

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.

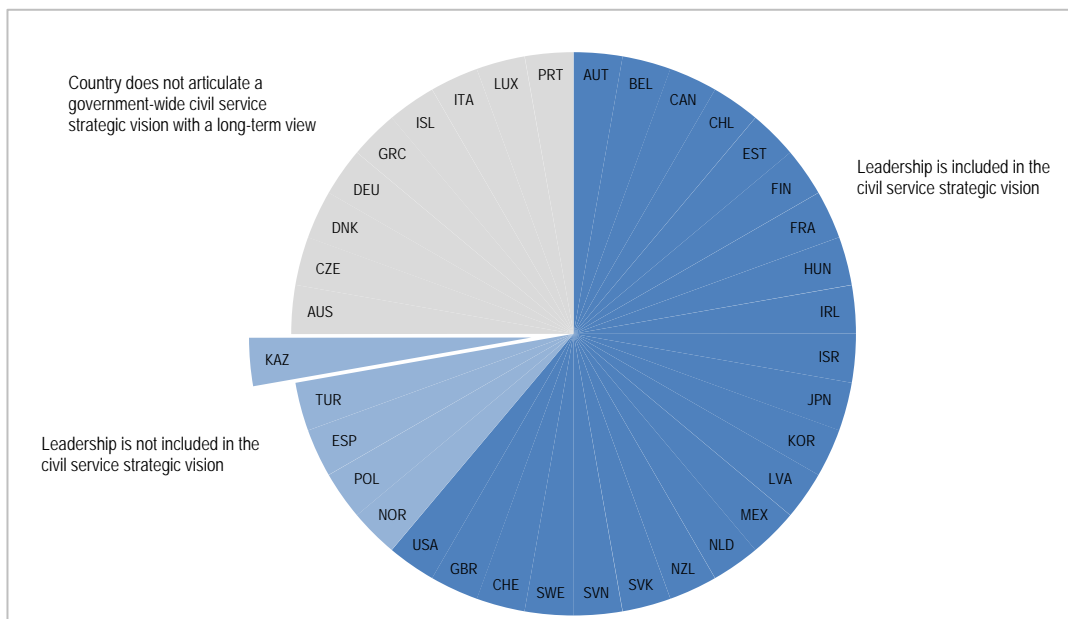
In this context, developing highly skilled senior leaders is one of the highest priority areas of human resources (HR) reform in OECD countries today, as well as in Kazakhstan. This chapter looks at how countries are strengthening their senior civil service: it discusses how countries are investing in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

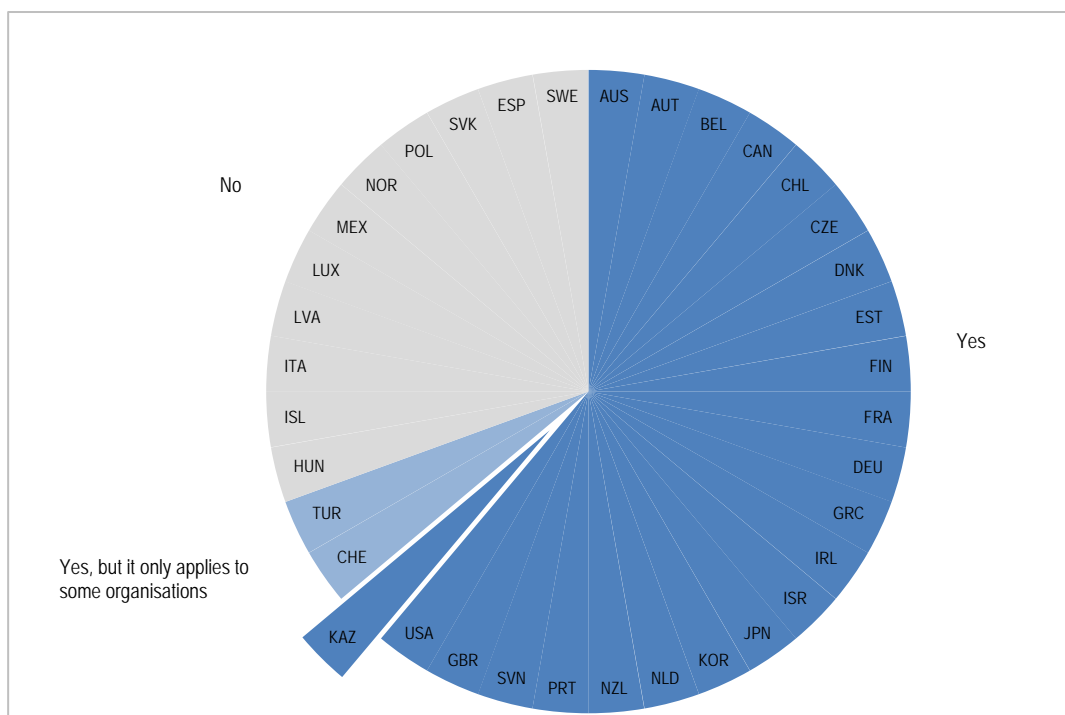
Many OECD countries are reconsidering the ways they attract skilled SCS and are exploring new possibilities to build leadership capacity by reviewing the leadership competencies needed to select and develop top-level leaders. For example, the Netherlands’ new leadership vision emphasises reflection, 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.

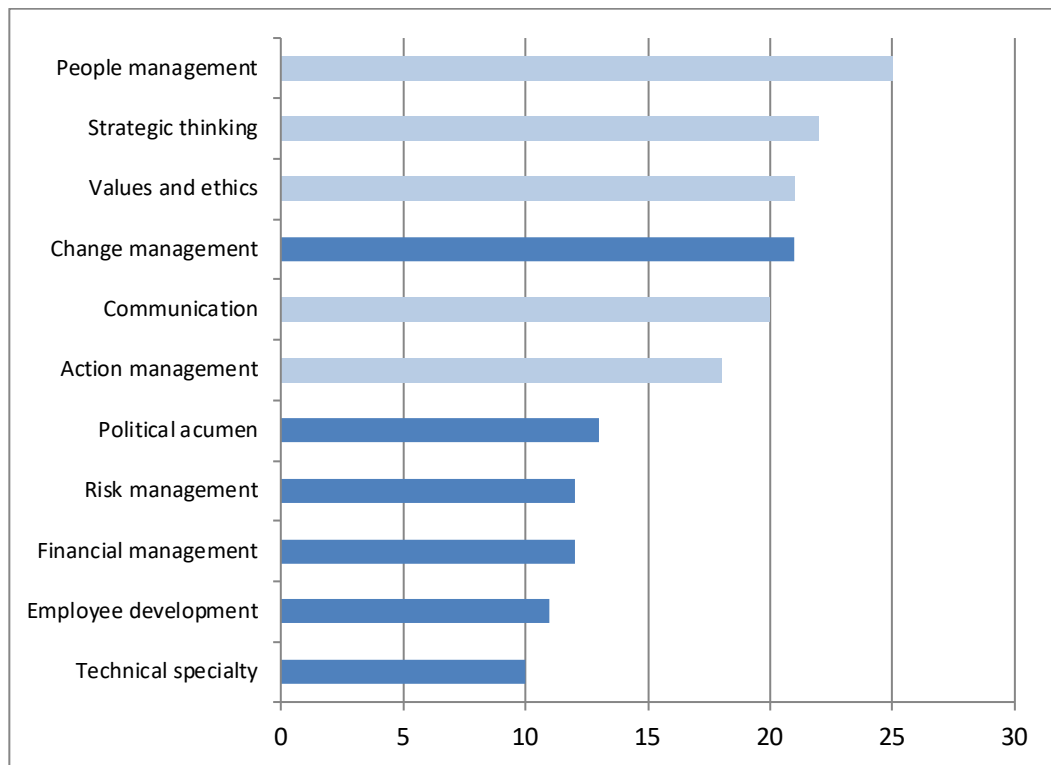
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

