

The influence of the organizational culture and motivation of the state employees on the efficiency of the state support of small and medium business in Kazakhstan

La influencia de la cultura organizacional y la motivación de los empleados estatales sobre la eficiencia del apoyo estatal a las pequeñas y medianas empresas en Kazajstán

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ABSTRACT:

The functioning of any organization, in particular public administration, directly depends on the staff. Ineffective implementation of the employees' work potential leads to economic unprofitability of projects, as well as to their half-way implementation. The article examines the hypothesis on the subject of influence of public servants' motivation on the effectiveness of the state support for entrepreneurship. A survey for public servants of local executive bodies responsible for the implementing of the state program "Business Roadmap 2020" in Kazakhstan was held to achieve this goal. In November 2016, the survey was conducted among 158 public servants from fourteen regions and two cities of

RESUMEN:

El funcionamiento de cualquier organización, en particular la administración pública, depende directamente del personal. La implementación ineficaz del potencial de trabajo de los empleados lleva a la no rentabilidad económica de los proyectos, así como a su implementación a mitad de camino. El artículo examina la hipótesis sobre la influencia de la motivación de los servidores públicos sobre la efectividad del apoyo estatal al emprendimiento. Se llevó a cabo una encuesta para los funcionarios de los órganos ejecutivos locales responsables de la aplicación del programa estatal "Hoja de ruta empresarial 2020" en Kazajstán para lograr este objetivo. En noviembre de 2016, la

the republican significance, who were responsible for the development of entrepreneurship. The statistical analysis was carried out with the help of the SPSS program (21 version). The analysis and synthesis of the native and foreign scientists' researches on the subject of the study was carried out as a theoretical basis. As a result of the survey the main motivational factors for public servants, who were responsible for the development of entrepreneurship, were identified. There are a number of serious problems in the organizational culture and motivational system, which have an impact on the employees' effectiveness of public authorities in the sphere of the development of entrepreneurship. There are some practical recommendations which are offered to improve the motivational level for public servants, who are responsible for the development of entrepreneurship.

Keywords: small and medium business, entrepreneurship, motivation increase, instruments of state support, organizational culture, public servants.

encuesta se llevó a cabo entre 158 funcionarios públicos de catorce regiones y dos ciudades de importancia republicana, responsables del desarrollo del emprendimiento. El análisis estadístico se realizó con la ayuda del programa SPSS (versión 21). El análisis y síntesis de las investigaciones de los científicos nativos y extranjeros sobre el tema del estudio se llevó a cabo como una base teórica. Como resultado de la encuesta se identificaron los principales factores motivacionales de los servidores públicos, responsables del desarrollo del emprendimiento. Hay varios problemas graves en la cultura organizacional y en el sistema motivacional, que tienen un impacto en la efectividad de los empleados de las autoridades públicas en el ámbito del desarrollo del espíritu empresarial. Hay algunas recomendaciones prácticas que se ofrecen para mejorar el nivel de motivación de los funcionarios públicos, que son responsables del desarrollo del espíritu empresarial.

Palabras clave: pequeña y mediana empresa, emprendimiento, aumento de motivación, instrumentos de apoyo estatal, cultura organizacional, servidores públicos.

1. Introduction

To ensure the effective operation of public authorities, who are responsible for the development of entrepreneurship, it is necessary to use the available resources fully. The main capital of each organization is human resources (Akrivos, Reklitis and Prifti, 2013, pp. 710-717; Fee, 2014; Snell, Morris and Bohlander, 2015). This statement was confirmed by the words of Goh Chok Tong the Singapore ex-prime minister, and now the senior minister and member of the Parliament of this country, who pointed out the importance of human resources for the development of the state (Guo and Ladner, 2016, pp. 11-27). The effective public service is a key factor in the strength of the state power and it is needed to ensure the unity of the legislative process; to ensure the legal framework in to achieve state goals and objectives; to create political and legal conditions for the realization of a person's social rights, freedoms and interests. The fulfillment of the state authorities' activities directly depends on their work. The organization of their work may directly depends on the management system.

In turn, the system of human resource management is closely related to the development of organizational culture. Moreover, scientists fairly point out that the main function of organizational culture is motivation (O'Riordan, 2015). The organizational culture in this work is considered to be a system of ethical norms and moral values, the model of behavior, which all or almost all of the employees in the organization follow and pass on to the newcomers as the only true one. Probably a number of reasons for the public servants' working behavior of local executive bodies can be linked to the established organizational culture.

The problems of management of the organizational culture of the public service in Kazakhstan are not sufficiently investigated. In his works E.B. Issakulov draws attention to the value orientations in the public service. Taking into account the impact of organizational culture on staff motivation, practice indicates the importance of its study and management.

For example, Denison & Neal (2000, pp. 24-26), Cunliffe (2008) emphasize the importance of company leaders understanding of organizational culture that can influence the work effectiveness. However, success or failure in the organization may depend on a number of culture conditions and elements. From understanding it as a subject for the study and management, the success of the organization as a whole can depend.

For example, the important elements of organizational culture are values and mission. Often scientists mark impartiality, loyalty, fairness, accountability and justice as the basic values that are common in the public service of many countries (O'Riordan, 2015; Van Wart et al., 2014; Neuhold, Vanhoonacker and Verhey, 2013). Nevertheless, the interesting fact is that value

guidelines can be changed. So, the alleged motives and values as self-sacrifice, compassion and patriotism, hardly remain relevant for the public service nowadays.

