

**Aigul Kosherbayeva<sup>1</sup>, Baurzhan Bokayev<sup>2</sup>, Ane Tynyshbayeva<sup>3</sup>**

<sup>1</sup> Director of the Applied Research Institute at the Academy of Public Administration under the President of the Republic of Kazakhstan, Doctor of Economic Science, Professor  
e-mail: a.kosherbayeva@apa.kz

<sup>2</sup> Professor of the National school of Public Policy at the Academy of Public Administration under the President of the Republic of Kazakhstan, PhD  
e-mail: b.bokayev@apa.kz

<sup>3</sup> Doctor of sociology, Professor of the Institute of Management at the Academy of Public Administration under the President of the Republic of Kazakhstan  
e-mail: a.tynyshbayeva@apa.kz  
(Astana, Kazakhstan)

## APPLYING THE COMPETING VALUES MODEL TO DESIGN A NEW PUBLIC SERVICE MODEL

**Abstract.** The public sector in Kazakhstan has always been the driver of the country's development. Therefore, the response to external challenges must also come from and be formulated by the state apparatus. Concentrating resources, accelerating deadlines for completing tasks, increasing trust and loyalty of the population, reducing social tension and consolidating society - all these are conditions for maintaining Kazakhstan's position in the face of new challenges.

In this article we will try to answer this question by considering the influence of the organizational culture of public authorities of the Republic of Kazakhstan on their achievement of strategic goals through the prism of competing values.

**Keywords:** competing values, competencies, civil service, public administration, organizational culture, integrity, initiative, control, competition, creation, cooperation

## Айгүл Көшербаева, Бауыржан Боқаев, Ане Тынышбаева МЕМЛЕКЕТТІК ҚЫЗМЕТТІҢ ЖАҢА МОДЕЛІН ӘЗІРЛЕУ ҮШІН БӘСЕКЕЛЕС ҚҰНДЫЛЫҚТАР МОДЕЛІН ҚОЛДАНУ

**Аңдатпа.** Қазақстандағы мемлекеттік сектор әрқашан ел дамуының драйвері болды. Сондықтан сыртқы сын-қатерлерге жауап беру де мемлекеттік аппараттан туындауы және тұжырымдалуы тиіс. Ресурстарды шоғырландыру, тапсырмаларды орындау мерзімдерін жеделдету, халықтың сенімі мен адалдығын арттыру, әлеуметтік шиеленісті төмендету және қоғамды топтастыру – осының барлығы жаңа сын-қатерлер алдында Қазақстанның ұстанымын сақтаудың шарттары.

Бұл мақалада Қазақстан Республикасы мемлекеттік органдарының ұйымдастырушылық мәдениетінің олардың бәсекелес құндылықтар призмасы

арқылы стратегиялық мақсаттарға жетуіне ықпалын қарастыру арқылы осы сұраққа жауап беруге тырысамыз.

***Түйін сөздер:** бәсекелес құндылықтар, құзыреттер, мемлекеттік қызмет, мемлекеттік басқару, ұйымдастыру мәдениеті, адалдық, бастамашылық, бақылау, бәсекелестік, құру, ынтымақтастық.*

---

## **Айгуль Кошербаева, Бауыржан Бокаев, Ане Тынышбаева** **ПРИМЕНЕНИЕ МОДЕЛИ КОНКУРИРУЮЩИХ ЦЕННОСТЕЙ ДЛЯ** **РАЗРАБОТКИ НОВОЙ МОДЕЛИ ГОСУДАРСТВЕННОЙ СЛУЖБЫ**

**Аннотация.** Государственный сектор в Казахстане всегда был драйвером развития страны. Поэтому ответ на внешние вызовы также должен исходить и формулироваться государственным аппаратом. Сосредоточение ресурсов, ускорение сроков выполнения задач, повышение доверия и лояльности населения, снижение социальной напряженности и консолидация общества – все это условия сохранения позиций Казахстана перед лицом новых вызовов.

В данной статье мы попытаемся ответить на этот вопрос, рассмотрев влияние организационной культуры органов государственной власти Республики Казахстан на достижение ими стратегических целей через призму конкурирующих ценностей.

