

*Методология.* В научной статье использованы труды зарубежных и отечественных ученых, нормативно-правовые акты и другие официальные источники. В исследовании используется системный подход и метод сравнительного анализа.

*Оригинальность / ценность исследования.* Ценность исследования заключается в практической значимости научных результатов, а именно в совершенствовании институциональных и правовых механизмов ГЧП для взаимодействия государственных органов и хозяйствующих субъектов с целью повышения эффективности реализации инфраструктурных и социально значимых проектов.

*Результаты исследования* позволили нам определить, насколько важно изучить институциональную и правовую основу механизма ГЧП с целью привлечения частных и дополнительных инвестиций. Посредством сравнительного анализа выявлены основные этапы развития государственно-частного партнерства в Казахстане, дана оценка институциональных и правовых аспектов и определены основные направления совершенствования развития этого инструмента. Практическая значимость заключается в том, что материалы исследования могут быть использованы для получения практических рекомендаций, учитывающих специфику проектов ГЧП в Казахстане.

*Ключевые слова:* государственно-частное партнерство, правительство, бизнес, концессия, инфраструктурный проект.

#### ABOUT THE AUTHORS

**Ismailova Rymkul** – Doctor of Economics, Professor, Academy of Public Administration under the President of the Republic of Kazakhstan, Astana, Republic of Kazakhstan, e-mail: r.ismailova@apa.kz

**Bolat Zhandautet** – PhD student, International Kazakh-Turkish University named after Khoja Ahmed Yasawi, Turkestan, Republic of Kazakhstan, e-mail: bolatov111@bk.ru\*

MPHTI 06.77.64

JEL Classification: E24; J21; J22; J23

DOI: <https://doi.org/10.52821/2789-4401-2023-1-33-47>

#### THE IMPACT OF REMOTE WORKING ON THE EFFICIENCY OF CIVIL SERVANTS IN KAZAKHSTAN

**S. Ibrayev<sup>1\*</sup>, J. Nemeč<sup>2,3</sup>, L. Kussainova<sup>1</sup>**

<sup>1</sup>The Academy of Public Administration under the President of the Republic of Kazakhstan,  
Astana, Republic of Kazakhstan

<sup>2</sup>Masaryk University, Brno, Czech Republic

<sup>3</sup>Matej Bel University, Banská Bystrica, Slovakia

---

#### ABSTRACT

*The purpose of the study* is to draw attention to issues related to the effectiveness of distance employment in public administration system in the Republic of Kazakhstan, during COVID-19 pandemic and at the present time. The approach to the organization of remote work of civil servants in Kazakhstan is becoming one of the important objects of public attention, as they have a great impact on quality of life and well-being of the population.

The article examines administrative measures taken by the state in the context of the pandemic in order to create conditions for new flexible forms of employment in the public sector of Kazakhstan, and also presents the assessment of assess the effectiveness of the current state of remote work by civil servants.

*Methodology.* The study is based on scientific papers on the topic of remote employment in the public sector, collected from international databases Scopus, Web of Science, Russian and Kazakh scientific journals, also based on statistical data, analysis of individual measures taken by the Government of the Republic of Kazakhstan and a sociological survey of civil servants.

*Originality / value of the research.* The analysis allows us to conclude that Kazakhstan pays great attention to improving the efficiency of remote work in the public administration system. Results of the sociological survey show that, despite the positive impact of remote work on the physical and psychological state of civil servants, levels of digital literacy, digital security, material and technical equipment are insufficient and require improvements at the legislative level.

*Findings.* Based on the data obtained, the authors propose a number of recommendations to improve the efficiency of distance employment in the public administration system of the Republic of Kazakhstan.

*Keywords:* *public administration*, civil servants, remote work, COVID-19, post-pandemic period, Kazakhstan.

*Acknowledgments:* The article was prepared and jointly funded by the Czech Grant Agency under Grant No. 21-47171L.

## INTRODUCTION

The emergence of flexible forms of work and, in general, labor relations, are being impacted by global developments that are social, digital, economic, environmental, and political in nature.

The COVID-19 pandemic's extraordinary crisis sped up existing processes and sparked the emergence of a remote form of employment.

This new reality must be acknowledged in order to make effective management decisions and reduce any negative effects.

In the end, this ought to result in the development of an inclusive, diversified workplace that guarantees everyone's rights on the job market. To secure workers' rights and offer social protection for the populace, a suitable legislative framework must be prepared for such a novel form of employment.

This article's main goals are to describe how telework was implemented in the Republic of Kazakhstan's public administration system during the COVID-19 epidemic and to gauge how satisfied civil employees are with the new work arrangement.

In order to do this, the article views the notion of «telework» as a crucial phrase in the development of labor relations.

Also, a review of program documentation and legal regulations aimed at ensuring the adoption of remote work in Kazakhstan was done.

In addition, the article outlines proposals for the continued advancement of remote employment in Kazakhstan's public sector, while also compiling the opinions of civil servants on the benefits and drawbacks of teleworking as well as its potential advantages and potential risks.

## MAIN PART

**Literature Review.** The International Labour Organization (ILO) defines «remote work» as «the organization of labor outside the employer's premises using information and communication technology, such as smartphones, tablets, and stationary or laptop computers» [1]. Although initially, some authors associated it with working from home, this later has been debunked, since telework only specifies the use of information and communication technologies (ICT) and the physical distance of the employers from the premises and does not specify the location where it should be performed [2].

Nevertheless, it should be understood that the usage of remote employment greatly depends on the nature of the organization's activities and the type of workers. This type of work arrangement is not totally feasible, for instance, for production workers in industrial firms, police enforcement personnel, and healthcare professionals.

American scientists J. Niles, F. Kinsman, and G. Gordon set the groundwork for the development of the scientific notion of remote employment and the practice of its implementation.

The practice of teleworking and telecommuting was pioneered by Jack Niles. In 1973, he was the one who first put these phrases into use in the scientific community. He has written numerous books on the fundamentals of telecommuting, including «Making Telecommuting Outfit» and «Managing Telework», and is regarded as an authority on the subject in both Europe and America [3].

In their study, Canadian academics G. Gallacher and I. Hossain concluded that 41 % of occupations in Canada can be performed remotely, with considerable variations in different provinces, cities, and industries [4].

According to the research of Estonian Scientist R. Raudla, compared to many other European nations, Estonia was able to effectively control the spread of the novel corona virus. The author provided a summary of the steps taken to combat the COVID-19 pandemic in his writings, elaborating on how Estonia was able to successfully limit the epidemic [5].

Researchers from China, including J. S. F. Chow, D. Palamides, and S. Marshall, undertook a study to ascertain the effects of remote workers during the COVID-19 pandemic [6].

The virtual way of working is becoming more and more popular, according to authors A. G. Raišien, V. Rapuano, K. Varkulevičiūt, and K. Stachová, because of its potential for the digital economy and because it allows an organization to be more adaptable to crises like pandemics around the world [7].