In his study of public service organizational culture O'Riordan (2015) draws attention to the example of one of the European countries. The study revealed the main values of the public service, such as integrity, impartiality, a culture of responsibility, efficiency and value for money, high standards of professionalism, and leadership. In this case, it is clear that the organizational culture seems customer oriented, meeting the needs of the public.

The competence of public servants, their professional knowledge and skills directly influence the quality of management decisions, which in turn directly affects the socio-economic development of the country (O'Riordan, 2015; Van Wart et al., 2014; Farnham et al., 2016).

For example, nowadays with the usage of a wide range of methods a fairly stable system of state support for entrepreneurship has been formed in the Republic of Kazakhstan. One of the key programs for supporting entrepreneurship is 'The Business Roadmap 2020' program (hereinafter referred to as the Program) (Business Roadmap 2020, n.d.), which is intended to be realized from 2010 to 2020. To implement the first stage of the Program, 188.5 billion tenge was allocated from the republican budget in the period from 2010 to 2015. By the resolution of the government of the Republic of Kazakhstan dated April 13th, 2010 No. 301, it was ordered to central and local state executive bodies and other organizations to take measures for the Program realization. Also according to the results of the first stage of the Program (by 2015), the relevant target indicators for its fulfillment were established. Analysis of the data, which described the achievement of the Program's target indicators, showed that the goals for several indicators were not achieved. Not reaching the planned indicators shows a lack of effectiveness, and therefore, the effectiveness of the Program.

Due to this fact there is a hypothesis in which the assumption is made that the reasons for the inefficiency of the Program are the lack of the motivation of public servants and the weak organizational culture of local executive bodies, who should work on the Program.

2. Research Methodology

The empirical base for the study was the data of a sociological survey about the factors of motivation and specifics of labor stimulation in the public service. It was made for public servants (survey) of local executive bodies, who were responsible for the development of entrepreneurship. For this purpose, the systematic and comparative approaches, structural analysis, software processing of information were used.

The analysis was carried out with the help of the computer program of statistical analysis of SPSS (21 version), based on the position held, the gender composition of the respondents, the work experience, the supervised sphere. It's worth to be noted that in some cases the sum of all of the answers is not 100%; the respondents chose several options at the same time, or in some cases the answers were missed.

The theoretical basis for the study was such methods as analysis, synthesis, system method, as well as generalization of the research of native and foreign scientists on the subject. The program "Road map of business 2020" was monitored as well as the laws of the Republic of Kazakhstan.

For studying the needs of workers in the organization, based on the existing motivation theories (A. Maslow 1943, p. 370), using real motivating and stimulating factors that take place in the practice of public service (Raudeliūnienė and Meidutė-Kavaliauskienė, 2014, pp. 719-726; Ciobanua and Androniceanua, 2015, pp. 164-174), a questionnaire consisting of two blocks of questions was developed. The first block included questions related to the assessment of the involvement of civil servants in the formation and implementation of the Program. The second set of questions was aimed to identify the motivating factors for public servants, who were responsible for the development of entrepreneurship, their satisfaction, as well as identifying ways to increase the efficiency of these public servants.

The main empirical base of our research was a sample of public servants, relevant local executive bodies of the Republic of Kazakhstan (business administrations of the regional akimats). The questionnaires were sent to 14 regions and 2 cities of the republican importance in November, 2016. As a result, 158 civil servants of local executive bodies took part in the survey.

The analysis of the obtained data showed the following results. The gender composition of the respondents was approximately equal (55% of men, 45% of women). 31% of the respondents belonged to the management team, 69% were ordinary public servants (chief specialists, specialists). At the same time, 52.5% have a total work experience for more than 5 years. The main share of the respondents 70.9%, who are engaged in the work of state support, have work experience in this organization less than 5 years.

Out of the 158 respondents, 111 respondents think that the needs of entrepreneurs were taken into consideration while designing and developing the state program, and 21 respondents indicated dissatisfaction of needs of entrepreneurs. This situation fully confirms the fifth principle of the New Public Management - the orientation towards satisfying the consumer needs, namely entrepreneurs (Akrivos, Reklitis and Prifti, 2013, pp. 710-717).

3. Data, Analysis, and Results

By the resolution of the government of the Republic of Kazakhstan dated April 13th, 2010 No. 301 the target indicators for the implementation of the Business Road Map 2020 were established:

- to make loans cheaper, for a total amount not less than 400 billion KZT;

By 2015:

- to increase the share of manufacturing in the GDP structure to a level of not less than 12.5%;
- to increase the share of non-primary exports to a level of not less than 40% in the total amount of exports;
- to increase the volume of non-primary exports to a level of not less than 43% from the amount of the total manufacturing production;
- to increase the labor productivity in the manufacturing industry by not less than 1.5 times.

There are two unachieved intended results out of the five indicators presented above.

Using the official statistics data (Official website of the Statistics Committee of the Ministry of National Economy of the Republic of Kazakhstan, 2017), it was established that by 2015 the share of manufacturing in the GDP structure was 10.2% instead of planned 12.5% , which is not only below the target, but also indicates a decline in this indicator from the moment when the program was launched (2009 - 10.9%) (Official website of the Statistics Committee of the Ministry of National Economy of the Republic of Kazakhstan, 2016).