***Ключевые слова:** Казахстан, Центральная Азия, природная среда, ислам, суфийские традиции, кочевое казахское общество, ишаны.*

---

### **Introduction**

An increase in uncertainty inevitably accompanies new trends in the development of society. Traditional jobs are decreasing due to automation, increasing urbanization and aging society are leading to increased spending on the social sector and healthcare. The pace of technological and social change is quite high and this increases uncertainty in business, labor, and income, which, in the absence of a strategic vision and a real assessment of acceptable risks, can contribute to social tension in society.

In these conditions, a large role is given to the organizational design of the organization. In relation to the public service, we understand organizational design as the implementation and maintenance of the strategic plan of a government agency. Thus, organizational design is determined by strategy. This means that there are no best practices for organizational design. Organizational design is the creation of a better fit of the organizational structure with the strategic decisions of a government agency [1].

One of the most difficult questions of organizational design is what exactly it constructs. The obvious answer is organization. But what is being designed within the organization?

---

An organization can achieve its mission and goals if it creates an organizational structure consistent with five factors: strategy, external environment, technology size and stage of the life cycle, organizational culture [1].

All this, in turn, affects the parameters of organizational design, including specialization, connectedness, knowledge and competence, control and commitment, as well as innovativeness and plasticity.

Each organization asks how these five parameters allow you to build an organization in accordance with the key factors that determine the effectiveness of the functioning of its structure.

Achievement of qualitatively new positive transformations in all spheres of modern society, the creation of "working" guarantees of human and civil rights as the basic freedoms are organically linked to the functional effectiveness of all social institutions including state ones.

The public sector in Kazakhstan has always been a driver of the country's development. Therefore, the response to external challenges must also come from and be formulated by the state apparatus. Focusing resources, accelerating the deadlines for completing tasks, increasing trust and loyalty of the population, reducing social tension and consolidating society - all these are the conditions for maintaining Kazakhstan's positions in the face of new challenges.

In this article we will try to answer this question by considering the influence of the organizational culture of government bodies of the Republic of Kazakhstan on their achievement of strategic goals.

### **Literature review**

Galbraith (2005) [2] wrote in his book that an organization must change as quickly as its business changes. In other words, change is important for any organization because without it, its competitive advantage may be lost and, as a result, the organization will not be able to meet the ever-changing needs of its customers. According to him greater change occurs when there are clear design goals driven by new business strategy or market forces that require a different approach to organizing resources.

The resource approach is the first measure of organizational effectiveness. It allows you to see the input data and evaluate the effectiveness. At the same time, it is assessed how effectively the organization receives the resources necessary for high performance.

The second indicator is the internal process approach, when the operational process is evaluated both through the measurement of economic efficiency and the assessment of organizational culture. For example, you can evaluate the speed of decision-making, the interaction between the organization and its structural divisions.

The third indicator is the approach to the goal. This approach evaluates performance by looking at how well an organization achieves its goals. The key here is to focus on operational goals as they are easier to specify and measure.

**Organizational ability** is the internal ability of an organization to achieve its intended goals, which occurs when all the blocks of organizational design are consistent with each other and contribute to the achievement of the objectives of the organization.

If the environment in which the company operates is subject to frequent and rapid changes, “organizational ability” also implies adaptation to them, the presence of an internal self-adjustment mechanism built into the decision-making system and the incentive system, which includes the ability to change management processes. and relying on people capable of working in a changing environment.

In the theory of strategic management and leadership, the issue of applying the model of competing values developed by professors at the University of Michigan K. Cameron and R. Quinn [3] has recently become relevant. In this model, the main emphasis is on the organizational culture of the organization, where four types are considered: clan, adhocracy, hierarchy, and market. Moreover, each type of organizational culture has its own competencies (Table 1).

**Table 1. Core competencies associated with the four quadrants of the Competing Values Framework**

Collaboration	Create	Competition	Control
Understanding yourself and others	Using power ethically and effectively	Developing and communicating the vision	Organization of information flows
We communicate honestly and effectively	Support and sale of new ideas	Setting goals and objectives	Operation and control of functions
Mentoring and developing others	Stimulating and facilitating innovation	Motivating yourself and others	Project planning and coordination
Management of groups and leading teams	Negotiations of agreement and obligations	Design and organization	Measuring and monitoring productivity and quality
Managing and Encouraging Constructive Conflict	Implementing and maintaining change	Execution Management and Drive for Results	Encouraging and Enforcing Compliance

*Source: Developed by using [3]*

These values in a real sense compete for her limited resources (funding, time and people).