The adoption of remote work was slower in the public sector. The growth of telework in public administration has faced significant challenges due to the size of the industry, the nature of the work done, the requirement for in-person interactions with citizens, as well as the mechanical bureaucracy in the operations of many government agencies.

Although several publications (some theoretical and others the result of empirical research) have been prepared on the role of teleworking in public administration by authors like Caller (2012), Dahlstrom (2013), and, more recently, De Vries et al. (2019), academic research on this subject is still lacking and is only now beginning to appear [8].

Researchers from Slovakia and the Czech Republic, J. Nemeč, M. M. Sviridonova, and B. M. Merickova, examined how the use of information and communication technologies (ICT) and ongoing government and public administration reforms had led to the emergence of numerous innovations in the public sector, including remote work as a way to plan and carry out work away from employers' premises. This structural adjustment to the way labor is organized aims to boost productivity and, in some situations, generate savings [9]. Also, study by D. Špaček, P. Pisár and S. Prišćáková, considers Digitization as a tool of e-government in selected public services of the state: international comparison of Slovakia and the Czech Republic. The subject of this paper is to evaluate how Slovakia and the Czech Republic have digitized essential public administration services in order to better understand some aspects of e-government. It also offers a summary of current comparative studies on the assessment of e government in nations in Central and Eastern Europe [10].

In their article «Remote work in Public Administration in Portugal during the COVID-19 pandemic Advantages, Disadvantages, work-life balance, and Motivation», Portuguese authors Cesar Madureira and Belen Rando attempted to describe remote work in public administration during the COVID-19 pandemic based on a study designed to gather data on how Portuguese civil servants perceived this phenomenon [11].

The works of Yu. I. Valovaya, devoted to the peculiarities of remote work, analysis of the problems of remote work development in the civil service in the Russian Federation, its practical aspects and measures to solve the main problems associated with its implementation, as well as increasing the prestige of the civil service by improving the working conditions of public sector employees, are among the works of Russian scientists dealing with the problems of new forms of employment [12].

The works of M. E. Dmitriev and V. B. Krapil deserve special attention since they assess the viability of switching to remote labor in public service on the basis of specific state duties and public services [13].

It is also worth mentioning the work of M. V. Chudinovsky, who presented the findings of a study in his article and came to the conclusion that the Russian Federation is just beginning to develop its policies for managing remote employment, as opposed to, for instance, the USA, which has had a comprehensive state policy

in place since 2010. Which results in a rise in public safety, the conservation of energy resources, a decrease in the burden on transportation systems, and a decrease in environmental pollution [14].

Unlike their foreign counterparts, Kazakhstani scientists' contributions to the discussion of remote labor in the public sector and generally in other fields of life are not as well known today. The works of M. Absat-tarov regarding the arrangement of document control and instructions in the conditions of remote labor in the Kazakhstani public administration system are noteworthy among the Kazakh scientists, specialists, etc. who conducted the analysis [15].

The analysis of legislative regulations aimed at assuring Kazakhstan's digitization and the advancement of information and communication technology, as well as the provision of public services as a crucial component of public administration, has been studied in R. T. Dulambayeva's work [16].

According to Zh. B. Rakhmetulina's work, which is focused on the topic of how new global challenges are influencing the formation of conditions for the search for new forms of employment within the country's economy, changes in the conditions of digitalization and automation will cause people to look for new ways and forms of employment in the labor market of Kazakhstan [17].

The examination of B. N. Bokayev's works on the implementation of distance/online learning in Kazakhstan during the pandemic and the process of small- and medium-sized firms adapting to the global economic crisis brought on by the COVID-19 virus were of particular interest [18].

**Methodology.** The method of the research of secondary and primary data, as well as the analysis of scientific literature on remote work, and issues related to the legal regulation of labor in the public service, are used to study state policy regarding remote forms of employment in the public administration system of the Republic of Kazakhstan.

Data gathered from online survey was also used in this study. Survey had 897 respondents, who are civil servants of the Republic of Kazakhstan.

Since the state remains the main driving force of Kazakhstan's digital efforts, 80 % of all civil servants in the country have been transferred to remote work during the pandemic [19]. In addition, it is important to understand that the positive experience of public administration can contribute to the development of other aspects of national life in the country.

In this regard, we consider it extremely important to assess the amount of work done in Kazakhstan to change employment in the public sector using digital means.

Thus in this poll, 1 000 people took part, and 897 of them were civil officials. Participants aged 25 to 34 made up the majority of survey respondents, while those between the ages of 18 and 24 made up the minority. 560 males and 337 females out of the 897 civil servants surveyed participated in the interview. Only 48 participants had specialized secondary education, while 789 respondents claimed to have a bachelor's degree; 60 people also hold master's degrees.

Among the public workers who responded to the poll, 71.4 % are employees, 18.4 % said that they are in a lower management position, and the remaining 10.2 % claimed that they are in an executive or middle management position.

The survey's objectives were to examine the government's response to the epidemic and make recommendations for how to advance remote work in the nation's public administration system.

The questions were accepted by the research committee of the Academy of Public Administration under the President of the Republic of Kazakhstan in order to adhere to ethical standards within the context of academic research.

**Research questions.** The main research questions of this article are aimed at studying how the state policy in the field of remote employment development has changed during the pandemic, as well as to what extent civil servants are satisfied with the new policy of remote employment development in the public sector.

**Findings.** This section of the article is divided into two parts, the first part examines the measures taken by the Government of Kazakhstan to improve the efficiency of remote work both in the public administration system and in general in all sectors of employment. In the second part of the section, the analysis of the measures taken and the assessments of civil servants are presented.

First and foremost, since networks are the cornerstone of digitalization and a requirement for access to ICT services, it is crucial to evaluate Kazakhstan's digital ecosystem (accessibility and quality of the Internet) in order to determine the effectiveness of remote employment in the country's public administration system.

Approximately 93.3 % of the Republic of Kazakhstan's total population has access to the Internet, according to the Bureau of National Statistics of the Agency for Strategic Planning and Reforms [20]. This figure represents the average percentage of people using the Internet between the ages of 16 and 74.

It's also crucial to remember that this signal is always growing over time, not just in terms of users but also in terms of traffic volume. Nonetheless, a sizable portion of the populace still lacks the means to access the Internet.

Overall dynamics indicate that work is being done in phases to boost the utilization of fiber and grow the 4G network. Similar preparations are being made for platforms and business models that will employ next-generation technology, such the rollout of 5G networks.

However, a lot of Kazakhs have recently voiced their displeasure with the country's cellular communications infrastructure and Internet service [21].

According to information from the Ministry of Digital Development, Innovation, and Aerospace Industry of the Republic of Kazakhstan, the decline in Internet quality is caused by the fact that at the moment, because of the development of the digital economy, the growth of entertainment content (such as TikTok and YouTube), the entry of businesses and public services into the virtual world, and the shift of economic activity to a platform model, the rate of Internet use and traffic is increasing noticeably.