Regarding to the indicator, an increase of the share of non-primary exports to a level of not less than 40% in total amount of exports should also be considered as unachieved. According to the information posted on the website of the JSC "National Agency for Export and Investment "KAZNEX INVEST" (The official website of JSC "National Agency for Export and Investment «KAZNEX INVEST», n.d.), it can be noted that the share of non-commodity exports in total exports was 22.2% in 2015, instead of the planned 40% (The official website of JSC "National Agency for Export and Investment «KAZNEX INVEST», 2016. <http://kaznexinvest.kz>).

The lagging in two indicators out of five characterizes the inefficiency of the implementation of the program and does not satisfy the first principle of New Public Management , which says that the control of the effectiveness of public servants should be carried out by target indicators (Akrivos, Reklitis and Prifti, 2013, pp. 710-717).

According to the Ex-Minister of National Economy Yerbolat Dosayev on February 17th, 2015 (The official website of the news portal «Zakon KZ», 2015) - "Effective realization of the

program locally depends on the akimat's actions. In this regard, akimats should work to increase the involvement of persons with entrepreneurial potential and small businesses in the program and include measures of financial support primarily for those entrepreneurs who previously did not receive state support ", The ex-minister gave this speech during the extended meeting of the Committee on Economic reform and regional development of the Majilis of the Parliament of the Republic of Kazakhstan, where the measures on the state support of small and medium-sized businesses within the framework of the Program were discussed. In addition, according to him, the akimats, being the local executive power, apart from subsidizing loans, must also intensify the work on other Program components that means to provide guaranteeing loans, granting, infrastructure and training programs.

This statement points directly to the need of activation of all public servants, including those, who are responsible for the implementation of the program locally. In addition, it signals that there is a lack of public servants' motivation of local executive bodies for the implementation of the Program.

According to the requirements for conducting the survey, the following main hypothesis was put forward. The current mechanism of work stimulation for public servants of local executive bodies called upon to implement the Program does not provide enough labor motivation and does not influence the increase in the effectiveness of state support for entrepreneurship, which means it requires a radical improvement. The overwhelming majority of the respondents (57%) noted that they were not involved in the process of forming of the state program (Figure 1). Among the 36.7% of the respondents who took part in the process of forming of the state program, we can highlight the proportion of staff depending on the position. They are 36.7% of managers and 18% of executors. There is a concentration of decision-making at the level of managers.

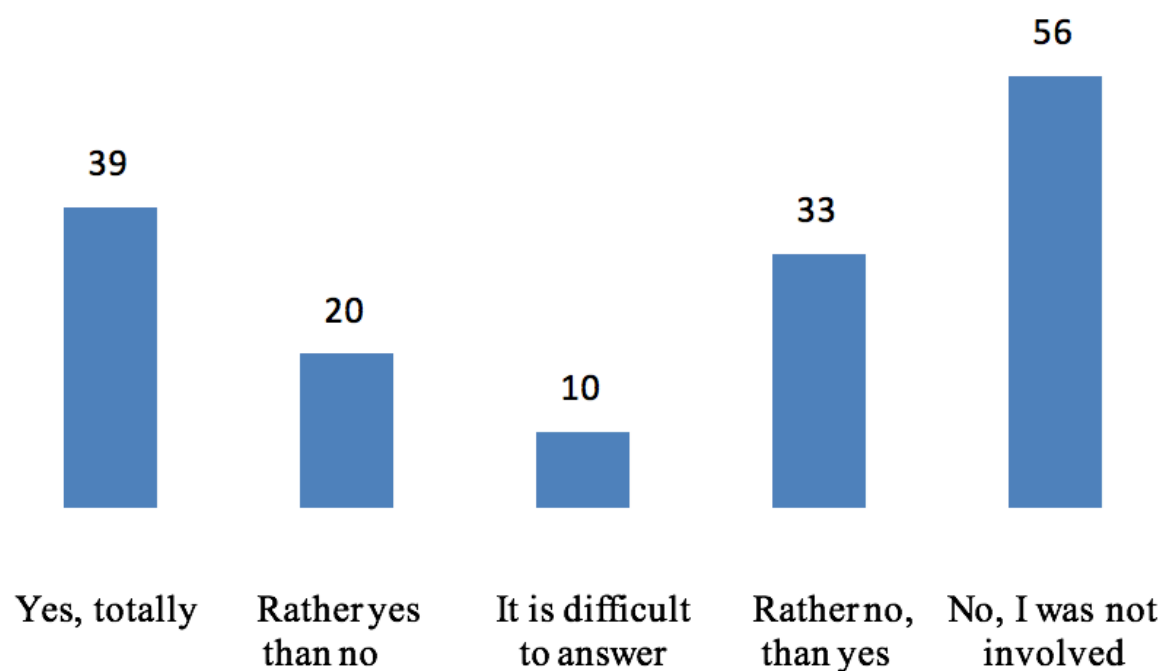


Figure 1. The involvement of public servants in the process of Program design

However, it should be taken into consideration that out of the total number of public servants, who oversee the implementation of the state program "Business Road Map 2020", only 23% of public servants work in this state agency for more than 5 years, e.i. they have been supervising the state program and its target indicators design from the beginning (Fig. 2).