Increasingly, one of the key factors influencing the effectiveness of an organization is called organizational culture. The external environment is changing rapidly and against this background, most organizations, including government agencies, are rethinking what they do and how they can best achieve their goals and objectives. Part of this process is thinking about the type of culture that is needed to achieve these goals and objectives. As Baker [4] notes, organizational culture appears to play a critical role in “motivating and maximizing the value of intellectual assets, especially human capital.”

*Internal focus and integration*

*Agile and confidentiality*

*External focus and differentiation*



*Stability and control*

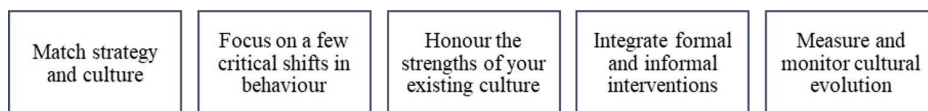
Source: [3]

**Picture 1. Competing value framework**

A clan culture is characterized by a model in which goals, values, and norms of behavior are accepted by all members of the organization. In this case, values play an important role, and the hierarchy of group members is minimal. The creative nature of relationships in an organization is inherent in an adhocratic culture. In this case, creation is carried out in the mode of flexible redistribution of powers between team members depending on the task being performed.

The hierarchical type of organizational culture is to a greater extent demonstrated by government organizations, when there is a clear division of powers, and the team is aimed at a single, stable result. Within this model, great importance is given to the fact that the values of the organization are shared by group members. Market culture is the fourth type of culture, which is characterized by the desire of staff for leadership - the ability to do the right things in their field, rivalry and competition between departments and individual employees are encouraged [5].

In 2012, in the article “Cultural Change that Sticks,” published in the Harvard Business Review [6], the authors proposed five principles for changing organizational culture. According to the authors of the article, organizations can achieve higher productivity, greater customer focus, and a more consistent and ethical stance by following these principles.



Source: [6]

**Picture 1. Five principles for changing organizational culture**

## Research Methods

In carrying out the analysis, we used the methodological approaches of the competing value framework developed by Cameron and Quinn [3].

We conducted a focus group discussion with the participation of civil servants from central and local executive bodies, including regions of Kazakhstan.

As part of the discussion, statements were discussed grouped into four sectors: work, communications, management, motivation and morality, characterizing the content of the organizational culture of the organization. A total of 29 statements were proposed, which were collected during a focus group discussion of middle and senior managers (Table 2). They are all significant.

**Table 2. Statements for discussion**

<b>Work</b>	1. In our organization, newly hired employees are given the opportunity to take advanced training courses. 2. Anyone who wishes can acquire new skills from us. 3. Our divisions have established a reasonable system for promoting new positions. 4. Our workplaces are equipped. 5. Everything you need for work is always at hand. 6. The work is interesting for me. 7. Our workload is optimal.
<b>Communication</b>	8. We have clear instructions and rules of conduct for all categories of employees. 9. Our organization has an established communication system. 10. We cultivate various forms and methods of communication (business contacts, meetings, newsletters, etc.). 11. We have no interruptions in obtaining information between structural divisions. 12. We encourage two-way communication. 13. Our organization encourages performers to directly contact management.
<b>Management</b>	14. Our activities are clearly and thoroughly organized. 15. We make timely and effective decisions. 16. Our employees participate in decision making. 17. We have organized a professional (thoughtful) assessment of employee performance. 18. We apply disciplinary measures as an exception. 19. We resolve conflict situations taking into account the reality of the situation. 20. We practice delegation of authority to the lower echelons of management. 21. Our organization is focused on innovation.
<b>Motivation</b>	22. Our wage system does not cause any complaints from employees. 23. We encourage diligence and zeal. 24. We maintain good relationships with each other. 25. The relationship between employees and management is highly commendable. 26. We pay attention to the individual differences of employees. 27. We encourage hard work in every possible way. 28. Cooperation and mutual respect between employees prevail in our departments. 29. Our employees take pride in their organization.

---

At the same time, an average score below 4 points in any sector (work, communications, management, motivation and morale) indicates an unfavorable state of affairs with the organizational culture in a particular sector.

Bottlenecks of organizational culture are determined by arithmetic averages in scores for the sectors: work, communication, management, motivation and morale. Arithmetic averages in points by sector indicate the following state in the team:

10–9 – excellent condition.