It should be remembered that the International Telecommunications Union (ITU) estimates that more than 4.9 billion individuals used the Internet globally last year. Specifically, 90.9 % of people in the nation were using the Internet at the time. «Both the number of people using the Internet and the amount of time they spend on it are increasing. The burden on the communication infrastructure has increased primarily due to these considerations» [22].

Moreover, the Republic of Kazakhstan's Labor Code, which was in effect prior to the pandemic, was unable to properly guarantee the functioning of the state apparatus under COVID-19. The Republic of Kazakhstan's state institutions worked to improve the system of remote work from March 2020 to December 2021, and as a result, on July 1, 2021, Law of the Republic of Kazakhstan No. 61-VII, «On Amendments and Additions to the Labor Code of the Republic of Kazakhstan on Improving the Legal Regulation of Remote Work», was adopted.

Hence, new definitions for integrated remote work and simply remote work are added to the Code's fundamental notions.

As a result, an employee can be set to either a hybrid remote work mode, in which the work is done both remotely and at the employer's location or fully remote work, depending on the nature of the task and the employee's seniority [23].

To this day, however, the execution of some sections of the labor legislation of the Republic of Kazakhstan still presents significant challenges. As a result, it should be recognized that the legal framework governing the public service system has flaws.

In response, the Agency for Public Service of the Republic of Kazakhstan has provided methodological advice on how to set up flexible schedules, integrated remote work, and remote work in public institutions throughout the nation in order to get ready for the shift to a remote work format in 2020 [24].

There are a few key suggestions that should be taken into consideration to facilitate remote work for civil servants:

- The employer's provision of the instruments, digital objects, communication services, and other resources required for the discharge of official tasks in conformity with Kazakhstani digitalization law;

If an employee uses his or her own tools, technology, or other means to carry out job duties or pays for communication services, the employer must pay for the costs of their installation and maintenance. Amount of compensation and administrative issues with regards to installation and management must be determined by an agreement with the employee.

- An employee who works remotely may also be given additional advantages if both sides agree to it.
- Remote government employees should be paid in accordance with the uniform employee compensation plan used by all institutions supported by state funds.

Additionally, the Ministry of Digital Development of Innovation and Aerospace Industry of the Republic of Kazakhstan implemented the project «Remote Workplace» (UTM) based on a domestic solution (CertexVPN) using two-factor authentication (2FA), using a secure VPN communication channel without access to the Internet, in order to organize remote work for civil servants in a pandemic in 2020 [25].

Therefore, after reviewing the measures taken by the Government of Kazakhstan to improve the efficiency of remote work in the public sector of Kazakhstan during the pandemic, namely:

First, the growth of the digital ecosystem of Kazakhstan (public access to the Internet and telecommunications infrastructure).

The entry into force of the Law of the Republic of Kazakhstan «On improving the legal regulation of remote work» is the second change in the labor legislation of Kazakhstan.

The third is the creation of methodological recommendations for online work in Kazakh state institutions.

The fourth is the use of digital platforms in the public sector for remote work over a secure VPN connection without Internet access.

It can be assumed that the government's policy has helped to contain the economic crisis, eliminate the threat of an unfavorable scenario caused by the consequences of the pandemic, and improve the efficiency of public administration, which has a positive impact on the quality of life of the population, which is an essential component of modern public policy.

In the second part of this section, we study the results of a sociological survey conducted between March and April 2022 in order to assess how well civil servants have adapted to their new working conditions.

Based on the assessments of civil servants, we can talk about the effectiveness of the main changes that have occurred in labor relations in the public sector because of the measures taken by the Government of Kazakhstan to introduce flexible forms of employment during the pandemic crisis and after.

**First.** The recommendations developed for civil servants and generally adopted amendments to the Labor Code to improve the efficiency of remote work of the population in the conditions of the crisis caused by COVID-19 have not fully created the conditions for working remotely. Almost half (43 %) of respondents believe that the current Labor Code still needs to be improved, even after amendments to the Labor Code of July 1, 2021.

Although another half of respondents is content with the current situation, this is still insufficient for effective remote work of the public sector, responding to all the challenges associated with the pandemic and the post-pandemic period of time (Figure 1).

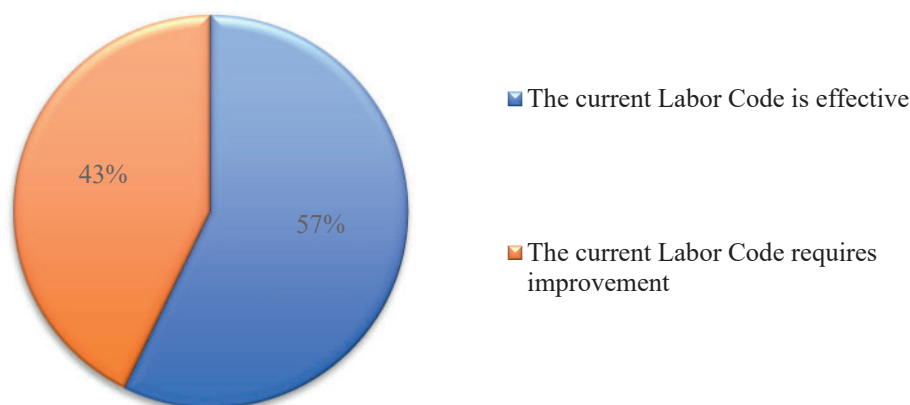


Figure 1 – The effectiveness of labor code, during the remote work

Note – compiled by the authors

Moreover, according to the survey, 59 % of participants stated that remote work in emergency situations, such as those caused by natural or man-made disasters, epidemiological restrictions, etc., is effective and ensures the safety of both civil servants and the general population. On the contrary, 22 % of participants said that remote work in emergency situations, such as caused by epidemiological difficulties, etc., is only partially effective, and 19 % of government employees said that it is ineffective at all (Figure 2).

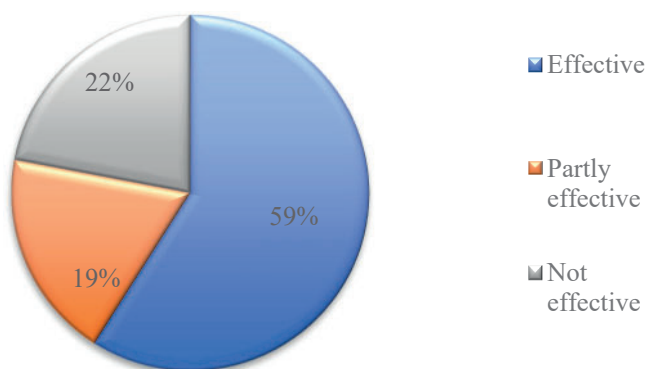


Figure 2 – The effectiveness of remote work during a state of emergency, epidemical restrictions, etc.  
Note – compiled by the authors

**Second.** The psychological and physical health of civil servants during remote work is significantly improved. It can be argued that remote work improves the health of employees in general by reducing stress and conflicts in the workplace.

