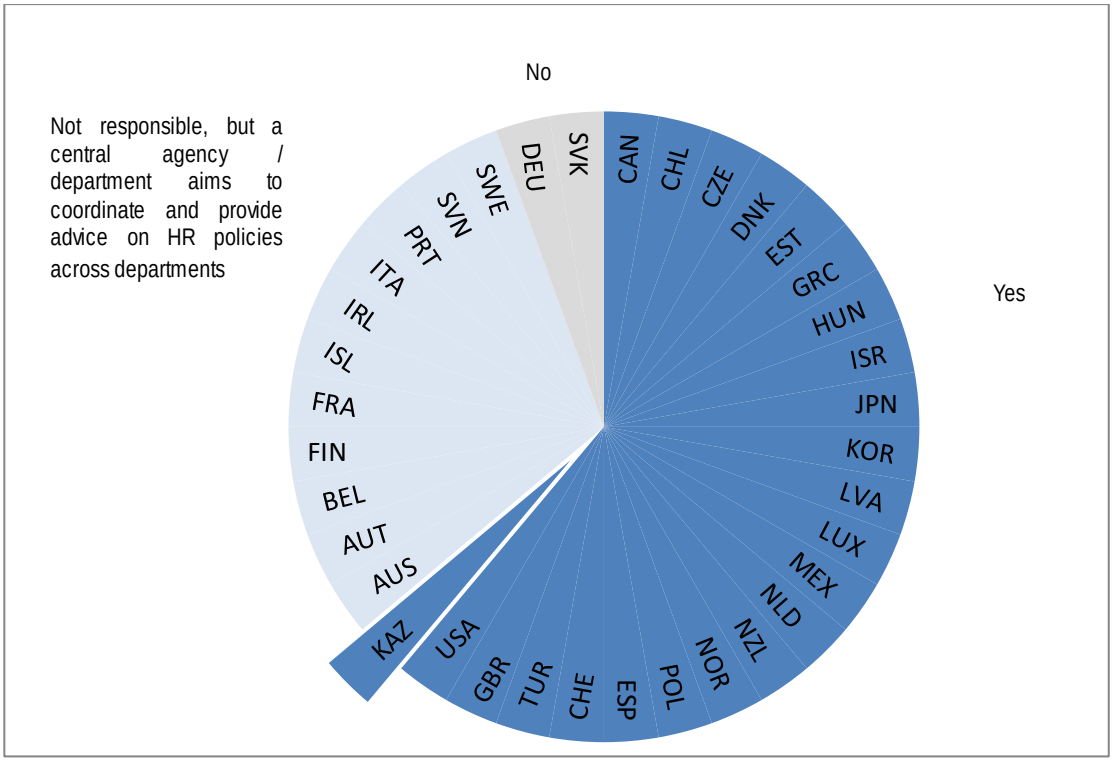
On the other hand, in OECD countries HR issues that relate more to individuals' careers and working conditions tend to be more delegated at ministry or unit level, which allows administrations to be more responsive to individual needs while ensuring the coherence of the system. A higher level of delegation is particularly common when it comes to individual dismissal, but it is also relevant when looking at the individual career management and recruitment of casual staff.

With the exception of Germany and the Slovak Republic, in 2016 all OECD countries had at least one central HRM unit at central, national or federal level that tends to be responsible for at least some key HRM functions (see Figure 2.9). Some OECD countries have more than one unit. Chile, for example, has two, both located in the Ministry of Finance: the Budget Office in charge of payments and the National Civil Service Directorate, responsible for the remaining HR issues. Canada has five agencies with

different responsibilities related to strategy, performance management, staffing, learning and leadership development, and compensation. Countries that have only one agency include for example Israel, where the Civil Service Commission is the only central agency responsible for HRM in the Israeli Civil Service and is responsible for matters of discipline and pensions in certain units of the public service. Many agencies in the public service (such as the military, police, prison service) have their own separate HRM units.

Figure 2.9. **Existence of a central human resource agency**

Responses of 35 OECD countries and Kazakhstan to Survey Q5: Is there a central agency/department/unit in charge of human resources at central/national/federal government level?



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country No

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Kazakhstan approaches delegation of HR issues in a similar way to most OECD countries. The Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption (directly subordinated and accountable to the President of the Republic of Kazakhstan, hereafter the "Agency"), responsible for human resources at central level, assumes many of the same responsibilities as OECD peer central HR units. Generally, the Agency is responsible for providing leadership and guidance on human resource management; designing, co-ordinating and supervising the implementation of the HR strategy; providing advice on the legal framework in this area; transmitting public service values; standardising recruitment, employment and defining skills profiles; providing training; and identifying performance management indicators (see Table 2.2).

Table 2.2. **Delegation of human resource management practices in Kazakhstan**

Institution	Responsibilities
Central HRM body (sets the rules and is closely involved in applying them)	• Post classification system – grades • Recruitment and promotion system • Performance appraisal systems • Code of conduct • Ethics, equal opportunity, equity issues • Training
Ministry of National Economy	• General management of pay systems (salary levels, progressions)
Central HRM body but with some latitude for ministries/agencies	• Flexibility of working conditions (number of hours, etc.)
Ministries/departments/agencies, within established legal and budgetary limits	• Management of the variable portion of pay (benefits and performance-related pay) • Recruitment into the civil service and of casual staff (choice of individuals) • Individual career management • Individual dismissal: following lack of performance, organisational restructuring, misconduct and for other reasons) • Adjustments to working conditions (part-time, etc.) • Numbers and types of posts within organizations • Allocation of budget envelope between payroll and other expenses

Note: Employment contracts are signed only with Corps A civil servants.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

The Agency also oversees ministries/departments' capacity in terms of HRM, as do about half of OECD countries. For example, Israel has a structured template for government office HRM capacity assessment that was built by the Reform Implementation Unit. The assessment template is based on five central pillars, from the Tree of Knowledge Program: aligning the organisation and its missions; the employee's organisational lifecycle; development of human capital; work relations and pay; organisational culture and macro vision (see Box 2.3).

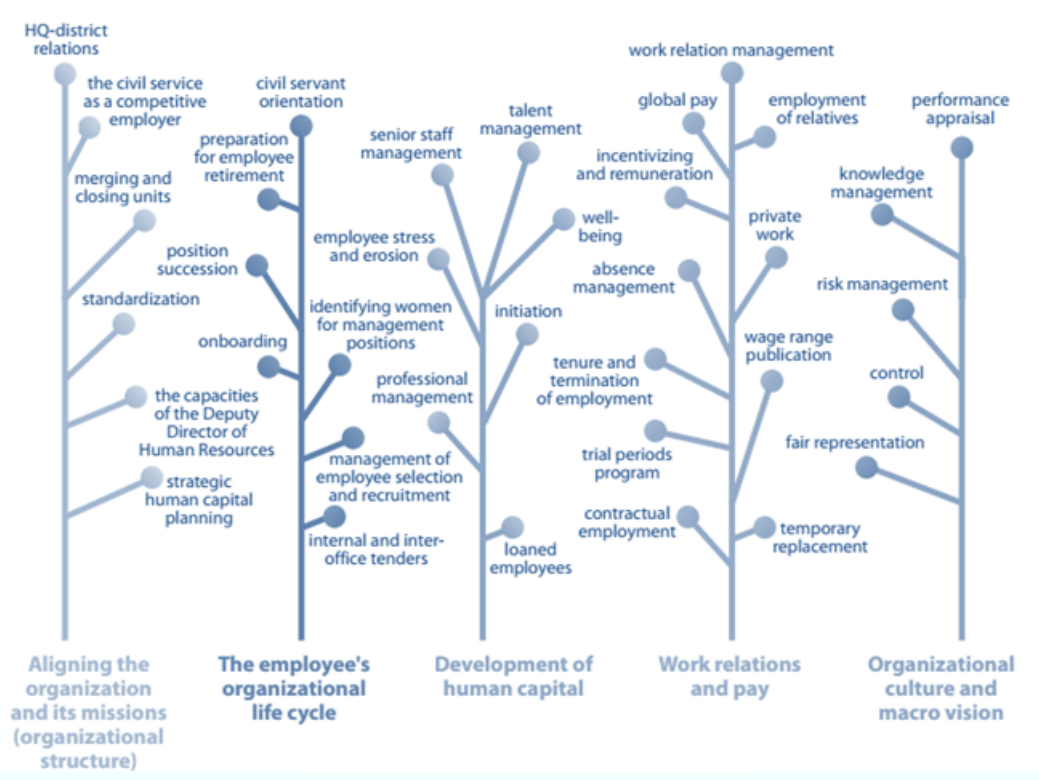
Other typical responsibilities of central HR units include preparing or implementing the post classification system, which in Kazakhstan corresponds to the Register of Positions approved by a presidential decree.

Other institutions are also usually involved in HR functions, both in Kazakhstan and OECD countries. Ministries of finance or equivalent tend to be more closely involved in the management of pay systems (see Figure 2.10). For example, Kazakhstan's Ministry of National Economy develops proposals for improving the system of remuneration and drafts the Decree of the Government of the Republic of Kazakhstan for approval of a unified system of remuneration for employees of the bodies financed by the state budget. The Ministry of Finance, the Agency and other government agencies are also involved in the development of this decree.

Box 2.3. **Israel's Tree of Knowledge Program**

The Tree of Knowledge Program, led by the Department of Doctrine, Research and Knowledge Management in the Civil Service Commission, establishes the doctrinal level for the management of human capital in the civil service. The significance of the programme is the conceptualisation of the fields of human capital management as one single doctrine, the application of which should be adapted according to the unique and changing circumstances and needs of each field.

The Tree of Knowledge Program is a policy-building platform that aims to spark a professional work doctrine encompassing all fields related to human capital management and organisational structure in the civil service. The plan is divided into five main pillars: aligning the organisation and its missions (organisational structure); the employee's organisational lifecycle; development of human capital; work relations and pay; and organisational culture and macro vision. Each subject is developed by a multi-sectoral team (public sector, academia, business and non-profit sector representatives) following a policy-writing methodology, the Policy Papers Writer's Guide (see http://csc.gov.il/English/Documents/PolicyPapersGuide.pdf).

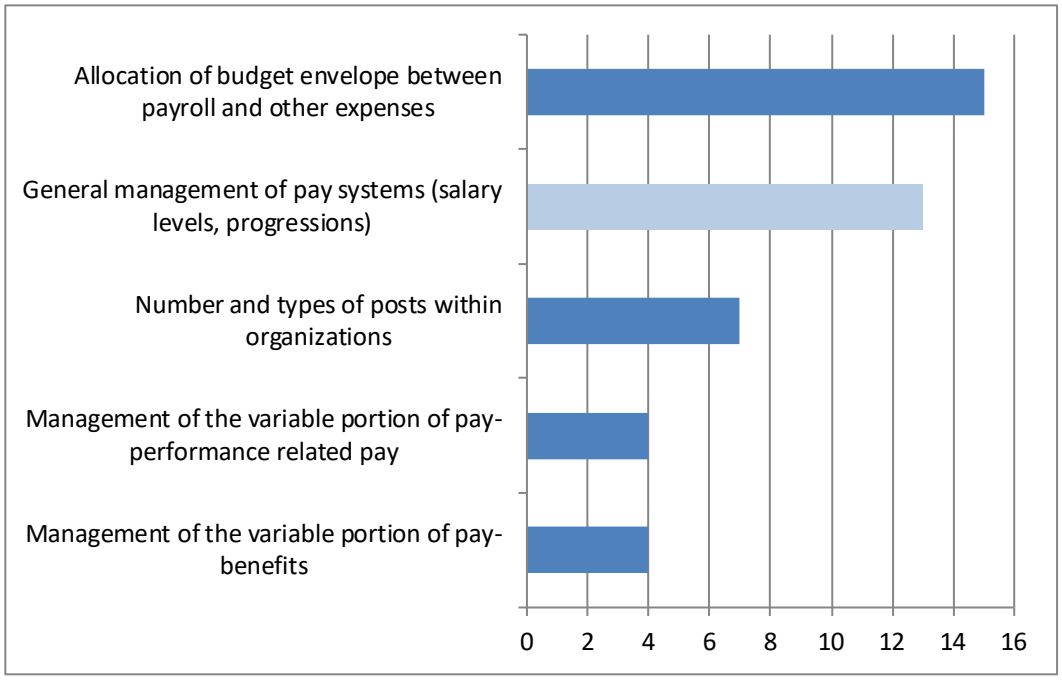


Source: Israel's delegate to the OECD Working Party on Public Employment and Management (PEM); State of Israel and Civil Service Commission (n.d.), "Tree of Knowledge Program: Creating a better tomorrow – together", Department of Doctrine, Research and Knowledge Management, http://csc.gov.il/English/Documents/TreeOfKnowledgeProgram.pdf.

Figure 2.10. **Involvement of the Ministry of Finance (or equivalent) in determining personnel budget and pay**

Responses of 35 OECD countries and Kazakhstan to Survey Q8 and Q10, 2016

Kazakhstan's response is indicated in light blue



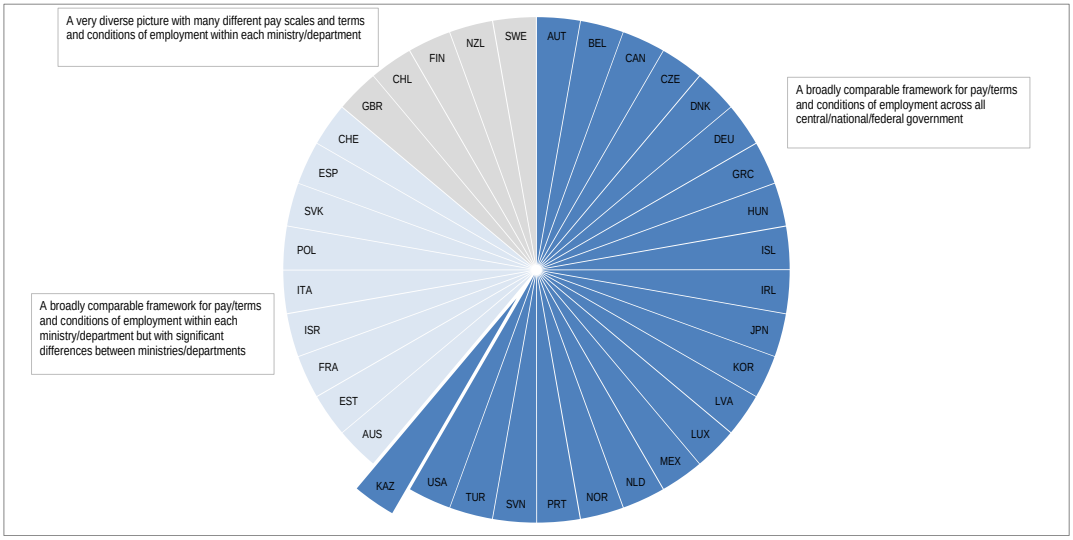
Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Kazakhstan's approach to delegation has led, like in many OECD countries, to a uniform state policy for the civil service, and to a broadly comparable framework for pay and terms and conditions of employment across all central/national/federal government (see Figure 2.11). Some OECD countries have comparable frameworks within each ministry but with significant differences across governments. In France, for example, there is a common framework of rules for the civil service established by the central HR unit (DGAFP), but application and accountability is the responsibility of ministries. By contrast, in Sweden pay and other working conditions tend to be adjusted to the labour market for different groups of professionals. Individual pay is usually determined in dialogue with the employer and trade unions, and rules of procedure are set through local agreements between the social partners.

Figure 2.11. **Impact of delegation arrangements on the framework for pay/terms and conditions of employment**

Responses of 35 OECD countries and Kazakhstan to Survey Q16, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

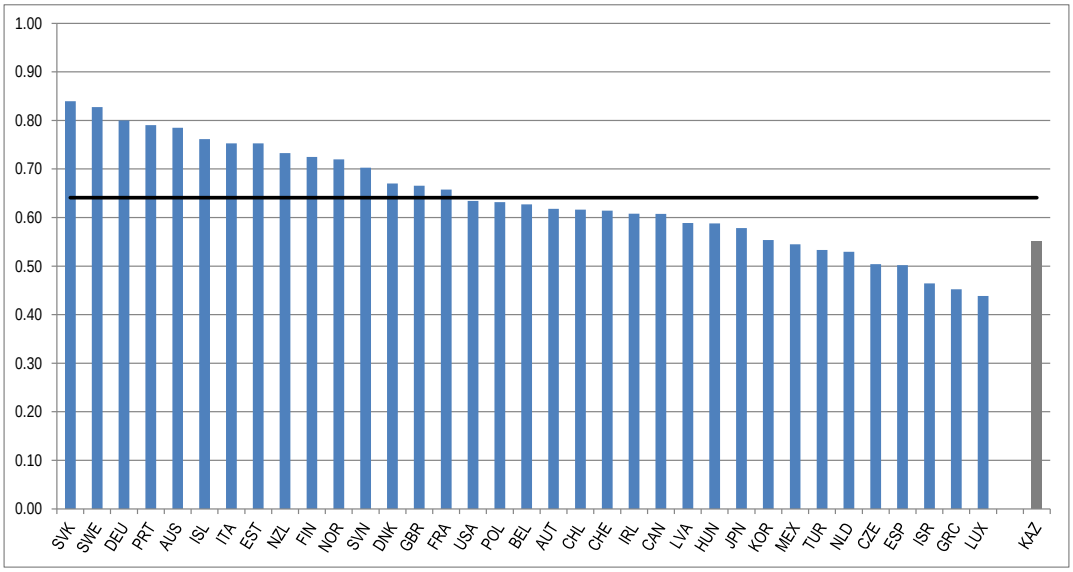
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

The composite index presented in Figure 2.12 summarises the extent of delegation of human resource management practices in line ministries in central government. Results show that there is no single model or universal standard of delegation in HRM in the OECD area, and the variance in the extent of delegation across OECD countries is considerable.

In 2016, several OECD countries demonstrated a high degree of delegation, with the Slovak Republic and Sweden standing out as the most prominent examples. Since in the Slovak Republic there is no central HRM unit to oversee minimum standards, this contributes to challenges in collecting useful data for HR planning or establishing common performance processes. In Sweden, delegation is accompanied by effective standards managed by the central HR authority, and this enables more effective delegation.

On the other side of the spectrum, Luxembourg and Israel display relatively lower levels of delegation, with central HRM bodies in these countries retaining greater responsibility for HR decisions. With a score slightly below the OECD average, Kazakhstan is also more centralised than many OECD countries.

Figure 2.12. **Extent of delegation of human resource management practices in line ministries in central government**



Notes: Data refer to 2016 and were collected through the 2016 OECD Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries. Respondents were predominately senior officials in central government HRM departments, and data refer to HRM practices in central government. The survey was completed by all OECD countries, as well as the OECD accession countries Colombia, Costa Rica and Lithuania. Definitions of the civil service as well as the organisations governed at the central level of government differ across countries and should be considered when making comparisons. The terms public and civil service/servants are used interchangeably throughout this chapter. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

The index on delegation of HRM practices is composed of the following variables: the existence of a central HRM body, and the role of line ministries in determining the number and types of posts within organisations; the allocation of the budget envelope between payroll and other expenses; staff compensation levels; position classification, recruitment and dismissals; and conditions of employment. The scale ranges from 0 (no delegation) to 1 (high level of delegation). Missing data for countries were estimated by mean replacement.

Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

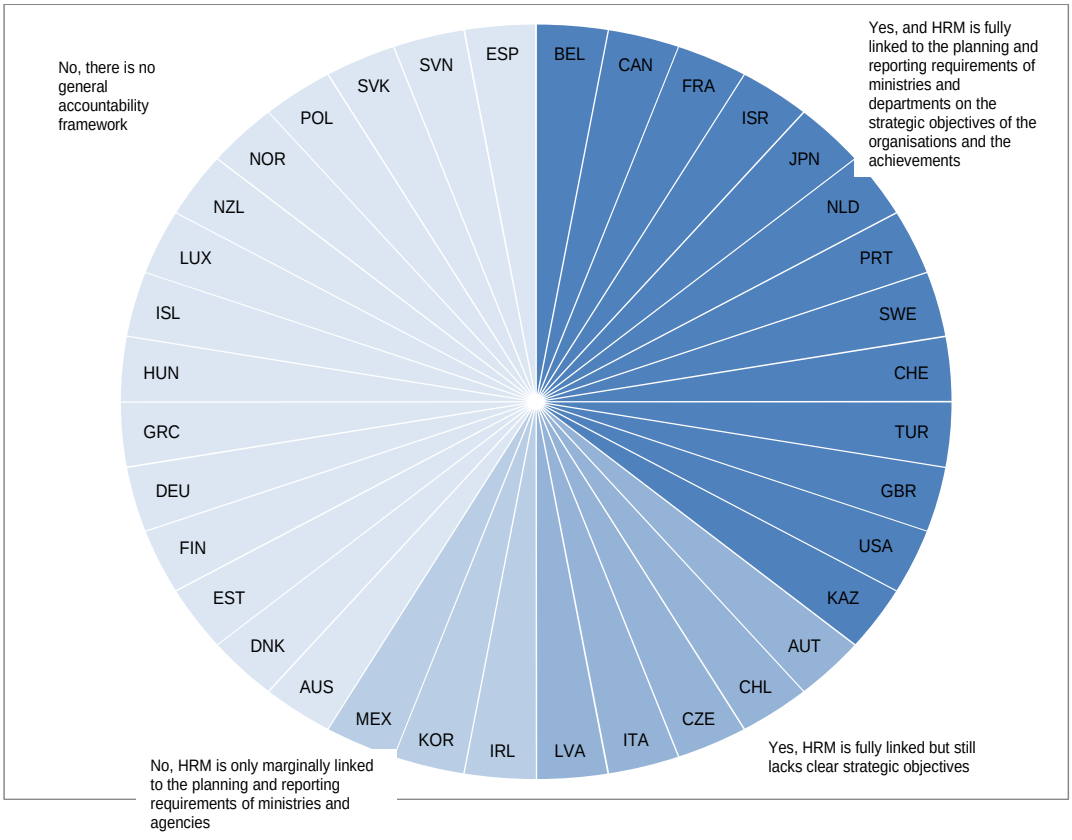
An important part of a successful delegation process in OECD countries consists in the implementation of comprehensive management accountability frameworks to support performance management and increased delegation of management functions to departments. Such frameworks support a move from prescriptive rules and heavy central control to a more flexible management system of risk-based monitoring and managerial accountability for results. An essential feature of this system is that the meaning of management is clearly operationalised – key indicators are identified to ensure that the system can be used to help senior managers assess progress and increase their accountability for results. The United Kingdom, for example, has introduced single departmental plans that set out corporate objectives, which include reporting metrics for HR functional activities across the civil service. In Spain, accountability frameworks exist at agency level. In Poland, although there is no general accountability framework for

managers, the managerial standards are described in the performance appraisal criteria and in its "HRM Standards in the Civil Service".

Like 12 OECD countries, Kazakhstan has the equivalent of a general accountability framework for managers, which defines the primary managerial standards and targets for which managers are held accountable and in which the management of human resources is one of the core strategic parts (see Figure 2.13). HRM is fully linked to the planning and reporting requirements of ministries and departments on the strategic objectives of the organisations and the achievements and targets regarding HRM directly feed the performance assessments of senior management and middle management. For example, senior and middle managers are asked to plan and report on general "people management".

Figure 2.13. **Human resource management within general accountability frameworks for managers**

Responses of 35 OECD countries and Kazakhstan to Survey Q29: In your government, is there the equivalent of a general accountability framework for managers which defines the main managerial standards and targets for which managers are held accountable and in which the management of human resources is one of the core strategic parts?, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Making strategic use of data to support workforce planning

Strategic management of the workforce that promotes whole-of-government goals may support governments' capability for service delivery (OECD, 2012). Workforce planning is an essential tool for anticipating future developments, maintaining a workforce able to meet the changing needs of the public service in a cost-efficient manner, and linking HRM to the agencies' or ministries' strategic needs (OECD, 2017c).

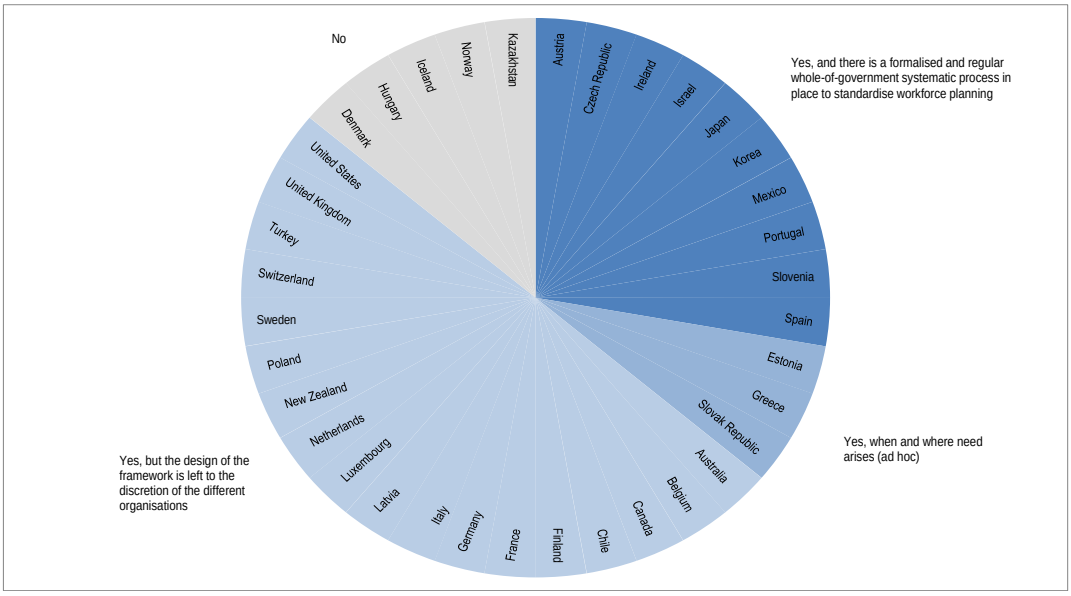
As digital transformation touches all aspects of the public sector, HRM is no exception. Data on the civil service workforce is a fundamental input into effective strategic workforce planning and management, and, when collected and held centrally, data can be a powerful tool for benchmarking organisations and informing reform. Data can help to provide insights on the composition of the workforce, and on the civil service's ability to recruit, retain and manage the performance of civil servants.

Regular workforce planning processes to make sure government has an adequate workforce to deliver services are widespread in OECD countries (see Figure 2.14), although with different strategies. Countries like Ireland, Japan or Korea have a formalised and regular whole-of-government systematic process in place to standardise workforce planning. Countries like Estonia or Greece tend to use workforce planning on an ad hoc basis. Other countries like Canada, the Netherlands or the United Kingdom leave the design of the framework to the discretion of the different organisations. By contrast, Kazakhstan stands along with the four OECD countries that don't have regular workforce planning processes in place, even though workforce planning in Kazakhstan is integrated with budget planning *ex post*, within limits of the envelope.

HR planning tends to have a time horizon of two to three years in most OECD countries (see Figure 2.15). Countries like Germany or Poland tend to delegate HR planning to ministries, and as such, it varies across institutions. The United Kingdom is working to build capacity in order to plan out to five years (against 6-12 months, on average, in departments).

Figure 2.14. **Workforce planning in OECD countries and in Kazakhstan**

Responses of 35 OECD countries and Kazakhstan to Survey Q27: Are regular workforce planning processes in place to make sure that government has the adequate workforce to deliver services (e.g. annual action plan to implement vision of it exists)?, 2016



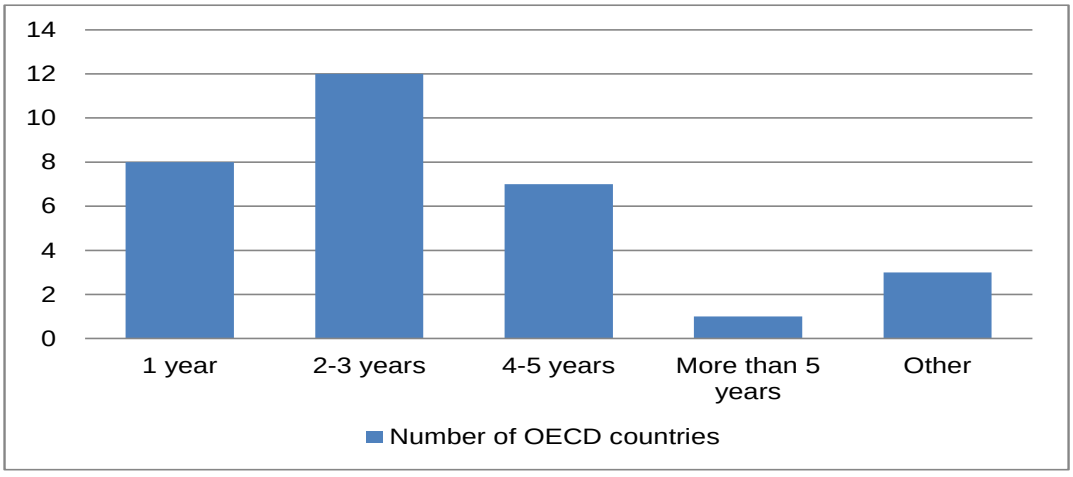
Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Figure 2.15. **Time horizon of HR planning processes in OECD countries**

Responses of 35 OECD countries to Survey Q27b: How many years ahead is this kind of HR planning done?, 2016



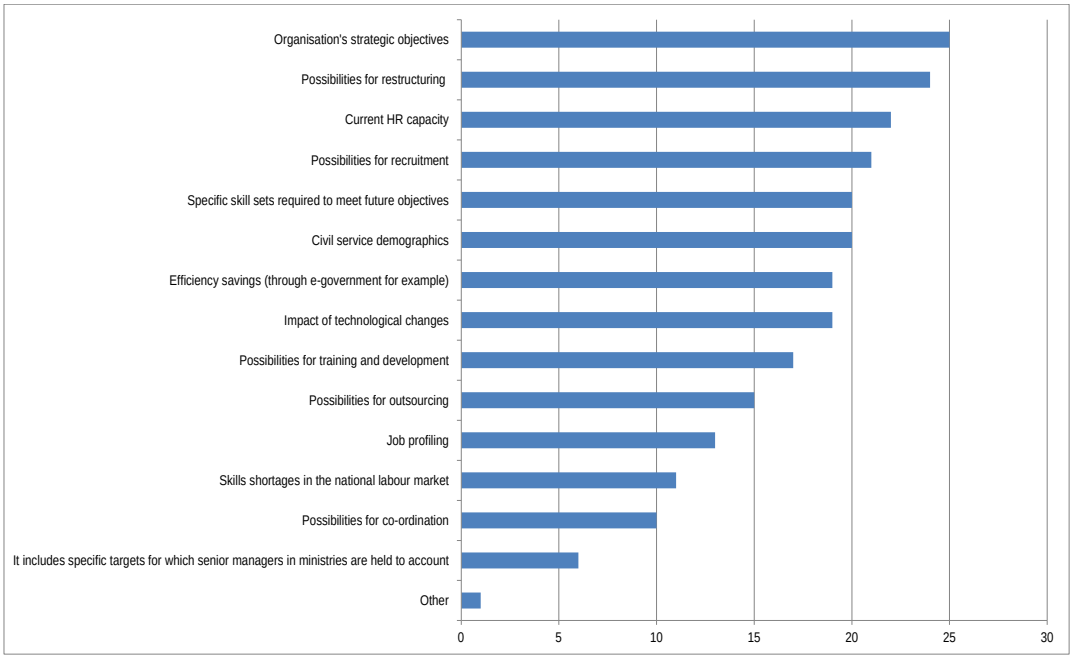
Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas. Kazakhstan reported not having regular workforce planning processes .

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Workforce planning processes tend to consider first and foremost the organisation's strategic objectives. Very often they also take into account possibilities for restructuring and current HR capacity (see Figure 2.16). While 20 OECD countries consider specific skill sets required to meet future civil service objectives within their workforce planning processes, only 11 OECD countries take into account skills shortages in the national labour market. A few countries (Belgium, Chile, Israel, Luxembourg, New Zealand, United States) have specific targets against which senior managers in ministries are held to account. In Canada, different departments identify the key aspects of their workforce planning processes.

Figure 2.16. **Key aspects considered in workforce planning processes**

Responses of 35 OECD countries to Survey Q27, 2016



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas. Kazakhstan reported not having regular workforce planning processes (Q27).

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

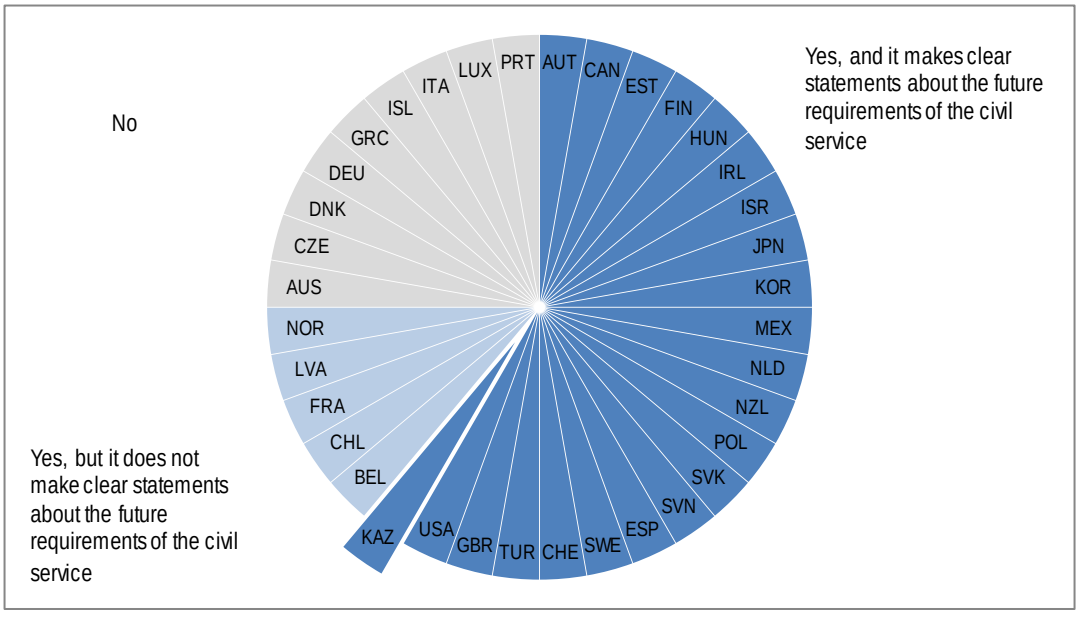
Regardless of the existence of workforce planning processes, most OECD countries articulate a government-wide civil service strategic vision with a long-term view (see Figure 2.17). In Canada, it is represented in two documents, Blueprint 2020 and Destination 2020. Blueprint 2020 lays out a vision for a world-class public service for the future, while Destination 2020 focuses on implementation. In Ireland, the Civil Service Renewal Plan published in October 2014 sets out a vision and a three-year Action Plan for the Civil Service.

Kazakhstan has paid special attention to the reforms of public administration in general, and the civil service in particular, and like the majority of OECD countries, it has a vision that makes explicit statements about the future requirements of the civil service. The vision and approaches to the reform of the civil service and the formation of a

professional state apparatus is described in a number of strategic documents: the Concept of a New Model of Civil Service (2011); the Strategy "Kazakhstan-2050" (2012) (see Box 2.4); the Concept of Kazakhstan joining the world's 30 most developed countries (in 2014); the First institutional reform of the President of the Republic of Kazakhstan on the formation of a modern, professional and autonomous state apparatus (2015); and its national plan, the "100 Concrete Steps" (2015).

Figure 2.17. **Is the government-wide civil service strategic vision articulated with a long-term view?**

Responses of 35 OECD countries and Kazakhstan to Survey Q24, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Box 2.4. **Strategy "Kazakhstan-2050": From the professionalisation of the state apparatus to creating learning organisations**

"Strategy Kazakhstan-2050" reaffirms the importance of a professional state apparatus to support the political course for the country. Recognising ten global challenges for the 21st century, this long-term strategy sets the main strategic directions in terms of economic policy, entrepreneurship, social policy, knowledge and skills, statehood and democracy, foreign policy and patriotism.

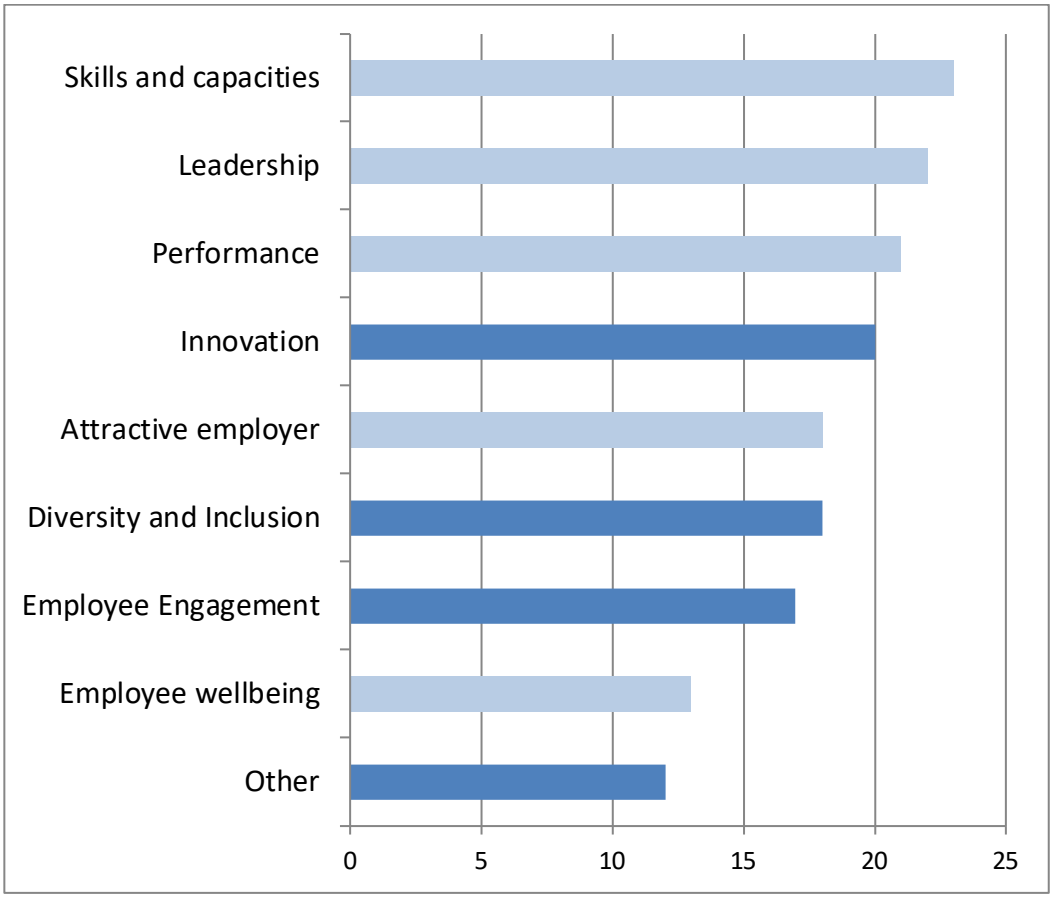
Creating a professional state apparatus is one of the principal axes for "further strengthening the statehood and developing Kazakhstan democracy". It builds on previous civil service reforms and pursues the goal of creating a new type of public management to serve the state, as well as to better serve citizens. As such, the emphasis is put on strengthening the accountability of leaders for their decisions and for achieving results. The strategy calls for improving recruitment methods and focusing on skills' development through professional training, therefore valuing skills development and experience. In this regard, Strategy "Kazakhstan-2050" acknowledges the strategic role that learning organisations can play in improving public sector efficiency.

Source: Address by the President of the Republic of Kazakhstan, Leader of the Nation, N.Nazarbayev, "Strategy Kazakhstan-2050": new political course of the established state" (2012), www.akorda.kz/en/addresses/addresses_of_president/address-by-the-president-of-the-republic-of-kazakhstan-leader-of-the-nation-nnazarbayev-strategy-kazakhstan-2050-new-political-course-of-the-established-state (accessed 28 August 2017).

Skills and capacities are traditionally part of government-wide civil service strategic visions, as in most (23) OECD countries and in Kazakhstan (see Figure 2.18). In this context, most OECD countries have placed competency development high on their agendas.[9] Leadership, performance and innovation also tend to be part of strategic visions for the civil service. A few countries, like Ireland, the Netherlands or Switzerland consider employee well-being in their strategic visions, and about half of OECD countries include employee engagement. Kazakhstan tends to have a similar approach to OECD countries in terms of skills and capacities, performance, employer attractiveness and employee well-being.