8–6 – positive state.

5–4 – noticeable despondency.

3–1 – decadent state.

Finally, we use an Organizational Culture Assessment Instrument (OCAI) [7] to understand what type of culture dominate now and what is desired by civil servants.

The OCAI methodology for assessing organizational culture uses six key dimensions: critical characteristics, overall leadership style in the organization, employee management, the connecting essence of the organization, strategic goals, and criteria for success. Focus group participants were offered a questionnaire, in response to which they were noted that there were no right or wrong answers to the questions proposed. The assessment of organizational culture was as accurate as possible, try to answer the questions carefully and, if possible, objectively. The hypothesis is that there is no right or wrong organizational culture. Each of the six questions has four possible answers. The essence of the method is that it was necessary to distribute points of a 100-point assessment between four alternatives of the proposed answers in the weight ratio that most closely corresponds to government agencies.

Also, we provide a survey among civil servants. There are 11 000 civil servants participated on that survey.

### **Analysis**

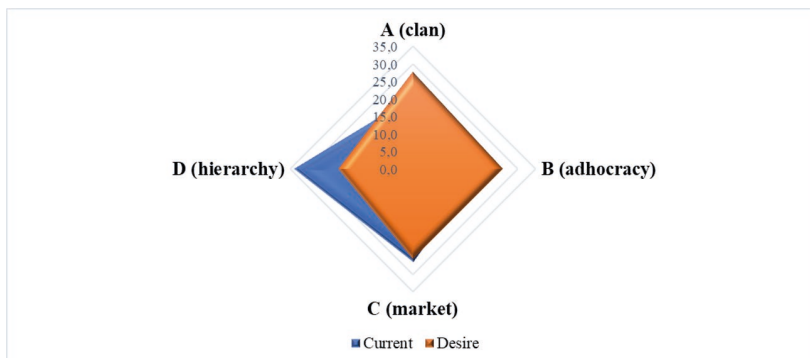
Managing Successful Organizational Change in the Public Sector. The challenges facing government organizations have a lot to do with generating interest in change management. In turn, this leads to the search for opportunities and areas for its application.

The factors and propositions offered in this article should serve not as a road map but as a compass for practitioners seeking to find their way amid the sustained, persistent, and challenging pressures for change they confront daily.

Currently, active work is being carried out in terms of introducing innovations in public sector organizations, for example, the transition to strategic human resource management. This involves, first, solving problems of organizational culture, which, in turn, will lead to the successful acceptance by employees of changes in the work environment. It is important to understand that even if there is support from employees, any of these changes will create problems.

In this context, it is necessary to analyze the forces of resistance according to the model of Kurt Lewin [8].

According to the results of the assessment using the OCAI system, among the focus group participants, today there is an organizational culture of a mixed type with a predominance of the characteristics of the hierarchical (bureaucratic) dimension.



**Picture 3. Diagnosis of organizational culture using the method OCAI**

Thus, in the blocks “employee management”, “strategic goals”, “connecting essence of the organization”, “success criteria”, the hierarchical (bureaucratic) dimension of organizational culture prevails:

- The organization is highly structured and strictly controlled. People's actions are usually determined by formal procedures.
- The leadership style in an organization is characterized by job security, the requirement of subordination, predictability, and stability in relationships.
- Formal rules and official policies bind the organization together. Maintaining the smooth running of the organization's activities is important.
- The organization defines success based on reliable, stable performance, clear plans, low production costs.

At the same time, in the blocks “most important characteristics” and “leadership style” there is a high proportion of characteristics characteristic of the market dimension of organizational culture:

- The organization is results oriented. The main concern is to achieve the task. People are competitive and goal oriented.
- The general leadership style in the organization exemplifies efficiency, assertiveness, and results orientation.
- There are also features inherent in an adhocratic organizational culture:
- The organization is very dynamic and imbued with entrepreneurship. People are willing to sacrifice and take risks.
- The organization focuses on acquiring new resources and solving new problems. Trying new things and exploring new opportunities are valued.