Thus, the survey results showed that despite the fact that remote work has some negative psychological consequences (an imbalance between work and personal life, anxiety associated with a sense of loss of belonging and misunderstanding of the overall situation in the organization or company, or, alternatively, a feeling of a comfortable working environment, emotional peace during remote work, etc.); 54 % of respondents said that remote work improved their psychological well-being. Only 14 % of respondents said that, on the contrary, their mental health is deteriorating. When they work remotely, 32 % of government employees claim that their psychological health remains the same (Figure 3).

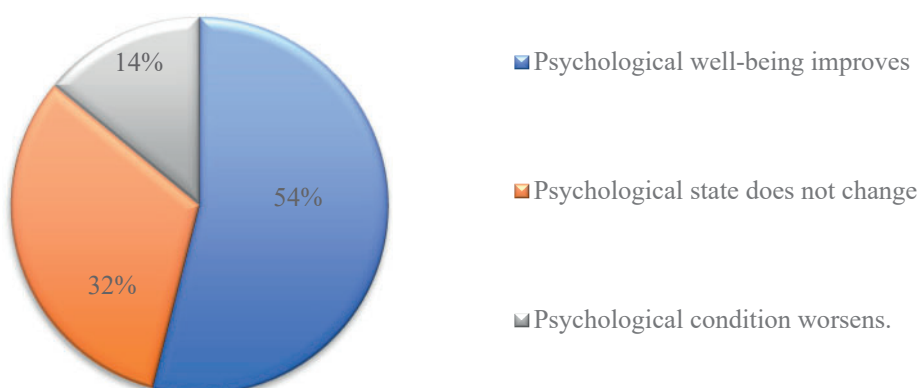


Figure 3 – The psychological state during working remotely  
Note – compiled by the authors

Further, according to the collected data, 49 % of respondents stated that their physical condition does not change, while 43 % said that it is improving, which indicates that they have more free time for sports and out-

door activities, etc. Only 8 % of respondents stated that their physical condition is deteriorating, indicating that there were problems with a decrease in physical activity, etc. (Figure 4).

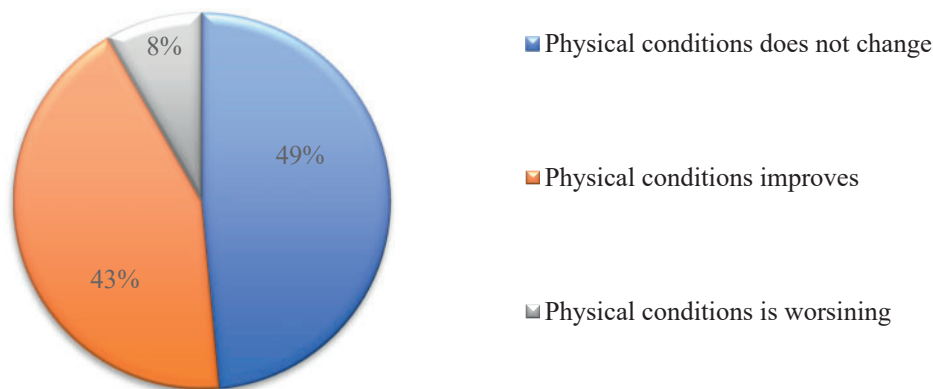


Figure 4 – The physical state of working remotely

Note – compiled by the authors

**Third.** In general, the material and technical equipment used by civil servants for working online is satisfactory. However, not all government agencies can provide high-quality remote workplaces for their employees. Thus, 101 respondents (11 %) indicated the lack of material and technical equipment at their workplaces when working remotely, and 384 (44 %) respondents stated that their workplace was not properly prepared (Figure 5).

Nevertheless, 412 or 45 % of federal officials who participated in the study have a favorable opinion of their work when working remotely.

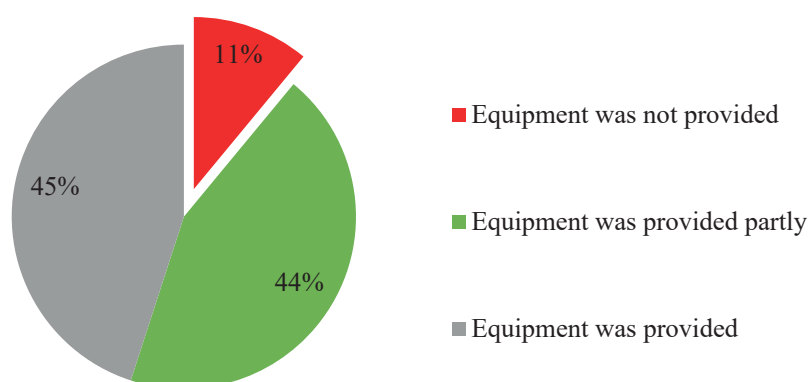


Figure 5 – Material and technical equipment of civil servants when working remotely

Note – compiled by the authors

**Fourth.** Online work makes its own adjustments to digital inequality. The level of digital skills in the public sector remains insufficient when this component for civil servants is the most important for remote work. Thus, the survey showed that 39 % of government officials classified themselves as insecure users, whose level of digital literacy is below average or absent at all, and performing government duties and functions online is a difficult task for them. Although, 61 % of government employees consider themselves advanced users. In Figure 6.



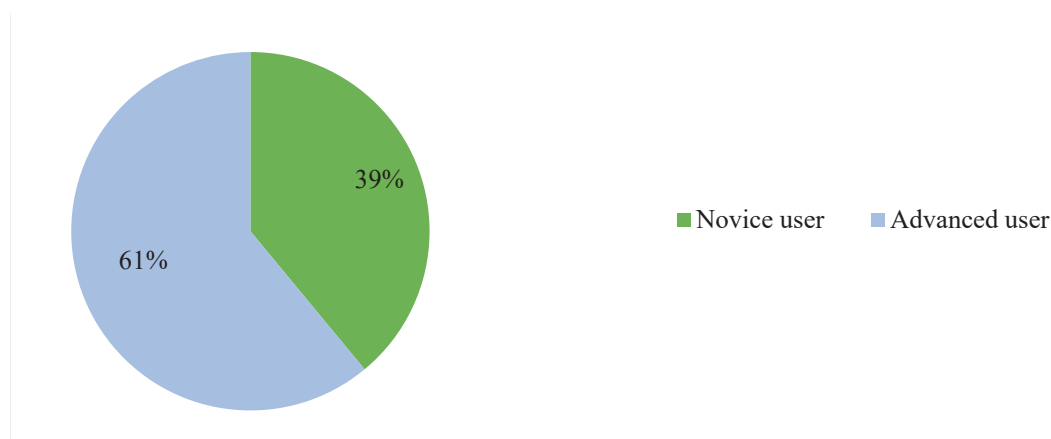


Figure 6 – Digital literacy of civil servants when working remotely  
Note – compiled by the authors

**Fifth.** When asked whether they used closed/office online resources or digital platforms when working remotely, 503 government employees, or 56 %, answered that they used only official resources, 371 people, or 41 %, said that they used open public sources or messengers to exchange information and perform tasks, and only 23 people, or 3 %, said they used both closed and open platforms. In Figure 7.