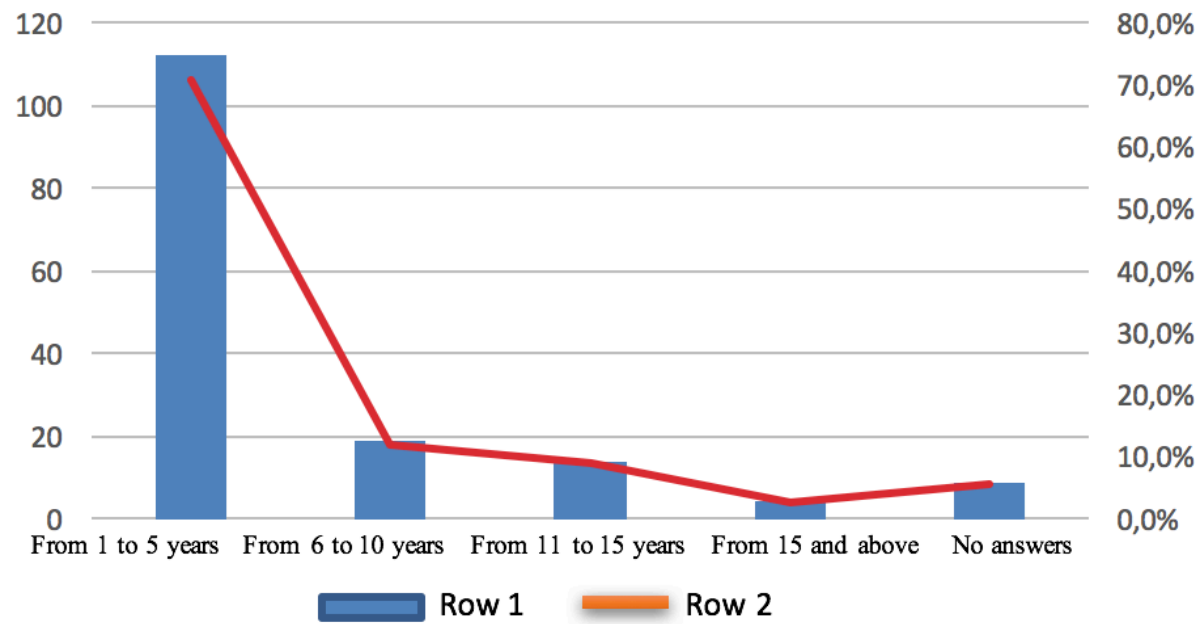


Figure 2. Work experience of public servants in the public authority

Men participated more actively in the formation of the target indicators of the state program, the number consisted 40%, and women were less active 10%.

It should be noted that there is a constant improving of the monitoring systems of state programs in the country. Thus, by the Decree of the President of the Republic of Kazakhstan No. 931 issued on March 4th, 2010 the "Rules for the development, implementation, monitoring, evaluation and control of the Strategic Development Plan of the Republic of Kazakhstan, state and government programs, strategic plans of official authorities, territories development programs, also implementation and control of the Pilot Scheme of the Territorial Development of the Country "(hereinafter - the Rules) were approved. According to the Rules, the goals, target indicators, aims and indicators of the results of the Program implementation should include the directives of central state and local executive bodies, national managing holdings, state holdings, and national companies with the state participation in the authorized capital, which are responsible for their achievement. Target indicator is the quantitative value of the goal, which allows measuring the level of its achievement. At the same time the current system of material incentives for public servants does not have a connection between the achievement of the results and the level of salaries (Figure 3). The majority of the respondents (77 out of 158) that consisted 47.5%, answered that the amount of their salary was completely independent of the achievement of the Program's target indicators, 13.9% - rather no than yes.

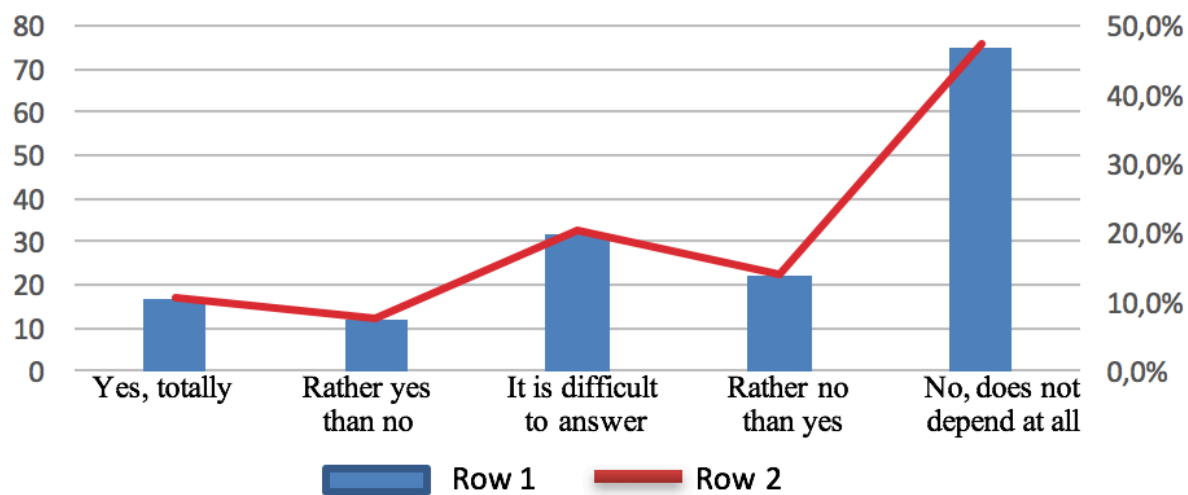


Figure 3. Dependence of monetary compensation on the achievement of the Program's target indicators

This tendency is also traced in the analysis of the dependence of the career growth on the target indicators achievement (Figure 4). 37% of people noted the absence of career dependence on the achievement of the Program's target indicators, 17.7% answered that more

likely than not.