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



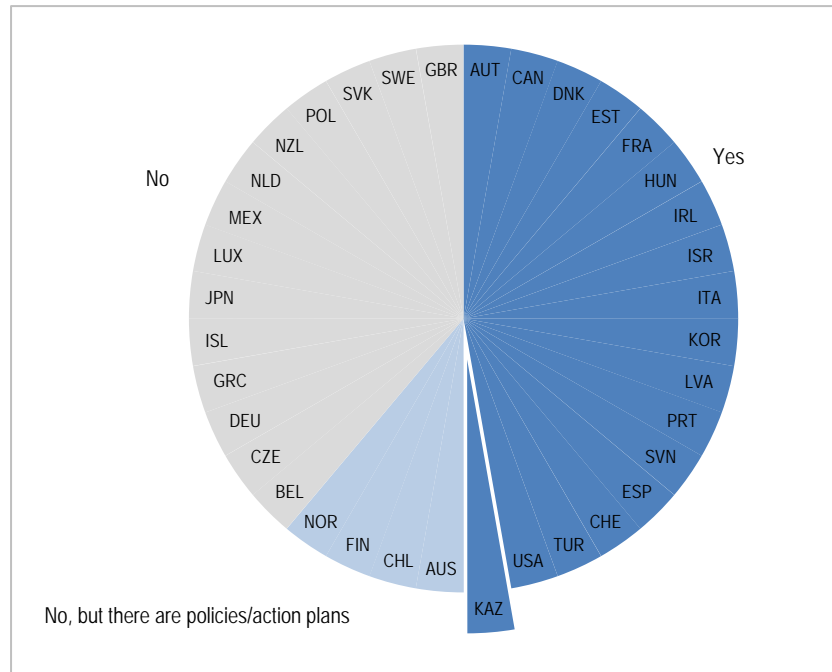
Notes: Bars refer to the number of OECD countries that responded positively to this question for these areas.

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.

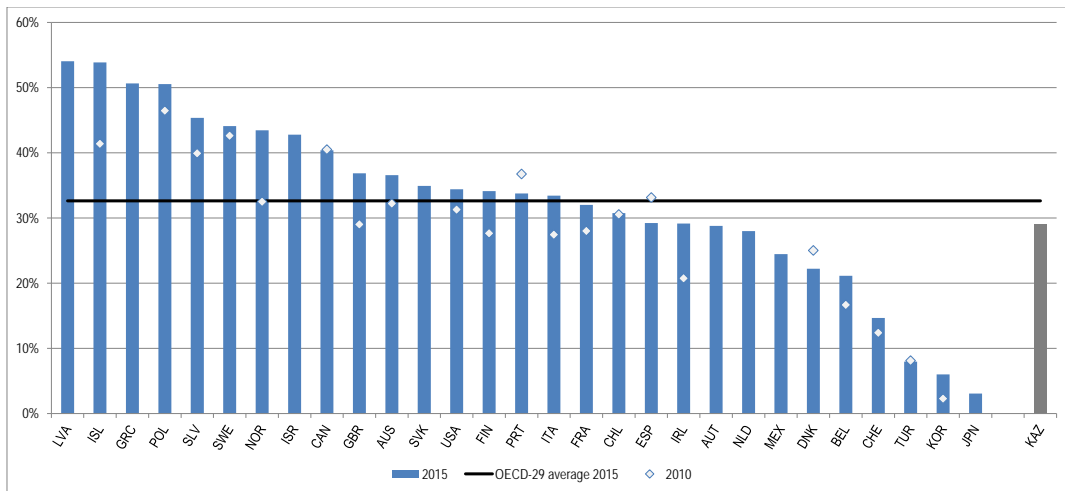
Source: Estonian and Finnish delegates to the OECD Working Party on Public Employment and Management (PEM).

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.

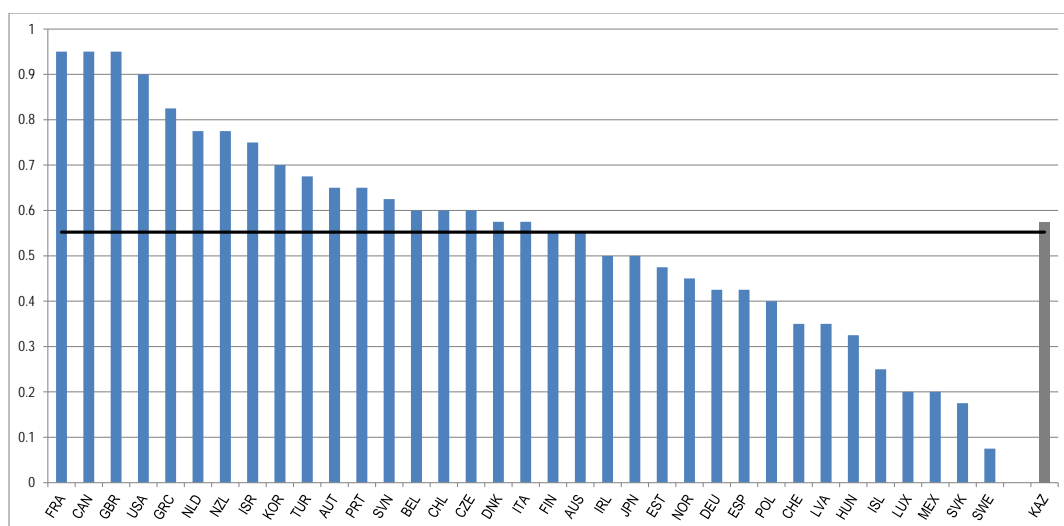
Some countries are exploring measures to close representation gaps among SCS and within the pool of potential candidates by adopting a broader view of leadership competencies, creating centralised programmes that aim to attract, recruit and develop promising employees, and through cross-governmental 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.