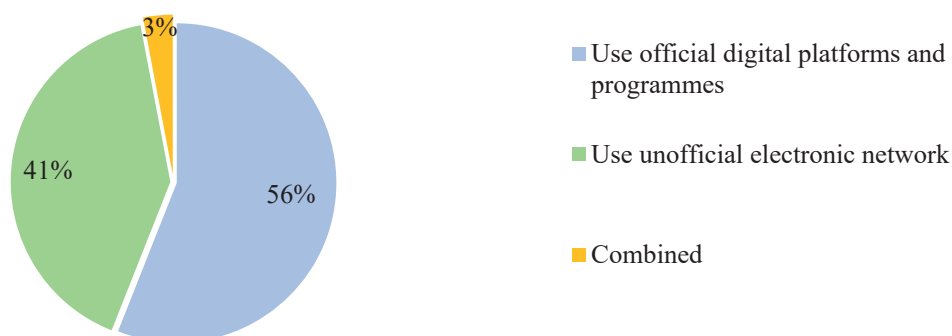


Figure 7 – Use of official digital platforms by civil servants when working remotely  
Note – compiled by the authors

## CONCLUSION

In Kazakhstan, the period of the COVID-19 coronavirus pandemic caused an increase in the number of remote jobs. In general, it was found that the state policy of remote employment management can be defined as a set of measures aimed at creating favorable conditions for the creation of remote jobs in the state, municipal and commercial sectors of the economy.

At the same time, based on the analysis, the following recommendations can be made to the Government of Kazakhstan to improve the efficiency of remote employment in the public sector:

- to improve the quality of Internet communication, it is necessary to make efforts to increase the number of mobile base stations and develop the digital ecosystem in the whole country.

- to finalize the current labor legislation, taking into account the principles and features of remote employment in the public sector, as well as taking into account the online work of each state institution in case of emergencies.

- in addition, since a sociological study has shown that federal officials of Kazakhstan working remotely have much better physical and mental health, the government needs to develop methods and approaches for a new model of remote work in the public sector. However, at the same time, the transition of civil servants to remote work should have a comprehensive understanding of the advantages and disadvantages and be accompanied by monitoring the achievement of goals with more accurate consideration of working hours and the achievement of work results, in accordance with the client-oriented approach.

- to modernize the material and technical base of public servants' workplaces when working remotely. At the same time, the standard composition of the virtual workplace should be set for each position in the organization, and for all employees who have been transferred to a remote work mode.

- to increase the degree of digital competence among government employees working remotely. As part of digital competencies, it is advisable to form the skills to create digital content, the skills to form digital cooperation, network etiquette, digital exchange, and, in the general, professional development of public administration employees within the framework of the public administration process, which should be supported by electronic means.

- Strengthen the security of digital platforms. In this context, the government needs to pay special attention to the legislative regulation of digital security in the public sector of the country, in order to create a solid security system for data transmission, processing, and storage, which will guarantee the protection of the interests of individuals, businesses and the state.

In general, we believe that remote employment may become more widespread in the post-pandemic era, and in the context of the expansion of the digital economy, it should also be emphasized that the state policy of managing remote employment should focus on the growth of human capital.

## REFERENCES

1. Eurofound and the International Labour Office. Working anytime, anywhere: The effects on the world of work. – Publications Office of the European Union, Luxembourg, and the International Labour Office, Geneva, 2017. – 80 p. – DOI: <https://doi.org/10.2806/372726>.
2. Belzunegui-Eraso A., Erro-Garcés A. Teleworking in the Context of the COVID-19 Crisis // Sustainability. – 2020. – № 12(9). – Article 3662. – DOI: <http://dx.doi.org/10.3390/su12093662>.
3. Nilles J. M. The Telecommunications Transportation Trade-off. – New York: John Wiley & Sons, 1976. – 196 p.
4. Gallacher G., Hossain I. Remote Work and Employment Dynamics under COVID-19: Evidence from Canada // Canadian Public Policy / Analyse de politiques is Canada. – 2020. – № 46(S1). – P. S44-S54. – DOI: [10.3138/cpp.2020-026](https://doi.org/10.3138/cpp.2020-026).
5. Raudla R. Estonian response to COVID-19 pandemic: Learning, cooperation, and the advantages of being a small country // Brazilian Journal of Public Administration. – 2021. – № 55(1). – P. 111-121. – DOI: <https://doi.org/10.1590/0034-761220200414>.
6. Chow J. S. F., Palamidas D., Marshall S. Teleworking from home experiences during the COVID-19 pandemic among public health workers (TelEx COVID-19 study) // BMC Public Health. – 2022. – № 22. – Article 674. – DOI: [10.1186/s12889-022-13031-0](https://doi.org/10.1186/s12889-022-13031-0).
7. Raišien A., Rapuano V., Varkulevičiūtė K., Stachová K. Working from Home—Who Is Happy? A Survey of Lithuania's Employees during the COVID-19 Quarantine Period // Sustainability. – 2020. – № 12(3). – Article 5332. – DOI: <https://doi.org/10.3390/su12135332>.
8. Danziger J., Andersen K. The Impacts of Information Technology on Public Administration: «An Analysis of Empirical Research from the «Golden Age» of Transformation» // International Journal of Public Administration. – 2022. – № 25(5). – P. 591-627. – DOI: [10.1081/PAD-120003292](https://doi.org/10.1081/PAD-120003292).
9. Svidroňová M., Meričková B., Nemeč J. Telework in Public Sector Organizations // Central European Public Administration Review. – 2016. – № 14(2-3). – P. 121-137. – DOI: [10.17573/ipar.2016.2-3.06](https://doi.org/10.17573/ipar.2016.2-3.06).
10. Pisár P., Přiščáková S., Špaček D., Nemeč J. Digitization as a tool of e-government in selected public

services of the state: international comparison of Slovakia and the Czech Republic // *Administratie si Management Public*. – 2022. – № 39. – P. 111-132. – DOI: 10.24818/amp/2022.39-07.

11. Madureira C., Rando B. Teleworking in Portuguese public administration during the COVID-19 pandemic Advantages, disadvantages, work-life balance and motivation // *Work organization, labour & globalization*. – 2022. – № 16(2). – P. 119-139. – DOI: 10.13169/workorgalaboglob.16.2.0119

12. Валовая Ю. Особенности удаленного режима работы на государственной службе // 4-я Всероссийская научно-практическая конференция «Теория и практика эффективности государственного и муниципального управления». – Курск, 2021. – С. 134-139.

13. Дмитриев М., Крапиль В. Оценка потенциала дистанционной занятости государственных служащих // *Вопросы теоретической экономики*. – 2021. – № 1. – С. 35-47. – DOI: 10.24411/2587-7666-2021-10103.

14. Чудиновских М. Государственная политика управления дистанционной занятостью: опыт России и США // *Известия Байкальского государственного университета*. – 2019. – № 29(4). – P. 646-652. – DOI: 10.17150/2500-2759.2019.29(4).646-652.