Figure 2.18. **Main components of government-wide civil service strategic visions**

Responses of 35 OECD countries and Kazakhstan to Survey Q24c, 2016
Kazakhstan's response is indicated in light blue



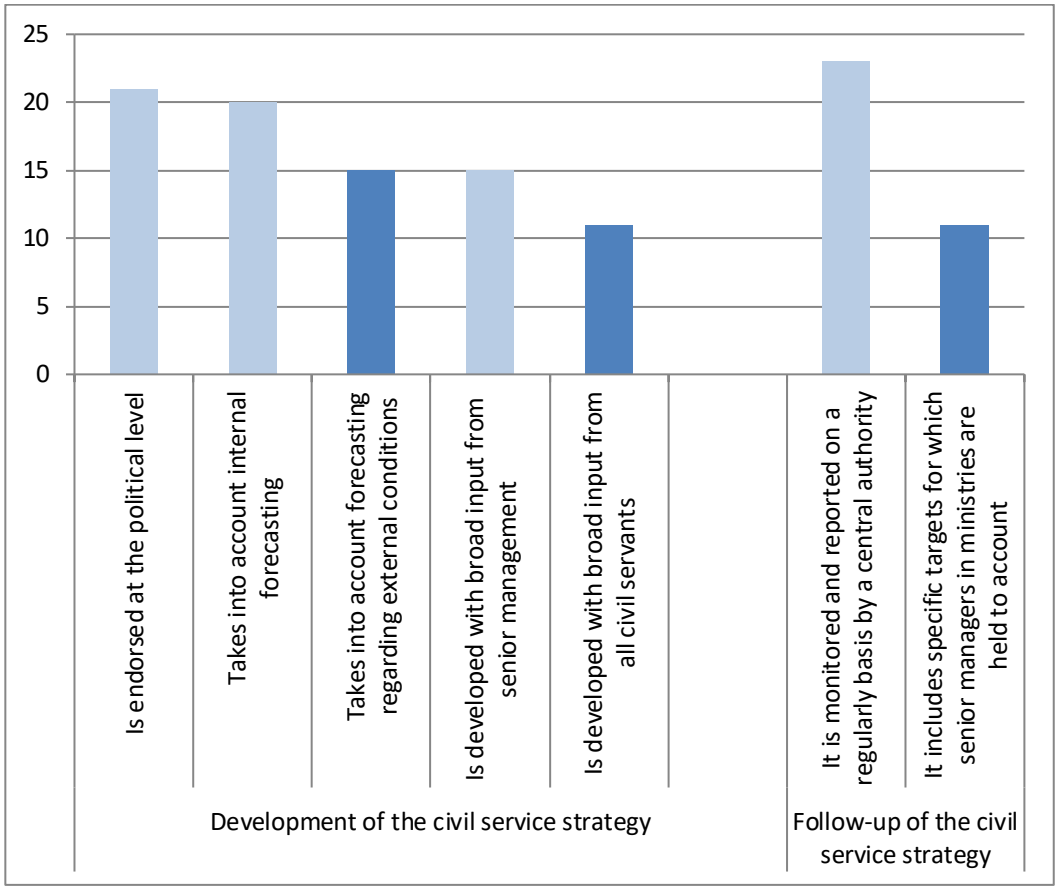
Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

OECD countries and Kazakhstan use a diversity of techniques to elaborate strategies and strategic visions (see Figure 2.19). Like in more than half of OECD countries, Kazakhstan explores which new skills and competencies will be needed to address future challenges. This work has led to the preparation of the Common Competency Framework (CCF) which is being used for recruitment and promotion (see Chapter 3). Like in most OECD countries Kazakhstan's strategy is endorsed at the political level, and like less than half of OECD countries, it was developed with broad input from the senior management community in addition to HRM specialists. Endorsement at the political level is a crucial determinant of success and the civil service strategic visions and is typically a common feature in the development of civil service strategies in OECD countries. A few OECD countries, like Canada, Ireland and Sweden involve all civil servants in the strategy development process.

Figure 2.19. **Development and follow-up of the civil service strategy**

Responses of 35 OECD countries and Kazakhstan to Survey Q24d and Q24e, 2016
Kazakhstan's response is indicated in blue

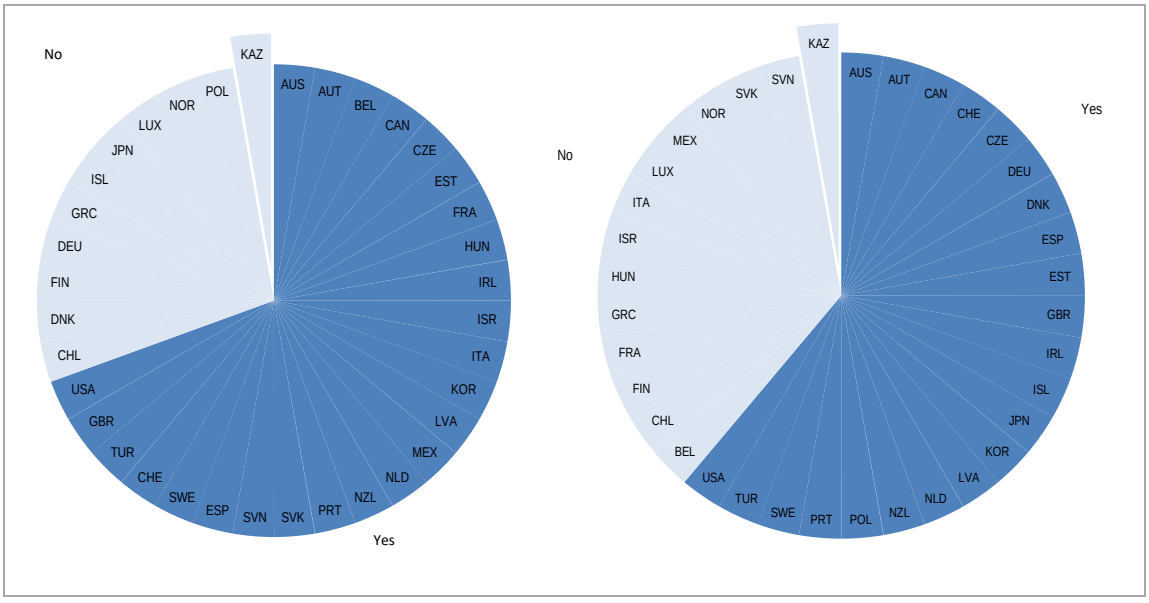


Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Most OECD countries use administrative data to support the workforce planning system or in dashboards for management decision making (see Figure 2.20).

Figure 2.20. **Integrating administrative data into the workforce planning system (left) and in dashboards for management decision making (right)**

Responses of 35 OECD countries and Kazakhstan to Survey Q21, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

In Australia, for example, high-level highlights/dashboard reporting is based on employee survey data and is available to individual agencies via an online portal. Agencies also use available data to create their own dashboard reporting. The Australian Public Service Employment Database internet interface (APSEDii) is a dashboard that presents information on the workforce characteristics of the Australian Public Service. In Ireland, detailed civil service data is gathered on a monthly basis, while aggregate public service data is gathered on a quarterly basis. The administrative data is used to inform pay and pension analysis, and to aid data analytics in relation to pay talks and negotiations with trade unions (see Box 2.5).

Developing data systems that can link data together to track employees' career development and inform better HRM is still a challenge for many OECD countries, even though almost all countries centralise data on the number of employees, gender and age. Conversely, data on disability status or other minorities is collected centrally by a reduced number of OECD countries (18 and 10, respectively). Figure 2.21 measures the collection and availability of administrative HR data at the central/federal level. While Kazakhstan collects administrative data to a similar extent as the average OECD country (see Figure 2.21), much of the data is used for reporting but is not yet being fully leveraged for decision making or planning.

Box 2.5. **Strategic use of HR data: Country examples**

Australia: High-level highlights/dashboard reporting based on employee survey data is available to individual agencies via an online portal. Agencies also use available data to create their own dashboard reporting. The Australian Public Service Employment Database internet interface (APSEDii) is a dashboard that presents easy access information on the workforce characteristics of the Australian Public Service (APS). APSEDii is maintained by the Australian Public Service Commission, and the data is supplied to APSED from the HR systems of APS agencies. Information on staffing, including trends in the size, structure and composition of the APS, contributes to research and evaluation work on the changing nature of the APS and the impact of people management policies on the structure of the APS.

Austria: The administrative database in place allows the Directorate General (Civil Service and Public Administration Innovation) to extract data about the federal civil service workforce quickly. Data analysis is presented to the senior civil service and political level in monthly, biannual and yearly reports.

Administrative data is made available to the public through various publications: "Austrian Federal Civil Service, Facts and Figures", "Monitoring of Retirements of Employees Under Public Law in the Federal Civil Service", "Health Promotion and Lost Working Time in the Federal Civil Service" and "Demographic Challenges in HR Management". Reports on gender pay gap or gender balance are mandatory by law. The database supports all ministries to monitor the achievement of the "full-time equivalent (FTE) targets" adopted annually by the Council of Ministers. In addition, some ministries use staff data (age, gender, qualification, lost working time, etc.) in monthly dashboards, which allow for time comparisons and benchmarking among several entities. The Ministries of Interior and Education integrate administrative data into the workforce planning system.

Finally, to support the negotiation of legislation and salary adjustments with trade unions, the Directorate General (Civil Service and Public Administration Innovation) uses a model which includes data on the composition and income of the federal civil service.

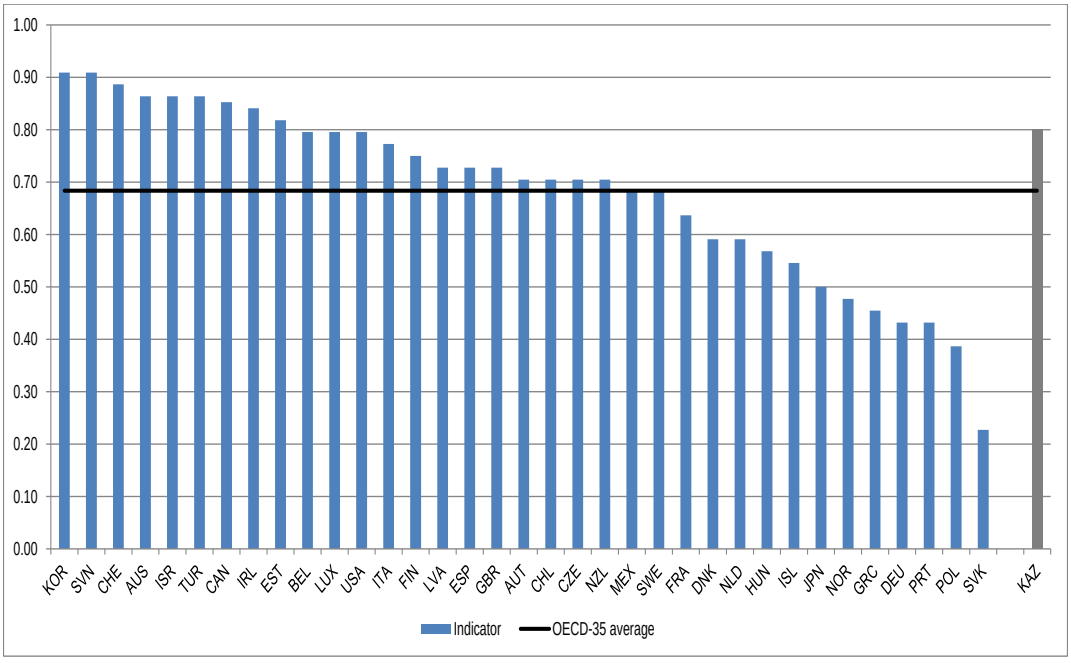
Canada: The proactive release of data and information is the starting point for all other open government activity. Accordingly, the Government of Canada has established an "open by default" position in its mandatory policy framework by issuing the Directive on Open Government. One of the expected outcomes of the policy introduced in 2015 was that releasing datasets related to staffing would facilitate continuing monitoring the performance of the staffing system in terms of effectiveness, efficiency and fairness. Employee performance data for the core public administration (CPA) only and some separate employers. For employee performance data, there is no dashboard per se; there is access to performance data via canned reports and live ad hoc reporting queries. The majority of dashboards are updated with yearly data.

Ireland: Detailed civil service data is gathered on a monthly basis, and aggregate public service data is gathered on a quarterly basis. The administrative data is used to inform pay and pension analysis. It is also used to aid data analytics in relation to pay talks and negotiations with unions. Ireland's Civil Service Renewal Plan (2014) aimed to "introduce structured and transparent talent management programmes to develop future leaders" supported by reliable data on the quality of leadership and management across the civil service so that capacity and capability challenges can be identified and addressed more effectively. It also anticipates the need to expand the information and communications technology (ICT) capacity of departments and increase efficiencies by creating common systems and infrastructure, by recognising data as a corporate asset and develop a common data model and co-ordinated data infrastructure, underpinned by legislation, and establishing ICT as a professional stream to ensure skills and expertise are available to departments.

Portugal: The data are collected quarterly by the census, directed to entities that constitute the universe of the public sector. The data collected allows for the provision of quarterly, half-yearly and annual results for public employment in the field of labour market statistics.

Source: OECD Public Employment and Management (PEM) Network; Government of Ireland (2014), "The Civil Service Renewal Plan", Department of Public Expenditure and Reform, www.per.gov.ie/wp-content/uploads/The-Civil-Service-Renewal-Plan-October-2014.pdf; Government of Austria (n.d.), "Publikationen", webpage, Öffentlicher Dienst, www.oeffentlicherdienst.gv.at/fakten/publikationen/ (accessed 24 November 2017); Government of Canada (n.d.), "Open Government Implementation Plan - Public Service Commission of Canada", http://open.canada.ca/data/en/dataset/43616ec1-2b46-4e74-a0b0-bc3b50229b6e (accessed 24 November 2017); Austria's and Portugal's delegates to the OECD Working Party on Public Employment and Management (PEM).

Figure 2.21. **Collection of administrative data at central level in OECD countries and Kazakhstan, 2016**



Notes: The index on the collection and availability of administrative HR data measures the existence of the following administrative data records at the central/federal level: number of employees; level; function; age; gender; disabilities; other minority status; level of education; length of service; languages spoken; type of contract; union membership; part-time work; other flexible working arrangements; total sick days used; training days used; special leave used; mobility within the civil service; staff turnover; retirements; resignations; and dismissals. The index ranges from 0 (low level of data collection at central level) to 1 (high level of data collection at central level). Missing data for countries were estimated by mean replacement. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

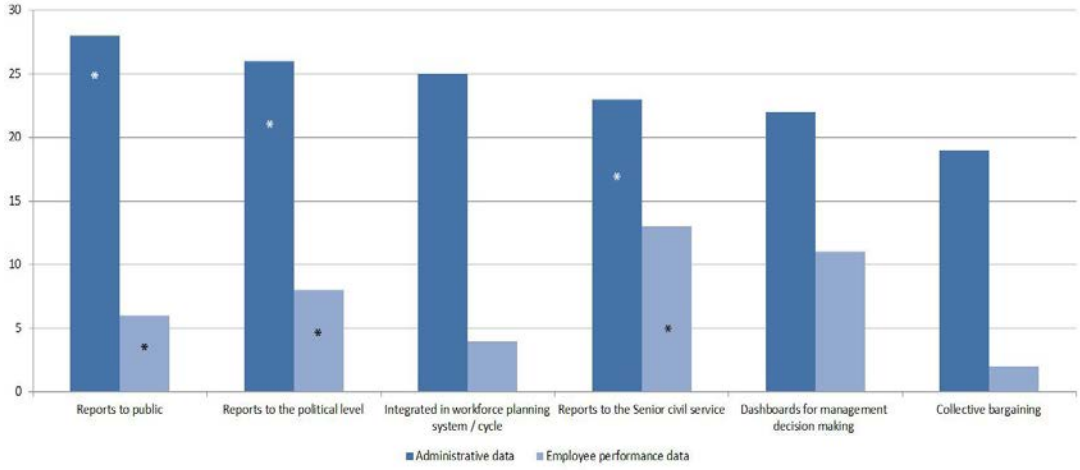
Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Kazakhstan only has data available for civil servants (whereas 29 OECD countries collect data for all employees), and it is mainly used to inform organisational training plans, performance assessments of managers, and for reporting purposes (see Figure 2.22). An annual report prepared by the Agency for Civil Service Affairs and Anti-Corruption, which includes administrative data such as the composition of the civil service, is posted annually on line on the Agency's website.[10] Administrative data is also often used in OECD countries in reports to the public, to the political level and to the senior civil service (see Figure 2.22).

Figure 2.22. **How is data used?**

Responses of 35 OECD countries and Kazakhstan to Survey Q21, 2016



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

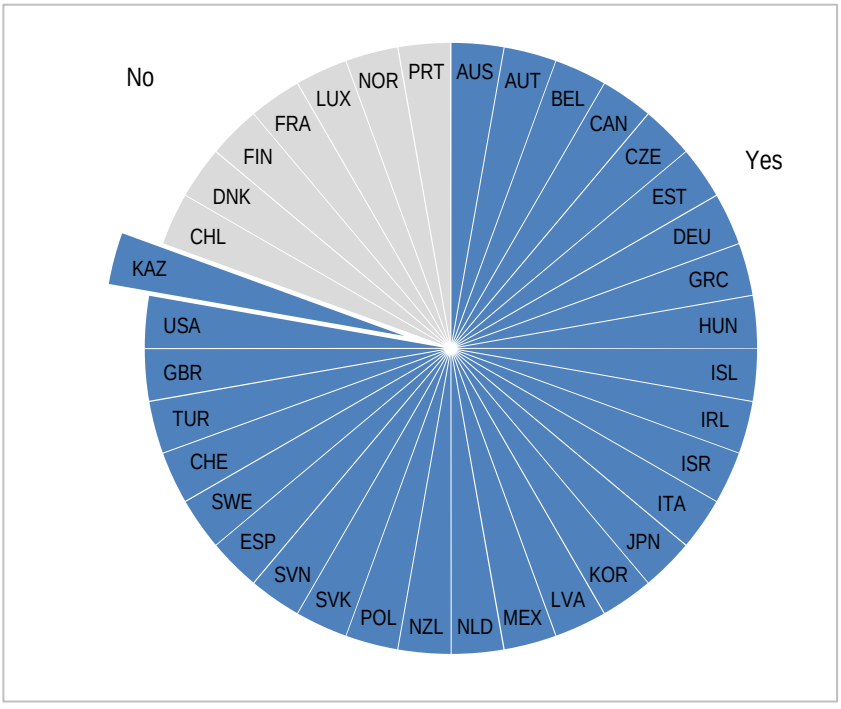
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Collection and analysis of administrative data have resulted in changes to HRM programmes or policies both in Kazakhstan and in 28 OECD countries (see Figure 2.23). In Korea, information about the educational backgrounds of public employees was taken into account when making changes to the subjects of the Grade 9[11] civil service examination. Plus, the increase in the number of female civil servants led to a reduction of requirements for requesting childcare leave. In addition, the performance appraisal data have been used to improve public HRM policies and performance-based bonus systems. In Poland, administrative data on remuneration and employment were helpful in taking measures aimed at increasing the lowest salaries in the civil service.

In Kazakhstan, data analysis by the Agency has led to the introduction of changes to the legislation or to the civil service procedures and recruitment. Data analysis of competitions for administrative civil service positions in Corps B showed the need to give more flexibility to government agencies regarding personnel issues, and led to a reduction of the duration of competitive procedures by 16 working days, with a reduced risk of possible staff shortages.

Figure 2.23. **Impact of administrative data collection on HRM programmes or policies**

Responses of 35 OECD countries and Kazakhstan to Survey Q23: Have [administrative] data collection and analysis resulted in changes to and/or the introduction of HRM programmes and/or policies?, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

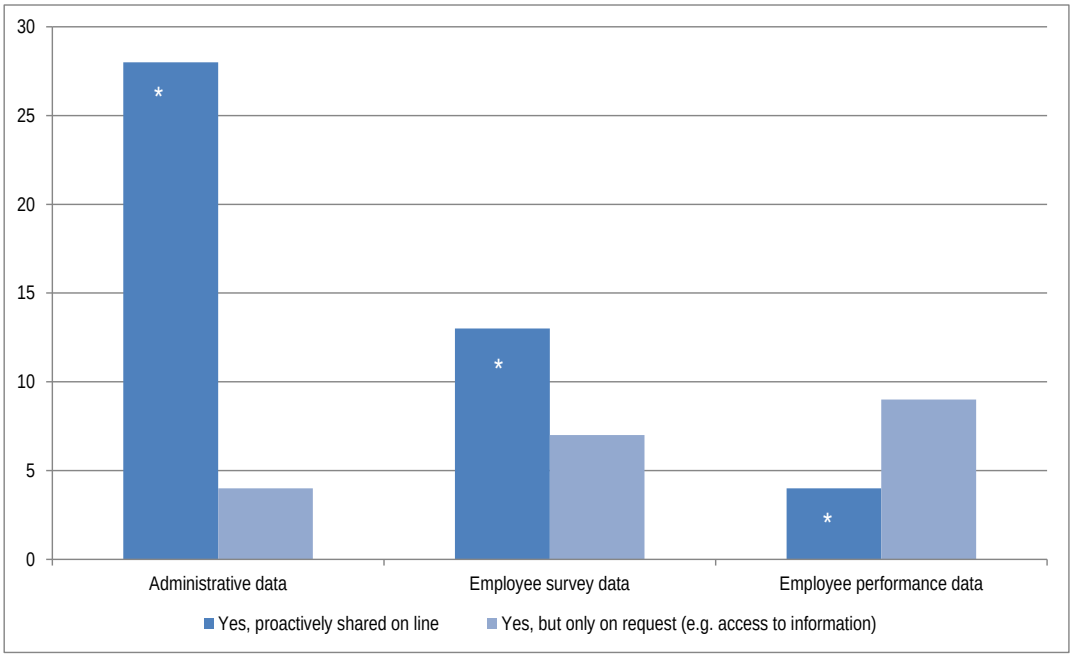
Proactive disclosure of data (i.e. information that must be publicly available prior to public request) is instrumental in achieving greater transparency and openness in government. Proactive disclosure ensures that information seekers get immediate access to public information and avoid the costs associated with filing a request or engaging in administrative procedures. For public organisations, proactive disclosure can reduce the burden of complying with access to information requests (OECD, 2017d).

The data show that 28 OECD countries proactively share their administrative data on line, so it can be reused by third parties (see Figure 2.24). In Kazakhstan, data is accessible through the government's open data portal[12] in machine-readable formats. This relates to one of the five institutional reforms of the Kazakhstan-2050 Strategy ("Transparency and accountability of the state"), which underlines the administration's commitment to open government reforms (OECD, 2017d). Likewise, Kazakhstan has the "Intranet Portal of Government Bodies", which collects civil service HR data for HR managers, the Agency aggregates data every quarter for internal use, and once a year the data is made publicly available.

Figure 2.24. **Public availability of data in OECD countries and in Kazakhstan**

Responses of 35 OECD countries and Kazakhstan to Survey Q22: Are the data available publicly at an aggregated level?, 2016

Kazakhstan's response is indicated by an asterisk



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Final remarks

Kazakhstan's public sector workforce appears to be increasingly representative of its population, in terms of multiple generations employed in the public sector and a trend towards gender balance. Kazakhstan also appears to govern its civil service with institutions that reflect the common approaches in OECD countries.

Kazakhstan delegates the management of its civil service HRM less than most OECD countries. This creates both opportunities and challenges. On the one hand, it makes it easier to establish standard practices and processes that are applied to the entire civil service. However, it may be challenging to ensure that these common tools, processes and regulations are implemented in ways that take into account the realities of different line ministries. This suggests the need for the Agency of Civil Service to work closely with other agencies to implement the systems and processes they design.

Finally, given the ambitious vision set out for the development of Kazakhstan, the civil service could benefit from planning processes that leverage data to develop a workforce with the skills and capabilities needed to drive progress and build the country of the future.

Notes

1 Calculated independently by the Agency of the Civil Service Affairs.

2. Uniform inter-sectoral standards on the number of employees providing technical maintenance and functioning of government bodies, approved by the order of the Minister of Health and Social Development, No.1002, as of 23 December 2015.

3. Kazakhstan has a political and administrative civil service which are mutually exclusive. Entering the political civil service usually depends on appointment or election, and positions are not subject to qualification requirements (Articles 14 and 17, Civil Service Law).

4 According to data from *Monitoring of the civil service personnel* as of 1 January 2017:http://kyzmet.gov.kz/ru/pages/monitoring-sostoyaniya-kadrov-gosudarstvennoy-sluzhby-po-sostoyaniyu-na-1-yanvarya-2017-goda

5. For more information, see http://adilet.zan.kz/rus/docs/V1500012670 (accessed 8 September 2017).

6 Data from the Statistics Committee of the Ministry of National Economy (www.stat.gov.kz)

7. As approved by the Decree of the President of the Republic of Kazakhstan, dated 6 December 2016, No. 384.

8 Civil servants up to 23 years made up 1.6% of the civil service (1465 civil servants), civil servants from 23 to 30 years made up 24% (22158), civil servants from 30 to 40 years made up 31.8% (29319), civil servants from 40 to 50 years made up 21.7% (19964), and civil servants 50 years and older made up 20.9% of the civil service (19297. Data supplied by the Agency of the Civil Service Affairs annual *Monitoring of the civil service personnel*: http://www.kyzmet.gov.kz/ru/pages/monitoring-sostoyaniya-kadrov-gosudarstvennoy-sluzhby-po-sostoyaniyu-na-1-yanvarya-2017-goda

9. Refers to Survey Q134.

10. The results of the monitoring as of 1 January 2017 can be accessed at http://kyzmet.gov.kz/ru/pages/monitoring-sostoyaniya-kadrov-gosudarstvennoy-sluzhby-po-sostoyaniyu-na-1-yanvarya-2017-goda.

11. In the Korean system, Grade 9 is the lowest and Grade 1 is the highest.

12. See Kazakhstan's open data portal at https://data.egov.kz/datasets/govagencies?govAgencyId=AVMxmRqUuUut7QcCOsdq (assessed 5 July 2017).

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Chapter 3

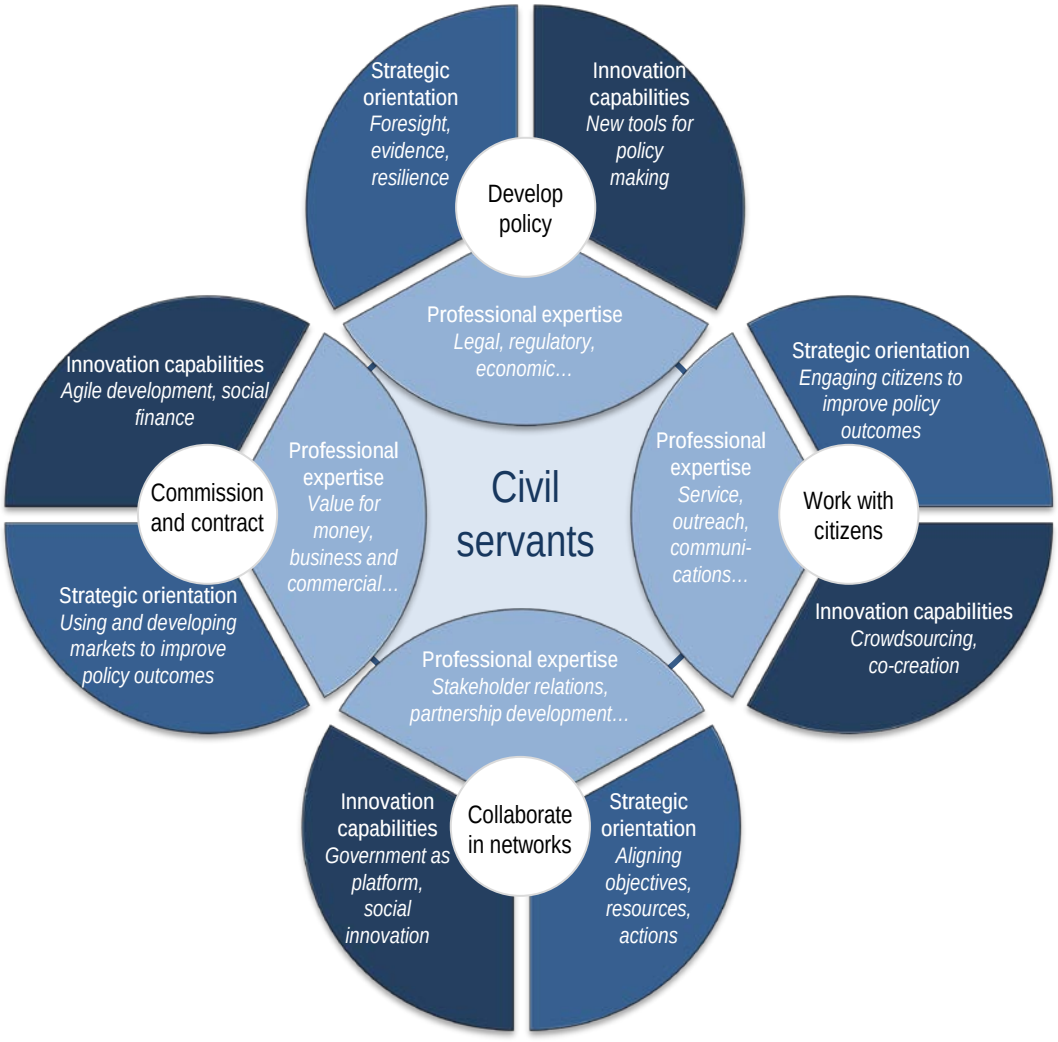
Using skills and competency frameworks to attract, recruit, develop and promote Kazakh civil servants

This chapter analyses the skills and competencies prioritised by Kazakhstan's civil service to select and develop a fit-for-purpose workforce, in comparison with OECD countries' priorities. Most OECD countries have introduced competency management which is also being piloted in Kazakhstan. The new competency framework is expected to valorise many competencies that are also common in OECD countries, namely leadership, values and ethics. The chapter also looks more broadly at how Kazakhstan and OECD countries are recruiting into the civil service, are training their workforce and managing career development. In this context most OECD countries have plans to increase mobility within the civil service; Kazakhstan could also benefit from higher mobility to support skills exchange and development, and to increase capacities for innovation.

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

Civil servants' skills and competencies are fundamental to performance, innovation, productivity and value creation in the public sector. Growing interactions between the civil service and the political sphere, service delivery directly to and with citizens, delivery through contracted suppliers or through collaborative partnerships and networks challenge traditional ways of work. Different and new sets of competencies are required for civil services to successfully operate in pluralistic, demanding and open societies, with high citizen expectations and growing digitalisation (OECD, 2017a). The framework in Figure 3.1 presents complementary bundles of skills to structure the way countries approach the skills civil servants need to create public value.

Figure 3.1. **Civil service skills for public value: A framework**



Source: OECD (2017a), *Skills for a High Performing Civil Service*, http://dx.doi.org/10.1787/9789264280724-en.

Kazakhstan and most OECD countries are placing many of these skills and competencies high on the agenda, and take them into account in government-wide civil service strategic or workforce planning processes. This is particularly relevant especially considering that public sector employees are more likely to be over-skilled than their

private firm counterparts (Adalet McGowan and Andrews, 2015). In this context, competency management helps administrations track skills needed and get them into the workforce. Ensuring that skills result in performance at individual and organisational level requires that competencies be linked to different elements of human resource management (HRM) (OECD, 2017b) and involves looking at the way skills are identified and managed throughout the employment cycle.

This chapter maps the current most valuable skills for governments and explores how civil services are embedding them into their recruitment, development and promotion systems. The chapter also looks more broadly at how Kazakhstan and OECD countries are recruiting into the civil service, are training their workforce and managing career development.

Classification of skills and competencies

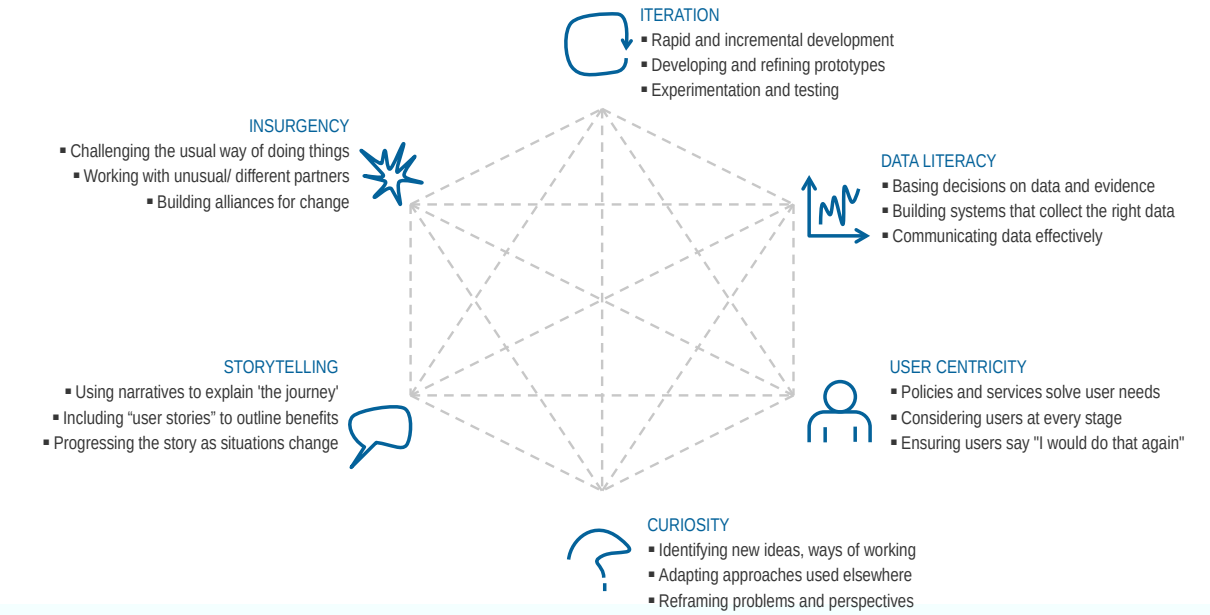
Competency management can: help create a common language that strengthens consistency across the public service; ensure continuity in monitoring the careers of public servants; provide a future-oriented perspective on personnel management; and support a culture of continuous self-development. OECD countries have introduced competency management for different reasons: for example, to create flexibility (Australia and Belgium); increase efficiency and effectiveness of people management (Australia and Canada); provide clarity over employees' development priorities (Denmark); overcome the classic bureaucratic model (France); strengthen government competitiveness (Korea); create a flexible and highly professional civil service that easily adapts to the challenges confronting government (the Netherlands); serve as a vehicle for organisational and cultural change (Belgium and the United Kingdom); or to create strategic alignment between the individual and the organisation (United States) (OECD, 2011). Competency frameworks are more than a mapping of current skills' needs; they are also about being able to identify future competencies to address new challenges. Changing policy environments affect the public sector mission, which has an impact on the public service workforce and the range of skills it needs (OECD, 2011). More recently, countries recognise the crucial need to increase the level of innovation in the public sector to better cope with today's public policy challenges. At the OECD Observatory of Public Sector Innovation's (OPSI) November 2014 conference, four "calls to action" were presented to promote and enable public sector innovation; the first of these was about the skills and capabilities of civil servants (OECD, 2017a). The innovation framework developed by the OECD puts the capacities and competencies of individual civil servants at the centre of an innovative organisation (see Box 3.1).

Box 3.1. **Towards an OECD model of skills for public sector innovation**

Data from the 2016 OECD Survey on Strategic Human Resource Management in Central/Federal Governments of OECD Countries (hereafter, the "OECD SHRM survey") indicates that innovation is among the highest priorities for human resources (HR) reform across OECD countries. In 28 countries, public sector innovation features in government-wide strategic objectives. Many are developing learning and training programmes for civil servants and civil service leaders, and almost half of responding countries include innovation-related concepts in their competency frameworks.

However, in many cases, the inclusion of innovation in HRM policies and practices does not often extend beyond a passing reference and does not expand upon the specific skills and capabilities needed in detail. The OECD has started to unpack the complex topic of skills and capabilities for public sector innovation – two particular projects in 2016 have supported this work: a review of innovation skills for the Chilean Laboratorio de Gobierno, and a work package in the grant from the European Commission's Horizon 2020 research framework programme to the OECD Observatory of Public Sector Innovation.

The OECD's beta skills model for public sector innovation has been based on six "core" skills areas. Not all public servants will need to make use of or apply these skills in their day-to-day work. However, for a modern 21st century public service, all officials should have at least some level of awareness in these six areas in order to support increased levels of innovation in the public sector.



For each of these six skills areas, the model provides a matrix that decomposes the skill area into four elements of practice against three levels of capability.

The four elements of practice for each skill area break down the skill area into tangible components that relate to the real-world usage of innovation skills – e.g. "managing innovation projects" under iteration, "involving users in projects" within user centricity, and "challenging the status quo" in the insurgency skill area.

The three levels of capability represent an evolution that officials can adopt in terms of their understanding and adoption of skills for public sector innovation. They include basic awareness, emerging capability and regular practitioner.

Source: OECD (2017a), *Skills for a High Performing Civil Service*, http://dx.doi.org/10.1787/9789264280724-en.

When the competencies defined are based on existing competency gaps, they may end up being backwards-looking rather than future-oriented in respect to strategy and organisational change, which affects the success of competency management (see Box 3.2). Competency models that focus on what managers currently do rather than what is needed to perform effectively in the future also affect the potential of competencies to act as levers for implementing change (OECD, 2011). In addition, introducing competency management requires commitment from all stakeholders involved (including employees, senior and middle managers) in the development, implementation, and co-ordination of the new system (Nunes, Martin and Duarte, 2007).

Box 3.2. **Factors determining the success of competency management**

Success Factor 1: Reason behind the introduction of competency management

A common reason for introducing competencies in government is the need for a broader cultural and organisational reform. Competency management can support reform endeavours and hence provide leverage for change. For example, introducing competency management simply because it is fashionable in the private sector is not recommended.

Success Factor 2: Commitment and participation of the stakeholders

The introduction of competency management hinges on the support and commitment of civil servants, and commitment remains one of the significant problems encountered when introducing competency management. Top and middle management especially should show the commitment and the willingness to enter competency management from the start of the project. The involvement of stakeholders is also particularly important during the development process, for example, from top management, line management, HR professionals, employees, or trade unions.

Success Factor 3: Paying attention to the specificity of the public sector

In order to emphasise the specificity of the public service, it is recommended to incorporate (public service) values and/or other public-service-specific competencies. Values, such as service, integrity, and loyalty can be considered as fundamental competencies for governments. Moreover, these values support the increasing focus on public governance. Next to these values, it is also possible to add other public-service-specific competencies, such as political awareness.

Success Factor 4: Adaptability to the needs at agency-level

Since competency management is mainly implemented by agencies, departments, or ministries (with the support and advice of a central personnel agency), the competency management system needs to be adapted or adaptable to their needs. Furthermore, it is recommended to identify technical competencies at the agency level so that they can be adapted entirely to the particular needs of the agency, department or ministry.

Box 3.2. **Factors determining the success of competency management** *(continued)*

Success Factor 5: Comply with the three dimensions of integrated competency management

In a decentralised public sector, competency management is often seen as an integrative instrument to maintain coherence and facilitate central steering. The implementation of a competency-based management requires three dimensions of integration: vertical integration (connection between the achievement of organisational objectives and the identified competencies); horizontal integration (of the various HR systems); and implementation in the organisation, which tends to be the primary challenge.

Success Factor 6: Planning for competencies

Planning for the competencies needed in the organisation is an essential step to secure a competent workforce in the present and in the future. Workforce planning is one of the strategies that can be used in environments that are more turbulent, and to anticipate challenges such as ageing. The introduction of competency frameworks is an ideal opportunity to work on workforce planning more systematically and in a more goal-oriented way.

Success Factor 7: Review and continued interest

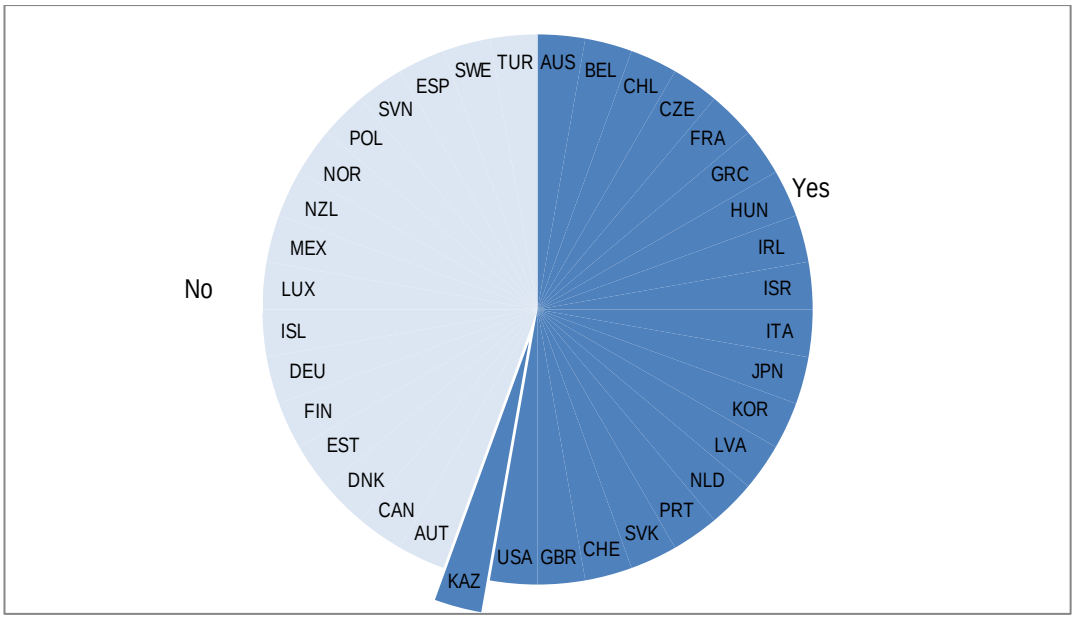
Once competency frameworks are developed and implemented, efforts need to be made in order to sustain whole-of-government competency-based management and throughout the employment lifecycle. Competency management should be reviewed periodically to identify incongruence between current competency models and changing needs.

Source: Adapted from OECD (2011), *Public Servants as Partners for Growth: Toward a Stronger, Leaner and More Equitable Workforce*, http://dx.doi.org/10.1787/9789264166707-en.

The OECD SHRM survey is a rich source of evidence on how OECD countries are classifying skills and competencies. Most OECD countries have one common competency framework across civil service (see Figure 3.2), but models differ across countries: in the United Kingdom, for example, the civil-service-wide competency framework covers all grades; in Switzerland the use of the catalogue of competencies is optional.

Figure 3.2. **Competency frameworks for civil servants in OECD countries and Kazakhstan**

Responses of 35 OECD countries and Kazakhstan to Survey Q25, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Kazakhstan applies its Common Competency Framework (CCF) for recruitment and promotion, that is a joint effort by the Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption (hereafter, the "Agency"), inter-ministerial working groups and an external consulting firm. This represents a significant change of the current system, where there are qualification requirements for each category and level of civil servants, mainly related to education and work experience.

Kazakhstan's CCF was developed in 2016 and piloted in 2017 during the attestation of all civil servants in order to conduct a comprehensive assessment of candidates based on11 competencies in mind (see Box 3.3). At the same time, at present the CCF is being finalized in terms of defining differentiated competencies to be used for selection and promotion (according to the 2nd Step of the Plan of the Nation "100 Concrete Steps").