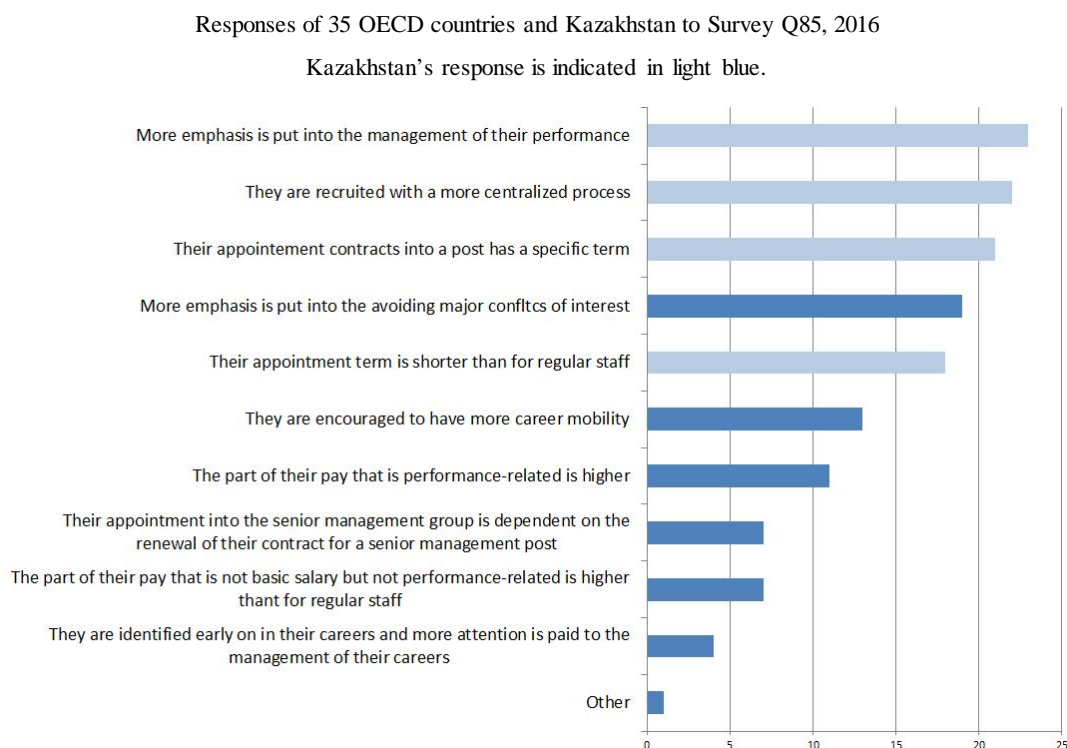
Information on data for Israel: <http://dx.doi.org/10.1787/888932315602>.

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



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.

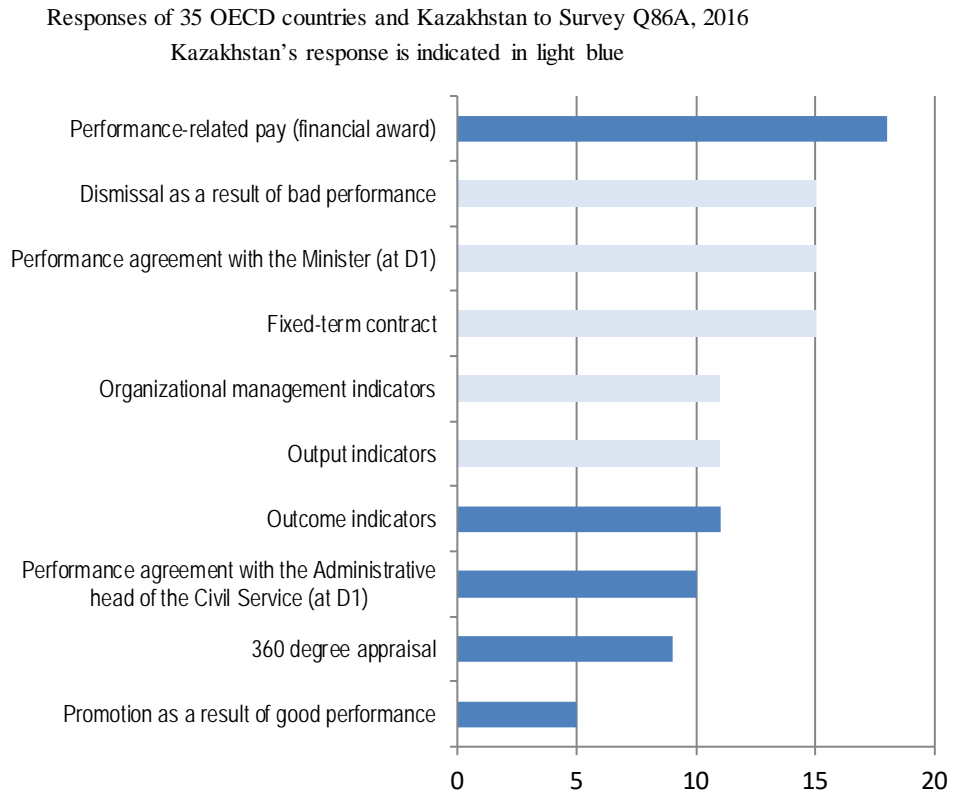
In the United Kingdom, for example, the introduction of a centralised competency framework changed the management of SCS, who are now considered much more as a central corporate resource and may move around departments more readily than previously depending on where the need is. Senior civil service 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



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.

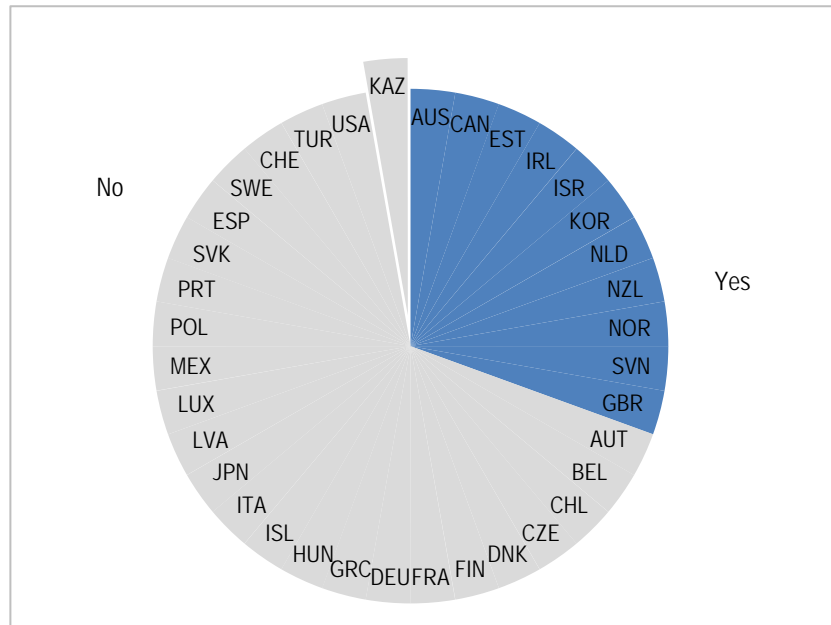
Like most (23) OECD countries (see Figure 5.7), Kazakhstan tends to put greater emphasis on the management of SCS performance in comparison with regular staff. Performance appraisal of civil servants of the Corps A involves signing an annual agreement between SCS and authorised officials focusing on 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.