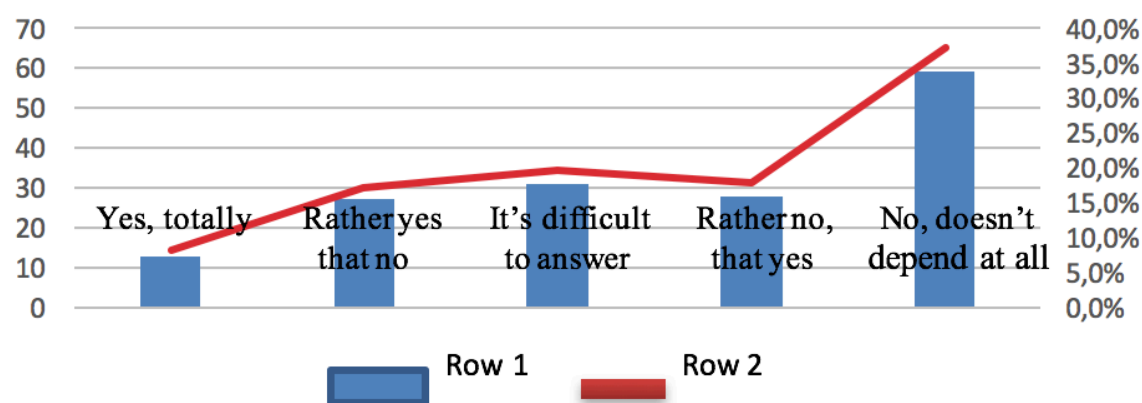


Figure 4. Dependence of career growth on achieving the target indicators of the state Program

To the question "Do you feel confidence and do you have enough competence to influence the effectiveness of the state program Business Roadmap 2020?" 24% of the respondents found it difficult to answer, 19% - rather no than yes and 20% - no, not at all. Therefore, there is a need to clarify the list of competencies required for local executive bodies in the field of state support for entrepreneurship.

In addition, out of 158 respondents 103 people (65%) were more or less satisfied with their work, among them women - 77%, men - 55%. Although they confirmed that they were not involved in the process of the Program forming, they did not participate in the design of the Program's target indicators, their suggestions and comments were not taken into account by the central state bodies, their wages and career growth did not depend on the effectiveness of the Program's implementation. There is a contradictory picture that negatively characterizes Kazakhstani public servants, which shows that the satisfaction of public servants does not depend at all on the effectiveness of state policy realization, for which they were employed to the public service.

It is necessary to take into account the research of A.L. Temnitskiy, which describes such aspect as fairness in remuneration of labor. He says that equity in the payment is a traditional factor regulating work behavior for the employee. Nothing can force the person to work with full dedication, to be responsible for the results of his work and, especially of the whole organization, if he does not feel that his labor is fairly paid.

According to the Law of the Republic of Kazakhstan "On Public Service in the Republic of Kazakhstan" dated November 23rd, 2015, No. 416-V ZRK (The law of the Republic of Kazakhstan, 2015), in order to determine the effectiveness and quality of public servants' work, their activities are assessed. The results of evaluating of the public servants performance are the basis for making decisions on the payment of bonuses, promotion, training, rotation, demotion or dismissal. The results of the study suggest that this method of promotion does not work.

The questionnaire had a question on five most motivating factors, which had an effect on the performance. After answering it, the following distribution of answers was obtained (Fig. 5):

First place: The income level is 39% (37.9% are men, 40.8% are women);

Second place: Stability - 20% (18.3% of men, 23.7% - women);

Third: The possibility of obtaining housing through the state program - 12.8% (6% of men, 20.3% - women);

Fourth place: Interesting work - 10.5 (15.4% - men, 5.1% - women);

Fifth place: Community service, patriotism - 12% (12.3% - men, 11.9% - women).