15. Абсаттаров М. Об организации контроля документов и поручений в условиях удаленной работы // *Государственное управление и государственная служба*. – 2021. – № 2(77). – С. 16-23. – DOI: <https://doi.org/10.52123/1994-2370-2021-50>.

16. Дуламбаева Р. Т., Жумашева М. Б. Цифровая трансформация: ретроспектива и развитие информационно-коммуникационных технологий в Казахстане // *Вестник университета «Туран»*. – 2021. – № 3. – С. 124-132. – DOI: <https://doi.org/10.46914/1562-2959-2021-1-3-124-132>

17. Rakhmetulina Z. B., Urekeshova A. B., Aidarova A. B. Labor market in the context of digitalization // *Bulletin of «Turan» University*. – 2022. – № 4. – P. 130-142. – DOI: <https://doi.org/10.46914/1562-2959-2022-1-4-130-142>.

18. Bokayev B., Torebekova Z., Davletbayeva Z., Zhakypova F. Distance Learning in Kazakhstan: Estimating Parents' Satisfaction of Educational Quality During the Coronavirus // *Technology, Pedagogy and Education*. – 2021. – № 30(1). – P. 27-39. – DOI: 10.1080/1475939X.2020.1865192.

19. Президент Казахстана посетил блокпост на въезде в города Нур-Султан [Electronic source] // Официальный сайт Президента Республики Казахстан [website]. – 2020. – URL: [https://www.akorda.kz/ru/events/astana\\_kazakhstan/visits\\_to\\_objects/prezident-kazahstana-posetil-blokpost-na-vezde-v-gorod-nur-sultan](https://www.akorda.kz/ru/events/astana_kazakhstan/visits_to_objects/prezident-kazahstana-posetil-blokpost-na-vezde-v-gorod-nur-sultan) (Accessed: 12.02.2023).

20. Доля пользователей сети Интернет от общего числа населения в возрасте 6-74 лет, в разбивке по полу [Electronic resource] // Бюро национальной статистики агентства по стратегическому планированию и реформам Республики Казахстан [website]. – n. d. – URL: [https://gender.stat.gov.kz/page/frontend/detail?id=103&slug=6-74&cat\\_id=11&lang=ru](https://gender.stat.gov.kz/page/frontend/detail?id=103&slug=6-74&cat_id=11&lang=ru) (Accessed: 12.02.2023).

21. Премьер-министр Казахстана поручил развивать Казахстан как цифровой региональный хаб [Electronic source] // News Portal “El.KZ” [website]. – 2023. – URL: [https://el.kz/en/kazakh-pm-instructs-to-develop-kazakhstan-as-a-digital-regional-hub\\_62607/](https://el.kz/en/kazakh-pm-instructs-to-develop-kazakhstan-as-a-digital-regional-hub_62607/) (Accessed: 14.02.2023).

22. Мы обязаны предоставить людям качественный интернет [Electronic source] // Live news Kazakhstan today [website]. – 2023. – URL: [https://www.kt.kz/rus/state/\\_1377946177.html](https://www.kt.kz/rus/state/_1377946177.html) (Accessed: 12.02.2023).

23. Закон Республики Казахстан от 1 июля 2021 года № 61-VII ЗПК О внесении изменений и дополнений в Трудовой кодекс Республики Казахстан по вопросам совершенствования правового регулирования дистанционной работы [Electronic resource] // Эділет [website]. – 2021. – URL: <https://adilet.zan.kz/rus/docs/Z2100000061/history> (Accessed: 12.02.2023).

24. Жаилганова А. Государственное управление и доверие в новой реальности [Electronic resource] // Агентство Республики Казахстан по делам государственной службы [website]. – 2020. – URL: <https://www.gov.kz/memleket/entities/qyzmet/press/news/details/110041?lang=ru> (Accessed: 12.02.2023).

25. Удаленное рабочее место [Electronic resource] // Комитет по информационной безопасности Министерства цифрового развития, инноваций и аэрокосмической промышленности Республики Казахстан [website]. – 2020. – URL: <https://www.gov.kz/memleket/entities/infsecurity/press/article/details/30054?lang=ru> (Accessed: 12.02.2023).

## REFERENCES

1. Eurofound and the International Labour Office. (2017). Working anytime, anywhere: The effects on the world of work. Publications Office of the European Union, Luxembourg, and the International Labour Office, Geneva, 80 p., DOI: <https://doi.org/10.2806/372726>.
2. Belzunegui-Eraso, A. and Erro-Garcés, A. (2020). Teleworking in the Context of the COVID-19 Crisis. *Sustainability*, 12(9), 3662, DOI: <http://dx.doi.org/10.3390/su12093662>.
3. Nilles, J. M. (1976). *The Telecommunications Transportation Trade-off*. New York: John Wiley & Sons, 196 p.
4. Gallacher, G. and Hossain, I. (2020). Remote Work and Employment Dynamics under COVID-19: Evidence from Canada. *Canadian Public Policy / Analyse de politiques is Canada*, 46(S1), S44-S54, DOI: [10.3138/cpp.2020-026](https://doi.org/10.3138/cpp.2020-026).
5. Raudla, R. (2021). Estonian response to COVID-19 pandemic: Learning, cooperation, and the advantages of being a small country. *Brazilian Journal of Public Administration*, 55(1), 111-121, DOI: <https://doi.org/10.1590/0034-761220200414>.
6. Chow, J. S. F., Palamidis, D. and Marshall, S. (2022). Teleworking from home experiences during the COVID-19 pandemic among public health workers (TelEx COVID-19 study). *BMC Public Health*, 22, 674, DOI: [10.1186/s12889-022-13031-0](https://doi.org/10.1186/s12889-022-13031-0).
7. Raišien, A., Rapuano, V., Varkulevičiūt, K. and Stachová, K. (2020). Working from Home – Who Is Happy? A Survey of Lithuania’s Employees during the COVID-19 Quarantine Period. *Sustainability*, 12(3), 5332, DOI: <https://doi.org/10.3390/su12135332>.
8. Danziger, J. and Andersen, K. (2022). The Impacts of Information Technology on Public Administration: «An Analysis of Empirical Research from the «Golden Age» of Transformation». *International Journal of Public Administration*, 25(5), 591-627, DOI: [10.1081/PAD-120003292](https://doi.org/10.1081/PAD-120003292).
9. Svidroňová, M., Meričková, B. and Nemeč, J. (2016). Telework in Public Sector Organizations. *Central European Public Administration Review*, 14(2-3), 121-137, DOI: [10.17573/ipar.2016.2-3.06](https://doi.org/10.17573/ipar.2016.2-3.06).
10. Pisár, P., Prišćáková, S., Špaček, D. and Nemeč, J. (2022). Digitization as a tool of e-government in selected public services of the state: international comparison of Slovakia and the Czech Republic. *Administratívni Management Public*, 39, 111-132, DOI: [10.24818/amp/2022.39-07](https://doi.org/10.24818/amp/2022.39-07).
11. Madureira, C. and Rando, B. (2022). Teleworking in Portuguese public administration during the COVID-19 pandemic Advantages, disadvantages, work-life balance and motivation. *Work organization, labour & globalization*, 16(2), 119-139, DOI: [10.13169/workorglaboglob.16.2.0119](https://doi.org/10.13169/workorglaboglob.16.2.0119).
12. Valovaya, Yu. (2021). Osobennosti udadenного rezhima raboty na gosudarstvennoj sluzhbe. 4th All-Russian Scientific and Practical Conference “Theory and Practice of the Efficiency of State and Municipal Administration”. Kursk, 134-139 (In Russian).
13. Dmitriev, M. and Krapil, V. (2021). Ocenka potenciala distancionnoj zanyatosti gosudarstvennyh sluzhashchih. *Voprosy teoreticheskoy ekonomiki*, 1, 35-47, DOI: [10.24411/2587-7666-2021-10103](https://doi.org/10.24411/2587-7666-2021-10103) (In Russian).
14. Chudinovskih, M. (2019). Gosudarstvennaya politika upravleniya distancionnoj zanyatost'yu: opyt Rossii i SSHA. *Bulletin of the Baikal State University*, 29(4), 646-652, DOI: [10.17150/2500-2759.2019.29\(4\).646-652](https://doi.org/10.17150/2500-2759.2019.29(4).646-652) (In Russian).
15. Absattarov, M. (2021). Ob organizacii kontrolya dokumentov i poruchenij v usloviyah udalenoj raboty. *Gosudarstvennoe upravlenie i gosudarstvennaya sluzhba*, 2(77), 16-23, DOI: <https://doi.org/10.52123/1994-2370-2021-50>.
16. Dulambaeva, R. T. and Zhumasheva, M. B. (2021). Cifrovaya transformaciya: retrospektiva i razvitie informacionno-kommunikacionnyh tekhnologij v Kazahstane. *Bulletin of «Turan» University*, 3, 124-132, DOI: <https://doi.org/10.46914/1562-2959-2021-1-3-124-132> (In Russian).
17. Rakhmetulina, Z. B., Urekeshova, A. B. and Aidarova, A. B. (2022). Labor market in the context of digitalization. *Bulletin of «Turan» University*, 4, 130-142, DOI: <https://doi.org/10.46914/1562-2959-2022-1-4-130-142> (In Russian).