In addition, the characteristics inherent in the clan type of organizational culture can be traced:

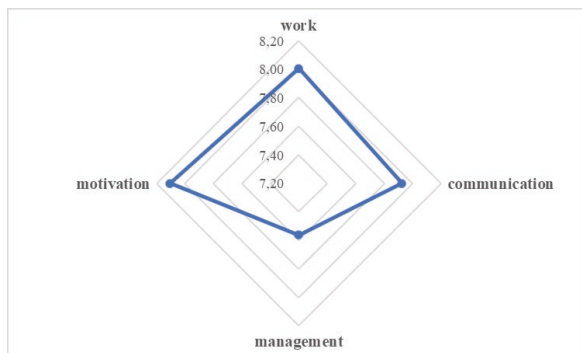
- The organization is unique in its characteristics. It is like a big family. People seem to have a lot in common.



In the future, public administration organizations should consider the uniform development of the characteristics of different types of organizational culture for greater flexibility and efficiency in carrying out assigned tasks and responding to public demands.

## Results

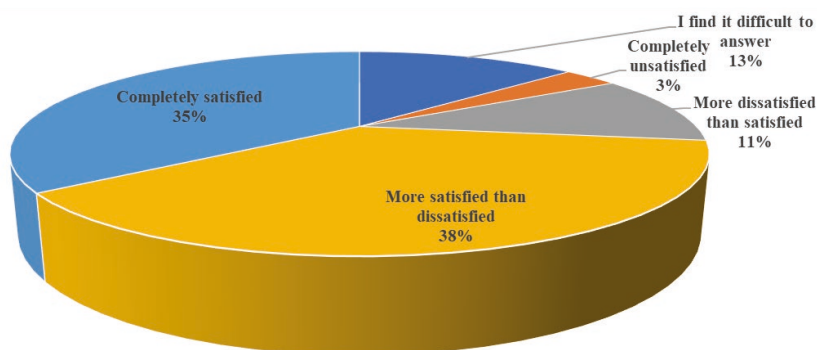
The results of a focus group among representatives of civil servants, including central and local executive bodies, showed that one of the bottlenecks is the management system (Picture 4).



**Picture 4. Bottlenecks of civil service of the Republic of Kazakhstan**

Analysis of the data from the focus group (Picture 4) shows that it is necessary to improve approaches to organizing the work process. Attention should be paid to creating conditions for advanced training of newly hired employees. In accordance with the legislation on civil service, the opportunity is declared for everyone, but in practice there is a quota for advanced training; not all employees can undergo advanced training in the first year of work.

Due to the data of survey when civil servants answered on the question “How satisfied are you with the activities of your government agency in terms of achieving the mission and objectives of the government agency?” we received that 38% of them more satisfied than dissatisfied (Picture 5).

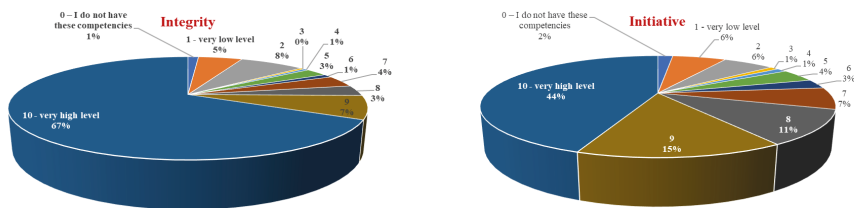


**Picture 5. Satisfied are you with the activities of your government agency**

This confirms our previous finding that civil servants expect the civil service to become more creative and flexible in responding to public demands.

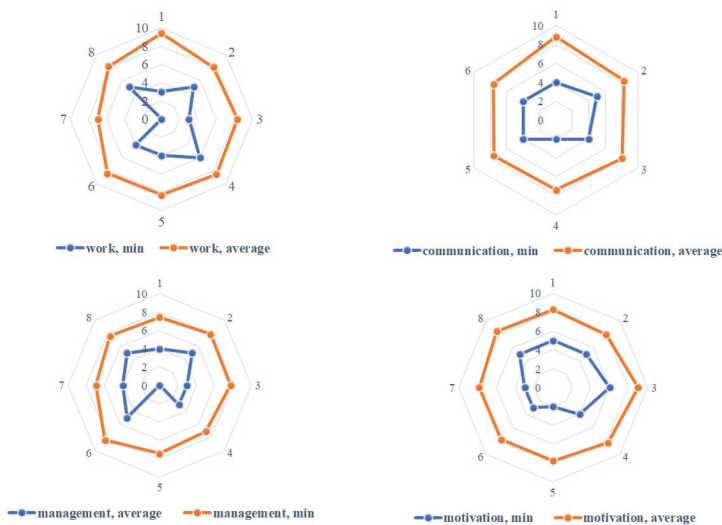
According to the competing values model, creativity, which is inherent in the competence of integrity, is an important attribute of the creative and innovative public service that Kazakhstan strives for. According to the survey results, 67% of civil servants noted integrity competence and 44% - initiatives (Picture 6).