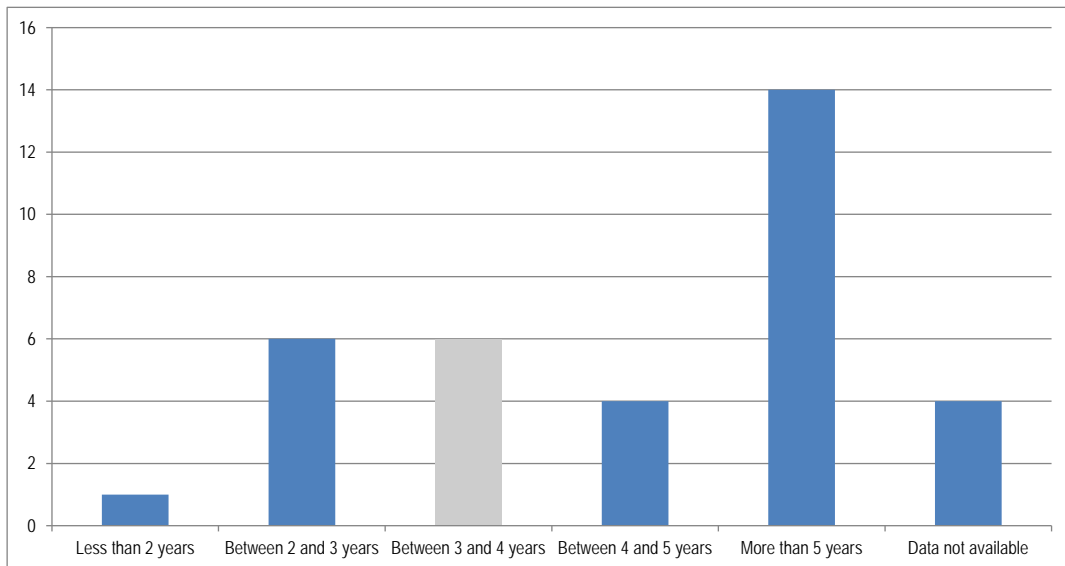
Employment framework for SCS: Mobility

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.

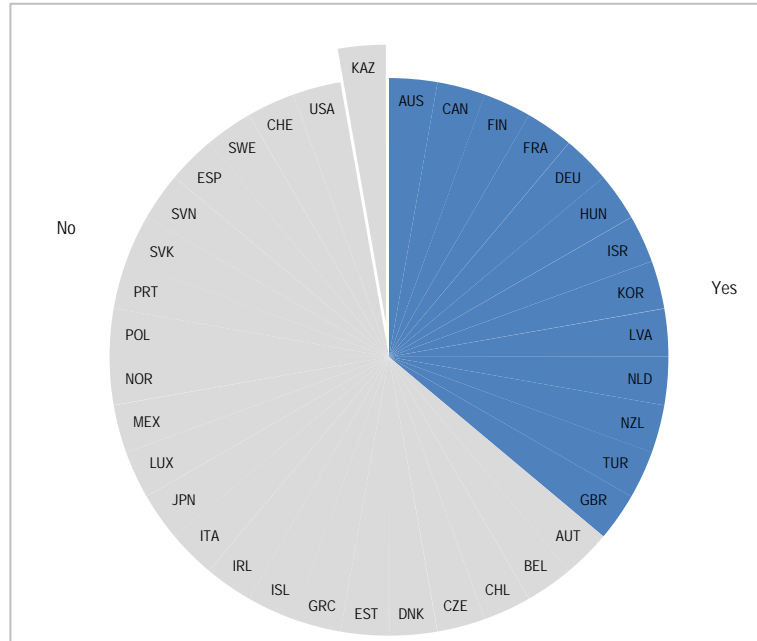
Thirteen OECD countries encourage their SCS to have more career mobility than the regular civil servants (see Figure 5.11). In the Netherlands, for example, SCS have to change position after a maximum of seven years and cannot be reappointed in the previous position.

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

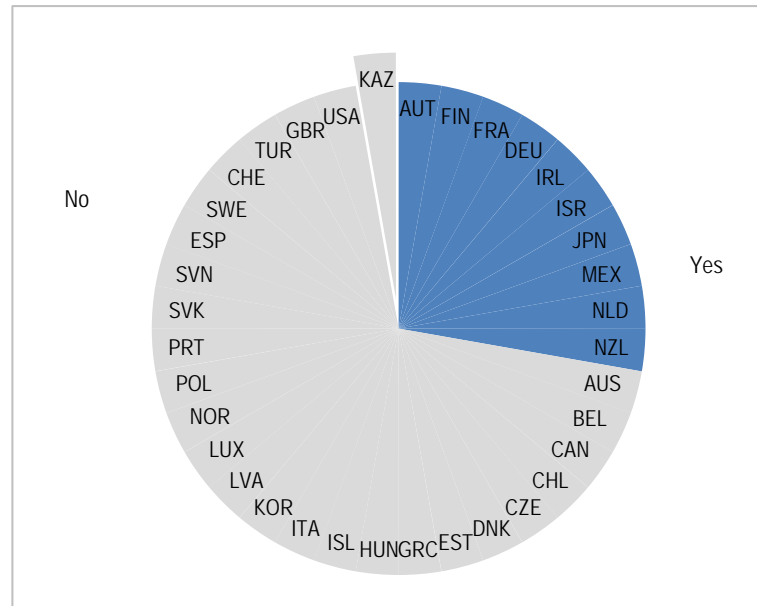


Note: Information on data for Israel: <http://dx.doi.org/10.1787/888932315602>. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation in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