18. Bokayev, B., Torebekova, Z., Davletbayeva, Z. and Zhakypova, F. (2021). Distance Learning in Kazakhstan: Estimating Parents' Satisfaction of Educational Quality During the Coronavirus. *Technology, Pedagogy and Education*, 30(1), 27-39, DOI: 10.1080/1475939X.2020.1865192.

19. Prezident Kazahstana posetil blokpost na v"ezde v goroda Nur-Sultan. (2020). Official website of the President of the Republic of Kazakhstan. Retrieved February 12, 2023, from [https://www.akorda.kz/ru/events/astana\\_kazahstan/visits\\_to\\_objects/prezident-kazahstana-posetil-blokpost-na-vezde-v-gorod-nur-sultan](https://www.akorda.kz/ru/events/astana_kazahstan/visits_to_objects/prezident-kazahstana-posetil-blokpost-na-vezde-v-gorod-nur-sultan) (In Russian).

20. Dolya pol'zovatelej seti Internet ot obshchego chisla naseleniya v vozraste 6-74 let, v razbivke po polu. (n. d.). Bureau of National Statistics of the Agency for Strategic Planning and Reforms of the Republic of Kazakhstan. Retrieved February 12, 2023, from [https://gender.stat.gov.kz/page/frontend/detail?id=103&slug=6-74&cat\\_id=11&lang=ru](https://gender.stat.gov.kz/page/frontend/detail?id=103&slug=6-74&cat_id=11&lang=ru) (In Russian).

21. Prem'er-ministr Kazahstana poruchil razvivat' Kazahstan kak cifrovoj regional'nyj hab. (2023). News Portal "El.KZ". Retrieved February 14, 2023, from [https://el.kz/en/kazakh-pm-instructs-to-develop-kazakhstan-as-a-digital-regional-hub\\_62607/](https://el.kz/en/kazakh-pm-instructs-to-develop-kazakhstan-as-a-digital-regional-hub_62607/) (In Russian).

22. My obyazany predostavit' lyudyam kachestvennyj internet. (2023). Live news Kazakhstan today. Retrieved February 12, 2023, from [https://www.kt.kz/rus/state/\\_1377946177.html](https://www.kt.kz/rus/state/_1377946177.html) (In Russian).

23. Zakon Respubliki Kazahstan ot 1 iyulya 2021 goda № 61-VII ZRK O vnesenii izmenenij i dopolnenij v Trudovoj kodeks Respubliki Kazahstan po voprosam sovershenstvovaniya pravovogo regulirovaniya distancionnoj raboty. (2021). Adilet. Retrieved February 12, 2023, from <https://adilet.zan.kz/rus/docs/Z2100000061/history> (In Russian).

24. Zhailganova, A. (2020). Gosudarstvennoe upravlenie i doverie v novoj real'nosti. Agency of the Republic of Kazakhstan for Civil Service Affairs. Retrieved February 12, 2023, from <https://www.gov.kz/memleket/entities/qyzmet/press/news/details/110041?lang=ru> (In Russian).

25. Udalennoe rabochee mesto. (2020). Information Security Committee of the Ministry of Digital Development, Innovation and Aerospace Industry of the Republic of Kazakhstan. Retrieved February 12, 2023, from <https://www.gov.kz/memleket/entities/infsecurity/press/article/details/30054?lang=ru> (In Russian).

## ҚАШЫҚТЫҚТАН ЖҰМЫСПЕН ҚАМТУДЫҢ ҚАЗАҚСТАН РЕСПУБЛИКАСЫНДАҒЫ МЕМЛЕКЕТТІК ҚЫЗМЕТШІЛЕР ЖҰМЫСЫНЫҢ ТИІМДІЛІГІНЕ ӘСЕРІ

С. Ибраев<sup>1\*</sup>, Ю. Немец<sup>2,3</sup>, Л. Кусаинова<sup>1</sup>

<sup>1</sup>Қазақстан Республикасы Президентінің жанындағы Мемлекеттік басқару академиясы,  
Астана, Қазақстан Республикасы

<sup>2</sup>Masaryk University, Брно, Чехия

<sup>3</sup>Matej Bel University, Банска-Бистрица, Словакия

---

### АНДАТПА

*Зерттеудің мақсаты* – Қазақстан Республикасындағы мемлекеттік басқару жүйесінде, COVID-19 пандемиясы жағдайында және қазіргі уақытта қашықтықтан жұмыспен қамтудың тиімділігіне байланысты мәселелерге назар аудару. Қазақстанда мемлекеттік қызметшілердің қашықтан жұмыс істеуін ұйымдастыру тәсілі қоғам тарапынан назардың маңызды объектілерінің біріне айналуға, өйткені олар халықтың өмір сүру сапасы мен әл-ауқатының деңгейіне үлкен әсер етеді.