In OECD countries the preparation of a common framework across civil service tends to involve the central HR unit primarily, and to a lesser extent, inter-ministerial working groups or representatives from trade unions. The same trend is observed in Kazakhstan with the exception of trade unions, which do not exist in central government. (see Figure 3.3). Other institutions may commonly be involved in the preparation of competency frameworks: Kazakhstan counted on an external consulting firm; in Hungary, the National University of Public Services; and Korea's National Human Resource Development Institute worked together with the central HR unit and inter-ministerial working groups.

Box 3.3. **Kazakhstan's Common Competency Framework (CCF)**

Kazakhstan's CCF responds to the national plan concrete step, "Recruitment and promotion must be based on a competency-based approach and merit". It includes eight competencies corresponding to the foundational characteristics of the professional state apparatus, and three competencies that reflect the personal qualities of civil servants:

Effectiveness of the state apparatus

1. **Activity management**: Ability to plan and systematise work for its effective implementation.
2. **Co-operation**: Ability to build effective relationships with colleagues, other government agencies, and organisations to achieve strategic goals of the government agency.
3. **Decision making**: Ability to comprehensively assess a situation (information) and find an optimal and timely solution.
4. **Operational responsiveness**: Ability to respond to internal and external changes to ensure effective work.
5. **Self-development**: Continuous acquisition and application of new knowledge and skills for higher work effectiveness.

Serving the people

6. **Consumer orientation**: Continuous monitoring of customer satisfaction with the quality of services, prompt resolution of emerging issues, taking measures established by law.
7. **Communication with service recipients**: Ability to understand and communicate information easily to the recipient of services.

Transparency and accountability of the state apparatus

8. **Integrity**: Observance of ethical norms and standards.

Personal qualities

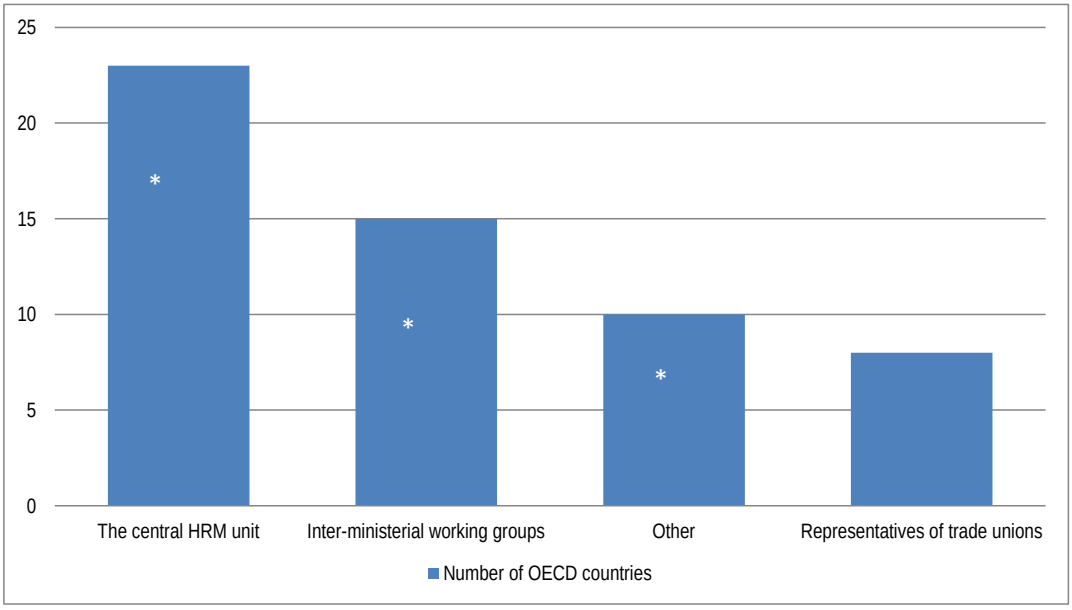
9. **Responsibility**: High personal responsibility for the performance of their duties in accordance with the principles of transparency and accountability.
10. **Proactivity**: Ability to develop and offer ideas and implement innovative approaches and solutions aimed at improving work efficiency, as well as performing extra work in addition to their basic responsibilities.
11. **Stress-resistance**: Ability to remain calm and maintain composure ensuring proper quality of work in conditions of limited time and emotional pressure.

Source: Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption.

Figure 3.3. **Institutions involved in the preparation of competency frameworks for the civil service**

Responses of 35 OECD countries and Kazakhstan to Survey Q26, 2016

Kazakhstan's response is indicated by an asterisk



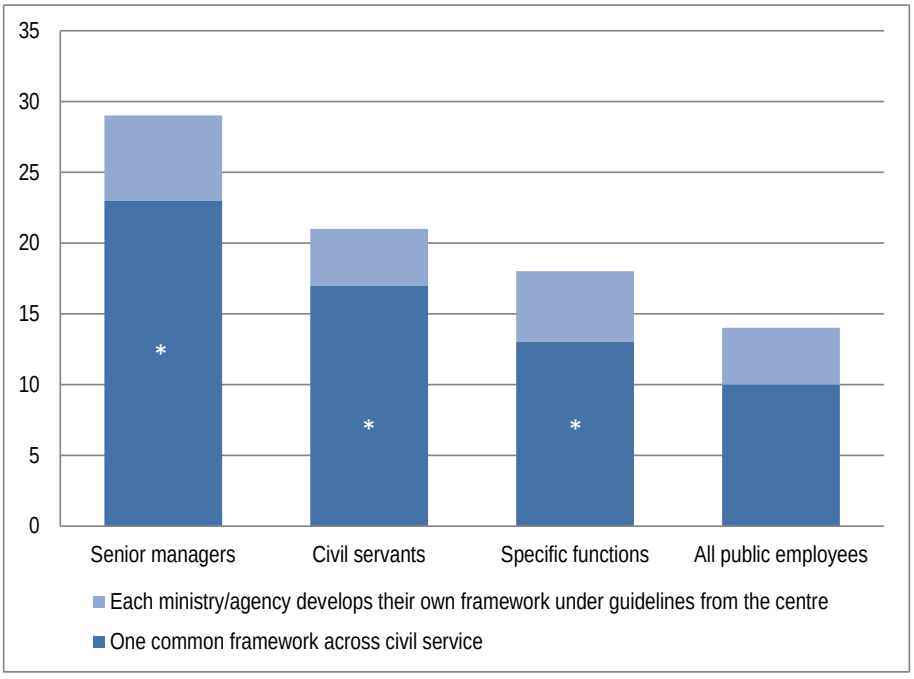
Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Kazakhstan's competency framework is different for civil servants from Corps A and B, which is also a trend in many OECD countries where competency frameworks also tend to be different between senior managers and the rest of civil servants (see Figure 3.4). A few countries also have competency frameworks for specific functions. Canada, for example, has identified core competencies for the Core Public Administration (CPA). In Estonia, in addition to the competency framework for senior managers, there are standard competency frameworks for civil service mid-level managers. The framework for mid-level managers consists of 5 core competencies and 16 sub-competencies. Portugal has defined a list of 19 competencies for middle managers, 17 competencies for professional staff, 15 for administrative staff and 14 for support employees Individual organisations may also have organisational competency frameworks, covering all staff or focusing on specific functions. France has a common framework (RIME), with specific sections on senior civil service and on very specific functions (such as information technology [IT]). Switzerland has a catalogue of competencies for regular employees and one for senior managers.

Figure 3.4. **Classification of skills and competencies in OECD countries and in Kazakhstan**

Responses of 35 OECD countries and Kazakhstan to Survey Q25: Is there a common competency framework that enables a classification of skills and competencies?, 2016
Kazakhstan's response is indicated by an asterisk



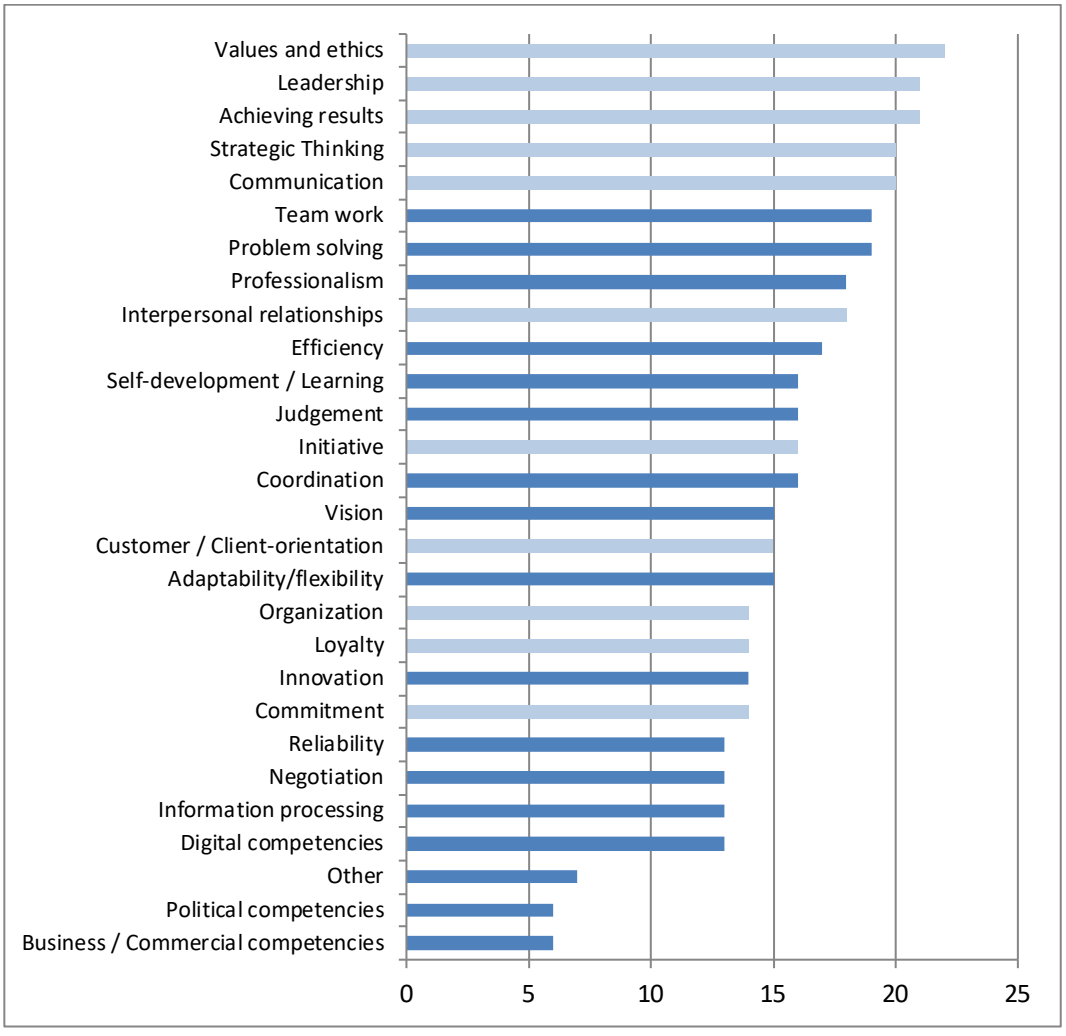
Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Values and ethics tend to be considered essential competencies in the public sector, in both OECD countries and in Kazakhstan, and are the most common competency in administrations' frameworks. Leadership, which is also part of Kazakhstan's competency framework, is the second most common competency across OECD countries.

Figure 3.5. **Competencies highlighted in skills inventories and competency frameworks**

Responses of 35 OECD countries and Kazakhstan to Survey Q25A, 2016
Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

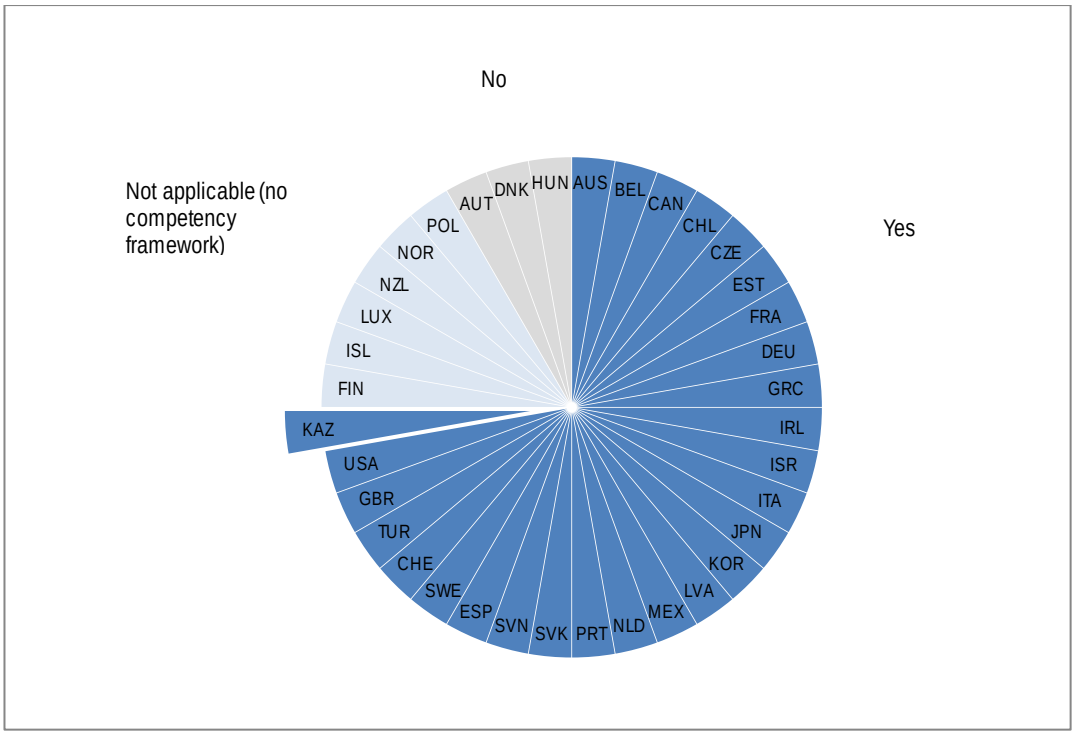
Selection and entry into the public service

In a context where many budgetary constraints remain from the 2008 crisis, it is more important than ever to ensure that the skill sets needed to boost public sector capacity and productivity are attracted and selected into the civil service. This section looks at the selection and entry into the civil service in Kazakhstan and in OECD countries.

OECD countries have very diverse approaches to recruitment, but merit-based recruitment processes remain the bedrock of professional civil services. A majority of OECD countries as well as Kazakhstan base recruitment and the selection process on a standard competency framework(see Figure 3.6).

Figure 3.6. **Using a competency framework to recruit and select civil servants**

Responses of 35 OECD countries and Kazakhstan to Survey Q38, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

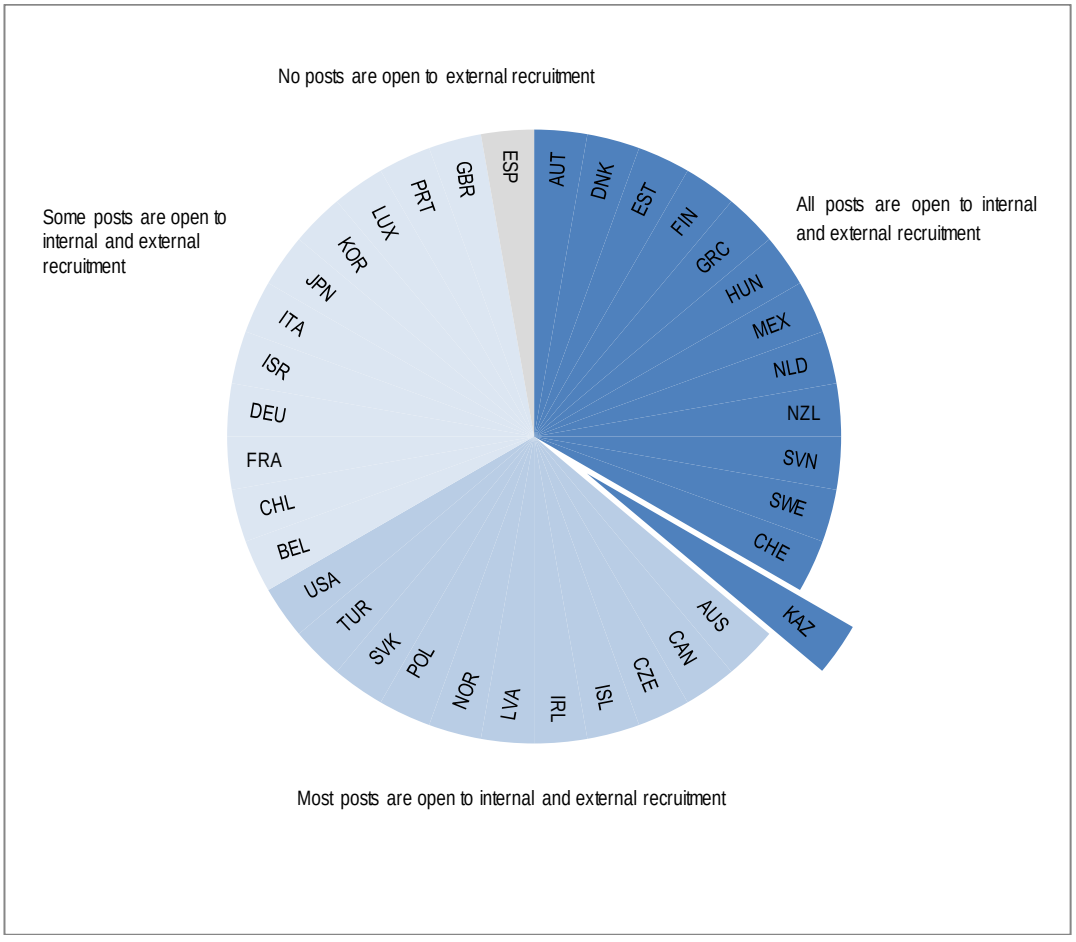
Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

To attract desired competencies into the civil service, recruitment systems are becoming more flexible and mixed, replacing the traditional career or position-based systems (see Figure 3.7). In most OECD countries all or most posts are open to internal and external recruitment, and only Spain reports having a system where positions are only open to internal recruitment, and external recruitment is done on an exceptional basis (for example for interim civil servants or political appointees). Kazakhstan tends to have external competition for junior positions, while higher positions are open for both internal and external competitions, but primarily for the internal (previous experience at lower civil service positions is compulsory). Neither Kazakhstan nor most OECD countries have taken particular measures to reduce or enhance external recruitment. In Australia however, the trend for external recruitment of senior and middle managers has been increasing over the past five years due to a workforce management review conducted in 2015, which highlighted the need for the Australian Public Service (APS) to attract talent from other sectors.

Figure 3.7. **Allocation of posts in the civil service**

Responses of 35 OECD countries and Kazakhstan to Survey Q34: Allocation of posts: How does one individual get a specific position/post?, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

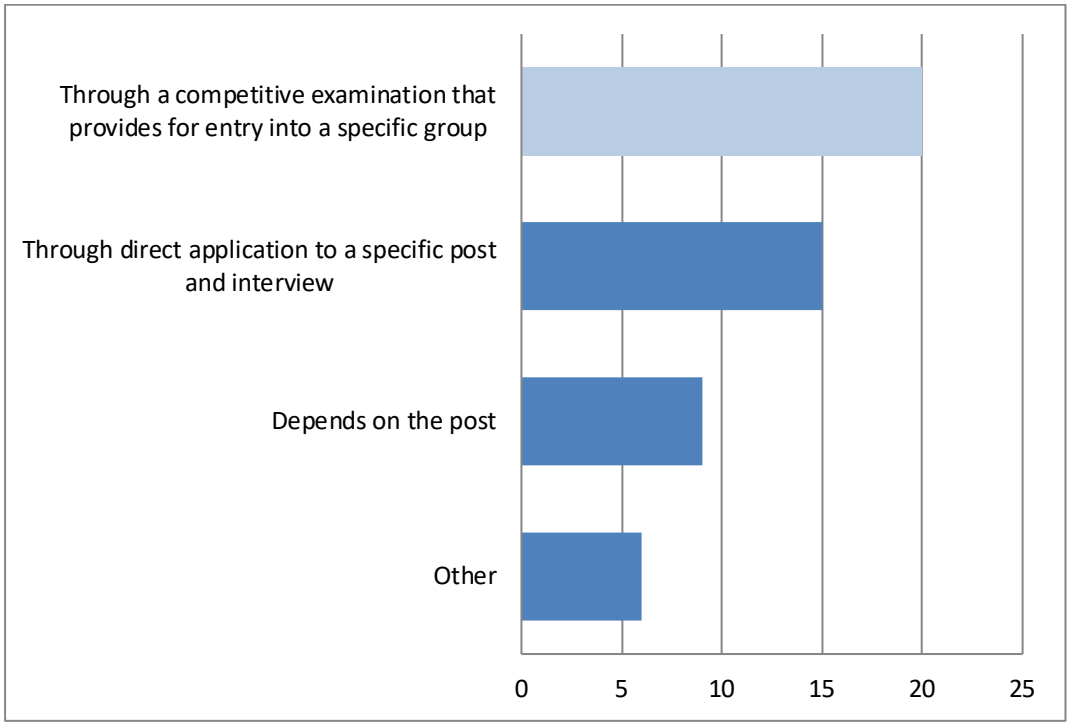
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Like in most OECD countries, entering the civil service in Kazakhstan is done through a competitive examination that provides for entry into a specific group (Art. 15, Civil Service Law [CSL]), although countries tend to have more than one type of entry examination. In France, for example, entering the civil service is usually done through a competitive examination that provides for entry into a specific group of the public service; in parallel, there are also special recruitments based on social criteria - for young people (16 to 25 years old) without qualification, for lowest positions only (C category) - PACTE. In addition, people with disabilities can apply directly to a position and pass an interview, with no need to have a degree. In the Netherlands, candidates apply directly to a specific post and have an interview (with minimum degree requirement), but trainees are recruited as a group by competition on the central and decentral level (see Figure 3.8).

Figure 3.8. **How one becomes a civil servant in OECD countries and in Kazakhstan**

Responses of 35 OECD countries and Kazakhstan to Survey Q33, 2016

Kazakhstan's response is indicated in blue

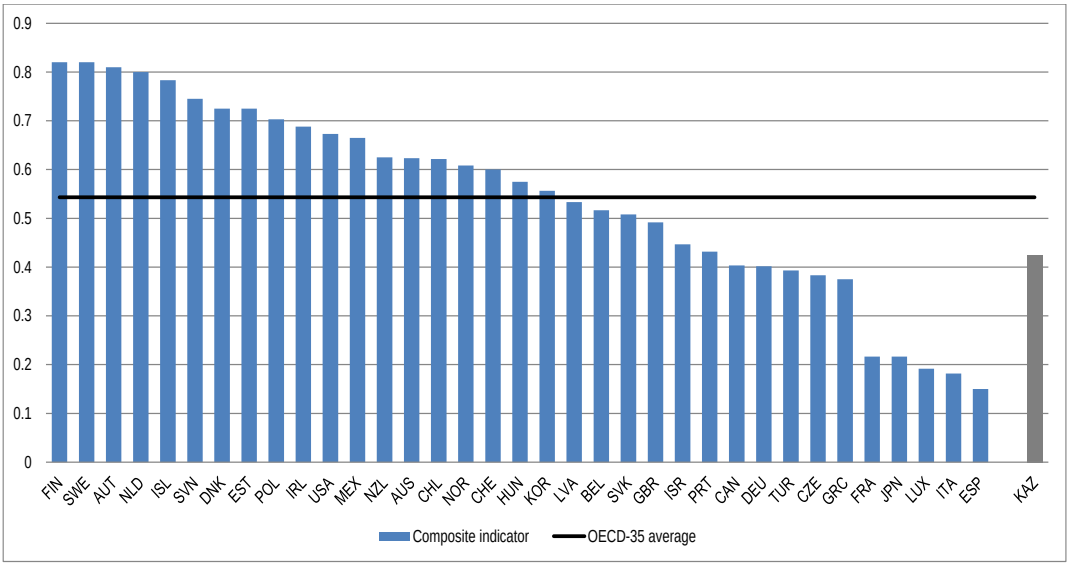


Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

The next indicator looks at the possibilities individuals have to become part of the civil service throughout their careers at all seniority levels, in OECD countries and in Kazakhstan. Recruitment systems considered "career-based" tend to be characterised by competitive selection early in public servants' careers with higher-level posts open to public servants only. "Career-based" systems may cultivate a dedicated, experienced group of civil servants. In contrast, in a "position-based" system, candidates apply directly to a specific post and most posts are open to both internal and external applicants. In general, recruitment systems that are open to external candidates at any point in their careers provide managers with the possibility to adjust their workforce more quickly in response to a changed environment. However, while these systems offer managers flexibility, they may make it challenging to maintain cross-government values (see Figure 3.9).

Figure 3.9. Recruitment systems in OECD countries and Kazakhstan (0 = career based, 1 = position based)



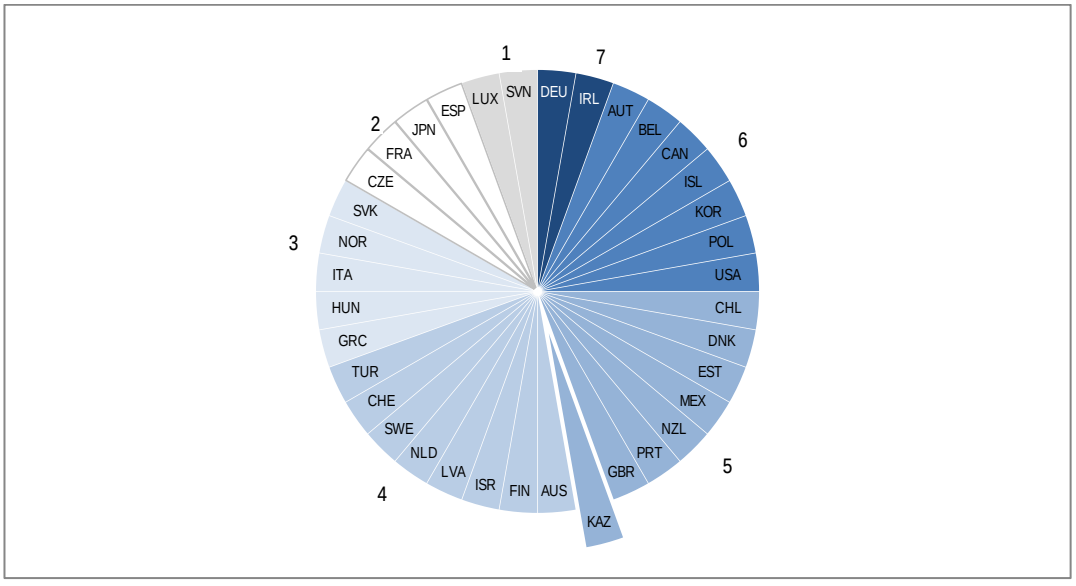
Notes: This is a composite index that describes a spectrum of recruitment systems in place in OECD member countries, ranging between 0 (career-based system) and 1 (position-based system). It does not evaluate the performance of different systems. Data refer to HRM practices at the central level of government for the civil service. Definitions of the civil service, as well as sectors covered at the central level of government, differ across countries and should be considered when making comparisons. The index focuses on the possibilities individuals have to become part of the civil service throughout their careers at all seniority levels. The variables comprising the indexes and their relative importance are based on expert judgements. The indicator looks at how one can become a civil servant, ensuring merit-based appointments at entry in the selection process, the allocation of posts, the existence of measures to enhance/reduce external recruitment, and the recruitment of senior civil servants. For more information, please consult: www.oecd.org/gov/pem/OECD%20HRM%20Country%20Profiles%20-%20Methodological%20Notes.pdf. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Regardless the recruitment system, merit remains the basis for a professional civil service in OECD countries. Kazakhstan uses merit-based methods to an extent similar to the average OECD country, in line with its Strategy 2050 goal to improve selection in order to qualitatively improve civil service staff, and in line with the 2015 CSL (Art. 4) on meritocracy and professionalism. Like most OECD countries, Kazakhstan uses a combination of merit-based recruitment methods (see Figure 3.10). Germany and Ireland are the countries that use the most merit-based recruitment methods (7), while Luxembourg and Slovenia focus on the transparency of the job advertisement process.

Figure 3.10. **Combination of merit-based recruitment methods in OECD countries and in Kazakhstan**

Number of merit-based recruitment methods by country



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

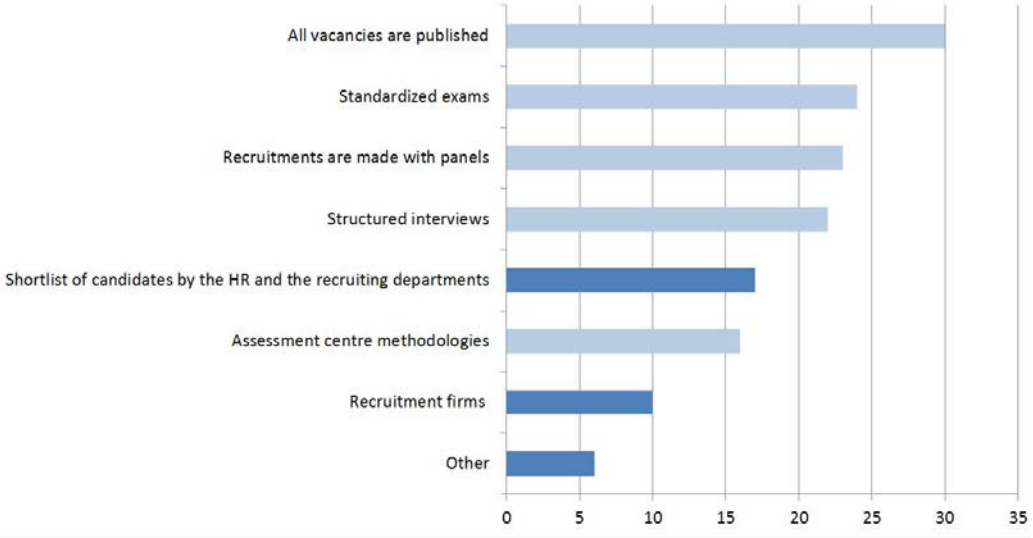
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Publication of all vacancies remains the most common method to ensure merit in recruitment in OECD countries, and it is also used in Kazakhstan. Broad and transparent advertisement of positions is useful to ensure that a wide audience is aware of the position and are able to apply. Other merit-based recruitment methods include the use of standardised exams, recruitment with panels and structured interviews. Some countries also have shortlists of possible candidates prepared jointly by the HR departments of the organisation and the recruiting department, use of assessment centre methodologies and use of recruitment firms (see Figure 3.11).

Figure 3.11. **Guaranteeing merit-based recruitment at entry level**

Responses of 35 OECD countries and Kazakhstan to Survey Q35: Which methods are used at the entry-level to guarantee merit-based recruitment in the selection process?, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Standardised exams are the second most common merit-based recruitment method used by OECD countries, closely followed by the recruitment with panels and the use of structured interviews. In the United Kingdom, the introduction of the Civil Service Competency Framework has contributed to an evolution of the recruitment practice: most initial application forms and interviews are now structured around the competency framework, and verbal and numerical reasoning tests are often used as part of the entry procedures, particularly in bulk recruitment exercises (see Box 3.4).

In Kazakhstan, selection of Corps B includes testing according to a procedure determined by the authorised body (the Agency for Civil Service Affairs and Anti-Corruption); assessment of personal qualities and a general competition (Art. 26, CSL). The selection process involves five steps: 1) publication of the vacancy; 2) acceptance of documents(including certificates for knowledge of the legislation and assessment of personal qualities); 3) creation of a competition committee; 4) reviewing documents for meeting the qualification requirements 5) interview; and6) decision of the competition committee (Art. 27, CSL). The recruitment process in Kazakhstan tends to last less than three months, which is also a trend in most OECD countries, without major differences between top managers, middle managers and professionals (see Figure 3.12). Only France and Spain take over a year to recruit senior managers.

Box 3.4. **Entering the civil service in OECD countries**

Belgium

SELOR (Selectie Bureau van de Overheid) provides HR support to the Belgian government and federal organisations, but can also work with communities and regions. SELOR's primary functions relate to the organisation of screening procedures to recruit civil servants and other public employees. The first list of applicants is based on a predetermined profile in terms of diploma or professional experience. The screening phases managed by SELOR include generic and specific screening through computer tests and tests in front of a jury.

Some examples of computer-screening tests include: 1) abstract reasoning tests, which aim at proving information about a candidate's capacity to work in a flexible way with unfamiliar information. In this type of test, previous knowledge, training, work experience or background have no influence on the result of the test, so these tests are used to measure potential and a prognosis of future development; 2) technical competencies tests, which relate to the skills required for the job and can include a translation exercise, an accounting exercise, or a multiple choice test; 3) situational judgement tests, where applicants are shown some job-related situations on video or text and applicants need to react to those, take a decision or any kind of action.

There are also different types of tests with a jury. One of them is the collective mission, an exercise which consists of a problem-solving exercise to be done in co-operation with other applicants, in a given time. Topics can include budget allocation, organisational restructuring or investment decisions. In some cases, applicants receive a mission or specific information, and the collective mission usually takes the form of a debate where applicants need to defend their interests. In other collective assignments participants don't have a specific role but are expected to develop something as a group – the jury will evaluate applicants' ability to contribute to the group work. Problem solving does not require technical competencies related to the job.

Managers tend to be recruited through assessment centre methodology with different tests that aim at collecting information related to the applicant's behaviour, selection, career planning, potential and skills gaps. The most common tests are the mailbox test, analysis and presentation, the collective assignment, role-playing, a skills-oriented interview and a personality test.

Source: www.selor.be/fr/tests/ (accessed 22 August 2017).

Canada

Qualification standards for employment in the core public administration involve general qualification standards and specific standards related to official language proficiency (English and French). Appointments to and within the public service are merit-based and free from political influence. The approval of the Public Service Commission is required prior to using psychological tests of intelligence, personality, integrity and aptitude tests and tests of mental health. In advance of the assessment(s), candidates are informed of the methods and/or tools to be used and the opportunity and process to request accommodation measures. Those conducting the assessment have the necessary competencies to assess the qualifications.

Candidate assessment is carried out through different tests depending on the position. For example, candidates for administrative support levels have to pass grammar and office skills tests; testing for management positions involves in-basket exercises and simulations. In-basket exercises last over three hours and simulate the important aspects of a management job. The individual takes on the duties of a general manager of an organisation, and the following competencies can be assessed during the exercise: planning; directing; analysing; empowering; and organising.

Box 3.4. **Entering the civil service in OECD countries** *(continued)*

Simulation exercises provide information on key leadership competencies and behaviours of candidates at that level. Information from the simulation exercise is used in combination with information from other sources to make selection decisions. The simulation exercise has been developed to assess the five key leadership competencies: create vision and strategy; mobilise people; uphold integrity and respect; collaborate with partners and stakeholders and achieve results.

Source: www.canada.ca/en/public-service-commission/services/staffing-assessment-tools-resources/human-resources-specialists-hiring-managers/human-resources-toolbox/personnel-psychology-centre/consultation-test-services/public-service-commission-tests/simulation-exercise-senior-executives-level-3.html (accessed 22 August 2017).

France

Each ministry has its own procedure, but competitions are usually organised following three phases that aim to reduce the number of applicants. The first phase is the examination of the application form and ensures that the candidate meets the requirements (for example in terms of diplomas or professional experience). The second phase usually consists of a written examination to select candidates who will be eligible to continue the selection procedure. Tests can include for example a written essay on a specific topic, a note. Eligible candidates can continue the procedure, and the final admission exams are usually an interview with a jury. Some functions in the civil service (e.g. attaché d'administration) require candidates to apply first to an administration school such as a Regional Institute for Administration (IRA).

Source: www.fonction-publique.gouv.fr/files/files/score/concours/demarches.pdf (accessed 22 August 2017).

Ireland

Selection tests are frequently used by the Public Appointments Service to determine the right person for the job. The role being tested for determines the type of test used. The Irish civil service has developed a self-assessment system which provides applicants with the opportunity to take entry and junior level tests under timed conditions, receive feedback on performance and review the correct answers. In addition, familiarisation material is provided for each campaign conducted with further sample questions. Junior or middle management entry level tests include verbal and numerical reasoning and a job simulation exercise. Job simulation exercises applicants are presented with a range of questions related to a variety of work-related scenarios that may involve dealing with other people, working independently, and/or ensuring that a particular task is completed.

Source: www.publicjobs.ie/publicjobs/advice.htm (accessed 22 August 2017).

Korea

The open competitive recruitment exam is aimed at securing a wide variety of talented people with potential by ensuring equal opportunities for every citizen to apply for a government job, regardless of age, gender, education or work experience. Recruitment exams for grades 5, 7 and 9[1] are administered every year respectively through written tests (once or twice) and interviews. Experienced professionals are also recruited to fill positions that require a high level of expertise. This system recruits people with career, credentials and academic degrees in a specific field and is regularly implemented or when necessary for all grades including senior civil service (SCS).

1. In the Korean system, Grade 9 is the lowest and Grade 1 is the highest.

Source: Korean Ministry of Personnel Management

Box 3.4. **Entering the civil service in OECD countries** *(continued)*

Portugal

The Portuguese public administration selects candidates through knowledge tests; psychological assessment; curricular appraisal and competence appraisal interview. Other selection methods may be optionally or additionally adopted, namely: the professional internship; the occupational selection interview; the portfolio competence appraisal; physical tests; a medical examination and specific training courses.

Source: Portugal's PEM delegate

United Kingdom

The civil service may use online psychometric tests alongside other assessment methods (such as application forms, competency evidence, and interviews) to help decide whether a person has the required capabilities to meet the needs of a job at a particular grade. The most common tests are verbal and numerical reasoning tests, the Civil Service Judgement Test and the Initial Sift Test.

The Civil Service Judgement Test is a situational judgement test that measures applicants' ability to demonstrate specific behaviours underpinning the Civil Service Competency Framework[2] that are relevant for the job. The United Kingdom's Civil Service competency framework sets out how people are expected to work in the civil service. There are ten common civil service competencies, separated into three clusters: 1) set direction; 2) engage people; and 3) deliver results. In addition to the Civil Service Competency Framework, there are 27 cross-government professional frameworks.

The Civil Service Initial Sift Test is broader than the Judgment Test; it is also a situational judgement test but measures applicants' ability to demonstrate the general behaviours underpinning the Civil Service Competency Framework.

The application also involves interviews which in most case are competency-based, in order to test applicants' suitability against the needs of the role and give applicants an opportunity to present their evidence and express their views.

2. Consult the framework at www.gov.uk/government/publications/civil-service-competency-framework.

Source: www.gov.uk/guidance/using-the-civil-service-jobs-website#applying-for-a-job (accessed 22 August 2017).

United States

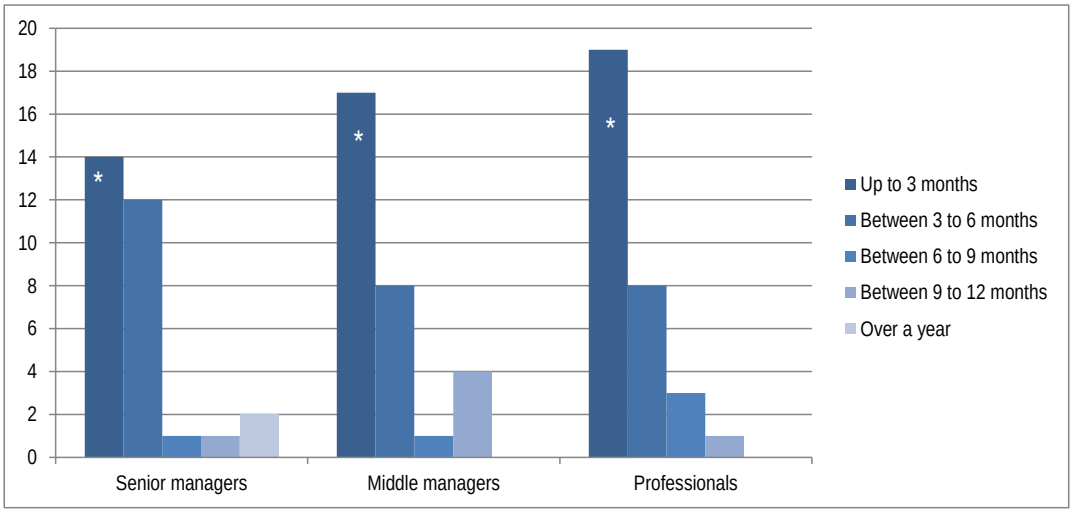
The Office of Personnel Management (OPM) manages federal job announcement postings and sets policy on government-wide hiring procedures. OPM provides federal, state and local government with tools, strategies, and methodologies to attract and retain top performers for their organisations. In the typical Federal Application Process, the hiring agency will place applicants for a job position into quality categories, and only those placed in the highest category are sent to the hiring official. The hiring official reviews the highest qualified applications and selects the applicants to interview based on agency policy. The interview can be a panel, in-person, video, or phone interview and there may be more than one interview round. For example, an applicant may have a phone interview and then an in-person interview.

Source: www.usajobs.gov/?c=fed-app-process (accessed 22 August 2017).

Figure 3.12. **Average length of the external recruitment process of civil servants**

Responses of 31 OECD countries and Kazakhstan to Survey Q36: How long on average does the process take for external recruitment of civil servants (between the job-posting and the job offer)?, 2016

Kazakhstan's response is indicated by an asterisk



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas. Data are not available for Germany, the Netherlands, New Zealand and Norway. Data are not available for Japan for top and middle managers.