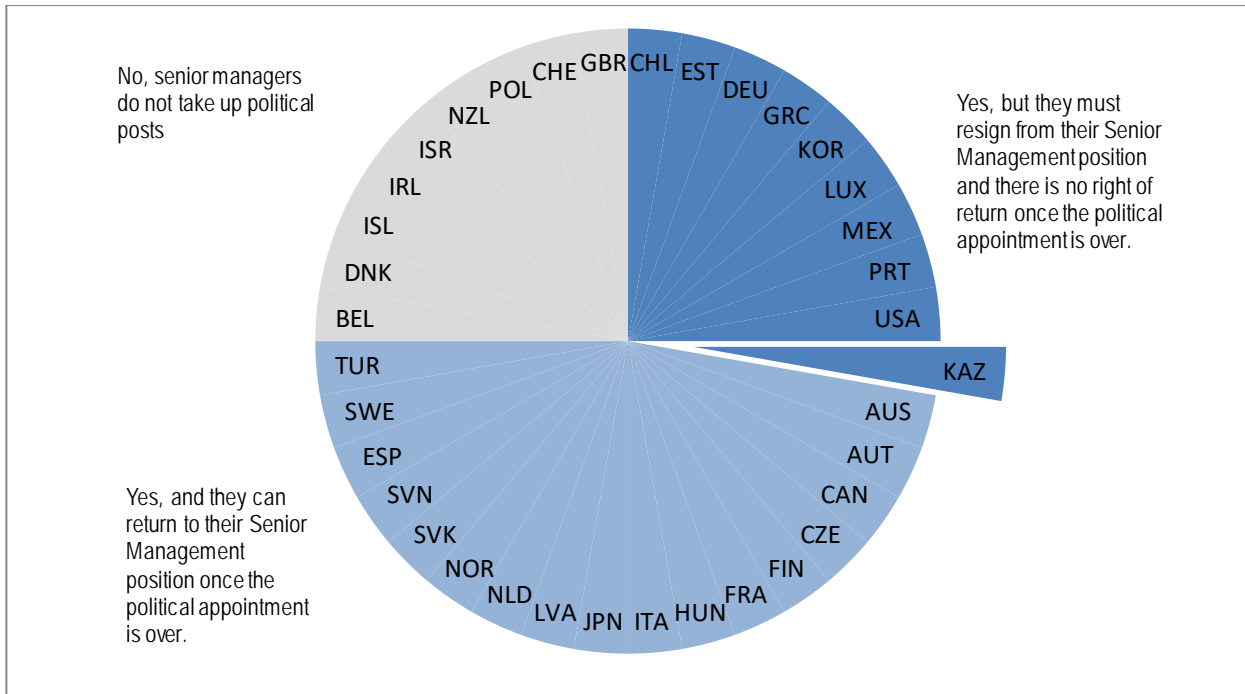
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

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.

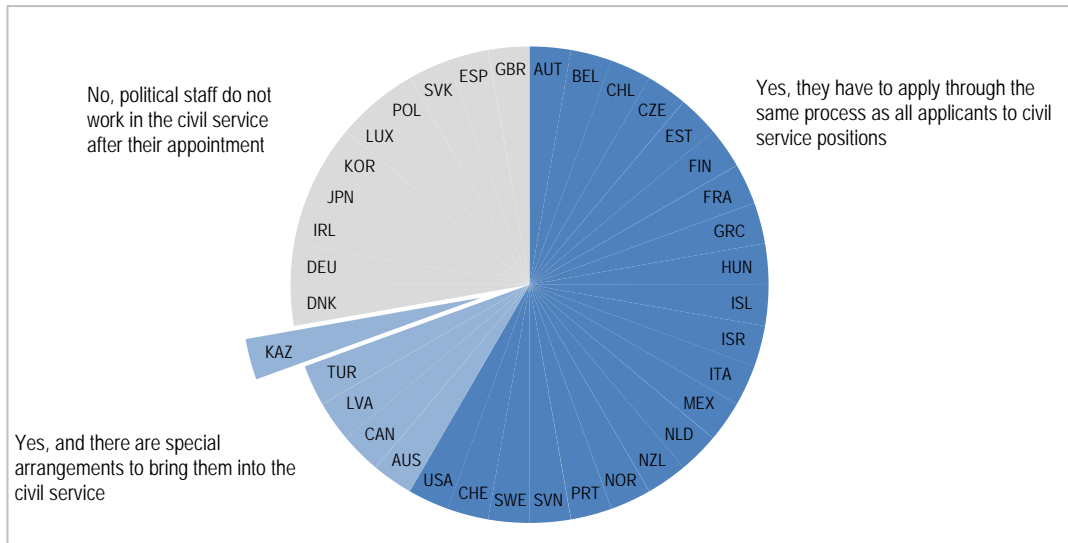
Source: OECD (2016a), “Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries”, OECD, Paris.

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.

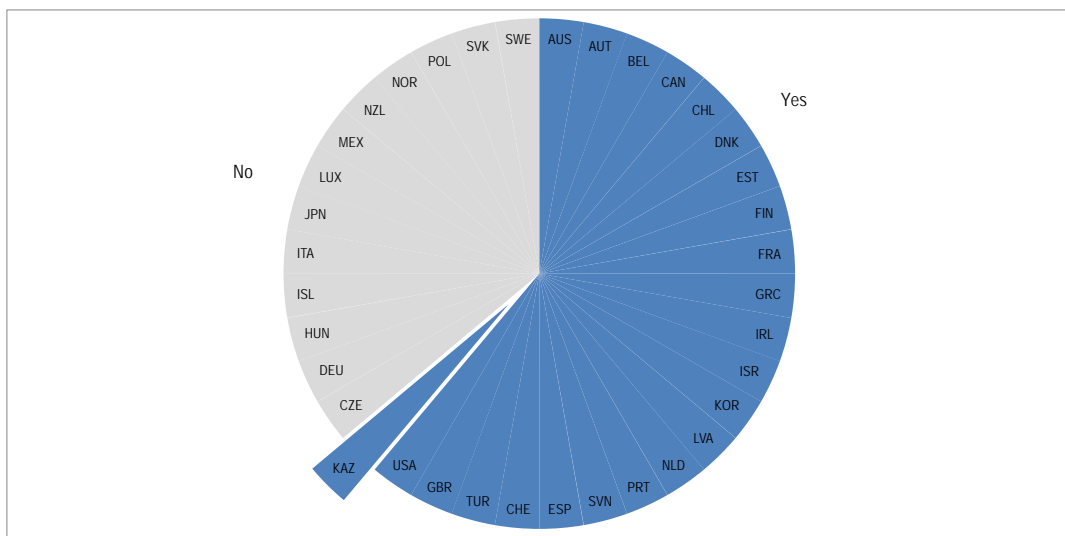
Identification and selection of SCS

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).