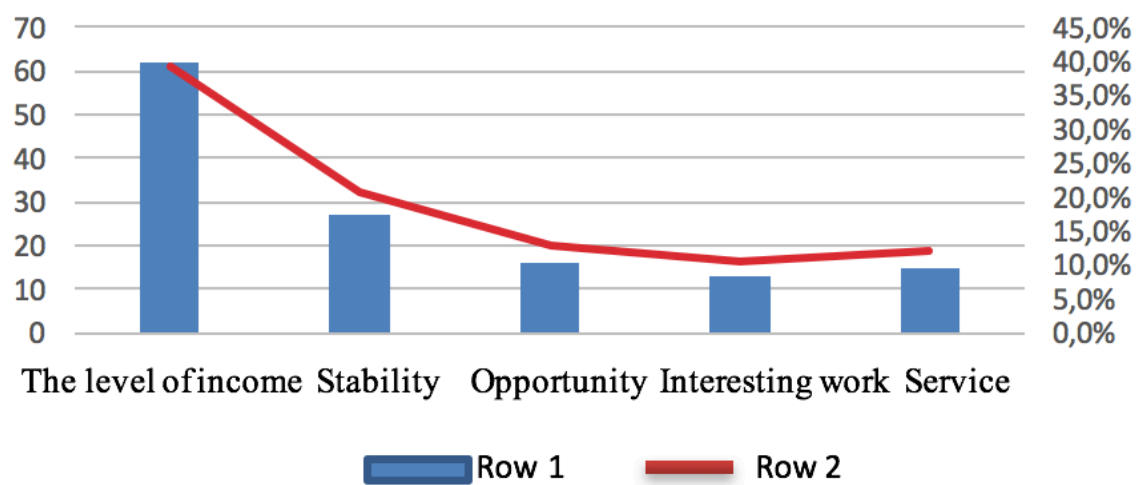


Figure 5. The five most motivating factors, which have influence on the effectiveness of public servants' work

44% of specialists determined the level of income as the most important motivating factor. This once again proves the insufficient level of material support for public servants of lower positions.

The level of income, salary as the main motivating factor, is equally attractive for both managers and specialists. The specialists are more interested in the possibility of obtaining housing through the state program than managers. On the other hand, managers are more interested in interesting work and stability in the most five motivating factors that can increase the efficiency of work (Table 1).

Table 1. The rating of the five motivating factors in work, depending on the position held

№	Total result		Chief, Head of the Department, Administration		Chief and leading specialists	
	Factor's name	Specific gravity, %	Factor's name	Specific gravity, %	Factor's name	Specific gravity, %
1	Level of income, salary	39,2	Level of income, salary	28,6	Level of income, salary	44
2	Stability	20,8	Stability	27,5	Opportunity of professional growth	18,9
3	Opportunity to get housing with the help of state program	12,8	Interesting work	16,2	Opportunity to get housing with the help of state program	14,8
4	Interesting work	10,5	Work on the specialty, in accordance with education	10,8	Interesting work	11,5
5	Community service, patriotism	12,1	pension	10,8	Community service, patriotism	13,8

Undoubtedly, the significance of the share of people who relate passively to such factors as the community service, patriotism and even its absence in the five factors, especially among the leaders, make to think seriously about it. But at the same time, this factor has entered the general five, which indicates that public servants have internal motivation, the morality of serving to the public. Consequently, a lot of scholars believe that work in the public sector is associated with "sense of duty" and "public morality".

Interestingly there is the fact that management team is more concerned with the pension management, and the experts with the community service and patriotism.

A similar analysis will be presented on the gender composition in the second table.

Table 2. Rating of the five motivating factors in work, according to the gender

№	Total result		Men		Women	
	Factor's name	Specific gravity, %	Factor's name	Specific gravity, %	Factor's name	Specific gravity, %
1	Level of income, salary	39,2	Level of income, salary	37,9	Level of income, salary	40
2	Stability	20,8	Stability	18,3	Opportunity of professional growth	23,7
3	Opportunity to get housing with the help of state program	12,8	Interesting work	22,7	Opportunity to get housing with the help of state program	20,3
4	Interesting work	10,5	Work on the specialty, in accordance with education	15,4	Interesting work	11,9
5	Society service, patriotism	12,1	pension	12,3	Society service, patriotism	11,9

As you can see from Table 2, the set of main motives for men consisted of income level, salary, and opportunities of professional growth, stability, interesting work and patriotism. Women considered that the possibility of self-realization, pensions were more important. Such analyzes can help to study the structure of each person's motivation, which must be taken into account when certain managerial decisions are made that change / improve the work motivation mechanism for public servants.

In one study, four factors that attract people to work in the public service were identified. They included the following: the desire to participate in the policy development, commitment to the public interests and public debt, self-sacrifice and compassion (Perry, 1996, pp. 5-22). However, the results of our questionnaire show the predominance of material incentives among the respondents.

But at the same time, as noted in the UNDP materials "Public servants motivation: information and conclusions for practitioners" there are no universal solutions and that the motivation of people who work in the state sector, in spite of the tendency to the internal factors, differs in different countries and conditions. It is very important to say that external remunerations, such as salary, housing and pension schemes, play a key role in encouraging staff in developing countries to start and continue working in the public sector (Ciobanua and Androniceanua, 2015, pp. 164-174). The identification as the guiding motive for continuing work (stability), on the theory of motivation of F. Herzberg, is one of the requirements of each work.

Monetary (43%) and moral (25.9%) encouragement, the overwhelming majority of respondents regarded as effective and positive examples of encouragement (Fig.6).