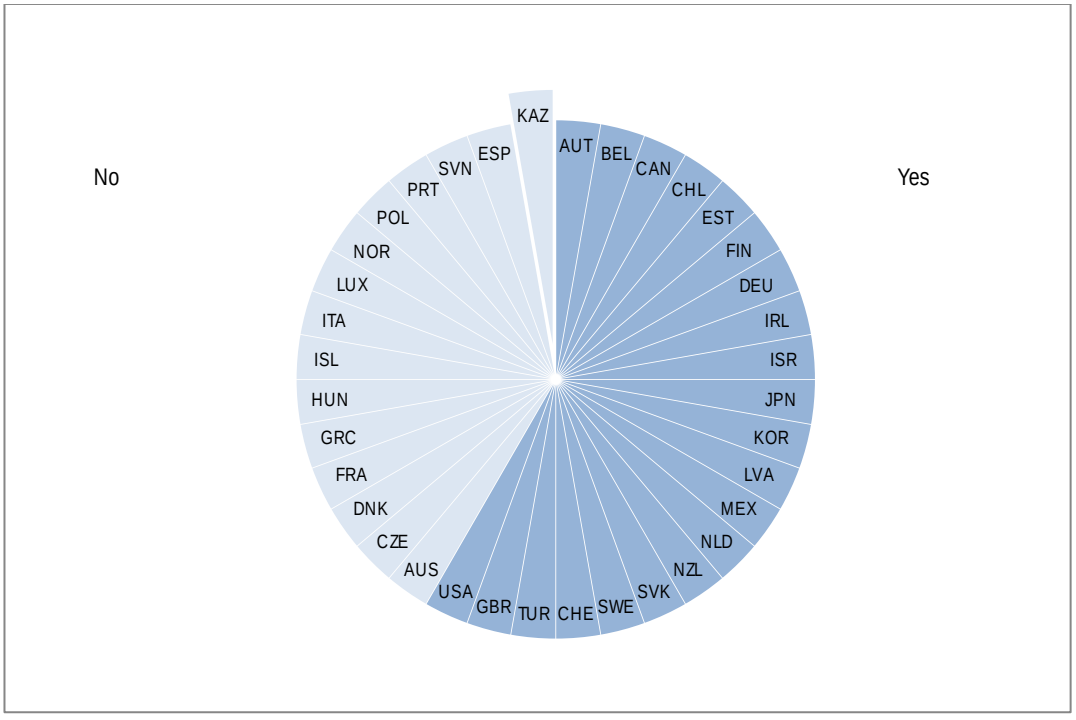
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Finally, recruiting the right skills also involves the capacity to attract those skills. This means ensuring that people with the skills and motivation to work in the public sector are aware of employment opportunities where they can put these skills to use, and see the public sector as an attractive, trustworthy and credible employer.

As in 11 OECD countries, Kazakhstan's central public administration attractiveness as an employer seems to be growing over the last five years (according to responses to OECD SHRM Survey Question 46), considering the increase in the competition to join the civil service. France and Luxembourg also measure the attractiveness of the civil service by looking at the number of applications for participation in examinations. In other OECD countries, the attractiveness has remained stable in recent years. For instance, the Austrian Public Service reaches positions between No. 33 and No. 39 on the Austria's Most Attractive Employers Ranking, based on Universum Talent Research for 2012-15. In Ireland, during the economic crisis careers in the civil service became attractive, but as the country moves out of the economic crisis, it is not clear this will remain the position. Many OECD countries have implemented employer branding strategies to increase the attractiveness of the civil service (see Figure 3.13).

Figure 3.13. **Employer branding strategies or action plans to identify the advantages of working in the central public administration**

Responses of 35 OECD countries and Kazakhstan to Survey Q42: Have any employer branding strategy (or action plan[s]) been developed to clearly identify the advantages of working in the central public administration?, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

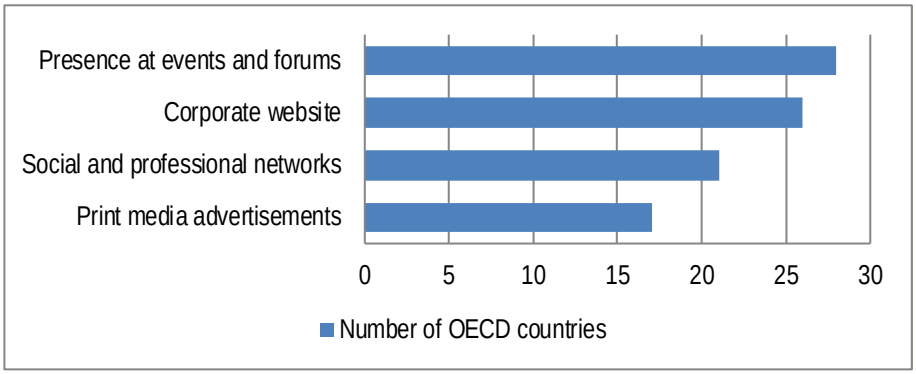
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

While Kazakhstan has some features of such a strategy, its central public administration tries to highlight the advantages of working in central public administration through other means also largely used in OECD countries: participation in events and networks, usage of media advertisements and corporate websites (see Figure 3.14).

Figure 3.14. **Branding the central public administration as an employer of choice**

Responses of 35 OECD countries and Kazakhstan to Survey Q43. Do you use any of the following methods/venues to brand the central public administration as an employer of choice?, 2016

Kazakhstan selected all of the areas



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

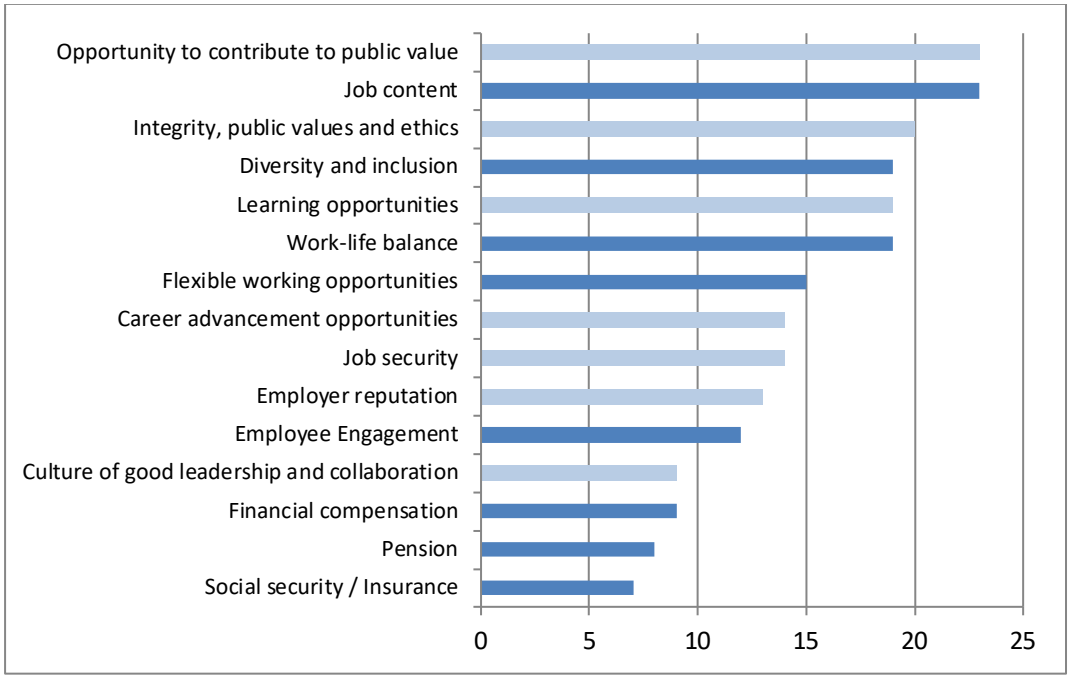
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Both OECD countries and Kazakhstan tend to highlight similar advantages of working for the central public administration. In Kazakhstan, main advantages include job security, career advancement opportunities, learning opportunities, employer reputation, integrity, public values and ethics, the culture of good leadership and collaboration and opportunity to contribute to public value. In OECD countries, the most common advantage is the opportunity to contribute to public value and the job content, which are highlighted by 23 OECD countries (see Figure 3.15). Remuneration-related issues like financial compensation, pensions and social security tend to be the least highlighted in OECD countries, but Ireland, for example, advertises the salary scales for all recruitment by the Public Appointments Service (PAS).

Figure 3.15. **Advantages of working for the central public administration**

Responses of 35 OECD countries and Kazakhstan to Survey Q44: Which of the following elements are highlighted on government job websites or other material to communicate the advantages of working for central public administration?, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

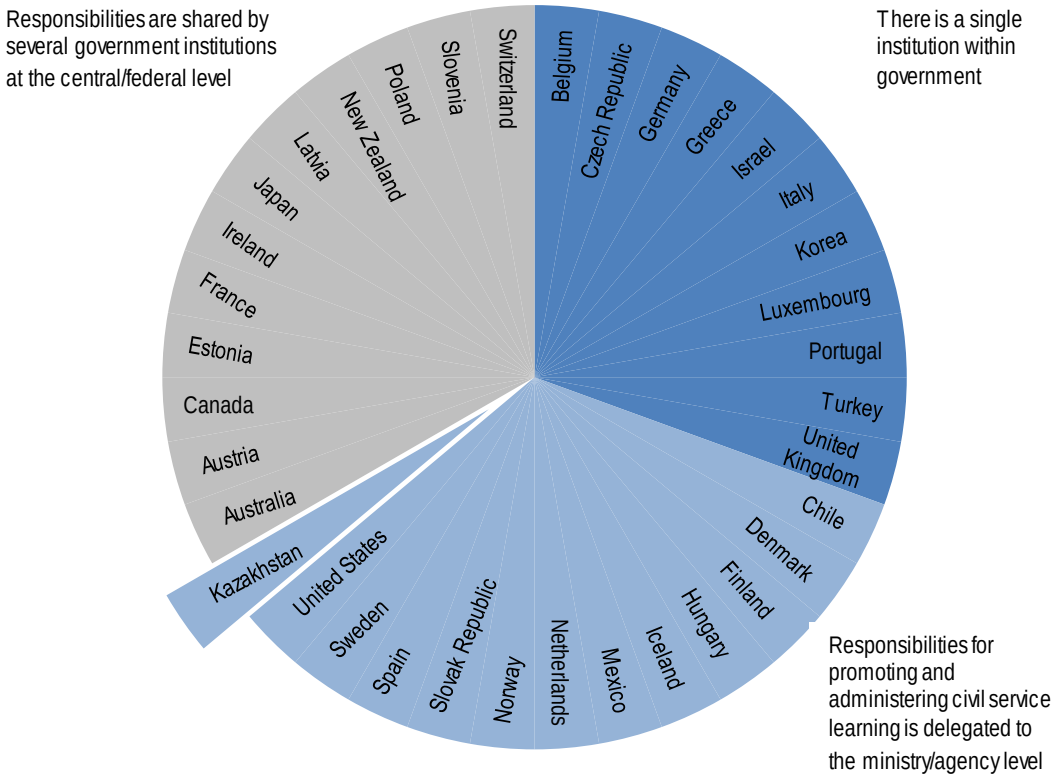
Strengthening government capacity: Competencies and training

Employee development is a key pillar to strengthen government capacity, especially in civil services with low overall turnover working in rapidly changing environments. Access to learning opportunities is also an essential element to move forward in one's career, which tends to be highlighted in employer branding strategies in OECD countries' civil services. However, recent OECD research (OECD, 2016b) suggests that training budgets were one of the first things to be cut in the wake of the 2008 financial crisis. Long-term budget constraints that affect training may affect civil service's ability to renew and call for the need to move beyond training to further embed learning in the culture and values of an organisation.

The oversight of learning and training in the central public administration tends to be under the responsibility of the executive institution responsible for HRM in the civil service (21 OECD countries). Kazakhstan has a similar approach, as this responsibility goes to the Agency for Civil Service Affairs and Anti-Corruption, even though responsibilities for promoting and administering civil service learning are delegated to the human resources departments (HR service) in ministries (Art. 6, CSL) (see Figure 3.16).

Figure 3.16. **Learning in the central public administration: Co-ordination, promotion and administration**

Responses of 35 OECD countries and Kazakhstan to Survey Q61, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

OECD countries have different approaches to learning in the public sector. In Australia for example, the Centre for Leadership and Learning in the Public Service Commission provides learning programmes that develop capabilities required across the public service. Areas of focus include developing leadership capability, management expertise and core skills for working in government. Agencies choose to use these programmes developed by the Centre for Leadership and Learning on the basis of value for money, or they may develop their own programmes or engage external training providers. In Estonia, the Public Administration and Civil Service Department of the Ministry of Finance co-ordinates the civil service training system, and the review on civil service developments (including in the training system) is submitted annually to the Parliament. In Japan, there are two institutions within the government: the Cabinet Bureau of Personnel Affairs, which is responsible for the co-ordination and promotion of learning; and the National Personnel Authority, which is responsible for the oversight of learning.

Schools of government are often in charge of delivering at least some training for civil servants. Kazakhstan has a similar approach, as the training of civil servants is usually carried out at the Academy of Public Administration under the President of the Republic of Kazakhstan and its regional branches (see Box 3.5). Nevertheless, as is also common in OECD countries, other institutions can provide training for civil servants, such as the Nazarbayev University, in collaboration with international organisations, and the Regional Hub of Civil Service in Astana or foreign academic institutions. In addition, civil servants with more than two years of service are entitled to a special quota in "Bolashak" scholarship competitions, which provide access to top foreign universities (Box 3.5).

Box 3.5. **Improving the training of civil servants at the Kazakhstan Academy of Public Administration**

The Academy of Public Administration under the President of Kazakhstan underwent a modernisation process in 2016 to deliver less theoretical and more practice-based training. Short-term training for civil servants is grouped into four clusters: client orientation; quality orientation; communication orientation; and results orientation. Clusters were aligned with the Common Competency Framework and the competencies that civil servants are expected to have in their positions. Training tends to focus on the development of soft skills such as decision making, communication, client orientation and negotiation skills.

As a follow-up to the Head of the State's message, "The Third Modernization of Kazakhstan: Global Competitiveness", Kazakhstan started the development of a "digital academy", a virtual education space to train civil servants, which will provide access to worldwide resources and broaden the audience coverage of the academy.

Source: Kazakhstan's Agency for Civil Service Affairs and Anti-Corruption.

Likewise, OECD countries have various approaches to training delivery. The Finnish Institute of Public Management (HAUS) trains civil servants and supports organisations in the field of training. Some agencies in Finland offer joint training programmes and institutions like the Office for the Government, and the State Treasury play a horizontal role. In Italy, training is provided by the National School of Administration (SNA). In Portugal, the Directorate General for Qualification of Employees in Public Functions (former National Institute for Administration) promotes competency development and qualification of employees in the civil service, but there are also other public and private organisations that administer learning to public employees.

The UN/IASIA (United Nations/International Association of Schools and Institutes of Administration) Standards of Excellence for Public Administration Education and Training (2008) highlight that faculty are central for excellence in public administration education and training, and recommend that "there must be, in degree-granting programmes, a full-time core faculty committed to the highest standards of teaching, training and research, and possessing the authority and responsibility appropriate to accepted standards of faculty programme governance."

In practice, schools of government have different approaches to recruit trainers. In France (Ecole nationale d'administration, ENA), Portugal (Direção Geral da Qualificação dos Trabalhadores em Funções Públicas, INA) or Spain, for example, trainers tend to be

practitioners working in the civil service, but in other countries, they tend to have an academic background (see Box 3.6).

Box 3.6. **Who are the trainers in the civil service?**

France: The National School of Administration does not have a permanent body of trainers. External trainers are therefore recruited on an ad hoc basis, in France and abroad. Trainers are usually senior civil servants in charge of public policies, academics and practitioners from the public and private sectors. In addition, each training module is co-ordinated by a senior civil servant, chosen for his/her expertise and experience on the topic. For more information, see www.ena.fr/L-ENA-se-presente/Qui-sommes-nous/intervenants-enseignants.

Korea: The National Human Resources Development Institute (NHI) has a group of faculty (professors) who design the annual curriculum and teach some classes. Most lecturers are recruited before the start of the year from a pool of trainers, and important speakers (such as ministers) can be recruited on an ad hoc basis.

Netherlands: The School for Public Administration (Nederlandse School voor Openbaar Bestuur, NSOB) is a private institute and an independent centre of applied research, critical thought and strategic advice about politics and governance. The school is a network of different universities in the Netherlands. The board of the school consists of three professors from these universities and a director. The staff of the institute are permanent, and all have an academic background, mostly in public administration. For each educational programme, different teachers are selected. Therefore the teachers are hired on an ad hoc basis. They are mostly professors from different universities or practitioners.

Portugal: The service responsible for vocational training in public administration is the Directorate-General for Qualification of Employees in Public Functions (INA), which has a group of university professors and other individuals of recognised merit in the area, from inside and outside public administration. Higher education institutions can also provide training, and its professors are the trainers.

Spain: Spain's School of Government, INAP (Instituto nacional de administracion publica), doesn't have a permanent body of professors or lecturers either. Lecturers are contracted on an ad hoc basis depending on the training subject and target audience (OECD, 2017c).

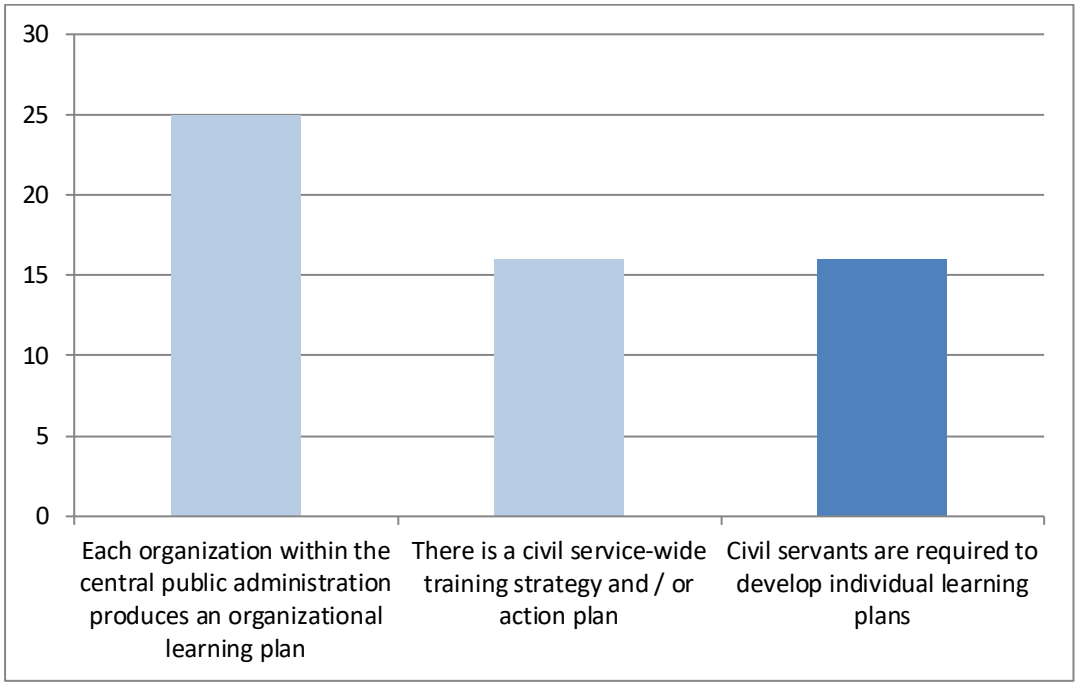
Source: Delegates to the OECD Working Party on Public Employment and Management (PEM).

Learning and development can take into account the development needs of individual civil servants, be used to address skills gaps in public organisations or consider the whole-of-government level. OECD countries use all of these in various combinations, but there is no clear emerging model of how these work together (OECD, 2017a). Organisational training plans are the most common tool and are systematically produced for all civil service organisations in 25 OECD countries. In 16 countries, a civil-service-wide training strategy or action plan exists to co-ordinate and align training across organisations. Individual learning plans for each civil servant are required in 16 countries (see Figure 3.17).

Figure 3.17. **Learning and training in central public administrations**

Responses of 35 OECD countries and Kazakhstan to Survey Q62, Q63 and Q64, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries who replied yes to questions: Q64: Are civil servants required to develop individual learning plans?; Q62: Is there a civil service-wide training strategy and/or action plan?; and Q63: Does each organisation within the central public administration produce an organisational learning plan?

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Six OECD countries employ all three tools (France, Hungary, Korea, Poland, Switzerland and United Kingdom). Korea's Ministry of Personnel Management is charged with setting standards that trickle down through organisations to the individual civil servant (see Box 3.7).

About half of OECD countries employ only one of these planning methods, and different choices may suggest different attitudes towards training and development. Only two countries (Greece, Luxembourg) produce civil-service-wide strategies, while eight countries (Austria, Chile, the Czech Republic, Germany, Latvia, Portugal, Slovenia and Turkey) require organisational level training plans. Meanwhile, five countries focus on individual level training (namely Belgium, Denmark or Ireland). A number of other combinations exist: seven countries focus on alignment between a civil-service-wide strategy and organisational plans (Australia, Estonia, Israel, Italy, Japan, Mexico and Spain) while four countries focus on alignment of individual and organisational learning plans (Finland, Iceland, Sweden and the United States). Canada is the only country that reports using civil-service-wide strategies and individual level learning plans without organisational plans (OECD, 2017a).

Box 3.7. **Development planning and co-ordination in Korea**

In 1973, the Korean government established a government-wide human resources development (HRD) strategy which is applied to all civil servants. Today, related law and regulations require the Korean Ministry of Personnel Management (MPM) to establish a civil-service-wide HRD strategy that is applied to the entire central government's ministries and their training institutes. The strategy is updated every year, and it includes HR development goals, priorities on the year's education and training contents, and guidelines on each ministry and training institute's programmes and policies.

Following the MPM's strategy, each ministry develops their own training plan based on research and surveys on HR development needs, which began after the 1998 amendment of the Civil Service HRD law. MPM supports this process by providing HRD research results, sharing HRD models and practices, providing education modules and materials, and even providing consulting staff. This organisational plan contains the details necessary to operate each ministry's annual training programmes, while including regulations on staff skills development and development of the individual self-development plan. The ministries' affiliated training institutes also establish annual HRD plans. Ministries and affiliated training institutes' organisational training plans are reported to MPM early every year.

And finally, while following the organisational training plan, each ministry lets each civil servant draft his/her annual self-development plan. In practice, individuals set up annual development objectives that are harmonised with individual career and organisational targets and priorities. And after consultation with superiors or HRD officers in each ministry, they're invited to participate in offline or online programmes from diverse training institutes, obtain degrees or certificates, join academic or professional seminars, organise or join study groups, and even read work-related books. The ministry monitors each individual's practices twice a year. An individual's practices are reflected in promotion. Finally, it is the division head's responsibility to monitor and provide necessary support for their staff's development and achievement.

Source: Korean Ministry of Personnel Management.

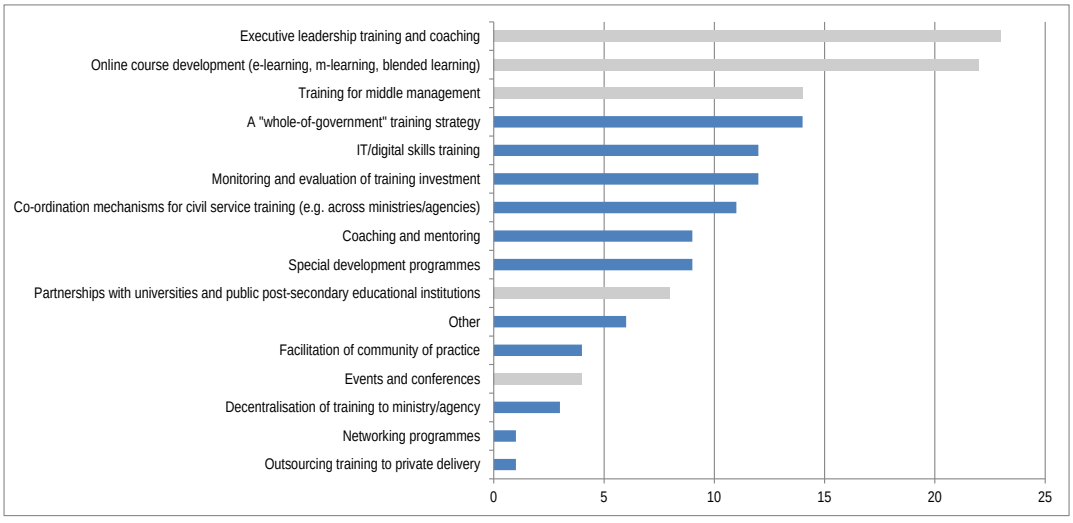
Kazakhstan's approach to learning is comparable to most OECD countries. Kazakhstan has a civil-service-wide training strategy, and each organisation within central public administration produces an organisational learning plan. Civil servants' development, encouraged in the Strategy Kazakhstan-2050,[1] is mainly regulated by the Civil Service Law (Art. 4, 9, 10 and 34) and the "Rules of training, retraining and advanced training of civil servants".

Kazakhstan shares many of OECD countries' training priorities, namely executive leadership training and coaching, online course development (e-learning, m-learning, blended learning) and training for middle management (see Figure 3.18). These priorities seem to acknowledge the importance of leadership for civil service performance, which is also consistently identified as a high priority for HRM reform among OECD countries. Executive leadership training ranks top amongst training priorities, and 24 countries report having a specific learning strategy for senior managers (see Figure 5.2 in Chapter 5). Leadership development was identified by 23 countries as a top priority for civil service reform overall, with 8 countries ranking it as a secondary priority. Only four countries indicated that it is not a priority at this time. Prioritising executive leadership training is necessary for building an inclusive high-performance learning culture that makes the best use of skills.

Figure 3.18. **The most important current priorities in the area of training and competence development of civil servants**

Responses of 35 OECD countries and Kazakhstan to Survey Q72, 2016

Kazakhstan's response is indicated in light grey



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

The focus on online course development also shows a growing interest in digital learning tools, which tend to be less costly than traditional class learning and can be more easily tailored to individual needs and time constraints. However, a more experiential approach may be necessary to address some of the top competencies highlighted by OECD countries and Kazakhstan, such as achieving results, values and ethics, leadership, strategic thinking or communication. Box 3.8 shows how coaching across countries has been implemented in the Netherlands and Belgium's Flemish regional government (OECD, 2017a).

In Germany, the Federal Academy of Public Administration has established a coaching centre that manages an external coach pool made of academics, or private coaches, and matches public leaders with appropriate coaches depending on their specific requirements. In 2015, the centre facilitated approximately 270 coaching processes (individual and team). Some ministries (e.g. Foreign Affairs) run their own coach pool, and many also exist at subnational/municipal level. Belgium's Training Institute of the Federal Administration (TIFA) offers a programme on learning management for managers, which combines three critical modes of learning: on line, face to face, and more intensive coaching for specific projects. The Italian region of Lazio has also been using multiple methods for training including world cafes on digital skills, leadership training and the use of online platforms (OECD, 2017a).

Box 3.8. **Coaching as a means to develop top leaders in the Flemish and Dutch civil service**

The Flemish Public Service has set up a joint training programme with the Dutch Public Service, whereby top managers are trained in coaching colleagues. This enables cross-border peer coaching, which has a number of advantages. For example, both peers can draw on a wealth of experience as top managers of public organisations. However, sometimes an external perspective is needed to challenge perceptions and to ensure a greater sense of confidential and honest sharing. Coaching over the border can appeal to both of these expectations. Through the joint coaching training, they also become familiar with the other country's customs and governance styles.

The coaching approach within the Flemish Public Service is enhanced because coaching has a positive effect on the leadership style and culture in public organisations. Top managers' attitudes towards coaching, learning and development influences the culture of an organisation. Scientific research shows that top managers also benefit themselves from coaching. They become more effective in their daily work and are better able to guide their co-workers. Internal coaching within the Flemish civil service has been more accepted, and the number of internal coaching sessions has increased.

A supporting factor for coaching by top managers was that the top managers realised that they also benefit themselves from coaching training and coaching colleagues. It gave them the opportunity to hold a mirror up to themselves. It helped the managers to improve their interpersonal skills, listening capability and self-confidence.

It is also important that the co-ordinator of the coaching pool invests in the learning process of the top managers/coaches. Otherwise, they become more advisers then coaches. Installing supervision, workshops and lectures on coaching are absolutely necessary.

About 15 coachees from the Netherlands and Flanders have been matched to a coach from the other country. The evaluation of the first ten was very positive. The cultural differences were not an obstacle. The coaches even found the cultural differences enriching and had a positive effect on their coaching track. Another joint coaching training for top managers for the Dutch and Flemish Public Services is scheduled for 2017.

Source: Submitted by the Flemish Public Service (Belgium).

The assessment of training and development needs in OECD countries provides additional insight into how countries assess their civil service capacity and skills gaps. Figure 3.19 suggests that a majority of OECD countries identify training needs from the priorities and programmes of government and through performance evaluations of employees. Relying on performance evaluation as the primary method to identify training needs can have the negative effect of positioning training as a remedy for low performance, instead of as a fundamental component of a future-oriented learning culture. Similarly, an assessment of current government programmes and priorities focuses on immediate short-term needs and suggests that most training is linked to updating information (e.g. informing staff of a new policy) rather than on developing employee's broader skill sets. More future-oriented approaches linked to workforce planning and horizon-scanning appear to be used less often (OECD, 2017a).

Figure 3.19. **Methods to identify the training needs of public employees**

Responses of 35 OECD countries and Kazakhstan to Survey Q66, 2016

Kazakhstan's response is indicated in light blue

Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

In Kazakhstan, the HR department of government agencies identify the civil servants who are required to attend training (training is compulsory every three years), and civil servants choose the training they would like to attend from a catalogue of training programmes organised by the Academy of Public Administration. Newly appointed managers are required to attend training regardless of this three-year period.

Many OECD countries offer initial training for new civil servants, which is also offered in Kazakhstan. Induction training in the civil service may be essential to instil common values, and a whole-of-government approach to all new employees. OECD countries have different approaches in this regard. Nine OECD countries have a standard initial training for all civil servants; in Kazakhstan, it lasts three weeks (120 hours) and focuses on general competencies (such as time management, teamwork and communication skills), along with some civil-service-specific skills (drafting official correspondence, legal documents, corruption awareness). This training, compulsory for civil servants who enter the administrative public service of Corps A and Corps B for the first time, or are appointed to a managerial, administrative post of the Corps B, can only be delivered by the Academy of Public Administration under the President of the Republic of Kazakhstan (APA) or by its regional branches.

In OECD countries induction programmes tend to be shorter, ranging from one day in the Czech Republic, three days in Estonia and Mexico, and three to five days in the Slovak Republic. In Estonia, induction training is optional. A few OECD countries

organise initial training according to seniority level. In Switzerland, training is compulsory and is differentiated between top management, middle and lower management, and young talents. In Korea, newly-recruited Grade 5[2] officials take a 16-week-long training. For Grade 7 and 9, the length of the training is determined by each ministry. In federal countries like Germany, training is also differentiated by seniority level and handled differently by each ministry. While many OECD countries have their school of government, only four report that a large part of civil servants is admitted into a specific training school before being employed as a civil servant: France, Germany, Italy and Spain.

The recognition of the importance of knowledge in public service and the speed of change requires the development of a culture of learning in the public service. This means developing organisations that motivate employees to be curious, ask questions, inquire and learn. This requires organisations that provide quality learning opportunities for all civil servants and see these as essential components of their profession. It means recognising learning as part of performance and career advancement.

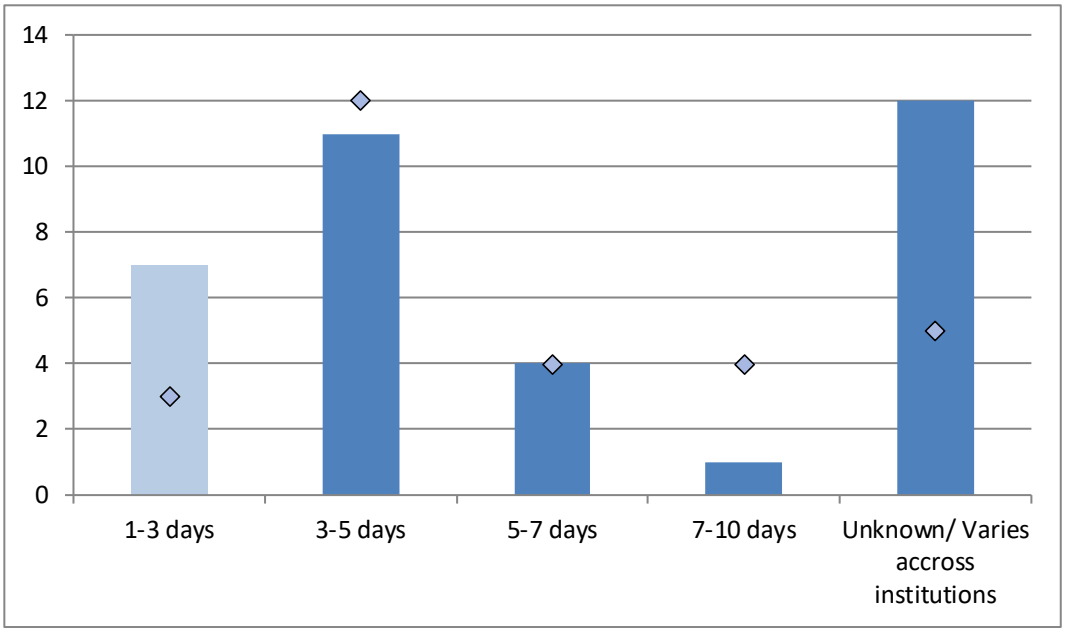
The right to training and the amount of training used by civil servants may be one partial contribution to a learning culture. In most OECD countries civil servants don't have the right to training; OECD countries where training is a right include, for example, France where all civil servants have the right to 20 hours per year (24 hours since 2017, up to a limit of 150 hours), the Czech Republic where civil servants have the right to six training days, or Portugal, with 35 hours per year as self-training.

In Kazakhstan training is compulsory for Corps B civil servants at least once every three years and in the case of an "unsatisfactory" performance assessment; it usually lasts between 24 and 80 hours. Civil servants can also pursue masters or doctoral degrees at the request of their government agencies, which are sponsored by the government (for example through the Bolashak scholarship programme or at the APA). Regardless of the right to training, in most OECD countries civil servants attend at least one to three training days a year on average. Figure 3.20 suggests an overall decline of training time in OECD countries. Between 2010 and 2016, more countries report one to three days of training, and fewer report seven to ten days. Many more also indicate that this information is either not available or that it varies considerably across institutions, due, for example, to a decentralisation of this function.

Figure 3.20. **Training days attended, 2010 and 2016**

Responses of 35 OECD countries and Kazakhstan to Survey Q69: What is the average length of training attended per year per employee?

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries (2016), and ◇ refers to the number OECD country responses in 2010. data not available for 2010.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris; OECD (2010), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

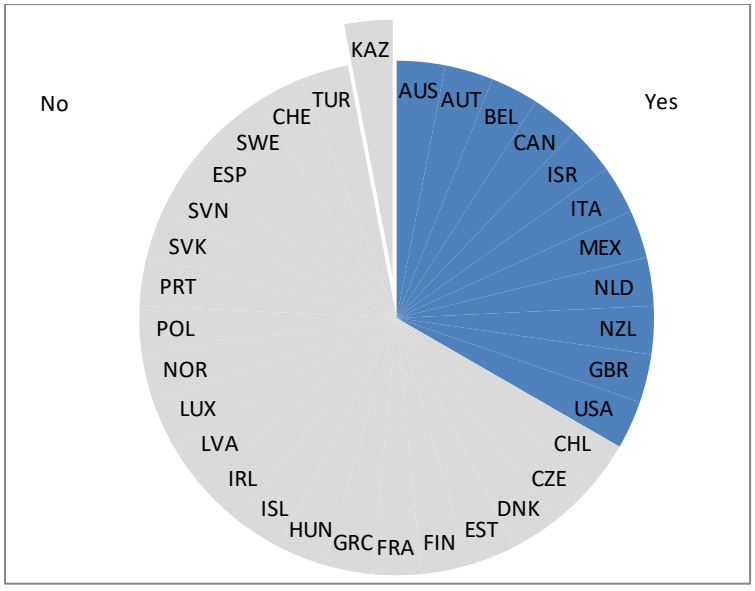
Career development: Horizontal mobility and promotions

High-performing civil service starts with selecting the best and continues with the creation of a career path that promotes lifelong learning as a means to motivate civil servants and keep their skills updated. Giving employees and leaders opportunities to work outside of their home organisation, through horizontal mobility programmes, for example, can offer civil servants opportunities to develop new insights and build new skills by giving the individual a more horizontal understanding of policy issues and allowing them to look at things from outside their sector perspective (OECD, 2017d). Mobility programmes also tend to be essential for promotions within the civil service.

Horizontal mobility

Workforce agility can help to match skills with positions by ensuring that civil service systems can effectively (re)allocate human capacity to emerging needs. Workforce agility depends on effective workforce planning mechanisms and internal mobility. While only 11 OECD countries report having specific programmes to encourage mobility in the civil service (see Figure 3.21), in 2016, most (27) OECD countries reported plans to increase internal mobility within their public administration (see Figure 3.22).

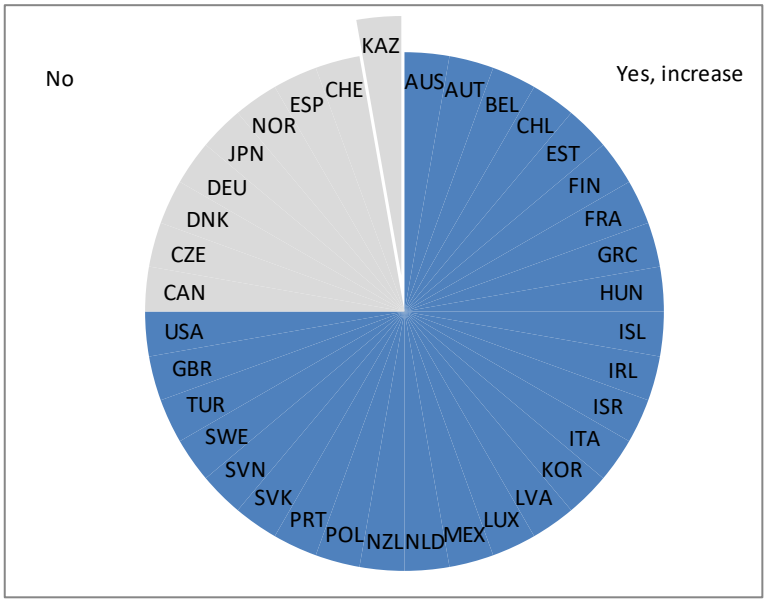
Figure 3.21. **Are there programmes to encourage mobility in the civil service?**
Responses of 32 OECD countries and Kazakhstan to Survey Q106, 2016



Notes: Data are not available for Germany, Japan and Korea. Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Figure 3.22. **Is there any plan to increase/decrease mobility within the civil service?**
Responses of 35 OECD countries and Kazakhstan to Survey Q100, 2016



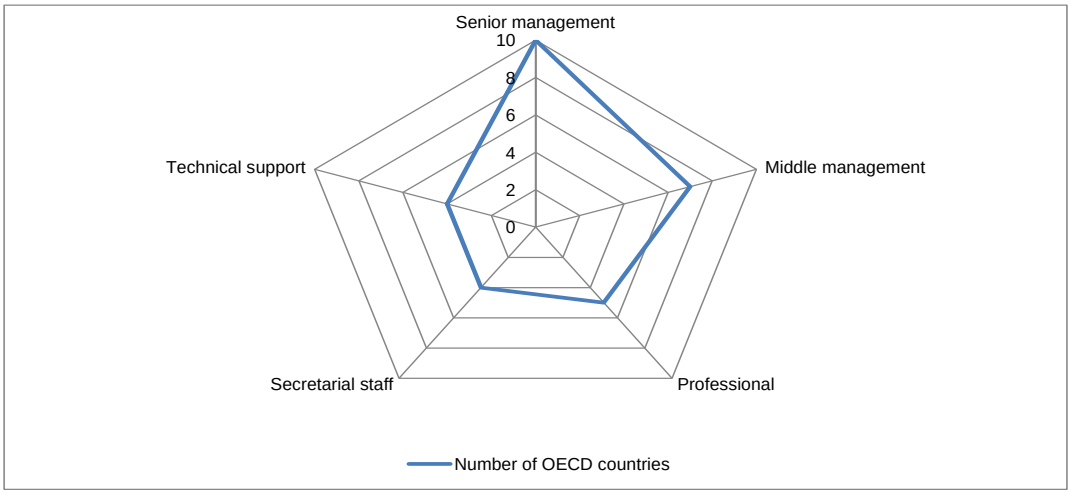
Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Of the 27 countries planning to increase mobility, 14 plan to use incentives and promote the recognition of benefits of mobility. While fewer countries have made job rotation a prerequisite for upward mobility, job rotation is more valued for promotions in higher hierarchical levels – 10 countries report mobility as an essential factor for promotion to senior management, 8 to middle management and 5 countries suggest mobility is a factor for promotion in professional positions (see Figure 3.23).

Figure 3.23. **Is mobility (job rotation) important for promotion?**

Country responses to Survey Q57, 2016



Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Some countries have developed specific rotation programmes described in Box 3.9, with a view to both develop skills and match people with skills to the right jobs.

With the adoption of the new Law "On Civil Service of the Republic of Kazakhstan" in 2015, the rotation institute for the senior civil servants of ministries and local executive bodies is applied in Kazakhstan. This type of mobility of employees is mandatory every three years they stay in office with the right of one-time extension. In 2017, 44 state employees were rotated around the country, including 23 civil servants of Corps A (42 in 2016) and 21 of Corps B (5 in 2016).

In addition, for the development of human resources capacity in the civil service, temporary appointment of civil servants is applied by seconding them to state bodies, international and other organizations, including the quasi-public sector. The civil servants seconded to the organizations of the quasi-public sector retain their previous positions (public offices), as well as rights, guarantees, benefits, compensation, allowances, payments, pensions and social protection. Thus, at present, both the rotation of civil servants of Corps A and B as well as secondment are applied with the aim of developing mobility in the civil service.

In the case of rotation to another area, employees are provided with public housing without the right to privatize it. Currently, based on the results of the practical application of the rotation institute and for the purpose of its improvement some changes will be introduced. In particular, for local executive bodies interregional rotation will be available, as well as rotation for employees of other categories occupying equal positions.