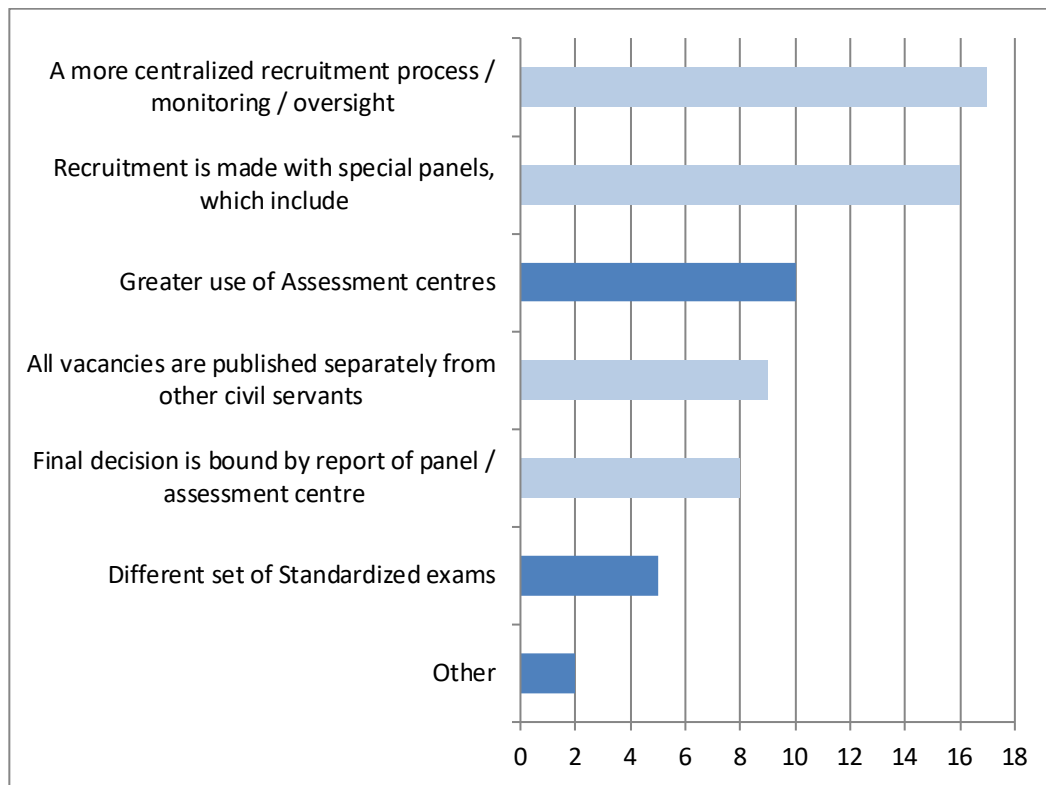
Civil servants from Corps A sign a labour agreement with the institution where they work, usually for a four-year period, unless a different term is defined by the law or a President's Decree (Art. 24, CSL 2015). The contract can then be renewed for another four-year term, but only once.

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.

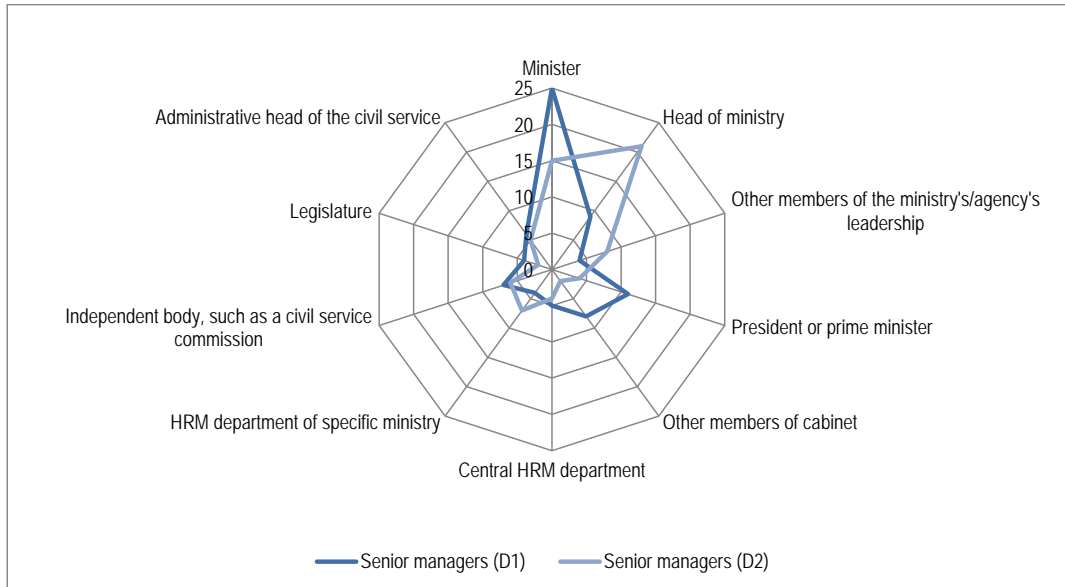
A relatively similar trend is observed in some OECD countries. Fourteen countries report that SCS of equal or higher level participates in panel assessments, and nine countries have external members from the private sector or the civil society. In Chile, for instance, a representative from the civil 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

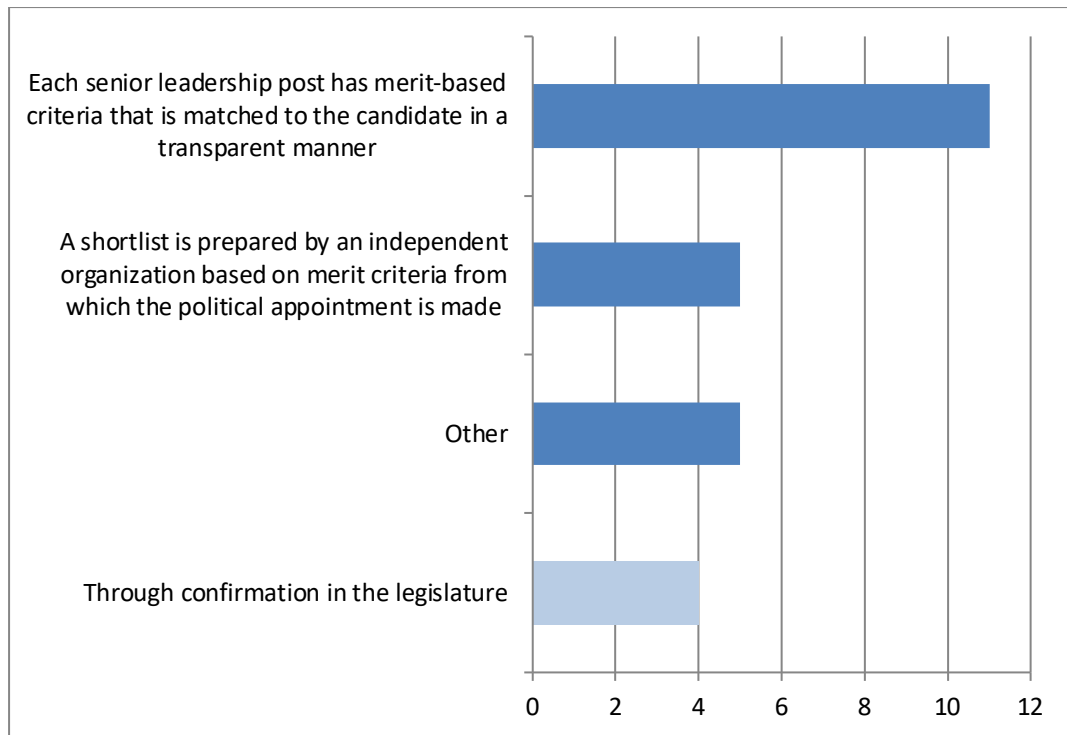


Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

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.