Lower self-esteem of one's initiative is explained by management problems in the public administration system. And this emphasizes the above conclusion based on the results of the focus group in terms of identifying bottlenecks in the public service.



Picture 6. Please rate your level of integrity and initiative

The system of promotion to new positions needs to be improved. Today, appointments to newly created structural units and new positions are carried out within staffing limits, which does not always make it possible to attract specialists with the necessary set of competencies. As a rule, a new organizational structure is created for new tasks, and the old team is not suitable for solving them, since it was recruited according to other qualification requirements. However, to avoid reductions (dismissals), employees retain their jobs and are assigned to areas without special training.



Picture 7. Estimations the level of integrity and initiative

---

## Conclusions

To improve the management system, it is necessary:

1. to clearly delimit the powers of senior officials and employees. Standard procedures require approved algorithms and instructions. The clearer and more documented the processes are, the more effectively the employees' working time will be used without unnecessary discussions, disputes, etc.

2. to change approaches to setting tasks and assessing their implementation, to review performance indicators considering the specifics of the activities of a government agency.

3. to create and encourage the activities of a trade union of civil servants, funds for the protection of the rights and legitimate interests of civil servants.

4. The management of a government body often abuses the procedure of delegation of powers, this leads to a dilution of responsibility and avoidance of responsibility (for example, in the case of accepting acts of services rendered). Areas of responsibility must be approved at the level of legislative acts without the right of reassignment without good reason.

5. As part of the reforms being carried out in the country, there is a message to encourage innovation and initiative in the public service. However, the system of incentives and responsibility for innovations has not been thought out. Also, as a rule, the necessary resources are not allocated for new ideas and approaches, which does not allow them to be fully implemented and the ideas are doomed to failure.

The civil service is evolving from a professional model to a strategic one and further to an innovative one. To move to an innovative model, it is important to develop a new type of organizational culture based on the principles of transformational leadership and continuous improvement. The experience of implementing project management in government agencies shows that there is a need to move away from established traditions and the type of behavioral culture. Vertical hierarchy, bureaucracy, servility - all this should remain in the past. Leadership, willingness to change, innovation and initiative are the main guidelines for a new culture of relations.

The civil service must create a reputation as a prestigious, interesting, rewarding, stable and advanced career choice for young Kazakhs.

*The article was prepared as part of the implementation of Program-targeted financing IRN BR18574203 "Scientific and methodological substantiation of the processes of development of the civil service and transformation of the activities of government bodies in the context of the construction of New Kazakhstan".*

---

## REFERENCES:

1. Michael Goold, Andrew Campbell, *Designing Effective Organizations: How to Create Structured Networks*, 2002.
2. J. R. Galbraith, "Designing the Customer-Centric Organization," Jossey-Bass, San Francisco, 2005, p. 184.
3. Cameron, K. S., & Quinn, R. E. (2011). *Diagnosing and Changing Organizational Culture: Based on the Competing Values Framework* (3rd ed.). San Francisco: Jossey-Bass.
4. Baker, K., (2002). *Organisational Culture*. 1st Ed. Chapter 1, 3-7. Available at: <http://www.au.af.mil/au/awc/awcgate/doe/benchmark/ch11.pdf>.
5. Quinn, Robert E., Bright, David S, Sturm, Rachele E. *Becoming a Master Manager: A Competing Values Approach*. New York: John Wiley & Sons, 2021 (77h edition). (QBS)
6. Katzenbach J, Steffen I and Kronley C (2012), *Cultural Change that Sticks*, Harvard Business Review, July-August 2012/ <https://hbr.org/2012/07/cultural-change-that-sticks>
7. About the Organizational Culture Assessment Instrument (OCAI)/<https://www.ocai-online.com/about-the-Organizational-Culture-Assessment-Instrument-OCAI>
8. Lewin, K. C. (1951). *Field theory in social science*. New York, NY: Harper & Row.