In a few OECD countries, mobility outside the public sector can affect civil servants' pension rights (nine OECD countries), accumulation of salary and benefits (eight OECD countries) or career prospects (six OECD countries). In France, for example, a long period in the private sector negatively affects the career progression in the public sector if the civil servant decides to return to the public sector. In Mexico, civil servants lose their benefits except for the length of service, which starts counting again if the civil servants re-enters the administration. In Estonia, while generally, it's not costly not to return to the public sector, for specific services such as the police, the employee who does not return will no longer accumulate pension benefits.

Box 3.9. **Mobility and rotation programmes**

Interchange **Canada** is a mechanism to facilitate mobility and temporary skills exchange between the Government of Canada's core public administration and all other sectors of the economy, both domestically and internationally. Assignments can be undertaken for the purposes of knowledge-transfer, the acquisition of specialized expertise, and/or professional development. Interchange Canada has been used to facilitate movement between the federal government and provincial, territorial, or municipal government, private businesses, not-for-profit organizations, academia, and aboriginal organizations both within Canada and internationally. Interchange assignments can benefit participants by allowing them to develop a variety of competencies and expose them to new experiences and perspectives. As well, Interchange Canada can serve as an excellent means of temporarily accessing in-demand skills otherwise unavailable in the home organization and for building and transferring knowledge to enhance internal capacity both within government and in other sectors. Furthermore, Interchange Canada directly supports several government priorities such as recruiting mobile young professionals, attracting mid-career specialists, and increasing interaction with non-government organizations.

Denmark's National Centre for Public Sector Innovation (COI) organised its first national innovation internship in September of 2015. Knowing that innovation is best diffused through face-to-face interaction, the national innovation internship works as an infrastructure for organising in-person meetings. In 2015 nearly 100 employees across all levels of government have participated in internships lasting two to five days with the aim of intensive learning of how other public workplaces go about solving their tasks. Aside from the matchmaking, COI's focus has been on creating the best circumstances for the diffusion of innovation by organising preparatory and follow-up workshops in order to enhance the likelihood of actually changing behaviour and for innovative solutions to find new breeding grounds. The national innovation internship is evaluated by KORA (the Danish Institute for Local and Regional Government Research), with the aim of improving the internship programme in 2016. Scaling the concept is of utmost importance, as the demand for participating in 2016 has already materialised. For more information, see www.coi.dk/hovedaktiviteter/innovationspraktik.

The **Israeli rotation system**, which is currently still going through processes of formation, is relevant for senior staff managers. These include deputy director-generals or positions at the equivalent level, as well as various pivotal positions predetermined according to government decisions. Senior managers will hold their positions for six years, after which they change positions. The aim is to create a special reserve of qualified people from all across the civil service, specifically for these positions, tracking them via a unique process. Civil servants chosen for this track would then go through relevant training with a close connection with, and guidance from, the Civil Service Commission and relevant ministries.

The rotation process, when looking at many different positions in the civil service, consists of three stages. At the first stage, people who finish their six-year term and qualify (according to different criteria) to be reassigned to a certain position can apply for it. Positions that weren't

Box 3.9 **Mobility and rotation programmes** *(continued)*

filled at the first stage will now be open for people who finished their six-year term (that were not transferred at the first round because they didn't qualify for an immediate transfer) along with civil servants from lower positions. In the third stage, positions that were not staffed will be open for qualified applicants from outside the civil service.

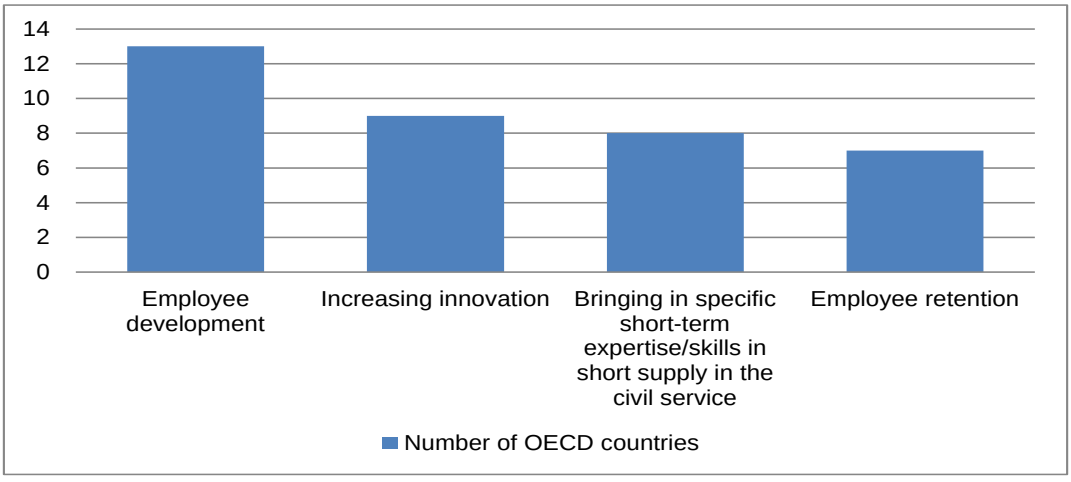
Source: Delegates to the OECD Working Party on Public Employment and Management (PEM).

External career mobility, understood here as the temporary appointment of civil servants to the quasi-public sector, with the preservation of civil servants' privileges, is not offered in Kazakhstan. When civil servants resign from the civil service they receive salary and benefits from their new employer; in addition, administrative civil servant pension deduction rules are the same as in the private sector (10% salary contribution to the company "Unified Accumulative Pension Fund"). Kazakhstan is similar to most OECD countries in terms of plans to increase mobility (see Figure 3.22). Investing further in mobility may enhance Kazakhstan's capacity to retain and develop employees, recruit specific short-term expertise and to innovate, which are the most common objectives of mobility programmes in OECD countries (see Figure 3.24). In Kazakhstan, mobility is only compulsory for Corps A, and senior managers of Corps B whose tenure in a given position is limited to a maximum of eight and six years correspondingly (since 2012 amendments to the Civil Service Law).

Kazakhstan is similar to most OECD countries in terms of plans to increase mobility (see Figure 3.22). Investing further in mobility may enhance Kazakhstan's capacity to retain and develop employees, recruit specific short-term expertise and to innovate, which are the most common objectives of mobility programmes in OECD countries (see Figure 3.24). In Kazakhstan, mobility is only compulsory for Corps A, whose tenure in a given position is limited to a maximum of six years (since 2012 amendments to the Civil Service Law).

Figure 3.24. **Objectives of mobility programmes in OECD countries**

Responses of 35 OECD countries to Survey Q106d, 2016



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas. Kazakhstan does not report having specific programmes to encourage mobility in the civil service.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

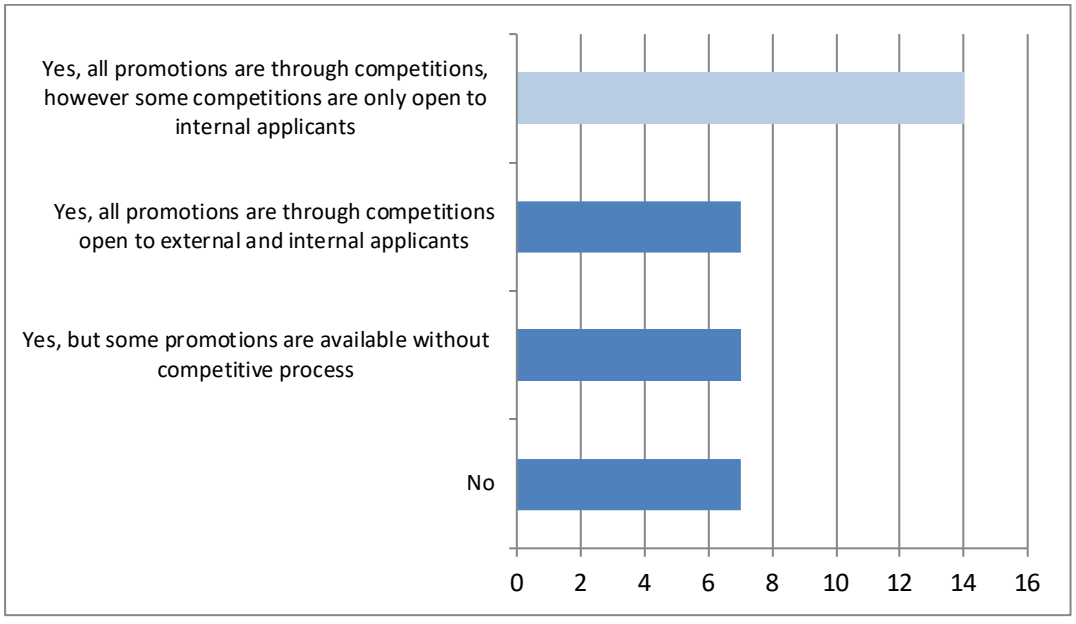
Promotions

Open competitions are widely used for career advancement in Kazakhstan and in most OECD countries (see Figure 3.25). In Kazakhstan, in connection with the introduction of the career model, competitions are held primarily for internal applicants and some cases promotions are available without competitive process if candidates meet qualification requirements. In Canada, for example, all employees promoted to a higher level must meet the merit criteria established for the position to be filled. Ireland adopted a hybrid approach with open/internal and interdepartmental competitions. By contrast, in Kazakhstan, civil servants who have held certain positions[3] for at least six months may be appointed to Corps A or B upon the decision of an accredited commission (Art. 15, CSL).

Figure 3.25. **Is career advancement done through open competition?**

Responses of 35 OECD countries and Kazakhstan to Survey Q56, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

OECD countries have different approaches when it comes to promotion criteria, and they often differ according to hierarchical level.[4] Performance appraisals and qualifications tend to be the most common criteria in all hierarchical categories, while training and mobility tend to be globally less valued. In Korea, promotion to a senior manager position is firmly based on the competency assessment results of candidates. In New Zealand, the majority of senior roles require formal assessment of leadership capability and fit to role.

While Kazakhstan also values civil servants' qualifications, the results of performance assessments don't seem to have an impact on promotion but instead result in

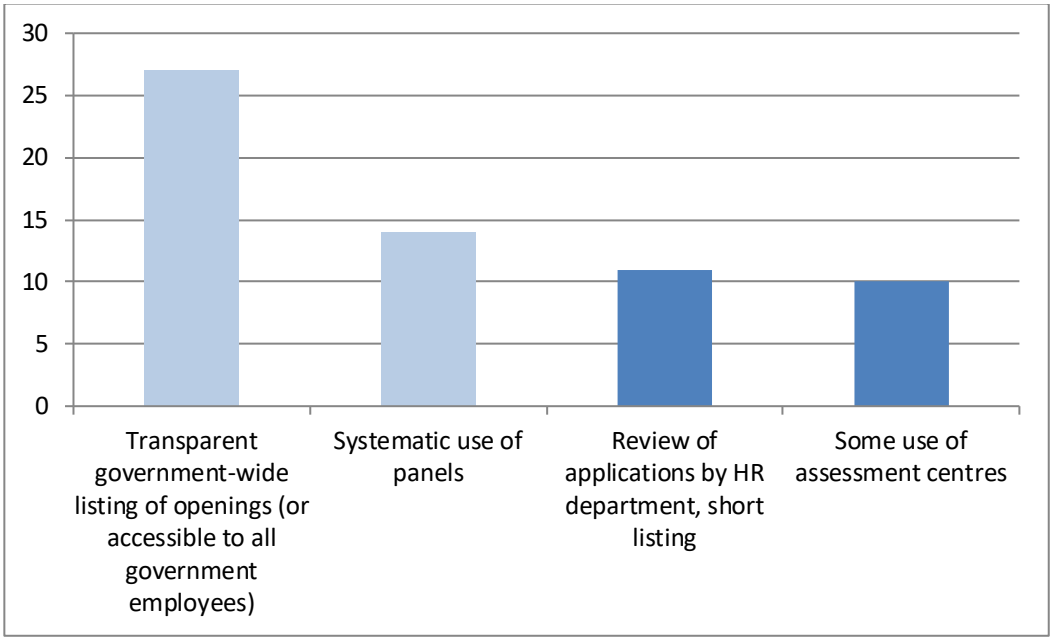
bonuses[5]. At the same time, a negative assessment of civil servants of the Corps "B" may lead to their demotion to a lower position, and in the case of the civil servants of the Corps "A" - to the termination of their contracts. In addition, promotions tend to be granted based on competition among internal candidates, who take precedence over external candidates. A candidate will need specific expertise, work experience in lower positions and continuous training. If no ideal candidate is found, the competition is opened to the wider civil service, and eventually to external candidates. The aim is to facilitate the promotion of public servants since external candidates had preference in the past.

Both Kazakhstan and most OECD countries have mechanisms to strengthen merit and transparency of the promotion system (see Figure 3.26). In 2016, only the Slovak Republic and Slovenia don't have any mechanisms; Iceland doesn't have a promotion system in place; and in Hungary, promotions are automatic according to the Act on the Legal Status of Public Officials (2011).

Figure 3.26. **Merit and transparency of the promotion system**

Responses of 35 OECD countries and Kazakhstan to Survey Q58: How are merit and transparency of the promotion system organised?, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Kazakhstan is aligned with OECD countries regarding the merit-based and transparency of the promotion system. Like most OECD countries, for competitive promotions, Kazakhstan uses transparent government-wide listings of openings accessible to all government employees and uses panels to assess candidates. In Greece for example, promotions from one grade to the other are decided by each service board. Selection for

the hierarchical level of head of unit and director is made through an open call for applications. Selection to the hierarchical level of general director is made through an open call for applications, and the decision is made by a single Central Special Board of Selections. The Netherlands uses a mix instruments, depending on the vacancy. In Poland, a list of up to five best candidates is prepared for on-senior positions. In Portugal, career advancement is made through the change of the pay step as a result of performance assessment. Finally, in the United Kingdom, the Civil Service Competency Framework has provided a common standard of promotion across the civil service.

Final remarks

This chapter has explored the management of a skilled and competent workforce. Given the analysis, it suggests opportunities for Kazakhstan to sustain its efforts towards a meritocratic civil service, and focus on building one which manages competencies strategically. This suggests the need to align skills and competencies needed to achieve strategic objectives to the recruitment and promotion processes.

This means linking recruitment and assessment to competency models, which is part of the planned implementation of the competency model, but also using high-flyer/fast-stream programmes and employer branding to target specific employees needed and ensuring that the public sector is seen as an attractive employer for the best and brightest. It also suggests the need to integrate learning and training in a way that builds a learning culture and reinforces the need to update competencies throughout one's career.

Notes

1. Strategy Kazakhstan-2050: "From now on every public servant has to demonstrate clear progression in their career through the development of skills and experience that allows them to increase their professional level."
2. In the Korean system, Grade 9 is the lowest and Grade 1 is the highest.
3. Acting judges, members of Parliament, members of Maslikhat working on a permanent basis, political civil servants, international servants judges who left their positions (unless they were removed for negative reasons).
4. Senior management, middle management, professionals, secretarial staff and technical staff.
5. According to the CSL, civil servants have the right to promotion depending on their qualification, competencies, merits and bona fide performance of his/her official duties (Art. 9 of the Civil Service Law).

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Chapter 4

Performance, pay system and working conditions in Kazakhstan

This chapter discusses Kazakhstan's performance management system, currently under preparation. This new system is being developed by the Agency for Civil Service Affairs and is expected to share many common features with OECD countries. In the new system, Kazakhstan aims to make greater use of performance assessment in human resources (HR) decisions. The Agency for Civil Service Affairs is looking at the possibility to introduce performance criteria related to improvement of competencies and to increase the impact of performance in career advancement and remuneration (namely through performance-related pay). In parallel, Kazakhstan is working on a point-factor scale grading system for civil service positions, where job content is expected to become an important factor to determine base salary.

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

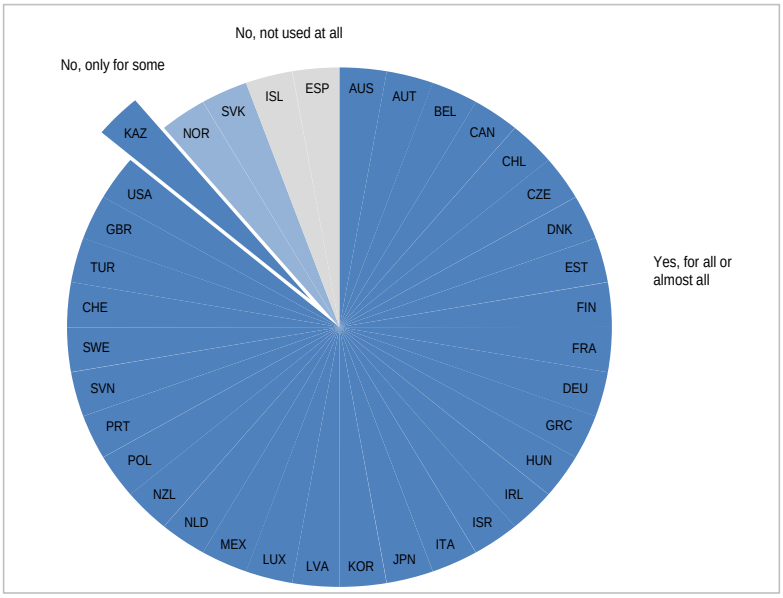
Improving the quality, accessibility and responsiveness of public services, while carefully managing limited resources, requires effective performance management in the public sector. Defining appropriate performance indicators for policies and services can inform the performance objectives of employees. Such practices help to clarify organisational goals for staff so that they gain a better understanding of their roles within the organisation and therefore how to best contribute to strategic organisational objectives. Performance assessments also strengthen incentives to improve performance by allowing for the recognition of individual and collective efforts in a consistent and transparent manner. Performance assessments can help to identify gaps in skills and can feed into strategic human resources (HR) planning and training (OECD, 2017a).

Performance appraisal and monetary incentives

Out of the 31 OECD countries that have a formal performance assessment system for all or almost all civil servants (see Figure 4.1), 28 consider it a human resource management (HRM) priority. Canada and Ireland have recently implemented performance management systems; Canada has standardised a single system across the Core Public Administration, while Ireland has simplified their assessments to a two-point scale – satisfactory or not (OECD, 2017a). Kazakhstan is currently reforming its performance management system. The new system, being developed by the Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption (hereafter, the "Agency"), is intended for all civil servants and is expected to share many common features with OECD countries. As with any new management system, great care must be taken to ensure that stakeholders will be prepared to use it.

Figure 4.1. **Is formalised performance assessment mandatory for government employees?**

Responses of 35 OECD countries and Kazakhstan to Survey Q49, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

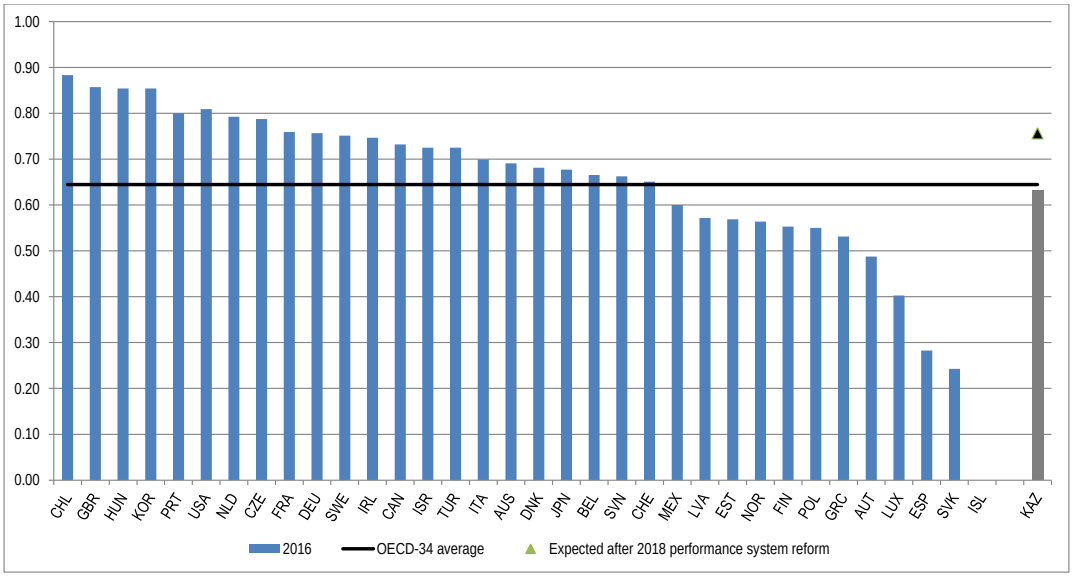
Performance assessment usually involves an individual appraisal of work performance according to objective standards and criteria, which may include, for instance, assessing the quality of work and professional commitment. Team performance is not assessed in Kazakhstan and only rarely in OECD countries, even though "teamwork" is included in the skills inventory or competency framework in 19 OECD countries. The Chilean and Austrian civil services have for example put in place incentives to strengthen team performance. Chile has established Management Improvement Programmes (MIP), which consist of a system of incentives to strengthen cross-cutting co-operation in key public management areas. Once approved, MIP are translated into Collective Performance Agreements (*Convenios de Desempeño Colectivo*), and whenever institutions that commit to the MIP system achieve at least 90% of the objectives, their employees receive a bonus of 5% of their salary; for institutions that achieve between 75-90% of their objectives, employees receive a 2.5% bonus (OECD, 2017b).

Austrian public management is primarily outcome-based since 2013. Its purpose is to set up a coherent system where the Federal Finance Act annual objectives cascade down to general directorate's and unit-level objectives, and finally to teams and individual posts. The transparency of staff members' contributions to achieving the strategic aims and institutional priorities is considered an essential motivational factor. Team performance is assessed and discussed during the annual performance assessment interview (which includes individual and team contributions to the goals of the organisation) and in special team meetings within each unit.

Team collaboration can also be supported through other channels. The United Kingdom's annual Civil Service Awards recognise excellence in co-operative and joint working across departments, local government, UK government or devolved administrations through the "Collaboration Award" for: 1) work that exemplifies the principles of mutual respect, co-operation and collaboration and improves the knowledge and skills of others; 2) joint working across and between the UK government, departments, devolved administrations or local authorities that are empowering communities and boosting growth; and 3) successful project, policy or public service delivery achieved through effective leadership, negotiation and collaboration with others.[1]

The OECD composite indicator presented in Figure 4.2 assesses the use of performance assessments to inform HR decisions, including formal requirements, tools used and implications of performance assessments for employees. Chile and the United Kingdom integrate performance assessments into their HR decision making to a greater extent than other OECD countries. Conversely, Iceland and Spain do not conduct mandatory formalised performance assessments for employees, while in Norway and the Slovak Republic they are conducted for some staff only.

Figure 4.2. **Extent of the use of performance assessments in HR decisions in central government, 2016**



Notes: Data are not included for New Zealand. Iceland does not have formalised performance assessment mandatory for government employees. Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Data for Kazakhstan reflects the extent of the use of performance assessments in HR decisions in central government as of September 2017 (bar) and the intended state after the introduction of the performance system under preparation.

The index on performance assessment is composed of the following variables: the existence of a formalised performance assessment; use of performance assessment tools; performance assessment criteria; the importance of performance assessment for career advancement, remuneration, and contract renewal.

The index ranges between 0 (no use) and 1 (high use). Missing data were estimated by mean replacement. The index provides information on the formal use of performance assessments in central government but does not provide any information on its implementation or on the quality of work performed.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Data for Kazakhstan in Figure 4.2 reflect the current and intended "future" state with the new performance system, developed by the Agency and to be implemented from 2018 onwards. Through this system, Kazakhstan aims to make greater use of performance assessment in HR decisions, namely by introducing criteria related to the improvement of competencies in performance assessments and increasing the impact of performance assessments in career advancement and remuneration.

Written and oral feedback from the immediate superior at least once a year are the most common tools for regular performance assessment across OECD countries (see Figure 4.3), as is also the case in Kazakhstan. In most cases, meeting with an immediate superior takes place every year (17 OECD countries) or every six months (10 OECD countries). In Korea, the meeting takes place every three months.

Figure 4.3. **Regular performance assessment tools in OECD countries and in Kazakhstan**

Responses of 35 OECD countries and Kazakhstan to Survey Q50, 2016

Kazakhstan's response is indicated in light blue

Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Some countries have developed 360° feedback mechanisms for some positions, but it remains a less commonly used tool (10 OECD countries). Kazakhstan used 360° assessment until 2016[2] for civil servants of the Corps B, mainly to assess competencies such as initiative, ability to co-operate, observance of corporate ethics, teamwork, work-planning skills and ability to motivate, by a direct supervisor, subordinates or colleagues of an employee.

Lepsinger and Lucia (1997, cited in Kim 2001) have identified conditions that contribute to the success of a 360° feedback mechanism, such as an open feedback culture and a participatory environment; the willingness of participants; preliminary identification of performance measures and behaviours for which people will be held accountable. Studies in the private sector show controversial results from the 360° appraisal, which can be time-consuming and subjective, particularly if they can affect promotions or remuneration (see, e.g. Johnson, 2004; Buckingham, 2011).

In light of these challenges, countries use the 360° feedback mechanisms to different degrees. In Belgium, for example, 360° appraisal is available but not mandatory; in France, it only applies to top managers in a few ministries (e.g. Foreign Affairs). In the United Kingdom, 360° appraisals are more common in the senior civil service (SCS) and on development schemes. A new civil service competency framework and performance

management process have been introduced in the United Kingdom since 2011, and as part of this new process, there are mid-year performance assessments in the middle of the year, and a formal performance assessment at the end of the year. In decentralised countries like Germany or New Zealand, performance assessment is dealt with differently in each ministry.

Meetings with the superior two levels above, or the HR officer, are rarely used. In Australia for example, while it may occur in some agencies, it is not likely to be standard practice. In France, middle managers meet their two levels above superior once a year and all employees can meet the HR officer on request. In the Netherlands, meetings with superiors' two levels above only happen in case of poor performance or disagreement between an employee and an immediate superior.

At present, Kazakhstan is developing a new assessment system to be adopted in the near future. The new performance assessment system for the civil servants of Corps "B" in Kazakhstan includes an annual assessment of the achievement of objectives and evaluation of competences. Evaluation of competences is a new component. The assessment of the achievement of objectives results in the payment of bonuses, and evaluation of competence – in skills development. The objectives of employees must be SMART (specific, measurable, achievable, relevant and time-bound), and set in accordance with a strategic plan of a government body, a memorandum of a political official, an agreement of the Corps "A" civil servant or nature of the work of a civil servant of the Corps "B". Thus, a comprehensive system is being created in which the overall goals of a state body or, in other words, goals of political employees, are decomposed to the level of heads of structural units and then descend junior staff. This allows to ensure the overall responsibility for the results of the work of the government body and to focus the attention in a common strategic direction.

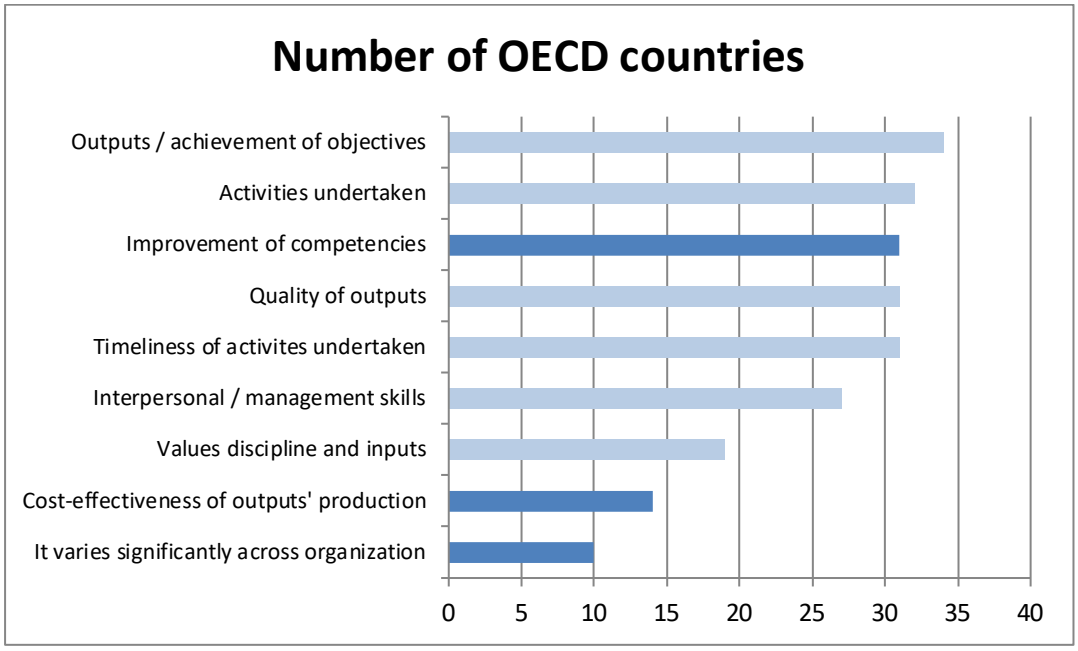
Competencies will be evaluated based on the Common Competences Framework that consists of 11 competencies, for which civil servants were assessed in the course of the attestation. In each competence there are no more than 10 behavioural indicators. If an employee's activity is consistent with three quarters (3/4) or more of behavioural indicators, then his or her assessment for the evaluated competence is "meets the expectations". If the employee's activity meets less than three quarters (3/4) of the behavioural indicators, the assessment is "does not correspond to expectations". As a result, the employee will be requested to pass a training to develop necessary competencies.

Outputs and activities undertaken are widely used across OECD countries and in Kazakhstan as the main performance criteria. By contrast, the cost-effectiveness of outputs is used by less than half of OECD countries, and is not used in Kazakhstan (see Figure 4.4). While this may relate to the challenge of measuring cost-effectiveness in activities (many factors can have an impact on outcomes in health, education and other policies), improving the cost-effectiveness of public services has a growing importance in a context of budget constraints in many OECD countries (OECD, 2017a). With introduction of the new assessment system improvement of competencies is reported by Kazakhstan as a performance criterion, and integrated into the new performance management system. Finally, few OECD countries report that performance criteria vary significantly across organisations (see Figure 4.4), which is consistent with the delegation arrangements discussed in Chapter 2, where performance management tends to be relatively centralised.

Figure 4.4. **What are the current performance criteria explicitly used in most organisations?**

Responses of 35 OECD countries and Kazakhstan to Survey Q51, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

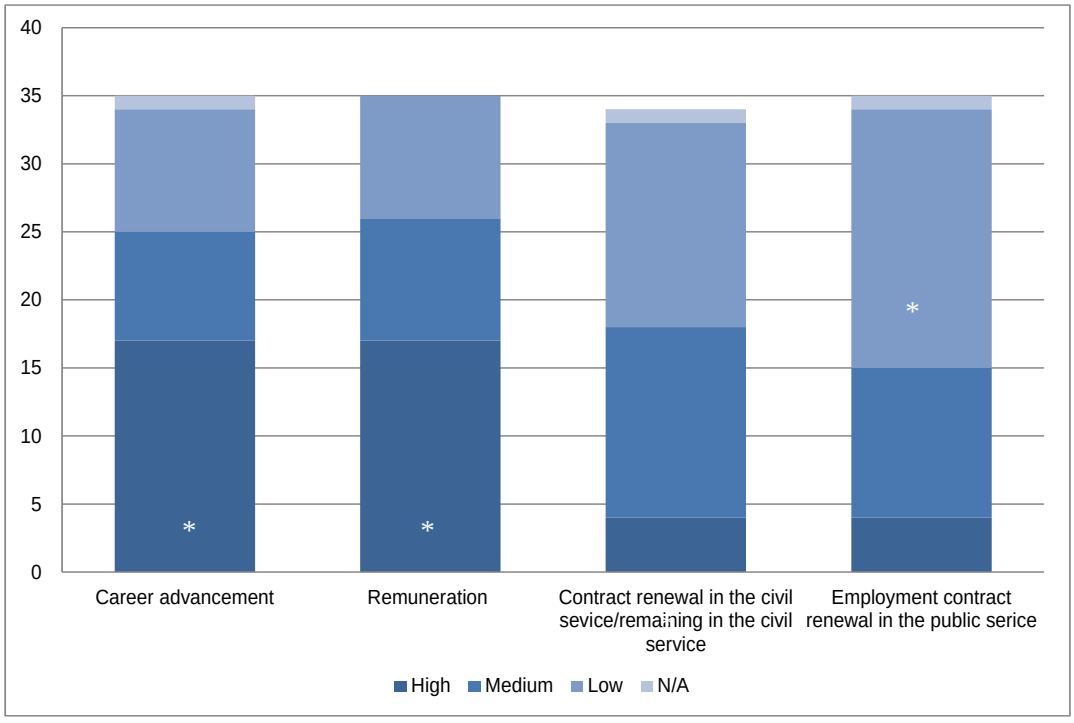
To measure the importance of performance assessment, one can consider its impact on civil servants' careers, remuneration or contract renewals. Even though the vast majority of OECD countries have compulsory performance assessments for their employees, surprisingly the impact of the performance assessment results is not always clear, at least according to legal criteria. At an aggregated level, slightly less than half of OECD countries report that having good performance is very important for career advancement and remuneration. The number drops to only four OECD countries when looking at the impact on performance for contract renewal in the civil service or for remaining in the civil service (see Figure 4.5). In Poland, civil servants with two successive and positive performance appraisals are given a higher grade and a higher civil service bonus. The Spanish Basic Statute of the Public Employee establishes that performance assessments affect career advancement, remuneration, training, filling positions and continuing to hold the post obtained through a competitive process. Although those issues have not been developed in a regulatory law, there is an informal assessment used in filling positions through a competitive process (assessment of candidate's merits) and in complementary remuneration (bonuses). In Austria, for example, performance assessment has no effect on remuneration and contract renewal.

In Kazakhstan performance can have a high impact on career advancement, remuneration and contract renewal for civil servants of the Corps A. Performance results also affect access to training and award of incentives such as gifs, certificates or titles of honour, decisions about bonuses and rotation (Civil Service Law).

Figure 4.5. **How important, according to legal criteria, is having a good performance assessment to career advancement, remuneration and contract renewal?**

Responses of 35 OECD countries and Kazakhstan to Survey Q54, 2016

Kazakhstan's response is indicated with an asterisk



Note: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Bad performance can lead to dismissal from the civil service in all OECD countries with the exception of Turkey. In only five countries do such dismissals happen regularly: Chile, Hungary, Norway, Switzerland and the United Kingdom. Like in most OECD countries, dismissals for bad performance are possible in Kazakhstan, but this rarely happens; instead, receiving unsatisfactory performance appraisals for two consecutive years can lead to a downgrading of the civil servants of the Corps B, should there be availability within vacant lower positions.

Linking performance assessment results to rewards for staff (such as performance-related pay [PRP]) remains a challenging issue in many OECD countries. The use of PRP in the form of bonuses (19 countries) or performance-based permanent pay increases (20 countries) has been relatively stable since 2010. Countries use different modalities of PRP, which can vary according to the range of staff positions to which it applies, whether the targets and the incentives apply to individuals or to groups, the extent to which rankings are used, and the size of awards. In Denmark, PRP consist mainly of qualification (granted as a permanent supplement) and functional allowances (typically time- or task-limited); in Switzerland, employees' performance affects salaries until the employee reaches the maximum amount of its salary class; and in the United Kingdom, performance payments are awarded to staff based on performance either at an individual, team or organisational level (see Box 4.1).

Box 4.1. **Performance-related pay systems in selected OECD countries**

Denmark

Denmark's performance-related pay system was gradually introduced in the public sector from 1997. It aims to provide a basis for more flexible and strategic wage formation and an individualised use of payroll through an adaptation of wages to the individual employee and of the wage structure to the institution.

In this context, PRP is used as an active management tool to support institutional goals and values. As such, salary intends to reflect the individual qualifications, functions and achievements of the individual employee in relation to the institution's goals and creates better opportunities for using the salary to support competence development, quality development and performance orientation at the workplace.

Salary agreements are in most cases concluded between local management and the local trade union representatives depending on the framework of the collective agreement. Institutional managers are responsible for securing funds for wage negotiations and for prioritising the budget allocation for salaries within the institution's financial framework.

PRP consists, among other things, of two types of allowances: qualification allowances, which mainly depend on professional and personal qualifications and on the type of assignment; and functional allowances for employees, which are linked to specific tasks. Qualification allowances are generally granted as a permanent supplement and functional allowances are typically time- or task-limited.

Source: Danish delegate to the OECD Working Party on Public Employment and Management (PEM). See also http://pav.perst.dk/Publikation/Nye%20lonsystemer/Basisloensystem.aspx.

Switzerland

The structure of the salary system associates job descriptions to salary classes according to the tasks to be performed. The higher amount of each salary class is used to calculate the evolution of the salary according to the employee's performance.

Switzerland's' federal remuneration policy values objective setting and dialogue between employees and their superiors, and performance objectives assess results and expected behaviours. The annual performance-related salary increase can range between 0% (or a reduction of up to 2%) for employees with unsatisfactory performance, and a maximum of 3% for employees assessed as "very good". It is expected that at the federal level the most common assessment is "good" (up to 2% salary increase).

Employees' performance affects the salaries of the following year until the employee reaches the maximum amount of his/her salary class. Salary increases are decided by the *Federal bureaux* and based on the superior's proposal (usually based on individual performance, comparison among team members and budget availability).

Source: Swiss delegate to the PEM.

United Kingdom

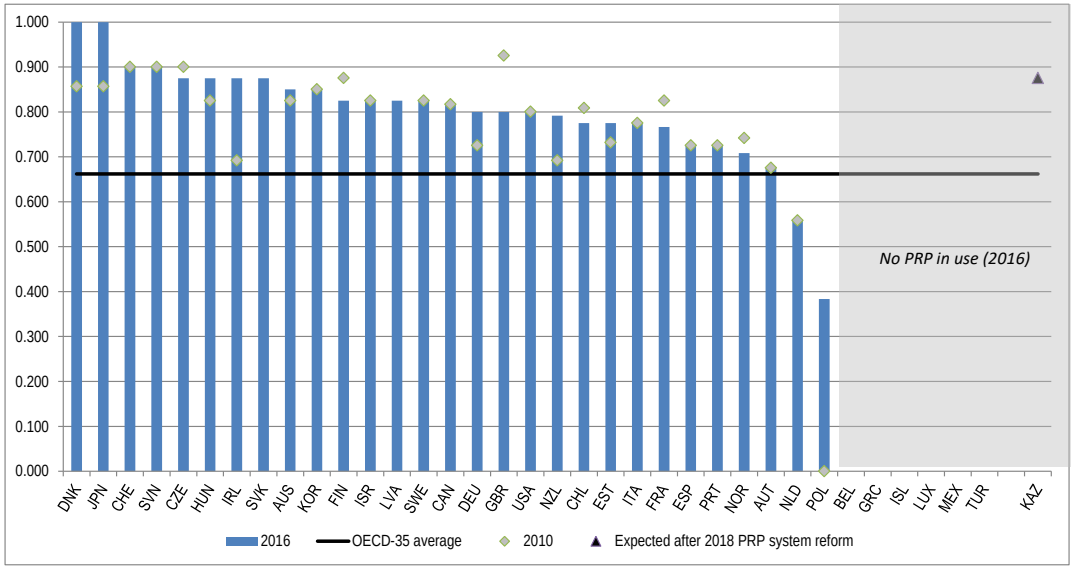
The United Kingdom's public sector departments are responsible for implementing the civil service pay policy according to the civil service pay guidance. According to the pay setting for 2016-17, performance payments are awarded to staff based on performance either at an individual, team or organisational level. They are re-earnable and do not have associated future costs. Types of payment include:

- performance-related payments based on individual contributions to the organisation and assessed by the department's performance management system
- special bonus schemes for individual payments for special projects or outstanding pieces of work that are not covered by the normal performance management system.

Source: www.gov.uk/government/publications/civil-service-pay-guidance-2016-to-2017/civil-service-pay-guidance-2016-to-2017#fn:1.

In Poland, on the other hand, PRP is only used in a few agencies for specific professions. Belgium, Greece, Iceland, Luxembourg, Mexico and Turkey report not using PRP at all (see Figure 4.6). An essential aspect of the new performance system in Kazakhstan will be the introduction of performance-related pay, possibly in the form of payment at the end of the year of one-time bonuses, which are calculated for each employee at a rate of 30% of annual salary . One of the challenging questions will be how to prioritise outcomes over procedures.

Figure 4.6. **Extent of the use of performance-related pay in central government, 2016**



Notes: The index on PRP is composed of the following variables: use of a PRP mechanism and for which staff categories; use of one-off bonuses and/or merit increments; and maximum proportion of basic salary that PRP represents.

Indices range between 0 (no use) and 1 (high use). Missing data were estimated by mean replacement. The index provides information on the formal use of PRP in central government but does not provide any information on its implementation or on the quality of work performed.

Data for Kazakhstan reflects the current extent use of PRP in central government on September 2017. The symbol reflects the intended state after the introduction of the PRP system under preparation.

Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country

Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Compensation of public employees is an HRM instrument for achieving organisational goals in a cost-effective manner. Reforms such as the introduction of PRP require an understanding of what to emphasise and what to avoid in order to build support for the new system (see Box 4.2). Introducing a PRP system affects the relationship between managers and employees and, like compensation more broadly, influences individual career decisions (OECD, 2012).