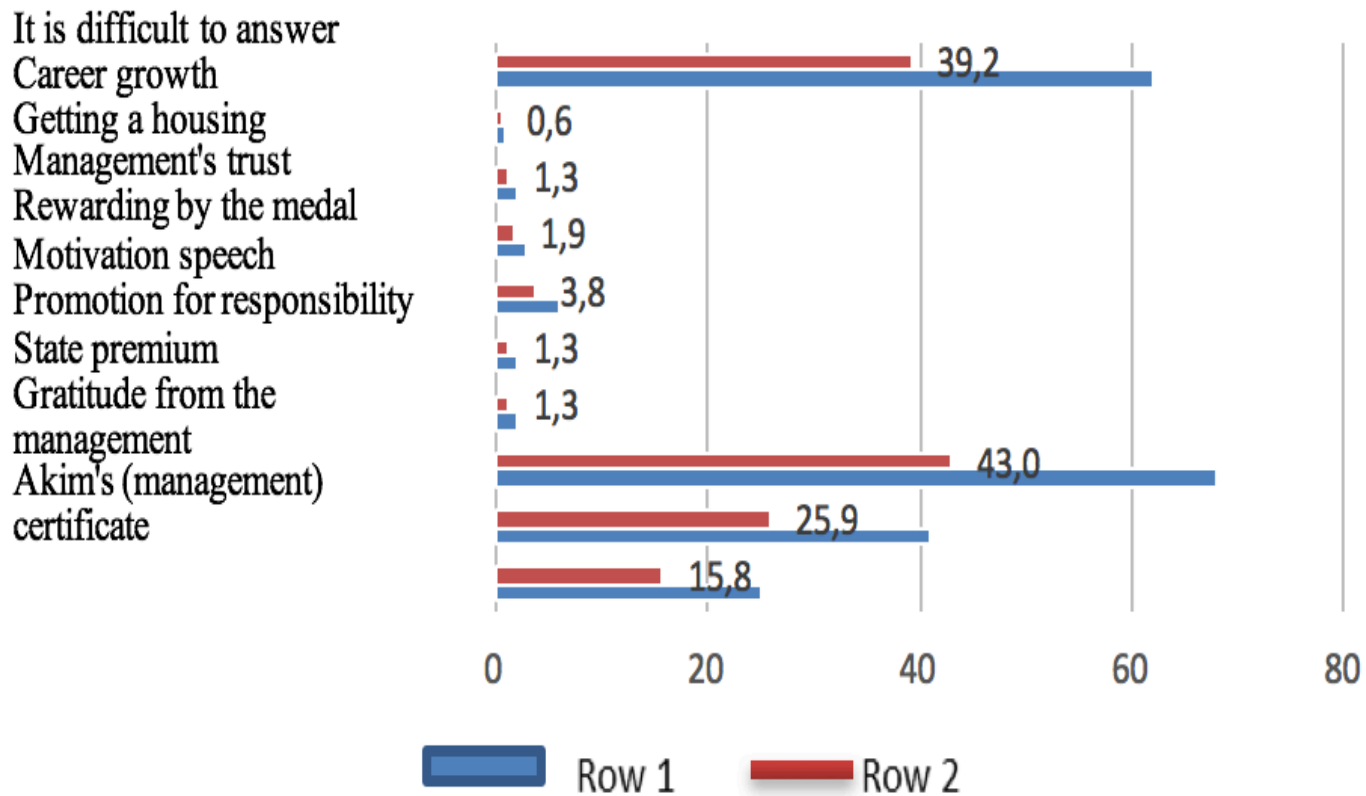


Figure 6. The most positive and effective measures of encouragement

During the survey, various aspects of the satisfaction by work of public servants were determined: wages (66%), working conditions (64%), work diversity (70%), solving problems (78%), and relationships with direct supervisors over 70%. In general the satisfaction can be identified as high. At the same time, women are more satisfied with the size of the salaries, 47% in comparison with 39% among men. But men are less satisfied with the independence in work (28.7%) than women (39.4%). A similar situation is with the possibility of promotion, men - 37.9%, women - 45%.

The level of labor activity was determined using a linear scale in percentage terms and indicated its high rate. The average percentage of work activity was 85.8% out of 158.

Despite the current situation, as a result of the questionnaire, the availability of reserves for increasing work activity was revealed. Among them, we can identify such basic factors as salary increases, the development of friendly relationship in the team, the possibility of promotion, transparency of instructions, access to information, systematically organized work, teamwork, etc.

According to the opinion of the respondents the increase of the efficiency of the structural unit is possible, due to the even distribution of duties, professional development of employees, professional growth, systematically organized work (Especially, the exclusion of the practice of sending orders with the stamp "very urgently", with the requirement of execution "day to day" or the next day, exclusion of unnecessary reports), work on the specialty in accordance with education.

In our opinion, preferences in favor of the level of income (salaries), as the main motivating factor influencing the efficiency of work, are due to the unreasonably low salaries of public servants who have lower positions, especially at the regional level. The respondents demonstrate a readiness to refuse stability (the needs of the lower level of the pyramid L. Maslow (1943, p. 370)) expecting to receive a salary that will allow them to cover the minimum necessary for a civilized society level of needs. The results of the survey confirmed the problem actively discussed today about the inadequacy of financial incentives for state employees at the regional level and the absence of a certain dependence on the achievement of effective results of work.

The specifics of the public service are also necessary to take into account:

- The work activity of public servants is aimed to strengthen and develop the social and state system;
- a high degree of responsibility of workers in charge for made decisions, their implementation, results and consequences;
- rigid normative regulation of management and labor discipline;

At the same time, the level of remuneration of labor, as it already was indicated, is significantly lower for public servants than for commercial structures, and additional social guarantees do not fully compensate the complexity and significance of their work.

Summarizing the results of the study, on the example of the Program it can be stated that the hypothesis that the current mechanism of stimulating the work of public servants does not provide sufficient work motivation and does not influence the increase of the state support effectiveness for entrepreneurship. It means it requires radical improvement. Moreover, there is a low degree of involvement of public servants of local executive bodies in the process of state program developing.