Мақалада пандемия жағдайында мемлекет қабылдаған, Қазақстанның мемлекеттік секторында жұмыспен қамтудың икемді нысандарын құру бойынша жағдай жасайтын әкімшілік шаралар қаралды, сондай-ақ мемлекеттік қызметшілердің қашықтан жұмыс істеудің ағымдағы жай-күйінің тиімділігін бағалау бойынша жауаптары ұсынылды.

*Әдістеме* – зерттеу Scopus, Web of Science халықаралық дерекқорларынан, ресейлік және қазақстандық ғылыми журналдардан жиналған мемлекеттік сектордағы қашықтықтан жұмыспен қамту тақырыбы бойынша ғылыми жұмыстар негізінде, сондай-ақ статистикалық деректер, Қазақстан Республикасының Үкіметі қабылдаған жекелеген шараларды талдау және мемлекеттік қызметшілерге әлеуметтік сауалнама негізінде құрылған.

*Зерттеудің бірегейлігі / құндылығы.* Талдау Қазақстанда мемлекеттік басқару жүйесіндегі қашықтықтан жұмыс істеудің тиімділігін арттыруға көп көңіл бөлінеді деген қорытынды жасауға мүмкіндік береді, сонымен бірге, әлеуметтік сауалнама нәтижелеріне сәйкес, мемлекеттік қызметшілер қашықтықтан жұмыс режимі кезінде мемлекеттік қызметшілердің физикалық және психологиялық жағдайына, цифрлық сауаттылық деңгейіне, материалдық-техникалық базаны және цифрлық қауіпсіздік жеткіліксіз және заңнамалық деңгейде пысықтауды талап етеді.

*Зерттеу нәтижелері.* Алынған мәліметтер негізінде авторлар Қазақстан Республикасының Мемлекеттік басқару жүйесінде қашықтықтан жұмыспен қамтудың тиімділігін арттыру бойынша бірқатар ұсыныстар ұсынады.

*Түйін сөздер:* мемлекеттік басқару, мемлекеттік қызметшілер, қашықтан жұмыс, COVID-19, пандемиядан кейінгі кезең, Қазақстан.

*Алғыс:* Мақала № 21-471711 гранты аясында Чех гранттық агенттігімен дайындалған және бірлесіп қаржыландырылған.

## ВЛИЯНИЕ ДИСТАНЦИОННОЙ ЗАНЯТОСТИ НА ЭФФЕКТИВНОСТЬ РАБОТЫ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ В РЕСПУБЛИКЕ КАЗАХСТАН

С. Ибраев<sup>1\*</sup>, Ю. Немец<sup>2,3</sup>, Л. Кусаинова<sup>1</sup>

<sup>1</sup>Академия государственного управления при Президенте Республики Казахстан,  
Астана, Республика Казахстан

<sup>2</sup>Масариков университет, Брно, Чехия

<sup>3</sup>Университет Матея Бела, Банска-Бистрица, Словакия

---

---

### АННОТАЦИЯ

*Цель исследования* заключается в привлечении внимания к вопросам, связанным с эффективностью дистанционной занятости в системе государственного управления в Республике Казахстан, в условиях пандемии COVID-19 и в настоящее время. Подход к организации удаленной работы государственных служащих в Казахстане становится одним из важных объектов внимания со стороны общества, так как имеют большое влияние на уровень качества жизни и благосостояния населения.

В статье рассмотрены административные меры, принятые государством в условиях пандемии, создающие условия по созданию гибких форм занятости в государственном секторе Казахстана, а также представлены ответы государственных служащих по оценке эффективности текущего состояния удаленной работы.

*Методология* – исследование построено на основе научных работ по теме дистанционная занятость в государственном секторе, собранных из международных баз данных Scopus, Web of Science, российских и казахстанских научных журналов, также на основе статистических данных, анализа отдельных мер, принятых Правительством Республики Казахстан и социологического опроса государственных служащих.

*Оригинальность/ценность исследования.* Анализ позволяет сделать вывод, что в Казахстане уделяется большое внимание повышению эффективности дистанционной работы в системе государственного управления, в то же время, согласно результатов социологического опроса государственные служащие

отметили, что не смотря на позитивное влияние на физическое и психологическое состояние государственных служащих при удаленном режиме работы, уровень цифровой грамотности, материально-технического оснащения и цифровой безопасности является недостаточным и требует доработок на законодательном уровне.

*Результаты исследования.* На основании полученных данных авторы предлагают ряд рекомендаций по повышению эффективности дистанционной занятости в системе государственного управления Республики Казахстан.

*Ключевые слова:* государственное управление, государственные служащие дистанционная работа, COVID-19, постпандемийный период, Казахстан.

*Благодарность:* Статья подготовлена и совместно профинансировано Чешским грантовым агентством в рамках гранта № 21-47171L.

#### ABOUT THE AUTHORS

**Samat Ibrayev** – doctoral student, Academy of Public Administration under the President of the Republic of Kazakhstan, Astana, Republic of Kazakhstan, email: s.ibrayev@apa.kz\*

**Juraj Nemec** – CSc., Professor, Masaryk University, Brno, Czech Republic, Matej Bel University, Banská Bystrica, Slovakia, email: juraj.nemec@umb.sk

**Larissa Kussainova** – candidate of economical sciences, Professor, Academy of Public Administration under the President of the Republic of Kazakhstan, Astana, Republic of Kazakhstan, email: l.kussainova@apa.kz

MPНТИ 06.71.02

JEL Classification: H70

DOI: <https://doi.org/10.52821/2789-4401-2023-1-47-59>

#### АТОМНАЯ ЭНЕРГЕТИКА РЕСПУБЛИКИ КАЗАХСТАН: ПРОБЛЕМЫ И ТЕНДЕНЦИИ

**Б. М. Мусин<sup>1\*</sup>, Э. Нурлан<sup>1</sup>**

<sup>1</sup>Академия государственного управления при Президенте Республики Казахстан,  
Астана, Республика Казахстан

---

---

#### АННОТАЦИЯ

*Целью исследования* является изучение уровня информированности населения, прозрачности и доверия к власти в рамках проводимой государственной политики по строительству атомной станции.

*Методология.* В данной работе применены качественные и количественные методы исследования. Для анализа проводимой государственной политики по энергетической безопасности страны, а именно строительства АЭС, в исследовании применяется социологический онлайн опрос среди населения. В данной работе использован онлайн опрос на базе Google Survey. В опросе участвовали 108 респондентов. Также, для анализа и оценки внешних факторов развития атомной энергетики нами рассмотрен PEST-анализ (политические, экономические, социальные и технологические факторы). Также представлены в работе информационные материалы государственных институтов, информационно-новостные статьи, а также обзор международного опыта в сфере атомной энергетики.

*Оригинальность / ценность исследования.* Общество играет важную роль в решении наиболее актуальных и острых политических вопросов страны. Информированность и мнение граждан способствует развитию в обществе положительное отношение к принимаемым политическим решениям в госу-