Box 4.2. **Designing more effective compensation systems**

The experience of OECD countries in compensation highlights four key considerations in designing more effective compensation systems:

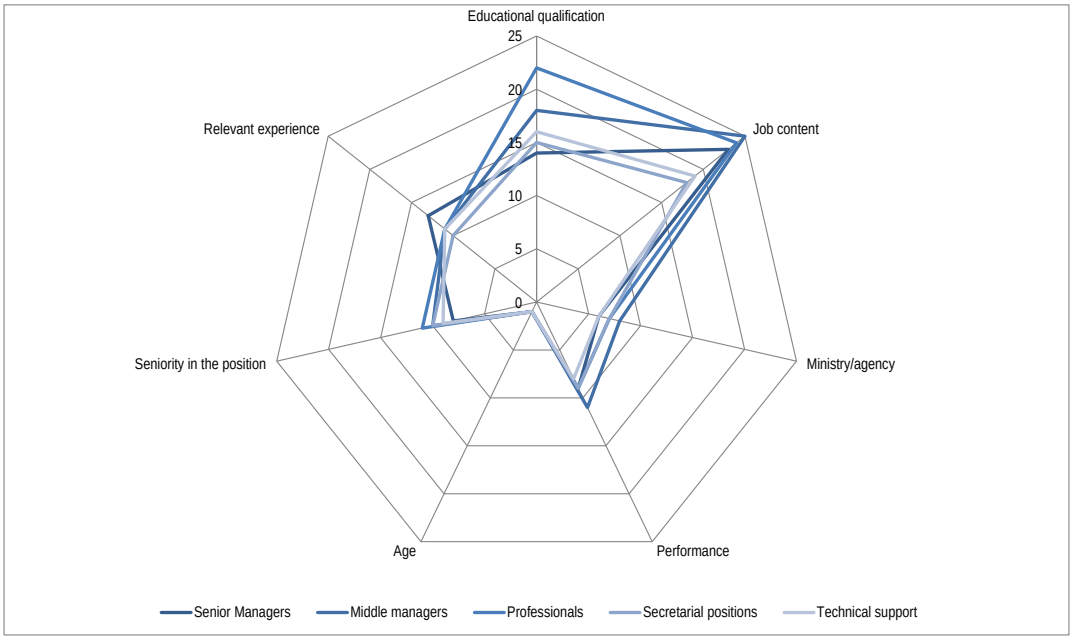
- **Use the compensation system as a management tool**: If there is a common trend in the management of employees, it is a paradigm shift from rule-based governance and rule obedience to managerial discretion and accountability for results. The compensation system can be an essential tool for managers in the new paradigm, especially when responsibility for pay is decentralised.
- **Incorporate flexibility into the new compensation system**: In contrast to the stability of the past, as the fiscal issues are addressed, public employers will be forced to reorganise and restructure work processes. Traditional pay programmes are likely to be an impediment to necessary changes. If problems are anticipated, pay issues should be addressed as early as possible.
- **Use the compensation system to influence employee behaviour**: One purpose of compensation is to influence employee behaviour – to accept a job offer, to work diligently and, for the better performers, to commit to careers with their employer. New policies and practices should be evaluated in terms of the projected impact on employee behaviour throughout the transition.
- **Use the compensation system to improve performance**: Planning for the transition to a new pay programme should include considerations of how it will influence employee performance, both in isolation and in combination with other practices. These practices should send the message that performance is a priority.

Source: OECD (2012), *Public Sector Compensation in Times of Austerity*, http://dx.doi.org/10.1787/9789264177758-en.

Another monetary incentive for performance is base salary itself. Trends show that in OECD countries the most important factors to determine base salary are job content and education qualification, regardless the hierarchical level (see Figure 4.7). In the Netherlands, for example, salaries are associated with the job family system, which is related to job content and competencies needed. Japan is the only OECD country where salary is linked to age.

Figure 4.7. **Key factors affecting base salary in OECD countries**

Responses of 35 OECD countries to Survey Q114: What are the most important factors to determine the base salary for senior management position/middle management positions/professionals/secretarial positions/technical support?, 2016



Note: Lines represent the number of OECD countries reporting the factor as of "key importance."

Source: OECD (2016a), "Survey on Strategic Human Resource Management in Central/Federal Governments of OECD Countries", OECD, Paris.

By contrast, in Kazakhstan, the base salary is mostly influenced by the category of a position and seniority in the civil service. Salaries of civil servants are set through the Unified System of Remuneration approved by the Government, including the procedure and conditions of payment of bonuses, allowances and salary increments. Salaries and other payments to civil servants are subject to indexation according to the law and are mainly based on civil servants' position, category and tenure.

Kazakhstan's Agency for Civil Service Affairs and Anti-Corruption starting from 2018 is introducing a point-factor scale grading system for civil service positions, where job content will become an essential factor in determining base salary. It will be used for grading civil service positions in order to introduce a differentiated payment system. As a result, remuneration should be affected by the position's contribution to the achievement of government agency goals, the complexity of the work performed, or specialised knowledge and skills required for the position.

This new payment system based on the point-factor grading system will be implemented at the Agency (including its departments in the regions), the Ministry of Justice and the akimats (mayors' offices) of Astana and Mangystau regions. Piloting and other experimental design tools minimise the risk associated with innovations such as the point-factor scale. Through piloting, when failures happen, they happen early before substantial amounts of resources are invested, and act as a learning experience and a step towards eventual success (OECD, 2017c, 2015) (see Box 4.3).

Box 4.3. **Examples of piloting experiences in HR management system in OECD countries**

Canada: The primary objective of the Common Human Resources Business Process (CHRBP) was to standardise, simplify and streamline how human resources business is conducted across the Government of Canada. It has been designed to bring consistency in the delivery of effective and efficient human resources services while at the same time maximising the use of existing and innovative methods and tools.

Prior to its endorsement as the Government of Canada standard, some departments (approximately five) became "early adopters" and acted as pioneers in implementing the CHRBP. During this initial phase, departments sought out ways to leverage the CHRBP to improve their current business and often came up with tools or strategies that eventually were re-worked or replaced. In order to demonstrate the benefits of the CHRBP, some departments also came up with some "quick wins" that helped to keep up the momentum and to garner interest from other organisations as well. Two of the main challenges were:

- Capacity to understand and carry out the related activities to implement the CHRBP within an organisation was a challenge due to competing priorities and various fiscal restraint exercises happening within. In order to mitigate this, a team of professional resources (consultants) was procured to support and facilitate implementation efforts within departments through individual "Letters of Agreement" with the Office of the Chief Human Resources Officer (OCHRO).
- Some organisations cited "technology" issues or gaps through their CHRBP analysis phase that could have led to significant investments in their HR systems on a piece-meal basis. That said, a parallel initiative is underway to develop an enterprise-wide HR system. As such, new business requirements and opportunities sought in the system are now being handled on an enterprise-scale, and organisations will soon be able to take advantage of this once the system development is complete and deployed.

Netherlands: P-Direkt is a HRM-shared-service that provides the ten Dutch ministries and their 120 000 end-users with a variety of administrative and informative HRM services in a standardised way, via a self-service portal and a contact centre. Services included on the portal include payroll, personnel registration, management information, end-user support, and HR analytics, among others. P-Direkt was built gradually:

- In the first year, the Agency of the Ministry of the Interior and Kingdom Relations standardised the processes and built the first central personnel systems.
- In the next year, the Agency finished building the personnel systems and started with gradually implementing the systems and the new way of working in the different ministries.
- In the third year, the Agency built up - alongside five ministries - the biggest part of the shared service organisation, the contact centre, which in fact started working mid-2009 and was officially opened in January 2010. From that point, the new way of working was rolled out and all of the systems at the other five ministries, along with the last ministry, were connected in October 2011.

Source: OECD (2017c), *Fostering Innovation in the Public Sector*, http://dx.doi.org/10.1787/9789264270879-en; OECD (n.d.), "Observatory of Public Sector Innovation", OPSI platform, www.oecd.org/governance/observatory-public-sector-innovation/ (accessed 24 November 2017).

According to the OECD six core skills for public sector innovation (see Box 3.1 in Chapter 3), piloting relates to "iteration skills". Although this skillset tends to be associated with software development, it is also about using prototypes and conducting small-scale experiments to assess the relevance of a given approach (OECD, 2017d) (see Table 4.1).

Finally, most OECD countries (24) have some form of seniority-based pay in place, and Kazakhstan has a similar approach (see Figure 4.8). Chilean civil servants, for example, receive additional pay every two years, for accumulating years of experience in the same pay grade. In the Dutch system, seniority-based pay depends on seniority in the same position. Once a civil servant reaches the maximum level of pay in his/her position, further increases imply finding another position in a higher salary level. Of the countries that have seniority-based pay, seven have introduced reforms in recent years to reduce its weight in overall compensation. In Germany for example, until 2009 pay advancement was oriented to the age of life, and reforms introduced the notion of seniority as the age of service. In this framework, moving up is only possible if the performance meets the requirements. Estonia abandoned seniority-based pay in 2013.

Countries that don't have seniority-based pay include, for example, Canada, Italy or Portugal. In Canada, compensation in the core public administration is not based on seniority in the traditional sense of the word; work is classified according to occupation (i.e. occupational group) and rank (i.e. level) within a hierarchy of jobs. Annual rates of pay are established for each occupational group and level, usually consisting of a number of steps, or a range (i.e. minimum to maximum). Employees may come in at the minimum or elsewhere within the range for the rate of pay for the specific occupational group and level. An employee's salary will increase annually until he or she reaches the maximum rate of pay attributable to the specific occupational group and level. Once an employee attains the maximum rate of pay for an occupational group and level, he or she must be promoted to advance in pay. In Italy, seniority-based pay only applies to certain categories of civil servants with specific status such as judges or teachers. In Portugal seniority is not taken into consideration for a change in the pay step, which depends on performance appraisal results.

Table 4.1. **Six core skills for public sector innovation: Iteration**

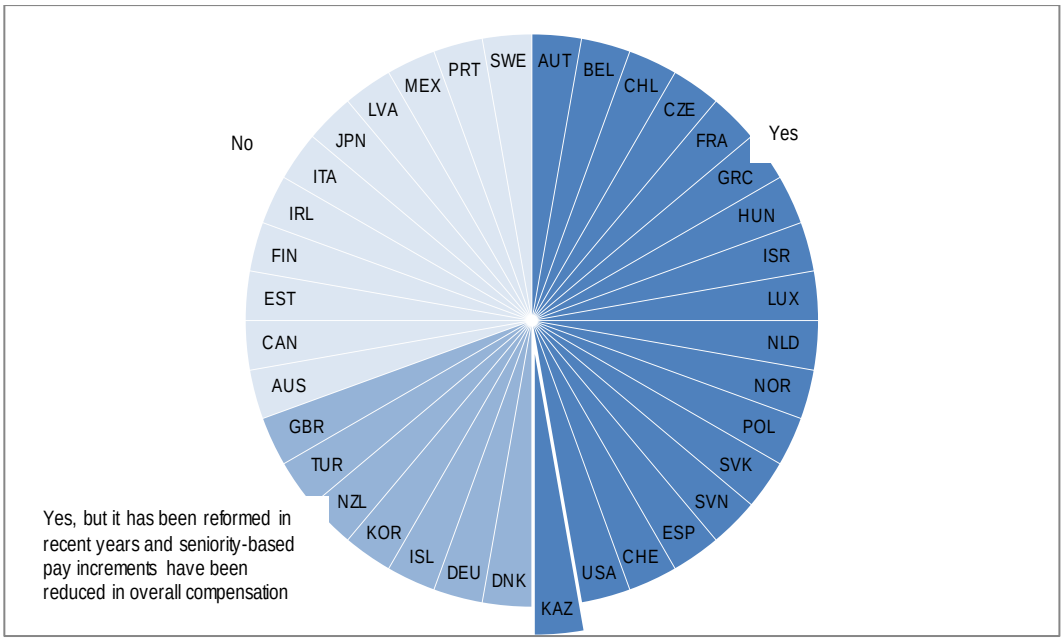
Iteration is about using incremental, often rapid, approaches in the development of a project, product or service while reducing risks. Developing prototypes, conducting tests and experiments can help identify the best solution.

		Basic awareness	Emerging capability	Regular practitioner
Managing innovation projects	Projects should be segmented into clearly defined stages that are time-limited and have manageable goals.	Understanding incremental development approaches, where each stage of a project builds on the one before it.	Making use of simple, agile techniques such as time boxes, retrospectives and product backlogs to manage workload.	Using formal iterative methodologies to deliver a project (e.g. Agile Project Management, Scrum, Kanban, Lean).
Using prototypes to explore approaches	Models, sketches, mock-ups, sample versions of an approach can be used to explore its feasibility and develop a project incrementally.	Understanding how prototypes can be used to bring abstract ideas to life, and provide a tangible example of how something might work in practice.	Developing simple prototypes that help you visualise a product or service, to identify potential difficulties. Using basic prototypes to explain or test out approaches with colleagues.	Developing prototypes that can be used with users/citizens to test feasibility. Refining and improving prototypes to explore the ability to scale up a project or service, and identify potential issues.
Conducting tests and experiments	Tests and experiments provide a robust way of evaluating whether an approach works.	Understanding how tests and experiments can examine what works and what does not work.	Ensuring projects include sufficient time and resources for testing and evaluation, across different stages of a project or service's lifecycle.	Using large-scale randomised tests to evaluate approaches such as A/B testing or randomised control trials to gain evidence about what works.
Taking risks, but not with time or money	Iterative and incremental approaches allow you to limit risks associated with testing out approaches or methods you may not have used before.	Understanding how iterative project management approaches allows new ideas to be tested on a small scale before trying to implement more widely.	Using approaches such as sandboxing, prototyping or piloting to create small-scale experiments of new ideas.	Use iterative project management methodologies to allow small-scale testing of a number of different approaches. Use experimental evaluation methods to assess which approach(es) to take forward.

Source: OECD (2017d), *Skills for a High Performing Civil Service*, http://dx.doi.org/10.1787/9789264280724-en.

Figure 4.8. **Seniority-based pay in OECD countries and in Kazakhstan**

Responses of 35 OECD countries and Kazakhstan to Survey Q117, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Understanding non-financial motivation: Employee engagement

The concept of work engagement refers to goal-directed action in line with the organisation's goals. An engaged employee will gear his or her behaviour towards achieving these goals as efficiently as possible. Motivation and decision making are therefore two processes that underlie engagement. This means that engagement goes beyond formal working conditions (including salary or performance-related pay) as defined by law (see Box 4.4) (OECD, 2016b).

Box 4.4. **Work conditions in Kazakhstan's central public administration**

Working time for civil servants in Kazakhstan is 40 hours per week, very similar to the more than half OECD countries where the working time ranges between 40 and 44 hours per week. On average, civil servants (regardless their hierarchical position) are entitled to 30 days of annual leave (Article 54, Civil Service Law). Public employees are entitled to ten paid sick leave days per year.

Civil servants may be required to work overtime (Law on Civil Service) and are compensated by days off or monetary compensation. The total duration of overtime work must not exceed 12 hours per month and 120 hours per year.

Box 4.4. **Work conditions in Kazakhstan's central public administration** *(continued)*

Civil servants can have the following flexible working arrangements: extra child or family leave (beyond that which is guaranteed in the private sector) and educational (study) leave. Pregnant women or parents of children under three years of age can work part-time (Article 70 of the Labor Code).

Source: OECD (2016a), "Survey on Strategic Human Resource Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Many OECD countries have been trying to use employee surveys to better understand and manage employee engagement, especially since HRM cost reduction measures between 2008 and 2013 seem to have resulted in greater job intensity and work-related stress, and lower trust in leadership, job satisfaction, and workplace commitment (OECD, 2016b). Employee surveys can help managers improve employee engagement by creating evidence about it, including on the factors that drive low or high engagement (see Box 4.5).

Box 4.5. **Using surveys to measure employee engagement**

The leading practices in the area of employee engagement are based on regular employee surveys with the following features:

- **Regular employee surveys**, open to all employees, which are designed around an engagement model/theory, to measure engagement and its drivers. Surveys are generally cross-departmental and civil-service wide, to enable comparative analysis and benchmarking across and within organisations. Conducting the survey at regular intervals enables trends analysis, which is essential to maintain accountability and detect improvements over time.
- **Custom reports to managers** benchmarking their unit's scores against similar units, their organisation, and the civil service average. These reports enable the manager to see year-over-year trends and to locate their score within a broader context. It is also vital that benchmarks are produced for key performance indicators (KPIs, e.g. engagement index) and contextual factors that may influence the KPI to give indications of follow-up mechanisms.

Source: OECD (2016b), *Engaging Public Employees for a High-Performing Civil Service*, http://dx.doi.org/10.1787/9789264267190-en.

All OECD countries conduct employee surveys with the exception of Greece, Hungary, Japan, Luxembourg and Spain (see Table 4.2). Surveys tend to be centralised across the whole civil service or conducted separately by sector or ministry (see Table 4.2).

Table 4.2. **Employee surveys in the central public administration, 2016**

	Surveys in CPA	Regularity of surveys	Aspects assessed in employee surveys				
			Employee engagement	Skills match	Integrity at the workplace	Effectiveness of management	Work/life balance
Canada	■ □	▲ ❖	●	●	●	●	●
		▲ △	●	○	●	○	○
Estonia	■ □	⊙ ❖					
Finland	■ □	△	●	○	●	●	●
	■ ◆	❖	○	○	○	●	○
France	□						
Germany	□	▲	○	○	●	●	●
Israel	■	△	●	●	●	●	●
Korea	■	❖	●	○	○	○	●
Latvia	■	⊙	○	○	●	●	●
Netherlands	◆ □	⊙ ❖	●	○	●	●	●
Norway	■	❖	●	●	●	●	●
Poland	□	▲	○	○	○	○	○
Sweden	□	⊙	●	●	●	●	●
United Kingdom	■	△	●	●	●	●	●
	■ ◆	△	●	●	●	●	●
United States	□						
Total OECD			21	14	16	22	24
Yes, centralised surveys across the whole CPA ■	19						
Yes, administrative sectors conduct their own surveys ◆	7						
Yes, each ministry/government conducts its own surveys □	19						
No ○	5						
Yes ●							
x: not applicable		5	5	5	5	5	5
On an as-needed basis ▲		11					
Every year △		14					
Every two years ⊙		7					
More seldom than every two years ❖		10					
Kazakhstan	■ □	△	●	○	○	●	●

Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

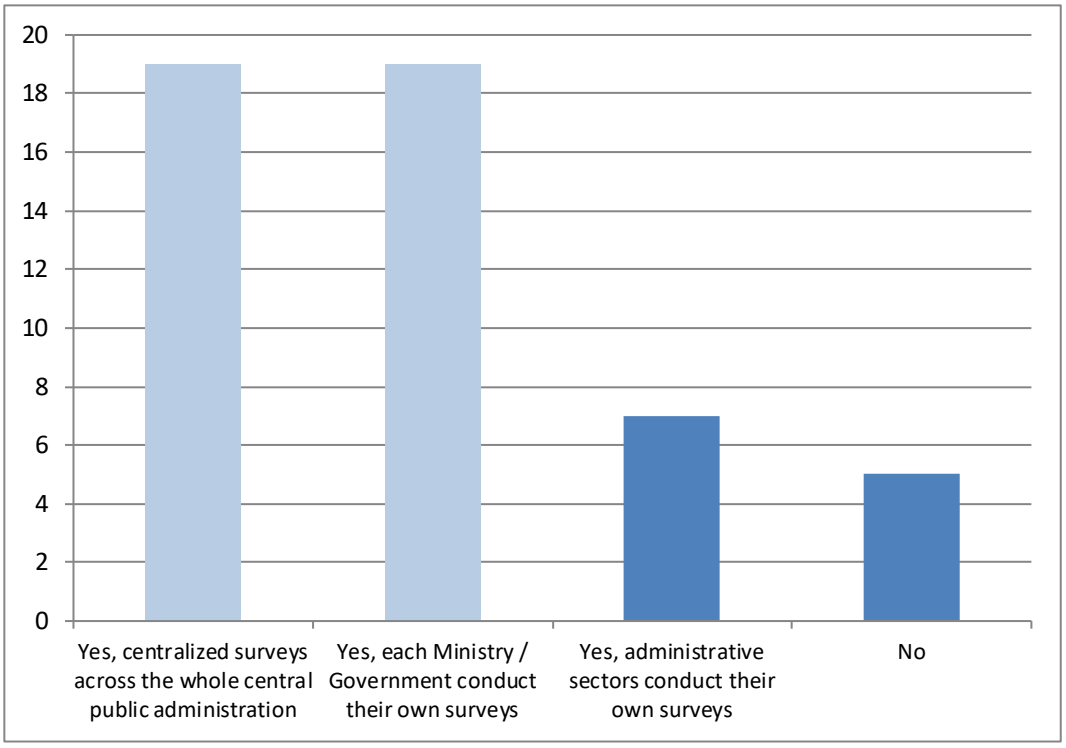
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Although 11 countries conduct surveys on an as-needed basis, 14 countries conduct surveys at least every year. Likewise, In Kazakhstan, the Agency conducts annual employee surveys across the whole central public administration. They include questions about employees' needs, management support, interaction with colleagues and professional growth. Ministries or agencies can also conduct their own surveys (see Figure 4.9).

Figure 4.9. **Conducting employee surveys in OECD countries' and Kazakhstan's central public administrations**

Responses of 35 OECD countries and Kazakhstan to Survey Q19, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

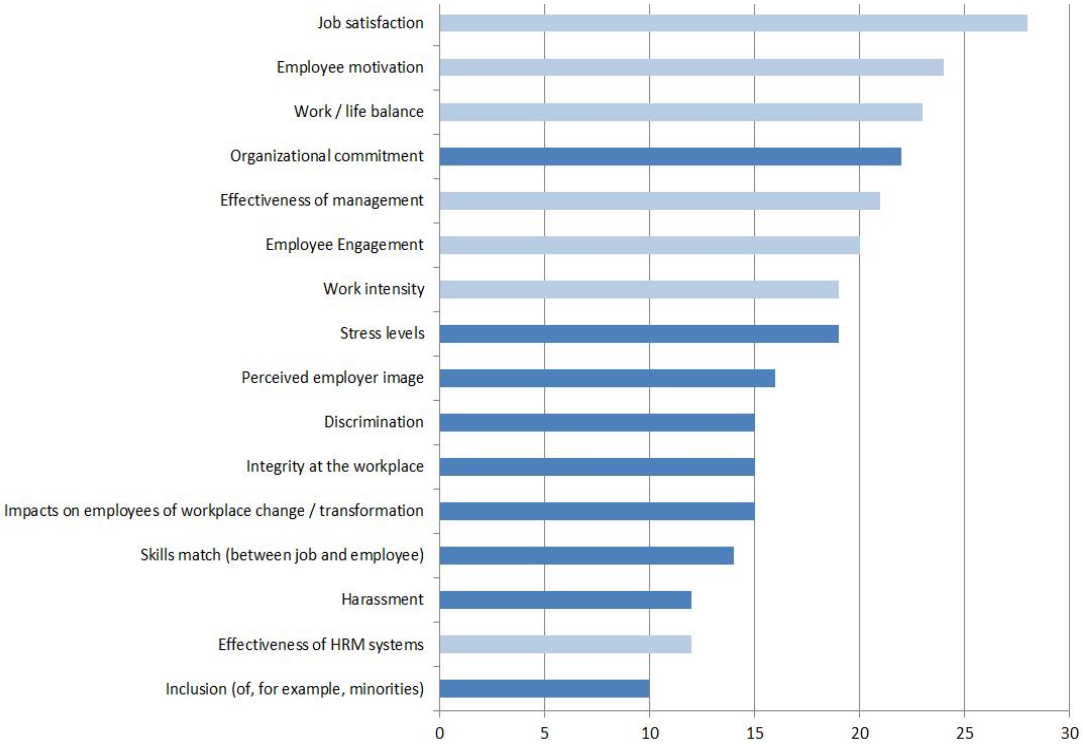
Besides information on employee engagement, employee surveys can also provide data to benchmark organisations' performance, inform management decision making, help set reform priorities and strategy. While the use of employee surveys is a definite trend in OECD countries, the focus of such surveys varies significantly across countries. For example, the Irish Civil Service Employee Engagement Survey, first conducted in September 2015, asked civil servants 112 questions about working in the civil service, including about the extent to which they feel their work has value, meaning and purpose.

A majority of OECD countries appears to address employee engagement in employee surveys, but the most common issues assessed are job satisfaction, employee motivation and work/life balance. Kazakhstan shares six out the seven top issues being assessed in OECD countries' employee surveys, including employee engagement (see Figure 4.10).

Figure 4.10. **What do employee surveys assess?**

Responses of 35 OECD countries and Kazakhstan to Survey Q19, 2016

Kazakhstan's response is indicated in light blue



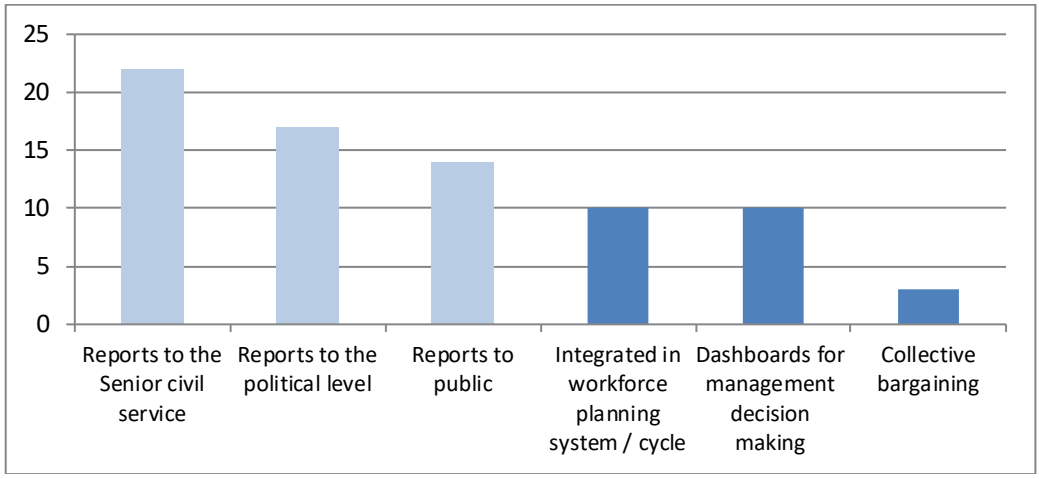
Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Besides survey findings in and of themselves, the primary interest in collecting employee survey data comes from the identification of trends and possible uses of the data collected. Of the OECD countries collecting regular data from employee surveys, almost all report results to senior level management; many (18 countries) report results to the political level; while fewer (16 countries) make the results available to the public. Only a minority of countries report developing dashboards for management decision making or integrating the data into the workforce planning cycle (see Figure 4.11).

Figure 4.11. **Use of employee survey data (OECD 35, 2016)**
Responses of 35 OECD countries and Kazakhstan to Survey Q21, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

The results above suggest a need to explore opportunities to interpret better, present and use the data. Box 4.6 provides an example of how the United Kingdom built on results from the Civil Service People Survey.

Box 4.6. **Leading for engagement: Findings from the UK experience**

While organisational hierarchies change over time, the metadata from the People Survey on team-level reports provides information that can link team-level results over time.

In 2014 and 2015, the Cabinet Office team linked team-level data from the 2011 to 2014 surveys to identify two types of teams: those that had maintained high levels of employee engagement or well-being over the timespan, and those that had seen substantial increases in the levels of employee engagement or well-being. Having identified these types of teams, case study interviews were undertaken with a selection of employees that represented the range of different activities in government (policy advice, corporate services, front-line service delivery, regulation, etc.). The results of these case study interviews identified eight common factors that support high or improved levels of employee engagement and well-being:

1. leaders who are passionate, visible, collaborative and welcome feedback
2. prioritise feedback, involvement and consultation
3. encourage innovation and creativity
4. make time for frontline exposure
5. challenge negative behaviours
6. support flexible working approaches
7. build team spirit and create time for people to talk to each other
8. take action on People Survey results.

Source: OECD (2016b), *Engaging Public Employees for a High-Performing Civil Service*, http://dx.doi.org/10.1787/9789264267190-en.

Final remarks

This chapter has highlighted the crucial steps that Kazakhstan has taken to design a new performance system and begin its implementation. This will require careful attention in order to ensure that the performance system is implemented appropriately and adjusted if necessary to respond to learning from the pilots currently underway. It will also require a high level of attention to training and support for managers and HR professionals in all ministries and agencies across the civil service to make sure that implementation is even and the transition is effective. Linking pay to the performance system raises the stakes and means that effective accompaniment will be needed to ensure that the system is used in a fair, transparent, and objective manner.

Implementing a new individual performance system will also require co-ordination with organisational performance systems, in particular, the introduction of a system for auditing and assessing public service work (Concrete Step 93). Moving from performance tools to a performance culture takes much more than well-designed HR systems; it requires highly competent senior and middle-level management who are able to delegate responsibilities to manage for outcomes, and use the performance tools available to them to motivate employees to work efficiently towards common goals. This requires an assessment of organisational culture and climate, through, for example, employee surveys. It also requires highly skilled public managers. In recognition of this, many OECD countries manage their leadership separately - which is the subject of the next chapter.

Notes

1. For more information, see www.civilserviceawards.com/categories (accessed 22 August 2017).
2. By Order of the Agency Chairman, No. 110, as of 29 December 2016.

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Chapter 5

Building leadership in the Kazakh civil service

Leadership development is one of the highest priority areas of human resources (HR) reform in Kazakhstan and in OECD countries. This final chapter analyses how Kazakhstan is developing highly skilled leaders to create a performing civil service and learning culture in public administration. Kazakhstan's separate HR practices for public leaders (civil servants for Corps A) include a special employment framework with a more centralised and vigorous recruitment process and performance management regime. In addition, like most OECD countries, Kazakhstan has a specific competency framework for its senior civil service (SCS). In this framework, Kazakhstan's priorities are significantly aligned with those of OECD countries and include strategic thinking, people management, values and ethics. While Kazakhstan does not have specific programmes to recruit or develop young candidates, nor promising employees for SCS positions, it invests in the development of civil servants through special programmes like the Bolashak scholarships.

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

Senior civil servants (SCS) are located at a critical junction between policy making and delivery, and as such, they play a fundamental role for a more responsive public sector. Within their institutions, SCS is expected to be politically responsive, they influence organisational culture and values, and under the right conditions, they can have a positive effect on the performance, motivation and satisfaction of their teams (Orazi et al., 2013). SCS influence the way organisations are structured, they select employees, align resources, open doors and remove barriers for their teams; they are also responsible for the implementation of legal instruments and political strategies, and are in charge of the coherence, efficiency and appropriateness of government activities (OECD, 2011) (see Box 5.1). Improving governmental performance, agility and efficiency, therefore, rests partly on the quality and capacity of the senior civil service (OECD, 2017a), and as such SCS should be equipped to develop and support their teams to achieve organisational objectives and to align the organisation with its environment (Van Wart, 2013).

Box 5.1. **Definition of senior civil servants (SCS)**

Of the 35 OECD countries, 33 have a defined group of staff understood to be as "senior management". The word senior denotes rank, and is not a reference to age or seniority in terms of length of career or tenure; senior managers can be younger and have fewer years of experience than middle managers if they are, in fact, their superiors in terms of hierarchy.

OECD surveys conducted in 2016 generally consider the levels "D1 managers" and "D2 managers" as senior civil servants, but this classification does not apply equally to all countries. OECD's description of these positions is based on the International Standard Classification of Occupations (ISCO):

D1 managers (ISCO-08 1112): Civil servants below the minister or secretary of state. They could also be members of the senior civil service and/or appointed by the government or head of government. They advise the government on policy matters, oversee the interpretation and implementation of government policies and, in some countries, have executive powers. D1 managers may be entitled to attend some cabinet meetings. They provide overall direction and management to the minister/secretary of state or a particular administrative area. In countries with a system of autonomous agencies, decentralised powers, flatter organisations and empowered managers, D1 managers correspond to directors general.

D2 managers (ISCO-08 11 and 112): Civil servants that formulate and review the policies and plan, direct, co-ordinate and evaluate the overall activities of the ministry or special directorate/unit with the support of other managers. They may be part of the senior civil service. They provide guidance in the co-ordination and management of the programme of work and leadership to professional teams in different policy areas. They determine the objectives, strategies and programmes for the particular administrative unit/department under their supervision.

Source: Adaptation of the International Labour Organisation (ILO)'s ISCO classification. Full definitions are available at www.ilo.org/public/english/bureau/stat/isco/isco08/index.htm. The reason for the adaptation is that not all countries follow the ISCO model to classify their occupations in government, thus using ISCO-08 may create confusion in some member countries.

More than ever, governments need SCS capable of understanding new complexities arising from: 1) the growing digitalisation of services; 2) greater involvement of citizens and civil society organisations (CSO) in co-producing public policies; and 3) increasing cross-fertilisation between different sectors. SCS are expected to address today's

increasing demands while upholding values of fairness, transparency and evidence-based decision making.

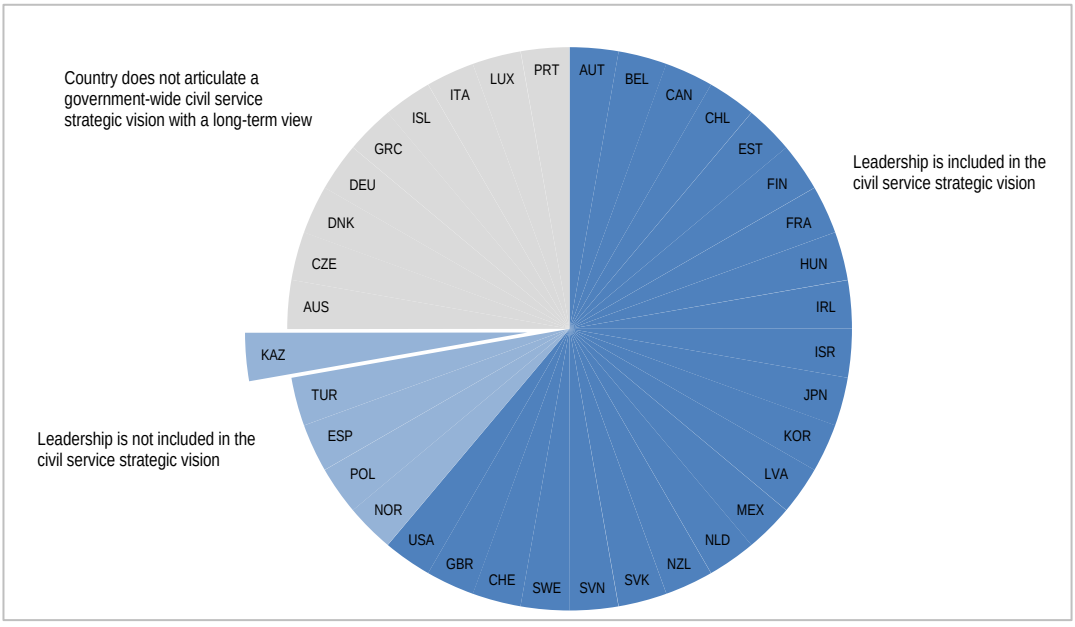
In this context, developing highly skilled senior leaders is one of the highest priority areas of human resources (HR) reform in OECD countries today, as well as in Kazakhstan. This chapter looks at how countries are strengthening their senior civil service: it discusses how countries are investing in leadership competencies, and how they structure the employment framework for this specific group of civil servants.

A growing interest in leadership competencies

Developing high-quality leaders requires a systematic approach to defining and reinforcing appropriate leadership styles and behaviours (OECD, 2017b). Twenty-two OECD countries start by including leadership in their government-wide civil service strategic visions (see Figure 5.1). Kazakhstan's vision (Strategy 2050) recognises the need "to create a modern and efficient managers' corps".

Figure 5.1. **Is leadership part of the civil service strategic vision?**

Responses of 35 OECD countries and Kazakhstan to Survey Q24, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

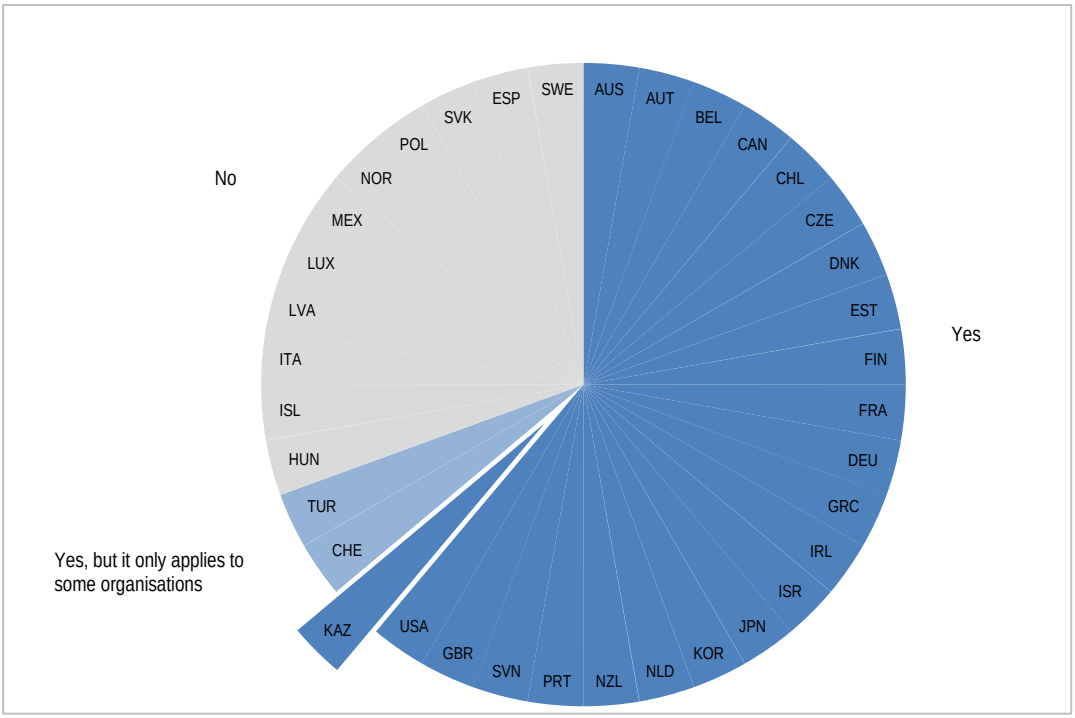
Many OECD countries are reconsidering the ways they attract skilled SCS and are exploring new possibilities to build leadership capacity by reviewing the leadership competencies needed to select and develop top-level leaders. For example, the Netherlands' new leadership vision emphasises reflection, co-operation and integrity. In Australia, the New South Wales' civil service has also identified leadership "derailers" –

aspects of leaders' approach/behaviour that may work against their effectiveness in certain situations, and how to be aware and manage for these. Estonia is updating its competency framework to look at areas such as innovation and strategic agility.

In order to implement their civil service vision, most (24) OECD countries also have defined skills profiles applying specifically to the SCS (see Figure 5.2). In most cases, these profiles are centralised for the whole civil service as it may facilitate SCS mobility across different sectors and strengthen a whole-of-government approach amongst the senior civil service.

Figure 5.2. **Is there a centrally defined skills profile for senior managers?**

Responses of 35 OECD countries and Kazakhstan to Survey Q82, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

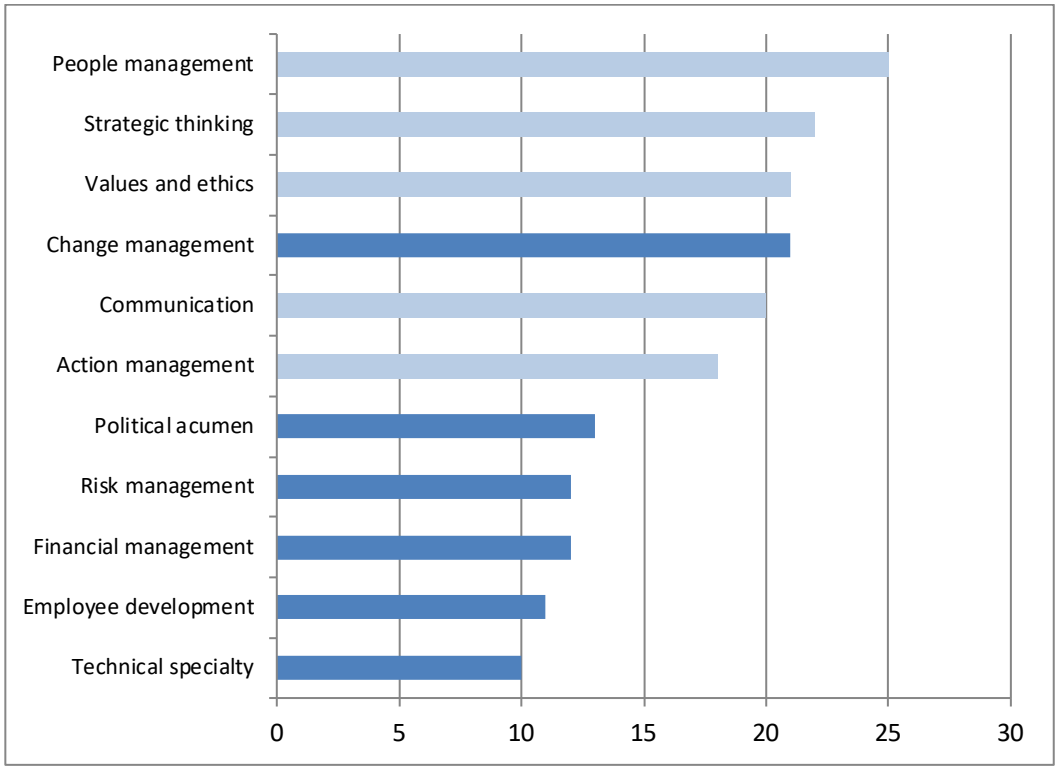
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Identifying specific competencies for SCS also enables better targeting of policies to build their capacity. Most (28) OECD countries tend to prioritise specific competencies in the recruitment and development of their senior managers. Kazakhstan's priorities in terms of competencies for leaders are significantly aligned with those of OECD countries (see Figure 5.3). The ability to manage people is prioritised in the greatest number of OECD countries as well as in Kazakhstan. SCS' capacity to think strategically, to embrace public values and to lead change is also valued in most countries. However, fewer OECD countries value employee development, which can be considered an essential element in a learning culture.