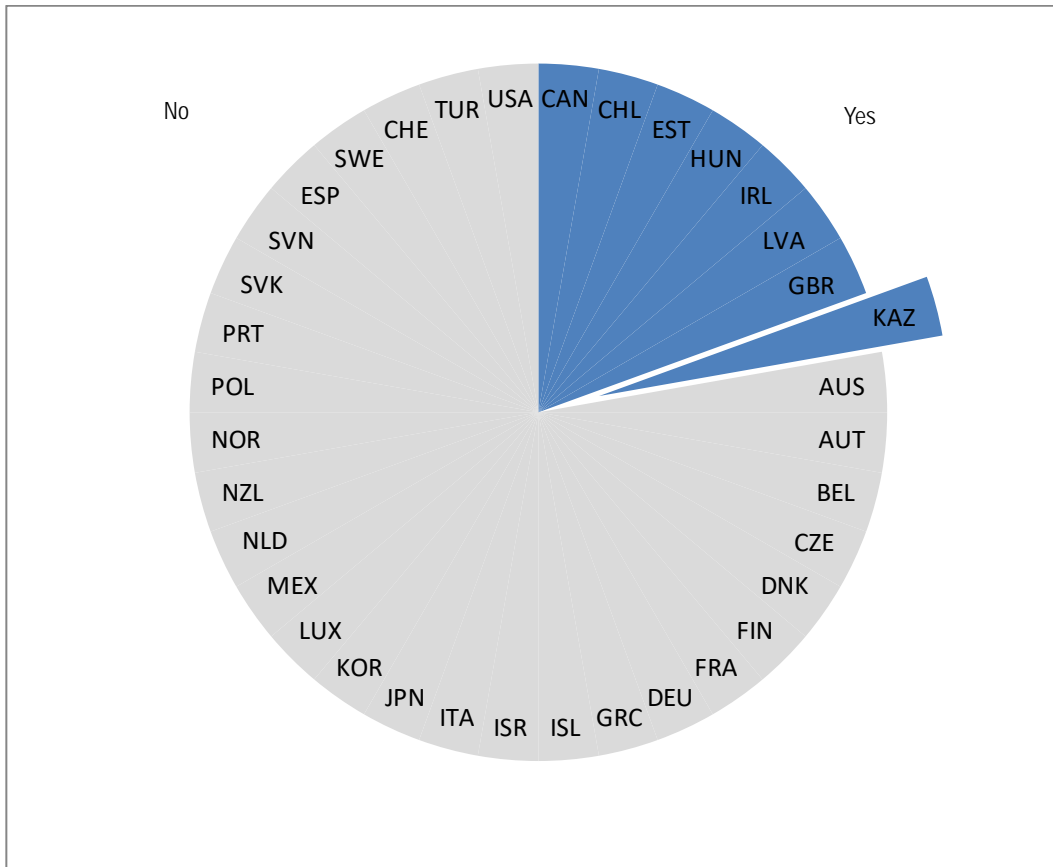
Source: OECD (2016a), "Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries", OECD, Paris.

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

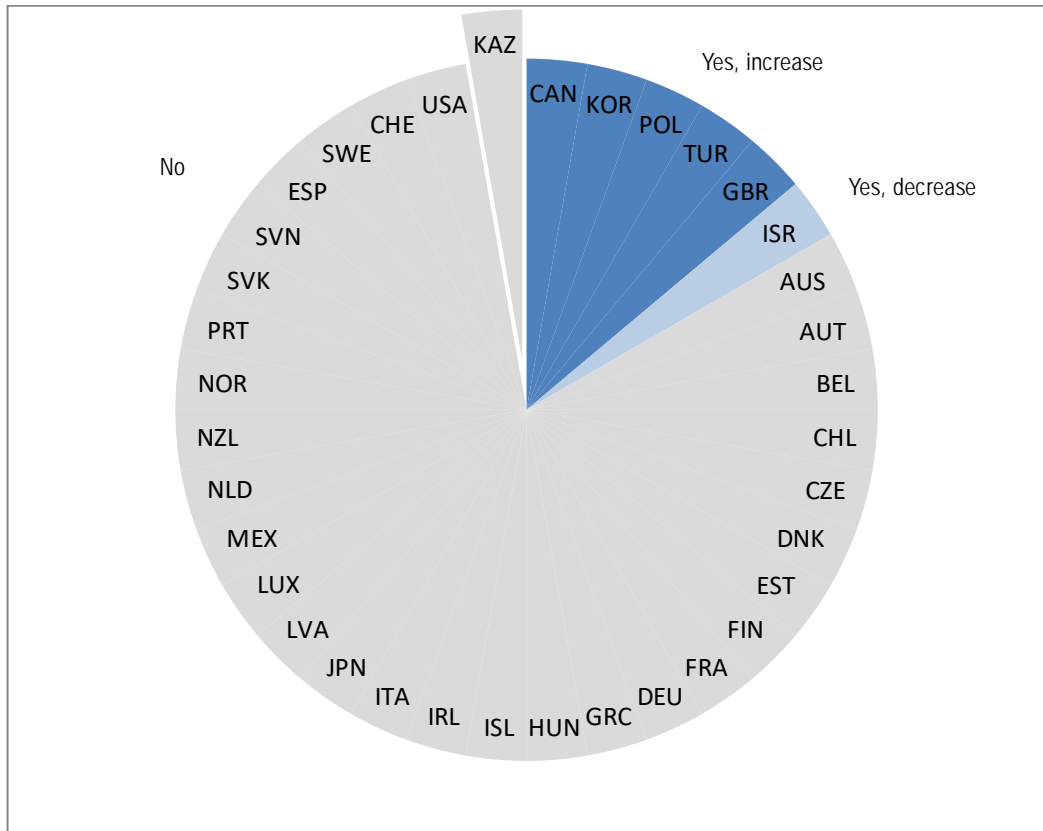


Notes: Information on data for Israel: <http://dx.doi.org/10.1787/888932315602>. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation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