In addition, the above disadvantages arise a contradictory situation. More than 65% of the respondents expressed satisfaction with the work, but recognized that their activities had no connection to the effectiveness of the Program.

4. Discussion

Our studies cover only a small part of Kazakhstan's public servants. And in the future a similar survey for all public servants will take place. We would like to pay particular attention to the indicators of high work activity of employees, and their satisfaction with their work in spite of not very satisfactory conditions of the monetary compensation system. In other words, this can be interpreted as a high potential of public servants. And in this case, the presence of an interconnected, integrated, systemic work of a certain motivational mechanism in the public service will lead to the synchronous work of all its elements or components. Thus, the function of state support of entrepreneurship was investigated as an illustrative example, which indicated the absence of specific dependencies between the intentions of state authorities reflected in government program documents and the respective contribution of each public servant contributed to their implementation. This confirms the lack of connection between the personnel policy and the strategy of state bodies, the involvement of employees, organizational culture.

The motivational model of L. Porter and E. Lawler suggests that effective work leads to an increase of employee satisfaction (Lawler and Porter, 1967, pp. 20-28). In the framework of the study which was carried out by the authors with the presence of an insufficiently desired level of internal and external remuneration, high satisfaction of the respondents with their own labor was traced. This circumstance does not completely correlate with the statements within the motivational model of L. Porter and E. Lawler. Consequently, a direction appears that requires careful further study. In particular, it is the applicability of the motivational model of L. Porter and E. Lawler in the public service system. It is not a secret that the inability to meet pressing

needs through work leads to an increase of the importance of not quite the right ways to "earn", for example, theft, lobbying interests, corruption and other negative trends. However, high satisfaction can also be associated with the fear of losing a job.

Scientists distinguish some non-monetary incentives for employees as an important factor of the workers' motivation increase (Snell, Morris and Bohlander, 2015):

- Proper professional adaptation of new employees
- Awarding with various certificates
- Organization of corporate events
- Assignment of titles (for example "employee of the month")

A high level of corporate spirit has an important role in the motivational component of the employee.

Therefore, after finishing this study, it is necessary to do additional work and if possible to conduct additional more specific issues.

5. Conclusion

The salary of a public servant especially of the lower rang, who is responsible for the development of entrepreneurship, is currently unreasonably understated. Motivation and remuneration systems can be considered as full-fledged and effective if they perform not only a reproductive function, but also a stimulating one. That is, the remuneration for work and its results should not only be sufficient to compensate the costs that occurred during the work of employees, but also to interest them.

It is necessary to increase the salary and as a guideline for calculating the payroll of a public servant, who is responsible for the development of entrepreneurship. For example, the level of remuneration of a specialist performing comparable functions in successful organizations of the non-state sector can be used. The size of additional payments should be established individually, depending on the efficiency and effectiveness of each employee's performance, in this case on the effectiveness of the implementation of the Program and the achievement of target indicators. It is required to improve the system for assessing the performance of public servants, who are responsible for the development of entrepreneurship.

Thus, a necessary measure in modern circumstances is to improve the mechanisms of incentives and rewards, to expand the possibility of financial stimulation for public servants, who are responsible for the development of entrepreneurship, to introduce the innovative models of monetary maintenance. The official salaries established by the government are low, they are rarely reviewed and do not correspond to the pay level of the private sector. That is why the level of additional payments is traditionally high in the public service system. With a low base salary, bonuses and monetary incentives are a form of compensation rather than stimulation for the professional performance. The last salary rise for civil servants in Kazakhstan was in January 2016. It consisted 30%, but it did not change the current structure, it only indexed its components improving the situation a little bit in the sphere of purchasing power of public servants, moreover this rise did not have a connection with the effectiveness of the particular public servant's work.

Moreover, during developing, agreeing or adjusting state programs, it is proposed to involve more employees of local executive bodies and the population. After all, they understand the needs of the regions better, and they are more interested in solving local problems.

In our opinion, all of the above factors along with the other factors were the reasons for the ineffectiveness of the state support for entrepreneurship in the Republic of Kazakhstan on the example of the Program.

In terms of organizational culture, the results of the study may indicate a number of management problems both in the center and the regional work and within local executive

bodies. It is also impossible to impose all of the responsibility on management for the poor efficiency of the implementation of the state Program to support entrepreneurship.

In this case, the results of the polls may indicate a weak interaction not only between the center and the region, but the leading staff and executors locally. For example, the reason for non-optimistic results of work on supporting entrepreneurship may also lie in the poor knowledge of the goals and a weak vision of the final effect of the state programs being implemented, also in a weak understanding of the opportunities and low interest of the public servants to contribute to the development of entrepreneurship in the region, and consequently in the state.

Therefore, it can be assumed that the current motivating system of public servants work and the absence of an appropriate link between the results of the akimats work and target indicators of the state program predetermine the behavior of the staff. These results of the study lead to the conclusion that in the system of public service of Kazakhstan, a number of regional state bodies may have a weak organizational culture. As the theory and practice shows, it is necessary to conduct thorough work to change the organizational culture and make it stronger, which may reasonably require longer time.

Therefore, today it is fair to raise the issue to find better ways to manage organizational culture. We have to change the paradigm of the organizational culture of the public service, moving away from the traditional, bureaucratic and hierarchical models of organizational culture to the culture, which will become more customer, market and result oriented, rather than process oriented.

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