Figure 5.3. **Competencies prioritised to recruit and develop senior managers**

Responses of 35 OECD countries and Kazakhstan to Survey Q83, 2016

Kazakhstan's response is indicated in light grey



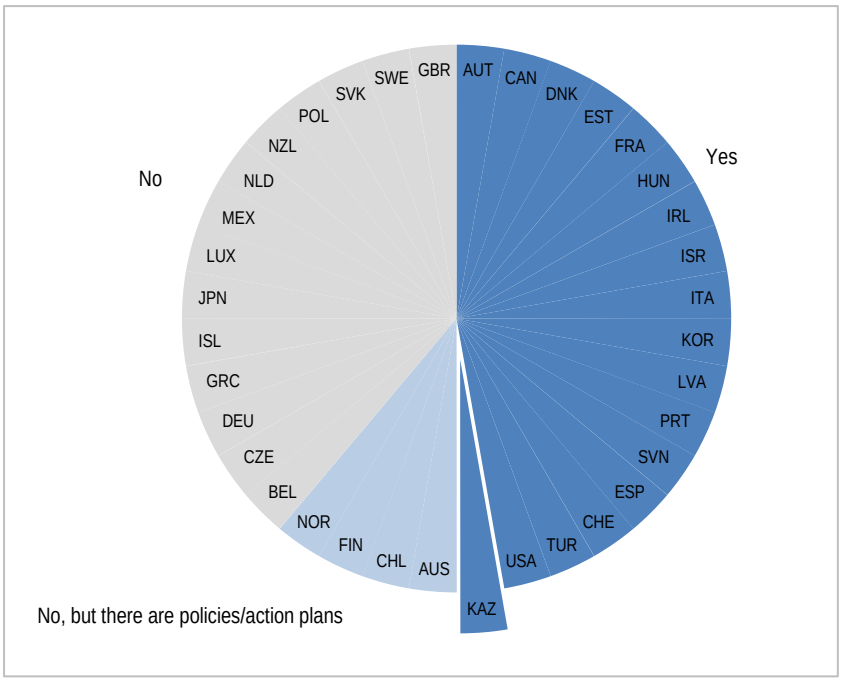
Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Specific competencies for civil servants tend to translate into targeted learning strategies or action plans in slightly more than half of OECD countries (see Figure 5.4), and a similar trend is observed in Kazakhstan.

Figure 5.4. **The availability of learning and training strategies for senior managers**

Responses of 35 OECD countries and Kazakhstan to Survey Q84, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

In Canada, formal learning, by role, is made available through the Canada School of Public Service (CSPS). In Estonia, top civil servants training and development based on a specific competency framework is delivered centrally by the Top Civil Service Excellence Centre. There are two main directions in development: 1) personal development (coaches, mentors, study visits) according to personal development needs; 2) group activities (tailor-made development programmes, training, workshops, conferences) that support common values, co-operation or reforms. In Ireland, the SPS (Senior Public Service) Leadership Development Strategy sets out the learning and development programmes that are being provided for the SPS membership to support individual development while also addressing organisational needs and the development of a single leadership cohort. A talent management programme was also developed in 2016 for members of the SPS on developing the necessary skills, competencies and behaviours required at a senior level.

When it comes to SCS development models, current arrangements vary from use of schools of government (like in Canada, Latvia or France) to more specialised learning and development tools that can make greater use of coaching and peer-learning opportunities in networks. Some models include partnerships with universities (e.g. London School of Economics and the UK civil service) or between countries (e.g. the Estonia/Finland leadership innovation training programme; see Box 5.2).

Considering that leaders depend not only on their own skills, but also on their access to, and use of, networks to get things done, networks are also an essential component of leadership development.

Box 5.2. **Estonia and Finland: Innovation Bootcamp for senior managers**

The Innovation Boot Camp was a one-year development programme for senior managers from Estonia and Finland, with the purpose to increase the strategic agility and innovation capacity of senior managers. The programme was structured into seven modules: innovator/leader, innovation culture, innovation tools in the global context, rapid change and implementation, foresight thinking, sustainability and vision/roadmap.

The programme was organised in different cities in Estonia, Finland, Austria, India and the United States. It consisted of site visits, conferences with speakers from the private and public sectors, dedicated development projects and coaching support.

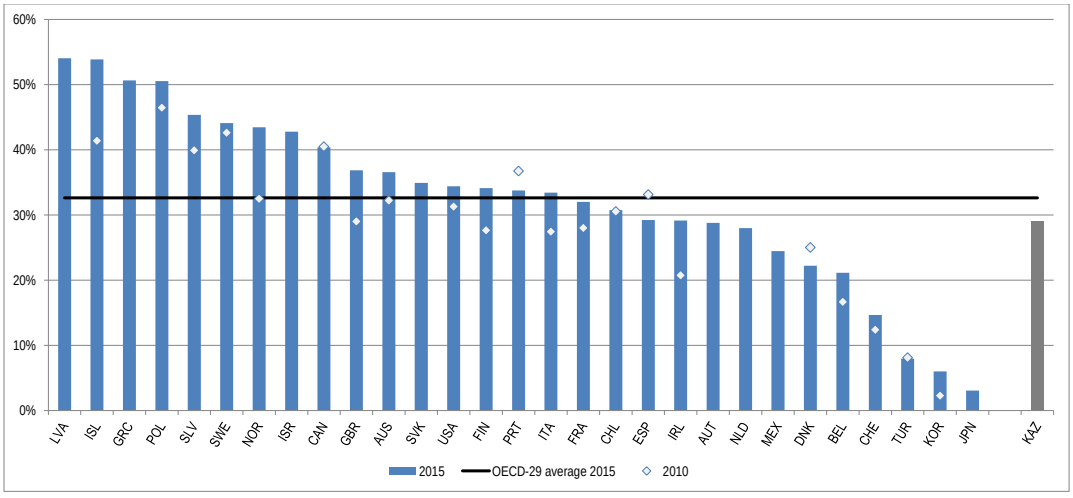
Source: Estonian and Finnish delegates to the OECD Working Party on Public Employment and Management (PEM).

In Kazakhstan, civil servants from Corps A attend training every three years (like Corps B) in addition to the induction training when taking up a new position. The Academy of Public Administration delivers the training for Corps A, which covers topics like project management or management effectiveness.

A proactive approach to government-wide talent management can also be useful at senior levels to ensure development and to provide incentives and rewards for performance. For example, in Canada, a committee of deputy ministers meets annually to discuss talent management and consider promising leaders' career progression. The Netherlands aims for top managers to stay in their positions for five to seven years and the civil service supports them in identifying their next position before their term expires.

Countries are also looking beyond individual skills to the mix of skills and experience of the team. Many OECD countries are discussing the lack of diversity and representativeness of their SCS and seeing it as a sign that their talent pool is restricted to certain profiles. Increasing diversity in the recruitment of leaders includes looking at gender and age diversity, but also ethnicity, social background and professional experience. On gender, for example, very few countries reach parity at the senior management positions; in comparison with 2010, the share of women has even decreased in Portugal, Spain and Denmark (Figure 5.5).

Figure 5.5. **Share of women in senior management positions in central government, 2010 and 2015**



Notes: Data are not available for Kazakhstan in 2010 (Corps A was created in 2013). Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016b), "Survey on the Composition of the Workforce in Central/Federal Governments of OECD Countries", OECD, Paris.

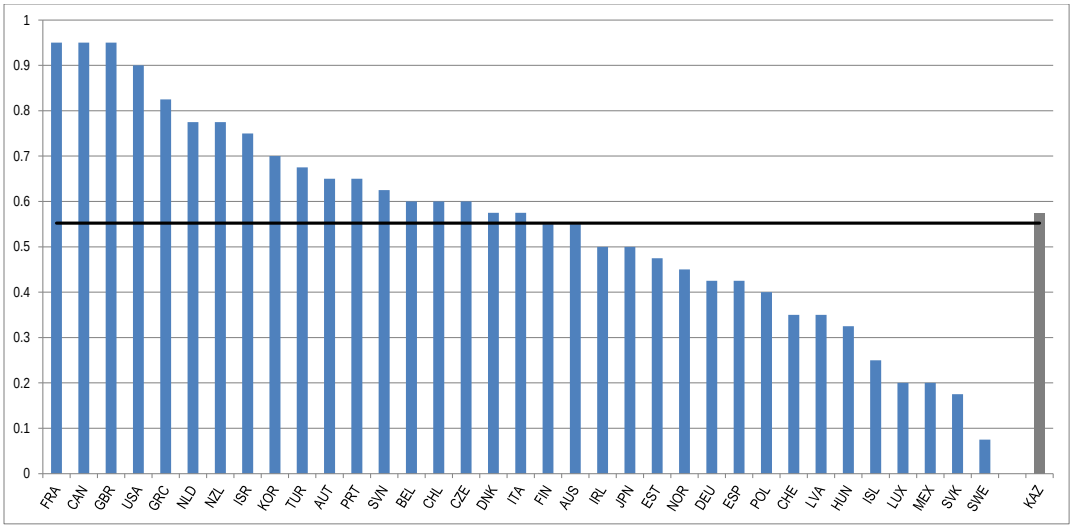
Some countries are exploring measures to close representation gaps among SCS and within the pool of potential candidates by adopting a broader view of leadership competencies, creating centralised programmes that aim to attract, recruit and develop promising employees, and through cross-governmental committees that match talented leaders with key positions. The United Kingdom's "Refreshed Talent Action Plan: Removing the Barriers to Success" (2015) highlights that to encourage greater gender diversity in the SCS, all-male selection panels and shortlists for recruitment purposes should be an exception. In Korea's civil service, the number of applicants of a particular gender who pass the exam is set to be over 30% for each recruitment exam, and a quota system exists for the disabled and people from a lower-income group. The following sections further explore some of these themes.

Employment framework for senior managers

In recognition of the central role played by top managers, all OECD countries except the Slovak Republic and Sweden identify, in 2016, a specific group of SCS managed under different human resource management (HRM) policies. Managing SCS separately from the rest of the civil service enables countries to better target policies to identify competencies, recruit leaders, build their capacity and manage them.

The composite indicator presented in Figure 5.6 shows the extent to which separate management rules and practices are applied to SCS. It examines whether SCS are considered as a separate group of public servants; whether policies exist for identifying leaders and potential talent early in their careers; and if SCS have separate performance assessment practices. Among OECD countries, France, Canada and the United Kingdom have the highest degree of institutionalisation of the management of their SCS.

Figure 5.6. **Use of separate HRM practices for senior civil servants in central government, 2016**



Notes: The index on senior civil service is composed of the following variables: the existence of a separate group of SCS; the existence of policies for early identification of potential SCS; the use of centrally defined skills profiles for SCS; and the use of separate recruitment, performance management and performance-related-pay practices for SCS. The index ranges between 0 (HRM practices not differentiated for SCS) and 1 (HRM practices very differentiated for SCS). Missing data for countries were estimated by mean replacement. The index is not an indicator of how well SCS are managed or how they perform. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Information on data for Israel: http://dx.doi.org/10.1787/888932315602.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

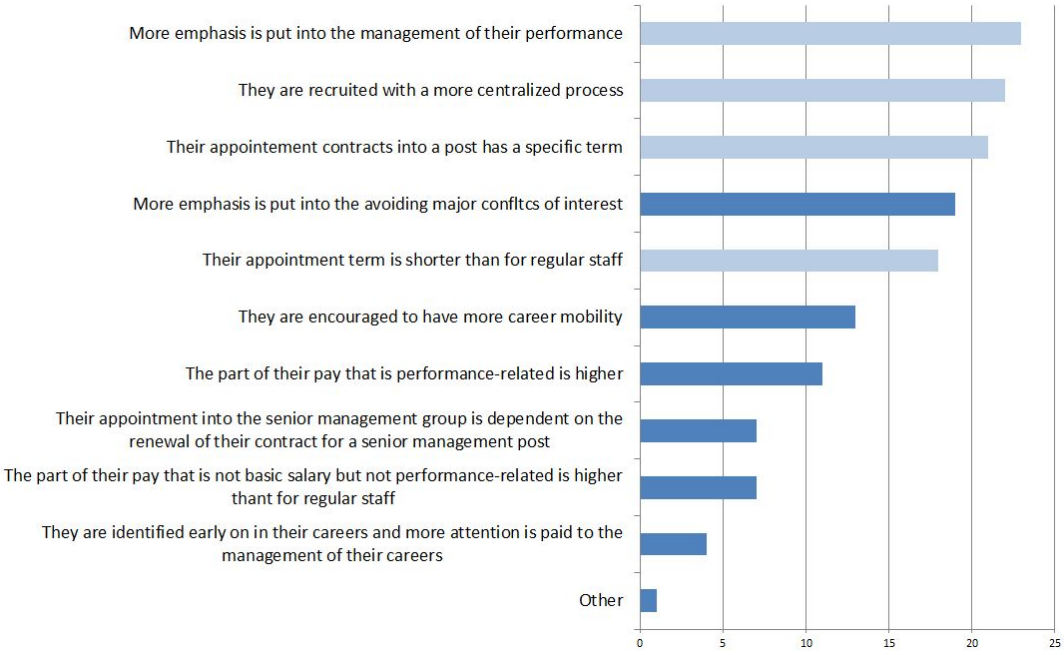
OECD countries' approach to SCS varies significantly, and Kazakhstan uses separate HRM practices for SCS in central government to a similar extent as the average OECD country (see Figure 5.6). Kazakhstan also shares with most OECD countries some of the differences in the employment framework between senior civil servants and other civil servants (see Figure 5.7). Civil servants from Corps A, a system introduced in 2013, belong to the senior civil service. Executive secretaries and heads of regional akimats' offices, chairmen of Committees, akims of rayons and districts in cities are part of this corps (Strategy Kazakhstan-2050) (see Box 5.3 for the classification of positions within Corps A).

With the exception of Mexico where the same rules, policies, and regulations apply for all staff in the professional civil service, in all OECD countries the employment framework for SCS is different from that of regular staff. The most common differences usually concern a greater emphasis in the management of their performance (23 countries); recruitment is carried out through a more centralised process (22 countries); appointment contracts with a specific term (21 countries); more emphasis on avoiding major conflicts of interest (19 countries); and an appointment shorter than for regular staff (18 countries) (see Figure 5.7).

Figure 5.7. **Differences between the employment framework for senior managers and other civil servants**

Responses of 35 OECD countries and Kazakhstan to Survey Q85, 2016

Kazakhstan's response is indicated in light blue.



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas. Kazakhstan's response is indicated in blue.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Box 5.3. **Classification of positions within Kazakhstan's Corps A**

The number of positions in Corps A was reduced by the Presidential Decree No. 456 of 5 April 2017, and included only administrative civil servants who can make independent managerial decisions. Positions that were previously considered Corps A (such as heads of sectors in the president's administration) were converted into Corps B. Positions within Corps A are divided into four categories:

Category 1

- Permanent secretaries of the central executive bodies (ministries)
- Chiefs of Staff of the Constitutional Council, the Facilities and Property Management Office under the President of the Republic of Kazakhstan, Central Election Commission, Accounts Committee for Controlling the Execution of the Republican Budget, Agency for Civil Service Affairs and Anti-Corruption, Head of Department for Management of the Courts Activities of the Supreme Court Office
- Secretary of the Supreme Court Council (Chief of Staff)
- Chiefs of staff of the central executive bodies that do not have positions of a permanent secretary, and the Head of the National Human Rights Center.

Box 5.3. **Classification of positions within Kazakhstan's Corps A** *(continued)*

Category 2

- Chairpersons of the central executive bodies committees (committees of the ministries).

Category 3

- Chiefs of Staff of *Akimats* (mayors' offices) of *oblasts* (regions) and the cities of Astana and Almaty.

Category 4

- *Akims* (mayors) of the cities of regional importance, *akims* of *oblasts* and *raions* (districts) of cities.

Source: Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption. Updated as of April 2017.

In the United Kingdom, for example, the introduction of a centralised competency framework changed the management of SCS, who are now considered much more as a central corporate resource and may move around departments more readily than previously depending on where the need is. Senior civil service operates in a performance-based pay and review system. The system focuses on individual and team effort based on organisational objectives and, through challenge, encouragement, development and support, aims to achieve sustainable improvements in performance.

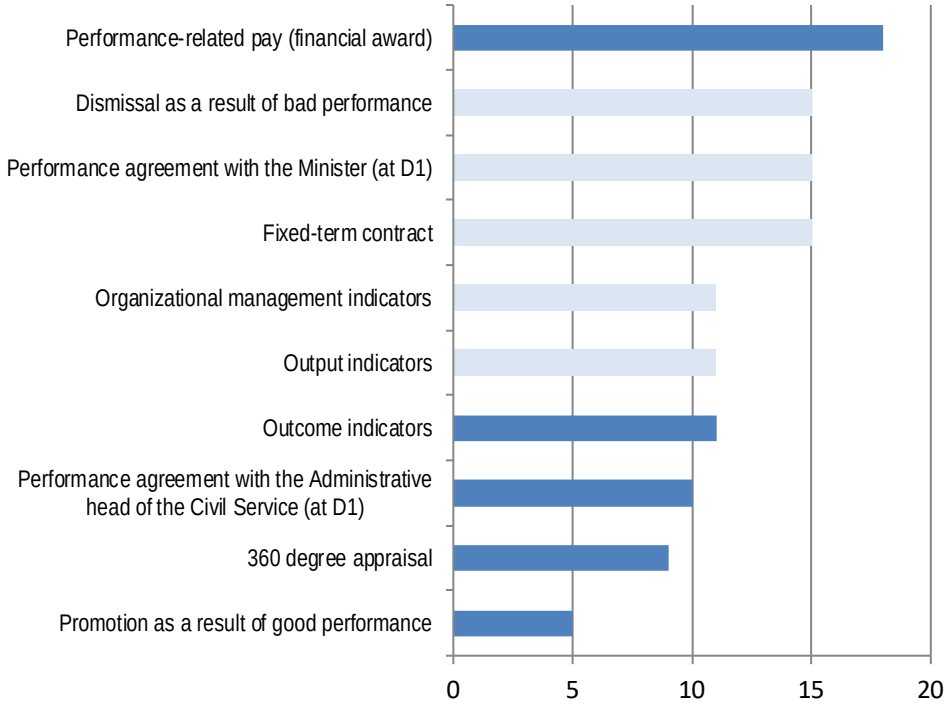
Employment framework for SCS: Accountability and performance management regimes

Most OECD countries place greater emphasis on incentivising improved performance of the SCS than of other employees, which usually involves a separate performance management system. While in 9 OECD countries SCS are under the same regime as the other civil servants, 19 OECD countries have a performance management regime specific to senior managers.

The most common features of performance management systems for SCS are performance-related pay (18 countries), dismissal as a result of bad performance (15 countries), fixed-term contracts (15 countries) and performance agreements with the minister (15 countries) or the administrative head of the civil service (9 countries). Only 9 OECD countries report using 360° appraisal at senior management levels (see Figure 5.8).

Figure 5.8. **Features of performance management regimes for managers**

Responses of 35 OECD countries and Kazakhstan to Survey Q86A, 2016
Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

In Estonia for example, the regime involves competency assessment (360° appraisal) followed by a performance appraisal interview with a secretary general or the head of civil service. While performance appraisal systems vary significantly across organisations, in some cases performance agreement with the minister or with the administrative head of civil service, outcome indicators, output indicators and organisational management indicators are also used.

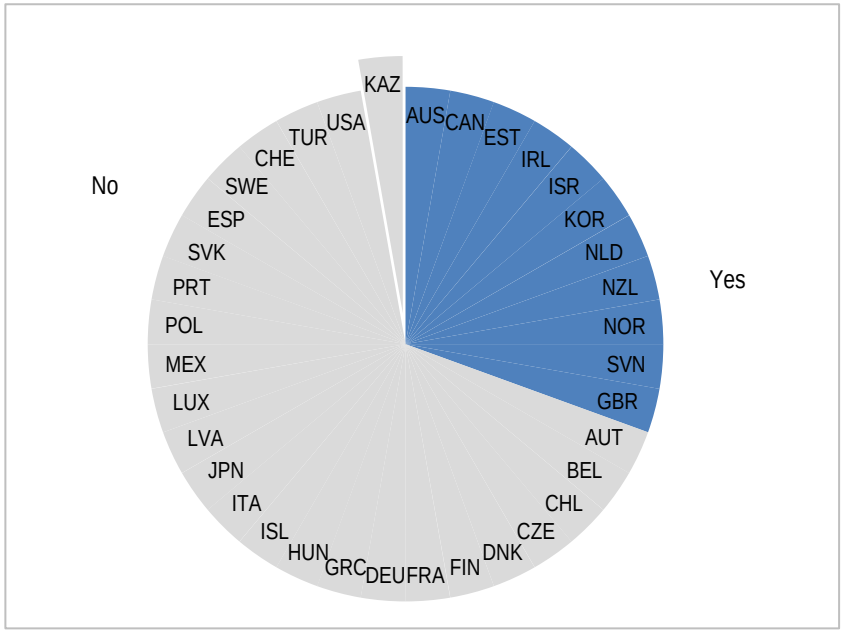
Like most (23) OECD countries (see Figure 5.7), Kazakhstan tends to put greater emphasis on the management of SCS performance in comparison with regular staff. Performance appraisal of civil servants of the Corps A involves signing an annual agreement between SCS and authorised officials focusing on a professional level and personal qualifications (performance of duties, focusing on creating a favourable moral and psychological climate in their teams, observing corporate ethical standards). Unsatisfactory results of the performance appraisal of civil servants of the Corps A can be the basis for termination of their labour agreements (Art. 33, Civil Service Law [CSL]).

Accountability frameworks also tend to be different for SCS and in some OECD countries SCS are made accountable for the performance improvement of the civil service as a whole, and not only the performance of their departments (see Figure 5.9). By

contrast, in most OECD countries and in Kazakhstan SCS are only accountable for the performance of their departments.

Figure 5.9. **Are senior managers made accountable for performance improvement of the civil service as a whole?**

Responses of 35 OECD countries and Kazakhstan to Survey Q88, 2016



Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

SCS in the United Kingdom have corporate objectives that reach beyond their immediate department or work area. In New Zealand, expectations for public service chief executives include system-wide stewardship expectations focused on delivering better services and outcomes for citizens and addressing weaknesses in the public service leadership pipeline. Ireland established in 2014 the Civil Service Management Board (CSMB), which is made up of all secretaries general and heads of major offices and is chaired by the Secretary-General to the Government. The board was established to strengthen the collective leadership of the civil service and ensure that the government has the support of a cohesive executive management team to manage the delivery of whole-of-government priorities and outcomes.

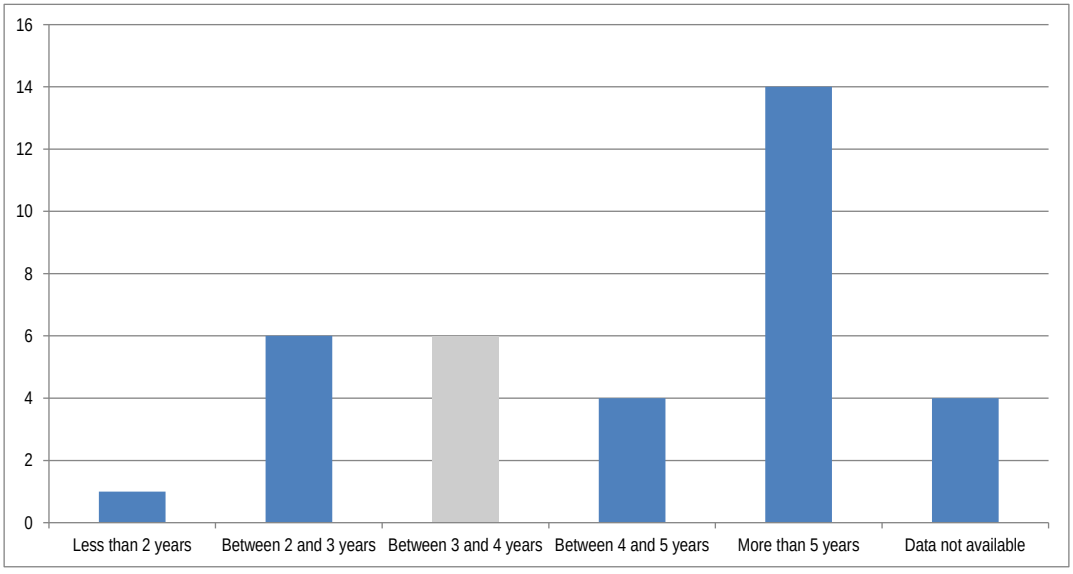
Employment framework for SCS: Mobility

The tenure of senior civil servants at their positions in Kazakhstan is 4 years, with the possibility of extension. In 6 other OECD countries, this period also ranges from 3 to 4 years. More often, in 14 OECD countries, SCS tend to stay more than five years in their position (see Figure 5.10).

Figure 5.10. **Length of senior managers' tenure in a particular position**

Responses of 35 OECD countries and Kazakhstan to Survey Q89, 2016

Kazakhstan's response is indicated in light grey



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

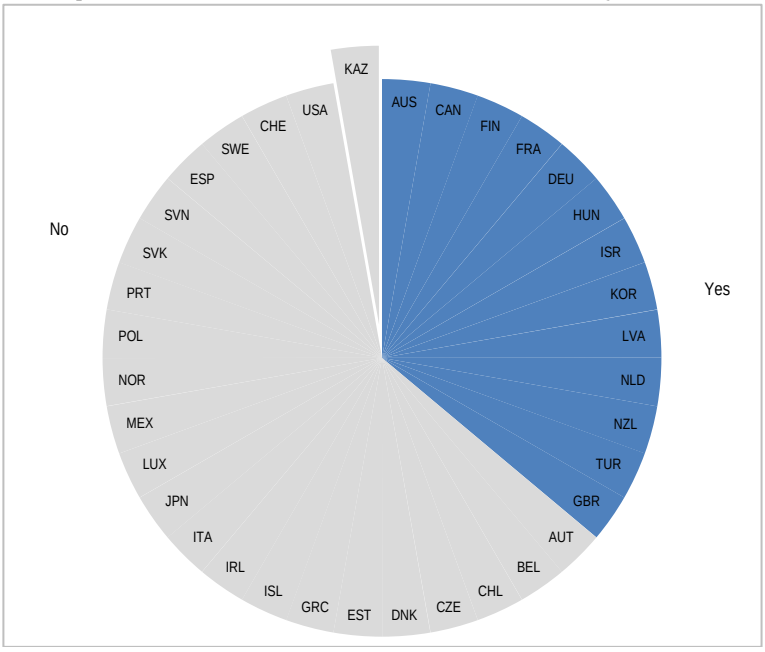
Thirteen OECD countries encourage their SCS to have more career mobility than the regular civil servants (see Figure 5.11). In the Netherlands, for example, SCS have to change position after a maximum of seven years and cannot be reappointed in the previous position.

Internal mobility and rotation systems among SCS are a way to ensure competency development, fresh perspectives and spread talent. In the United Kingdom, development schemes such as the Fast Stream encourage mobility within the civil service and those such as the High Potential Secondment Programme focus on placements in sectors outside of the civil service. New Zealand also has secondment programmes, and the United States' President Management Council (PMC) and Chief Human Capital Officers (CHCO) Council launched the PMC Interagency Rotation Program to bolster cross-agency exposure for high potentials in 2011. Potential benefits of rotation include individual learning, talent management, and ensuring a whole-of-government perspective and culture at senior levels.

Increasing mobility requires the right kinds of incentives and performance or talent management processes to ensure that SCS remain accountable for delivery in their current position while positioning for their next. For example, in ten OECD countries, SCS mobility is an important factor in obtaining a promotion (see Figure 5.12), although performance evaluations and academic qualifications remain the most common factors for promotion of SCS (22 and 23 OECD countries respectively).

Figure 5.11. **Are SCS encouraged to have more career mobility than regular civil servants?**

Responses of 35 OECD countries and Kazakhstan to Survey Q85, 2016

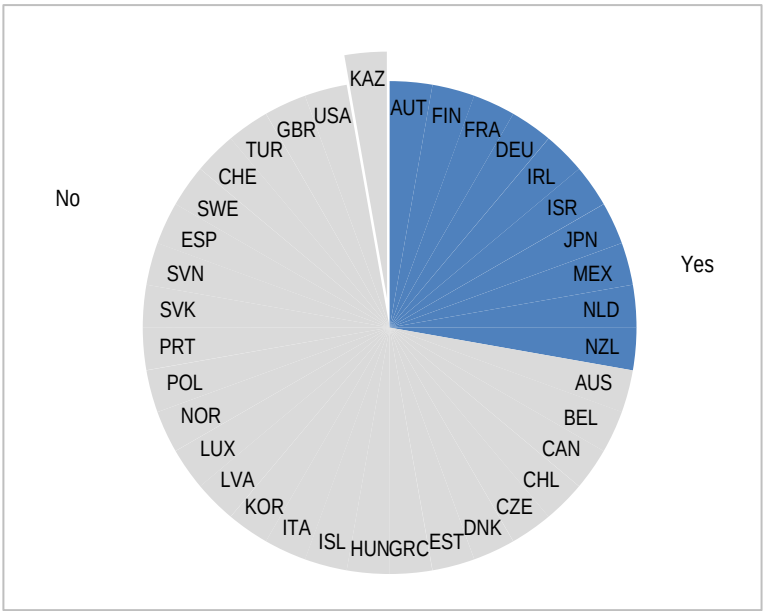


Note: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Figure 5.12. **Is mobility an important factor for promotion at senior levels?**

Responses of 35 OECD countries and Kazakhstan to Survey Q57, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

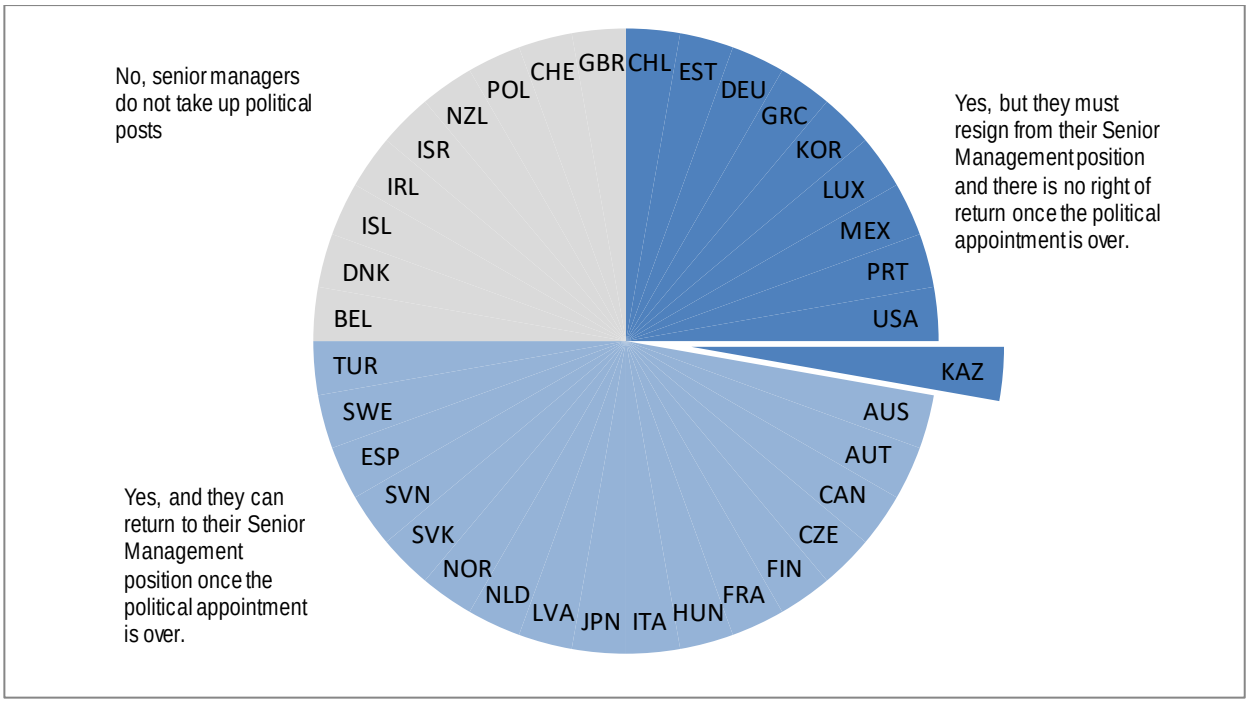
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

A particular type of mobility that tends to affect SCS is mobility to political positions (26 OECD countries). In 17 OECD countries, SCS can return to their position once the political appointment is over, while in 9 countries SCS must resign from the civil service and have no exclusive right to return once the political appointment is over (Figure 5.13). Countries where SCS can return to their SCS position once the political appointment is over include, for example, Canada, France, Latvia, the Netherlands and Sweden. SCS in Sweden are generally on leave from their basic positions when they move to a political position and are entitled to return to that position when the political job is terminated. In Latvia, if a member of the Cabinet selects a civil servant as an advisory official, such civil servant has the right, upon termination of the duties of the office, to return to the previous or an equivalent office of a civil servant.

Among the nine OECD countries where SCS must resign for a political position is, for example, Portugal, where SCS are not included in a career and perform their functions on a limited executive tenure basis that may be terminated at their own request in order to take another position or function (including a political position). Kazakhstan is also in this situation, and civil servants cannot simultaneously occupy political and administrative positions.

Figure 5.13. **Do career senior civil servants move to political positions during their careers?**

Responses of 35 OECD countries and Kazakhstan to Survey Q96, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

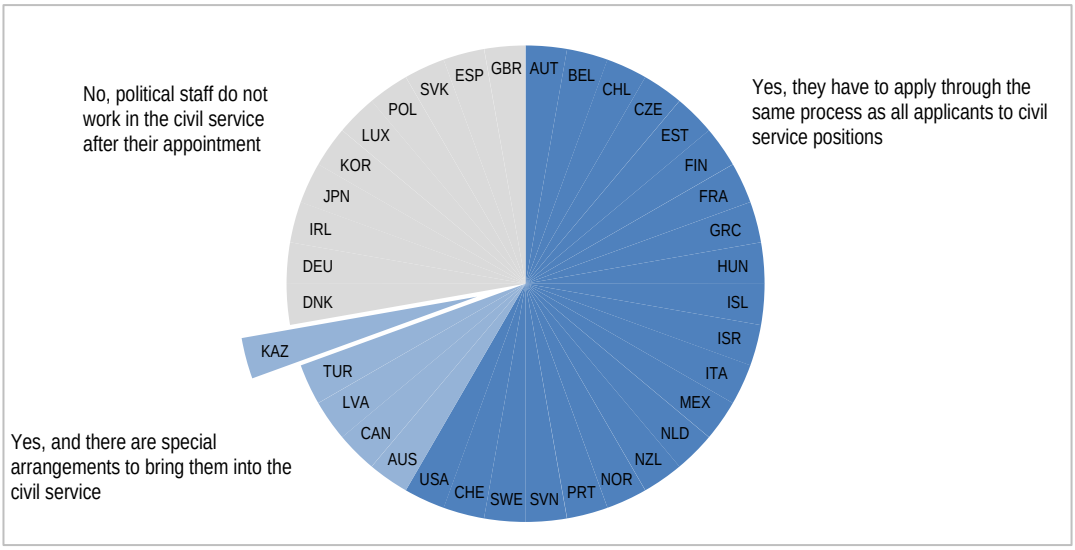
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

The contrary (people in political positions moving to administrative positions) is also true in most OECD countries and in Kazakhstan. Political staff like ministers' advisors may move to civil service positions after their appointment, and four OECD countries have special arrangements to bring them into the civil service (Australia, Canada, Latvia and Turkey), including without going through regular competition procedures (see Figure 5.14).

In Australia, for example, these special arrangements only apply in circumstances where political appointees were initially within the civil service before becoming a ministerial staff member. Appointments to agency head or statutory office roles are the responsibility of the relevant minister who is required to follow the processes outlined in the Cabinet Handbook when making decisions on appointments, including reappointments. In determining how to fill an agency head or statutory officer role, the responsible minister has three options, which are outlined in the Merit and Transparency Policy: 1) reappoint the incumbent, if allowed by legislation; 2) directly appoint someone other than the incumbent; and/or 3) conduct a merit selection process. In most cases, administrations conduct an open selection process.

Figure 5.14. **Do political staff move to civil service positions after their political appointment?**

Responses of 35 OECD countries and Kazakhstan to Survey Q97, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

In 21 OECD countries, people in political positions have to apply through the same process as all applicants to civil service positions. In Israel, for instance, political staff are considered external candidates when applying for civil service positions. In the few countries where political positions don't move to the civil service, people in political positions can still apply through the regular competitions to join the civil service, like in Ireland or Poland.

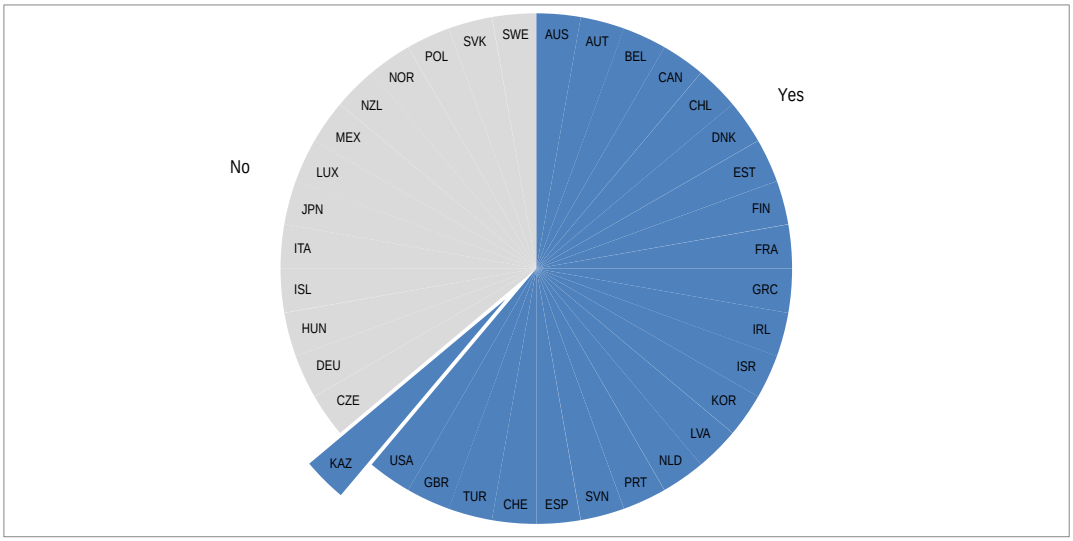
Identification and selection of SCS

Selecting highly skilled public sector leaders has become one of the highest priority areas of HR reform in OECD countries, as leadership is recognised as a critical success factor of public sector reform and organisational change. Many OECD countries are broadening their views on the type of leaders and leadership competencies that they need while being challenged to attract those people to leadership positions. Causal factors may include lower pay than in the private sector for positions of equivalent responsibility, low recognition, lengthy recruitment processes, and accountability requirements towards elected bodies and the media, which reduces the willingness to take risks. Other contributing factors may include, in some countries, declining trust in public institutions, decreased discretion due to regulations and politicisation.

SCS tend to be recruited through a specific and more centralised process than other civil servants (see Figure 5.15), usually involving special panels (16 countries), assessment centres (10 countries), or specific standardised exams (5 countries).

Figure 5.15. **Is there a special selection process for senior managers?**

Responses of 35 OECD countries and Kazakhstan to Survey Q79, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Kazakhstan is significantly aligned with OECD countries regarding the SCS selection procedure. The recruitment process is not delegated to the level of ministries. It is more centralised than for the other civil servants and tends to involve special procedures of selection for a pool of candidates, special eligibility requirements, and a panel assessment by other SCS of equal and higher level, politicians or external members (see Box 5.4 on the recruitment procedure for Corps A) (see also Figure 5.16).

Box 5.4. **Recruitment procedures for SCS in Kazakhstan (Corps A)**

Creating a pool of candidates for the Corps A involves four steps after which candidates are enlisted into the Corps A based on the decision of the National Commission for Personnel Policy under the President:

1. publishing the announcement about selecting candidates for the Corps A
2. calling for candidates' papers and reviewing them to ensure they meet the qualification requirements of the Corps
3. testing the candidates
4. interviewing the candidates by the National Commission for Personnel Policy under the President.

Candidates are selected for the pool of candidates for the Corps A at least once every two years, unless otherwise provided by the President, upon proposal of the National Commission. The staff reserve of administrative civil service of Corps A need to comply with the qualification requirements established by the Civil Service Law. The Agency on the basis of the decision of the National Commission on Personnel Policy forms a personnel reserve of administrative civil service of Corps A. Citizens that are in this pool may be appointed by a public body without holding a competition (Art. 22, CSL 2015), but public institutions can also hold competitions for a vacant or temporary vacant administrative public office of Corps A, to select a civil servant from the Corps A pool (Art. 23, CSL 2015).

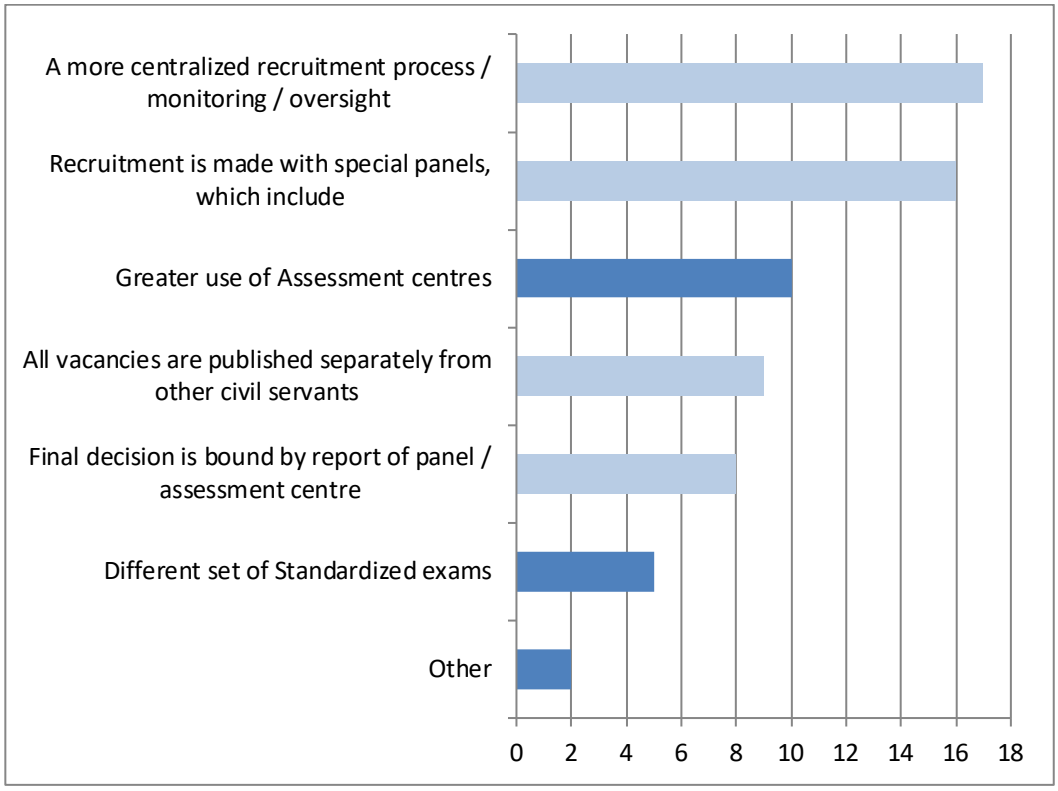
Civil servants from Corps A sign a labour agreement with the institution where they work, usually for a four-year period, unless a different term is defined by the law or a President's Decree (Art. 24, CSL 2015). The contract can then be renewed for another four-year term, but only once.