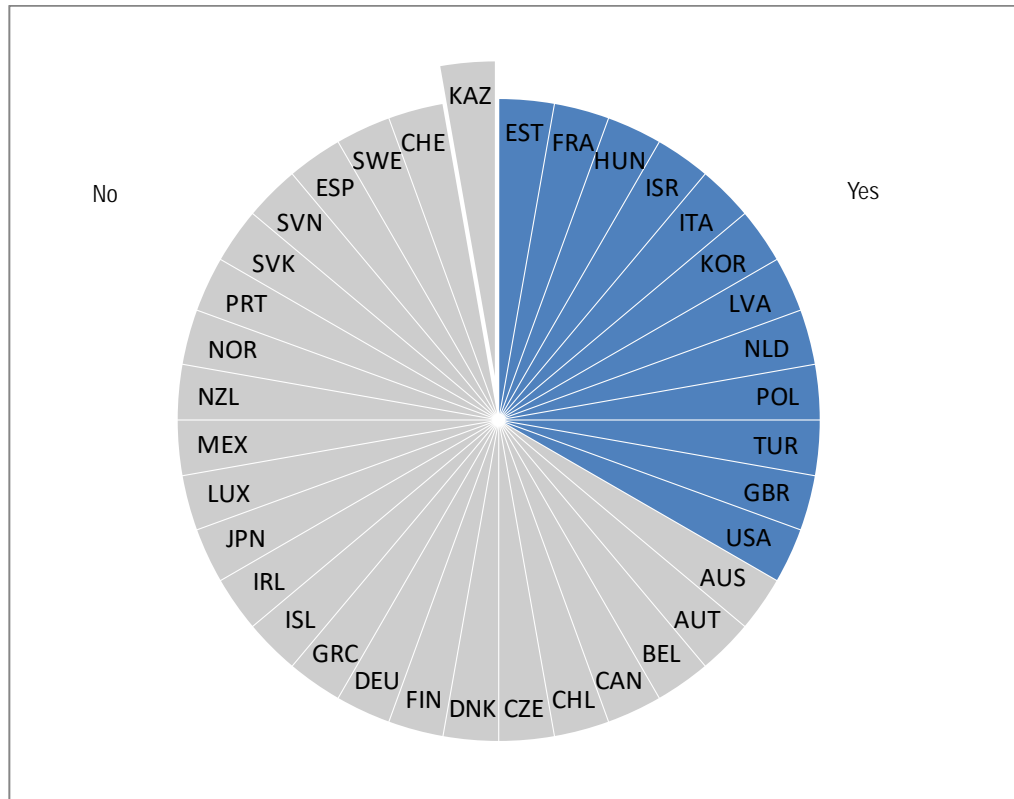
Notes: Information on data for Israel: <http://dx.doi.org/10.1787/888932315602>. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation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



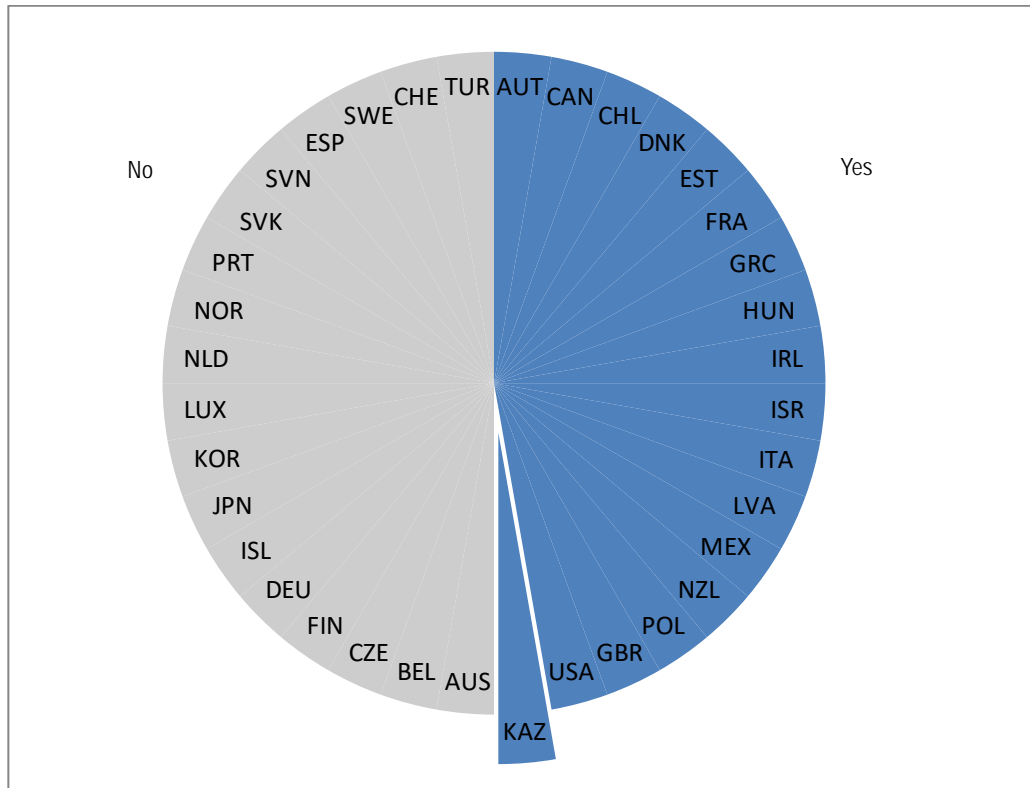
Notes: Information on data for Israel: <http://dx.doi.org/10.1787/888932315602>. Slovak Republic: a new Civil Service Law entered into force on 1st June 2017, introducing major changes in existing human resources management practices. For this reason, data may no longer reflect the current situation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

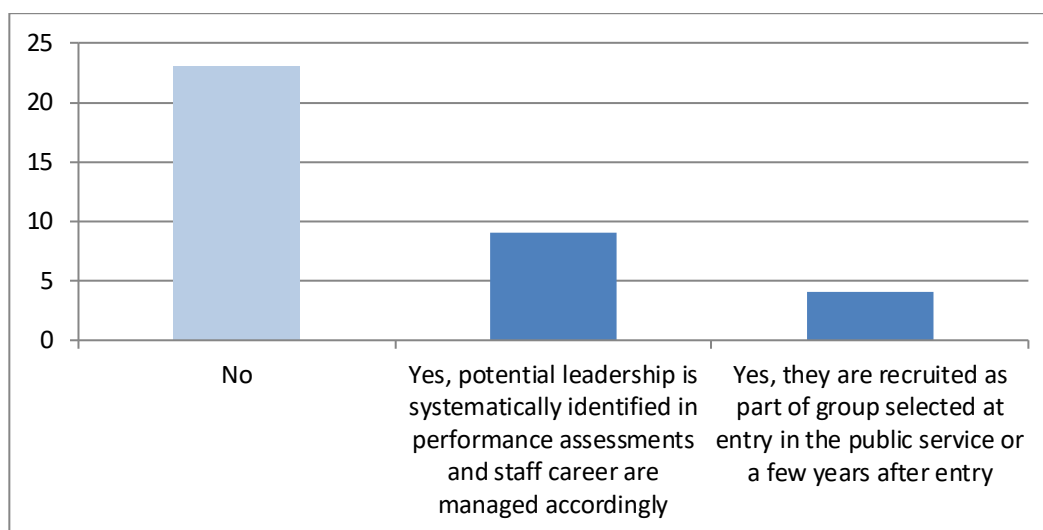
- Federal Student Work Experience Program (FSWEP) provides full-time students with the opportunity to explore their interests and develop their skills.
- CO-OP is a programme in which classroom instruction is alternated with semesters of work placement related to a student's field of study. Internship 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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