Source: Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption.

Figure 5.16. **How does the recruitment process for SCS differ from that of other civil servants?**

Responses of 35 OECD countries and Kazakhstan to Survey Q79A, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

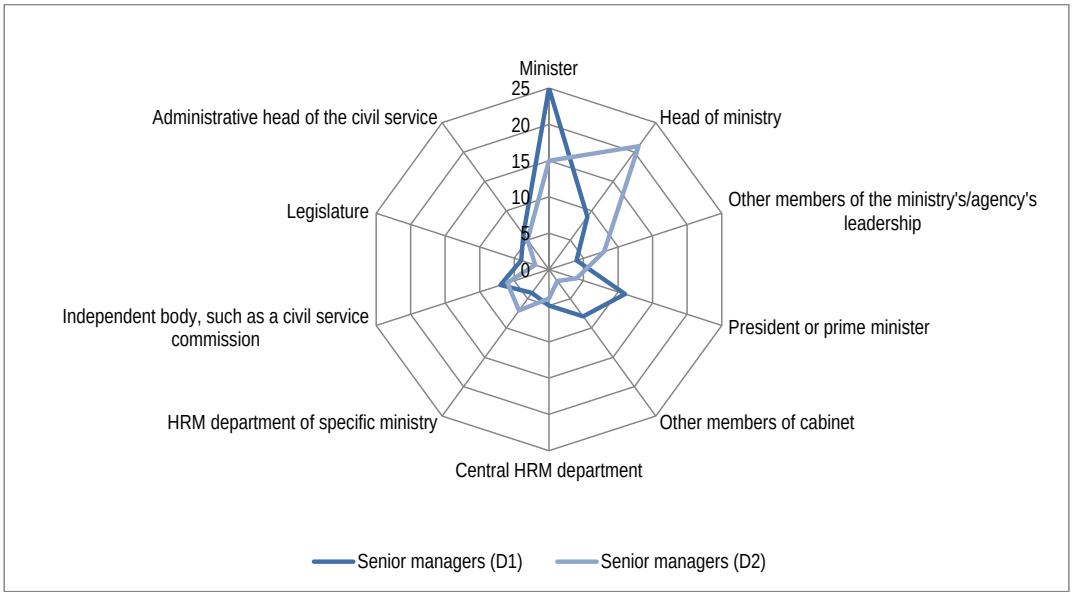
A relatively similar trend is observed in some OECD countries. Fourteen countries report that SCS of equal or higher level participates in panel assessments, and nine countries have external members from the private sector or the civil society. In Chile, for instance, a representative from the civil service takes part in these special panels, while in Slovenia members of trade unions can participate as well.

Exerting political influence in senior staffing decisions can be a way to improve civil service responsiveness, but appropriate levels of transparency and accountability (e.g. open confirmation and vetting by elected officials) are necessary to avoid patronage and favouritism that may undermine the professionalisation of the civil service. The level of politically influenced turnover in OECD countries is one indication of the extent to which politics and/or political affiliation play a role in staffing the civil service. Politically motivated turnover is relatively higher at the most senior levels. According to the Agency of the Republic of Kazakhstan for Civil Service Affairs and Anti-Corruption, Kazakhstan's 2015 Civil Service Law has reduced the number of transfers of political civil servants from 6 500 to 358. Transfers without competition are currently possible only for personal assistants or advisers of political civil servants, press secretaries and administrative civil servants of Corps B (Categories A and B).[1]

In OECD countries the appointment, promotion and dismissal of SCS are typically influenced by the minister or head of ministry, and to a less degree by the president or the prime minister (see Figure 5.17). In 25 OECD countries, ministers have significant influence over the appointment of the highest level of SCS, while in 21 OECD countries the head of ministry has significant influence over the appointment of the second highest level of civil servants. Among OECD countries, only Greece reports that appointment of managers can only be influenced by an independent body or by the legislature.

Figure 5.17. **Influence over the appointment, promotion and dismissal of senior managers**

Responses of 35 OECD countries and Kazakhstan to Survey Q90: In practice, who has significant influence over the appointment, promotion and dismissal of senior managers?, 2016

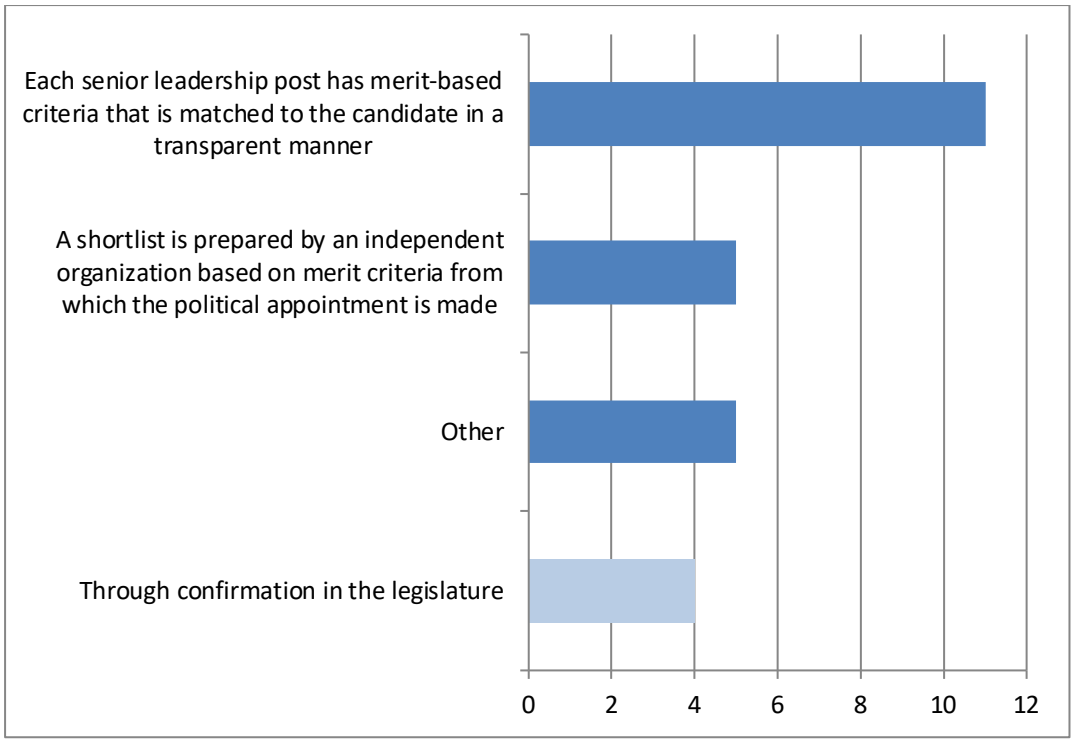


Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

About half of OECD countries have mechanisms to ensure merit in the political appointments of SCS (17 countries). The most common is the identification of merit-based criteria that are matched to the candidate in a transparent manner (11 countries). In some countries an independent organisation prepares a shortlist based on merit from which the political appointment is made (five countries); sometimes the appointment needs to be confirmed through the legislature (four countries) (see Figure 5.18).

Figure 5.18. **Ensuring merit in the political appointments of civil servants**

Responses of 35 OECD countries and Kazakhstan to Survey Q95, 2016



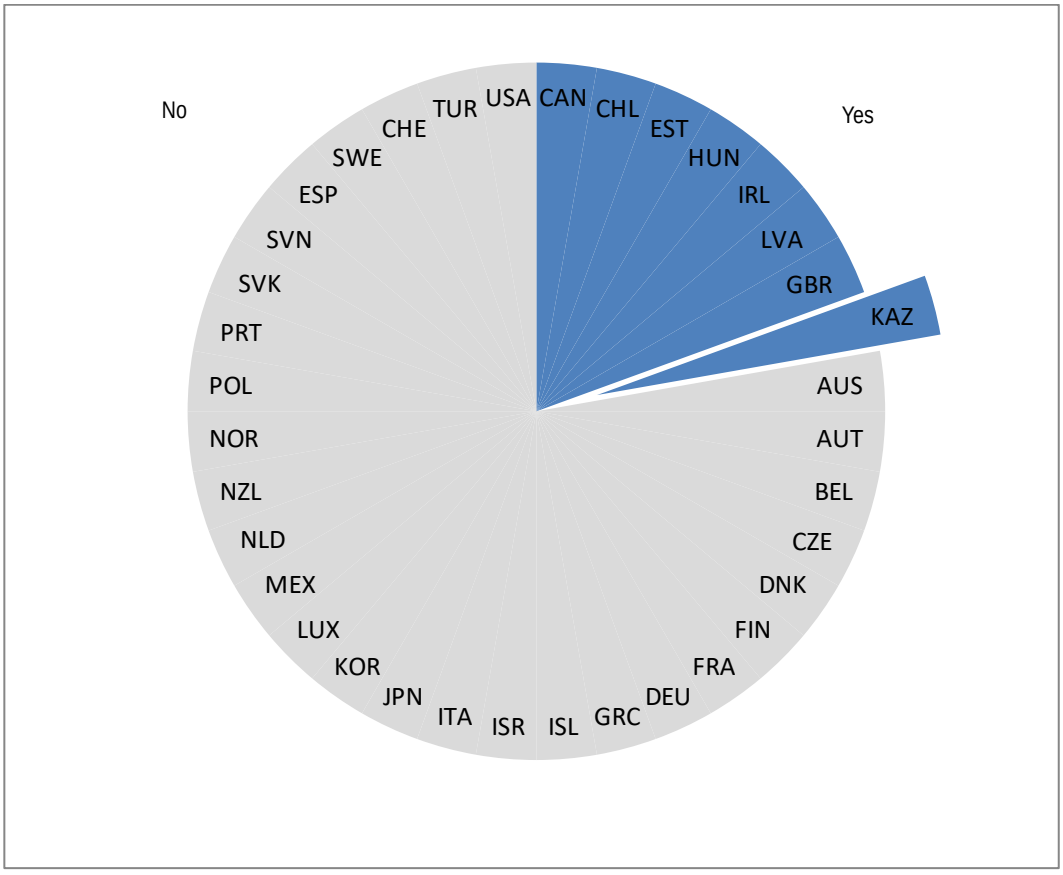
Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas. Kazakhstan's response is indicated in blue.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

The Australian Government, for example, introduced in February 2008 a policy implementing transparent and merit-based assessment in the selection of most Australian Public Service (APS) agency heads and other statutory offices working in, or in conjunction with, agencies that operate under the Public Service Act 1999. In Canada, the Clerk of the Privy Council plays a vital role in the selection of deputy ministers, based on shortlists proposed by the Committee of Senior Officials (COSO), and senior personnel administer the process. In Kazakhstan, political appointments of senior managers are subject to approval (Article 14 of the Law "On Civil Service").

Currently senior and line managers seem to be hard to attract, and SCS retention is a key challenge, like for some OECD countries (see Figure 5.19). Countries like Canada, Poland and the United Kingdom have plans to increase the external recruitment of managers (see Figure 5.20).

Figure 5.19. **Does the public administration experience particular challenges in attracting SCS?**
Responses of 35 OECD countries and Kazakhstan to Survey Q47, 2016

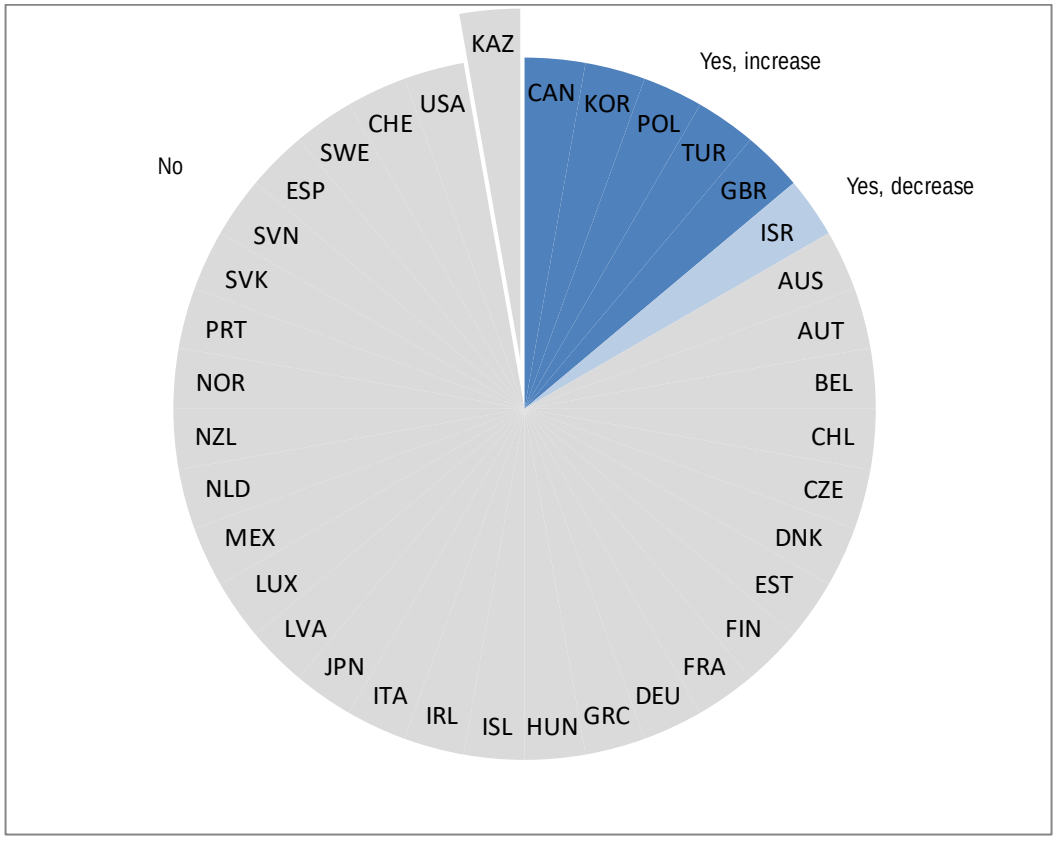


Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Figure 5.20. **Are there any plans to increase/decrease the external recruitment of senior managers?**

Responses of 35 OECD countries and Kazakhstan to Survey Q80, 2016



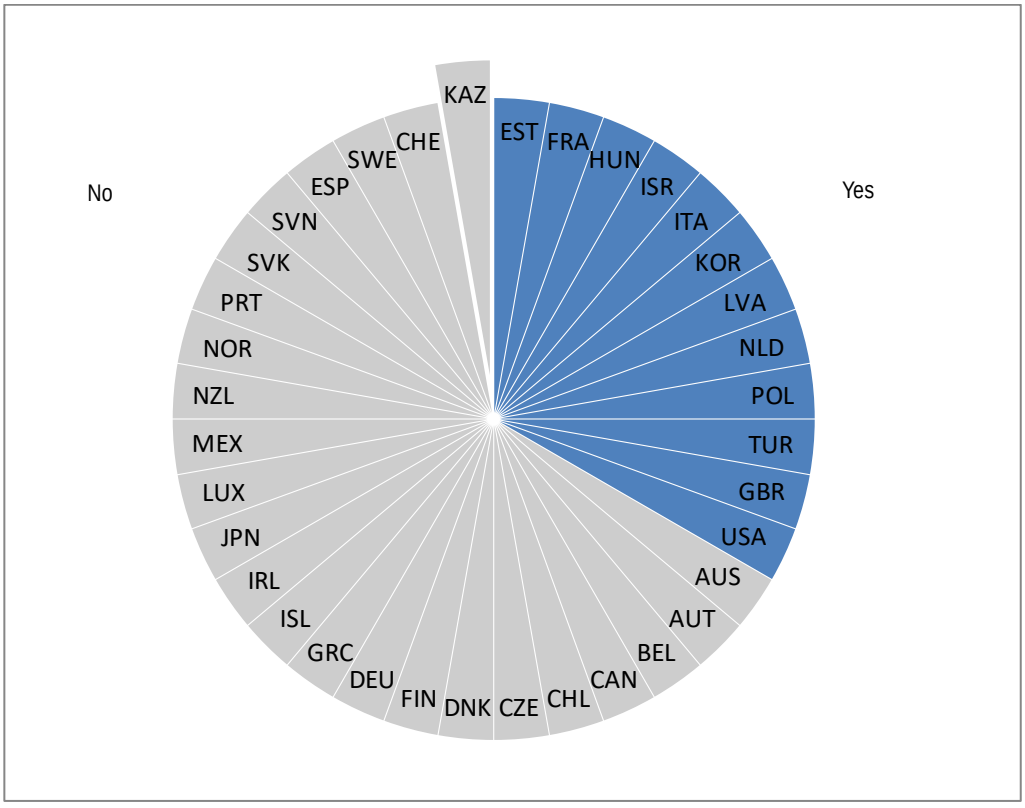
Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Twelve OECD countries have special programmes to recruit and develop young candidates for senior management positions (see Figure 5.21), as a way to invest in their future SCS corps. In most countries that have these programmes (8), they tend to concentrate on graduates from universities. Estonia and France also have programmes that focus on civil servants, and in Israel, the programmes are focused on external candidates, but are not limited to university graduates. About half of OECD countries have centralised programmes to attract, recruit and develop promising employees (see Figure 5.22). Offering opportunities for career development and leadership to qualified candidates early in their careers could also help attract talent to the civil service and allow for early mentoring and capacity building.

Figure 5.21. **Existence of programmes to recruit and develop young candidates for senior management positions**

Responses of 35 OECD countries and Kazakhstan to Survey Q78, 2016



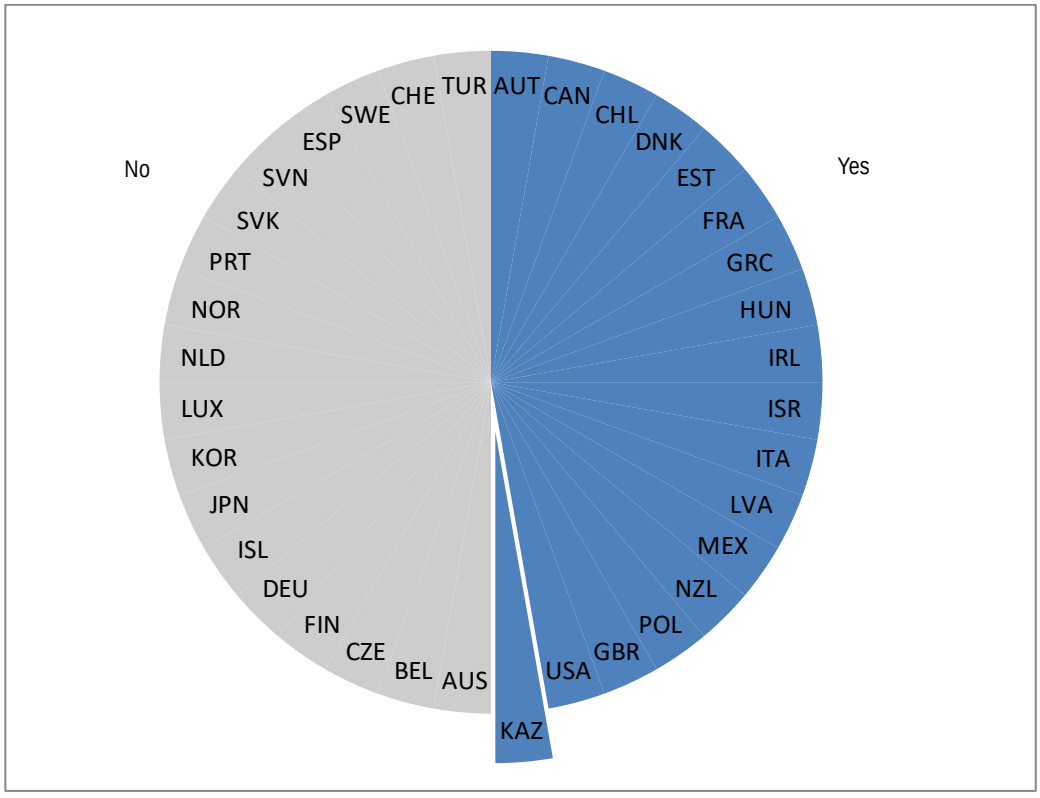
Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Kazakhstan invests in the development of civil servants through the system of their training and retraining at the Academy of Public Administration and its branches and the above-mentioned Bolashak scholarships. Civil servants who potentially are candidates for SCS are being trained at the Academy of Public Administration, on an ongoing basis, to develop their qualifications. Every year, one third of all civil servants pass a training which is about 30, 000 people. Experience from OECD countries could be useful for Kazakhstan to increase and improve its pool of available candidates for SCS positions. Canada has a few of these programmes, namely for students and graduates, which offer internships for job positions in the civil service (see Box 5.5).

Figure 5.22. **Are there centralised programmes that aim to attract, recruit and develop promising employees?**

Responses of 35 OECD countries and Kazakhstan to Survey Q45, 2016



Notes: Information on data for Israel: http://dx.doi.org/10.1787/888932315602. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in the country.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Other OECD countries identify potential leadership through performance assessments (see Figure 5.23). In Italy, SCS can be identified among middle managers, whose appointment is discretional and based on criteria such as performance appraisal, quality of the candidates and type of position. In Poland, civil servants (with the exception of senior posts) have an individual professional development programme, within which they may define a set of career paths such as a leader path. In this case, a promising official can develop his/her leadership skills and prepare himself/herself to take a managerial post. The Netherlands has designed an intensive leadership programme for about 20 high potentials (just below directors' level) every year.

Box 5.5. **Attracting, recruiting and developing promising employees in Canada**

Canada has various programmes that aim to attract and build a pool of top-level professionals and graduates, from an array of disciplines, who have the drive and potential to shape the future of Canada's public policy landscape:

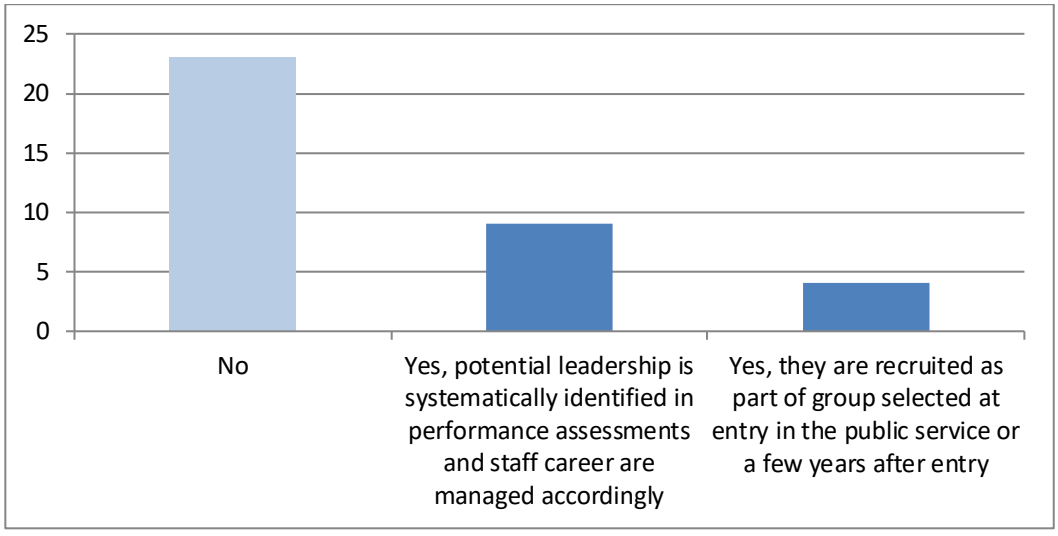
- Federal Student Work Experience Program (FSWEP) provides full-time students with the opportunity to explore their interests and develop their skills.
- CO-OP is a programme in which classroom instruction is alternated with semesters of work placement related to a student's field of study. Internship is a programme whereby supervised; on-the-job training assignments are designed to give students the skills and knowledge required for entry into a career or profession.
- The Research Affiliate Program (RAP) provides post-secondary students with opportunities to conduct innovative research and gain experience with federal organisations.
- The Post-Secondary Recruitment (PSR) program launches and furthers careers of university and college graduates by offering a range of jobs within the federal government of Canada.
- Advanced Policy Analyst Program (APAP) develops high-potential individuals for policy roles in the Government of Canada by offering recent masters-level graduates the opportunity to establish a foundation of knowledge and experience in federal public administration.
- Recruitment of Policy Leaders (RPL) targets and recruits exceptional candidates into mid to senior-level policy positions in the federal public service.

Source: Government of Canada

Figure 5.23. **Are there policies in place to identify potential senior managers early on in their careers?**

Responses of 35 OECD countries and Kazakhstan to Survey Q77, 2016

Kazakhstan's response is indicated in light blue



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

In Israel, talent management is embedded in the Tree of Knowledge Program through five channels: 1) identification of exceptional talent through public tenders; 2) preservation of "quality dropouts" through active recruitment of candidates with high capabilities, who did not advance through the final stages of the cadet programmes; 3) recruitment of top student level employees and interns through reserve tenders; 4) identification and recruitment of excellent candidates through public human resource tenders in the civil service that are regularly published (active recruitment/preliminary selection/examining committee); and 5) establishment of a preparatory programme for the civil service aimed at top candidates (see Figure 5.23). The United Kingdom has developed a Civil Service High Potential Stream (CSHPS) to help identify leaders in different moments in a civil servant's career (see Box 5.6). As the CSHPS Talent Strategy for the Civil Service points out, the success of high-potential strategies require a change in organisational culture, where talent management is viewed less as a process and more as a day-to-day activity.

Box 5.6. **The United Kingdom's Civil Service High Potential Stream (CSHPS)**

The Civil Service High Potential Stream (CSHPS) was launched in 2013 with the aim of creating a pipeline of exceptional leaders for the most senior roles. It aims to identify the most talented civil servants and support them fulfilling their potential while meeting business needs.

To support this ambition, the United Kingdom's civil service has for instance published a Civil Service Talent Management Toolkit to provide consistent language and tools to help identify talent; provided a Common Standard for Promotion through the new Civil Service Competency Framework; and published a Civil Service Loans and Secondments Policy to support increased movement of talent between departments and out into other sectors. Participants are selected for their aspiration to progress, their engagement in the civil service and their ability to deliver in a variety of different environments.

The High Potential Stream is made up of the following development schemes:

- Future Leaders Scheme for high potential managers (Civil Service Grades 6 and 7), a cross-government scheme for talented and high-potential Grades 6 and 7, who have the potential to reach the senior civil service.
- Senior Leaders Scheme for high potential deputy directors (civil service SCS pay band 1), which provides learning and leadership development for individuals through taught workshops, corporate challenges, exposure to different sectors, building a leadership network, and access to executive coaches. It aims to accelerate the development of the pipeline of future leaders for director roles.
- High Potential Development Scheme for high potential directors (civil service SCS pay band 2), which aims to accelerate the development of those with the greatest potential to progress to director general, and potentially beyond that to permanent secretary.
- Individual Development Programme for directors general, aimed at directors general with the potential to progress to permanent secretary. It is tailored to the cohorts specific leadership development needs.
- Schemes for civil servants below a certain Grade (7) include, for example, Fast Stream programmes or Civil Service Fast Track Apprentices.

Source: www.gov.uk/government/publications/civil-service-talent-management/civil-service-talent-management (accessed 22 August 2017).

Final remarks

This chapter discussed the growing importance of leadership for creating a performing civil service and learning culture in public administration. Most OECD countries include leadership in their vision for the civil service and are focusing on the employment framework for their senior managers. They look in particular at how to use performance management and mobility to improve competencies and organisational performance. Identification and selection of senior managers is, therefore, a vital issue for OECD countries, but also for Kazakhstan, especially those that face challenges in attracting and retaining people in the highest positions. Diversifying the pool of candidates, for example by increasing external recruitment, is an option considered by many countries.

Identifying potential leadership through performance assessments is an option explored by some OECD countries. This suggests having an effective performance assessment system, where competencies for leadership can be identified and nurtured throughout the civil servant's career. In parallel, Kazakhstan and most OECD countries have specific competency frameworks for civil servants. A critical issue concerns the relevance of the competencies identified to help leaders be responsive, evidence-based and capable of improving civil service performance, as well as the existence of tools and processes to develop those competencies.

Note

1. According to the Civil Service Law and Presidential Decree N° 152 of 29 December 2015.

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Chapter 6

Next steps towards a professional, strategic and innovative civil service in Kazakhstan

This chapter analyses the main findings from benchmarking Kazakhstan against OECD countries' human resource management practices. The main findings suggest that Kazakhstan has developed, or is in the process of developing, human resource management frameworks that are consistent with those of most OECD countries. Likewise, Kazakhstan shares many of OECD countries' concerns and priorities for reform, namely in terms of leadership development, competency management and performance management, which have been subject to significant and recent measures in Kazakhstan. To consolidate its professional civil service and develop a more strategic orientation to human resources management, Kazakhstan should consider consolidating and standardising its approach to skills in the civil service through competency-based management; pursuing investments in its senior civil service; and developing a performance culture.

This study benchmarks strategic human resource management (SHRM) in Kazakhstan for the first time against those of OECD countries, based on the 2016 OECD Survey on Strategic Human Resource Management in Central/Federal Governments of OECD Countries. The focus was primarily to collect and present rich and comparable data on a wide range of policies and practices that help to build a professional, strategic and innovative civil service workforce: delegation arrangements, workforce planning, competency frameworks, recruitment practices, career development, performance and incentives, and building leadership.

Benchmarking findings show that Kazakhstan has developed, or is in the process of developing, human resource management (HRM) frameworks that are consistent with those of most OECD countries. Like most OECD countries, delegation in Kazakhstan has led to a broadly comparable framework for terms and conditions of employment across central government; Kazakhstan has a vision that makes explicit statements about the future requirements of the civil service and uses recruitment and promotion merit-based methods to an extent similar to most OECD countries.

Benchmarking also shows that Kazakhstan shares many of OECD countries' concerns and priorities for reform. Figure 6.1 identifies HRM priorities and three of them are particularly important. Leadership development, competency management and performance management have been subject to significant and recent measures in Kazakhstan. The successful implementation of these reforms should strengthen Kazakhstan's ability to build a professional and strategic civil service, but its careful monitoring is necessary to ensure successful sequencing initiatives and that reforms meet capacity for implementation at the institutional level.

The nature of this benchmarking survey does not allow for the development of hard recommendations such as those that would result from a more thorough peer review. However, analysis of the results against the experience of OECD countries suggests a number of areas and challenges that Kazakhstan will need to address as it consolidates its professional civil service and develops a more strategic orientation to HRM:

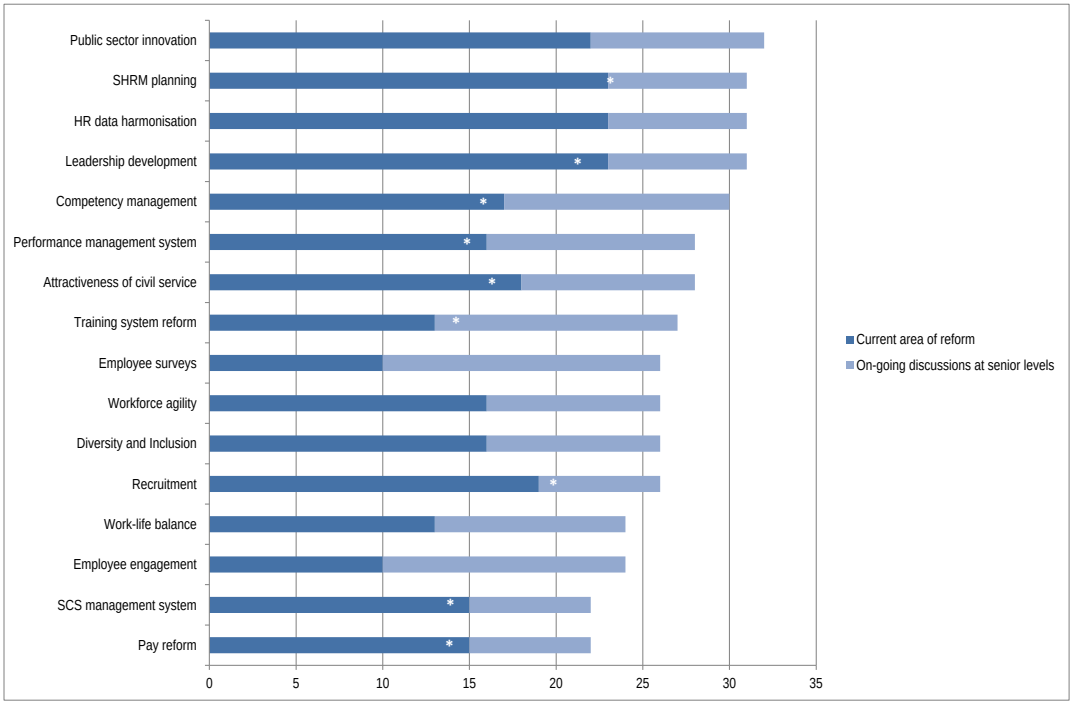
- The development of **competency management** stands to help Kazakhstan consolidate and standardise its approach to skills in the civil service, but this will require careful implementation with a long-range view.
- Kazakhstan's investments in its **senior civil service** system are to be commended and suggest that it is on a path that can be significantly informed by further insights and analysis based on the experience of leading OECD countries in these areas.
- Bringing together skills, leadership and human resources (HR) reforms in a way that drives improvements in policy making and service delivery will require more than legislation, frameworks, and HR tools. Developing a **performance culture** is the ultimate goal of all HR reform, and will require performance systems, managers and leaders to be aligned and supported by data and evidence.

The OECD is ready to accompany and support Kazakhstan in its next phase of HR implementation and reform. Each of these three themes is explored in more detail below.

Figure 6.1. **Human resource management reform priorities**

Responses of 35 OECD countries and Kazakhstan to Survey Q134, 2016

Kazakhstan's response is indicated with an asterisk



Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

Mainstreaming competency management throughout the employment cycle

Kazakhstan is applying the competency framework which identifies skills and capacities for civil servants of Corps A and B. Its effective implementation brings opportunities and challenges for Kazakhstan's civil service. Competency frameworks or skills strategies need to be embedded throughout the employment cycle to have an impact on institutions. This starts with using competency frameworks as a basis for merit-based recruitment and continues by creating space to put to use and develop those competencies.

Kazakhstan will, like most OECD countries, base recruitment decisions on a standard competency framework. This involves first and foremost the capacity to attract and compete for the desired skills, in a context where most OECD countries struggle to recruit one or more categories of civil servants. Competency-based recruiting also implies developing new and effective selection tools, and training HR officers and recruiting managers to base their decisions on the results.

At the same time, constant change in the environment in which the public sector operates requires administrations to develop competency frameworks capable of anticipating future skills needs and being flexible. Skills development should be forward-

looking rather than a remedy for low performance. While performance evaluations are the most common tool in OECD countries to identify training needs for employees in central public administrations, assessments of government programmes and priorities are also very common.

As traditional class-based training methods or more recent methods like e-learning remain popular across OECD countries and Kazakhstan, they may not always be the most appropriate to develop certain skills, in particular management or soft skills. Giving civil servants opportunities to work outside of their home organisation can offer opportunities to develop new insights and build new skills by giving the individual a more horizontal understanding of policy issues and allowing them to look at things from outside their sector perspective (OECD, 2017a). Most OECD countries have reported plans to increase internal mobility within their public administration, and Kazakhstan may wish to consider these experiences as a complementary way to encourage employee development.

Providing attractive career paths to skilled employees may contribute to employee retention. When merit is taken into account in promotions, and career advancement is done through open competitions, civil servants have clear expectations on the potential impact of individual performance in their career paths. The point-factor scale developed in Kazakhstan's administration also has the potential to place greater value on skills and job content to determine the base salaries of civil servants.

In a context of further professionalisation of the civil service based on the competency framework, Kazakhstan faces a double challenge. First, the gradual implementation of the competency framework will be necessary to mainstream the use of competencies across critical moments of the career cycle, like recruitment, performance assessment or career advancement. Once the implementation of the competency framework has built the foundations for a professional civil service, the administration will need to look at specific skills sets that will contribute to a more strategic and innovative civil service.

Supporting a learning culture in the civil service will ensure that the workforce is consistently capable of renewing skills and keeping up with the fast-changing nature of work. This means investing in learning opportunities for all staff and developing career paths that emphasise learning throughout the career. Managers' responsibility to develop their employees is critical (OECD, 2017b).

Building a systematic approach to leadership

Kazakhstan uses separate HRM practices for senior civil servants (SCS) in central government to an extent similar to the average OECD country. While the number of SCS in central government varies significantly across countries, and countries' approach to SCS varies significantly, countries tend to manage SCS through specific employment, accountability and competency frameworks. Recruitment procedures are in most cases different from those of regular civil servants to better target certain skills or potential. Countries also tend to value certain leadership competencies more than others. People's management, strategic thinking, values and ethics tend to be a high priority in both OECD countries and Kazakhstan.

In a context of growing complexity and new governance challenges, countries are reconsidering the qualities and skills needed to strengthen leadership. Once those qualities and skills are identified, the capacity to attract and retain leaders with the right

profile is essential. Leadership development is high on the agenda of the vast majority of OECD countries and of Kazakhstan. More than ever, SCS are expected to be politically responsive and show commitment for reform, have a deep understanding of the citizens they serve and be effective managers capable of steering healthy and high-performing public sector organisations.

Developing high-quality leaders goes beyond redesigning competency frameworks or new training approaches. Leadership development requires a systematic approach to defining and reinforcing appropriate leadership styles and behaviours. As Kazakhstan is investing in the development of its Corps A, it could be relevant to further explore how some OECD countries are implementing centralised programmes to attract, recruit and develop promising employees. Kazakhstan should consider that many leadership competencies require experiential learning, which can be better acquired through temporary work placements or coaching rather than through class or online teaching.

Designing and communicating with a whole-of-government vision or agenda for a high-performing civil service would help SCS to build a shared narrative around strategic human resource management and guide and align leaders' actions. SCS play a key role within their organisations and have the potential to encourage performance and engagement. Likewise, middle managers need to be supported appropriately. While HRM is included in the accountability framework for managers in Kazakhstan and in a few OECD countries, access to networks of peers who can provide guidance based on personal experience could further help senior and middle managers to be equipped to manage and develop their employees.

Reinforcing a performance culture

Like in most OECD countries, formalised performance assessment is mandatory for Kazakhstan's government employees. Performance evaluation tools and criteria tend to be comparable and consist, in most cases, of an assessment of civil servants' outputs and activities by their direct manager. In place in most OECD countries, performance-related pay is being introduced in Kazakhstan from 2018.

Building a high-performing civil service requires more than performance assessment tools or performance incentives. High-Performance Work Practices (HPWP) include aspects of work organisation – teamwork, autonomy, task discretion, mentoring, job rotation, applying new learning – as well as management practices – employee participation, incentive pay, training practices and flexibility in working hours (OECD, 2016b).

In this context, Kazakhstan could leverage competency management and leadership reforms to strengthen a performance culture in the civil service. While performance-related pay may affect extrinsic motivation, ongoing reforms to professionalise civil service affect work organisation and management and create new challenges. For example, the best competency management framework will not be effective if the administration cannot attract or retain people with the required competencies. Pay is but one of the elements that motivate people, but is far from being the only one. Employee engagement is about employees' willingness and ability to invest themselves and their work in the organisation's goals. Engagement focuses on how to positively influence employee behaviour by aligning goals and values, which provides an important and complementary counter-balance to performance regimes based on regulation and compliance, which often prove costly, ineffective and slow (OECD, 2016c).

Engagement is linked to better job performance, organisational commitment, higher productivity and public sector innovation. Improving employee engagement should, therefore, contribute to strengthening civil service performance. As employee engagement depends on a range of HRM-related enablers and organisational development policies and strategies (OECD 2016c), further steps to build a high-performance civil service in Kazakhstan could, therefore, consider the deeper analysis of leading OECD countries' experience on measuring and improving employee engagement.

The governance of HRM is a critical element of government performance and productivity. This study contributes to the knowledge of HRM policies and practices in Kazakhstan in a period where its administration is preparing reforms aiming to introduce a significant shift in the current way of managing and developing human resources. The complexity of critical issues such as competency-based management, leadership development or performance assessment, requires multiple stakeholders to work together at different stages of the preparation and implementation processes in order to build a long-term strategic dialogue amongst them. As such, and while this report is not intended to provide specific recommendations, it tried to incorporate a wide range of perspectives and experiences from OECD countries in order to help to identify areas that would be worth further investment to strengthen ongoing and planned reforms.

Kazakhstan is aware of the challenges ahead, and the OECD stands ready to accompany Kazakhstan in the HR reforms it requires to achieve its strategic vision for 2050. One way to complement this benchmarking study would be to go deeper into the priority themes highlighted above by looking in depth at the improvement of the competency framework, at the link between leadership, delegation and building distributed capacity, and building an outcome-oriented performance culture.

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(42 2017 55 1 P) ISBN 978-92-64-28808-9 – 2018

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