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The use of project management methods in the professionalization of management personnel

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Thesis abstract

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Project management methods have become increasingly prevalent in various industries as organizations strive for efficiency, effectiveness, and successful delivery of projects. This thesis explores the role of project management methods in the professionalization of management personnel. It examines how the application of project management principles and techniques contributes to enhancing the skills, knowledge, and competency of managers, leading to improved organizational performance.

The thesis reviews existing literature on project management and professionalization, highlighting the key benefits and challenges associated with the use of project management methods in management development. It discusses how project management provides a structured framework for planning, organizing, and executing projects, enabling managers to effectively manage resources, mitigate risks, and to achieve project objectives. Furthermore, it explores how project management fosters cross-functional collaboration, enhances communication and leadership skills, and promotes a systematic approach to problem-solving.

The study also addresses the challenges that organizations may face when implementing project management methods as part of management professionalization initiatives. These challenges include resistance to change, resource constraints, and the need for training and development programs. The thesis offers insights into strategies to overcome these challenges, such as change in organizational culture, executive support, and investment in continuous learning and development.

In conclusion, the use of project management methods plays a vital role in the professionalization of management personnel. It equips managers with valuable skills and knowledge necessary for effective project delivery and overall organizational success. However, organizations need to address potential challenges and invest in the necessary resources and training to fully leverage the benefits of project management methods in management professionalization efforts.

¹Keywords: project management, management professionalization, skills development, organizational performance, leadership, collaboration.

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Terms and Abbreviations

ARKCSA	–	Agency of the Republic of Kazakhstan for Civil Service Affairs
MDIAIRK	–	Ministry of Digitalization, Innovation and Aerospace Industry of the Republic of Kazakhstan
APAPRK	–	Academy of Public Administration under the President of the Republic of Kazakhstan
MNE RK	–	Ministry of National Economy of the Republic of Kazakhstan
NPO	–	National Project Office
ASPR R K	–	Agency for Strategic Planning and Reforms of the Republic of Kazakhstan
DGO	–	Digital Government Office
GA	–	Government agency
SDG	–	Sustainable Development Goals
PMIS	–	Project Management Information System
NPMS	–	National Project Management system
LEB	–	Local executive body
PMC	–	Project Management Center of the Office of the Prime Minister of the Republic of Kazakhstan
RLA	–	Regulatory legal acts
OECD	–	Organization for Economic Cooperation and Development
RBP	–	Republican Budget program

1 INTRODUCTION

This work is devoted to the study of the implementation of project management in government organizations and its improvement as a tool to increase efficiency. In addition, the master's project will provide general information on project management, its brief history, what work is currently being carried out in this area by the Government of the Republic of Kazakhstan, in particular by state bodies and other organizations.

What is project management. As we are all used to, a project is associated with the implementation of a certain object. There is also the term "project documentation", the development of which is carried out within the framework of certain norms and rules for the construction / design of various facilities.

However, project management implies a completely different meaning. This is not a new direction, it existed before, in different epochs of the development of our world, but there was no systematic or comprehensive view of management.

For example, the construction of historical objects that exist to this day. These are the pyramids in Egypt, the Great Wall of China are direct proof, given that their goals and functionality were different.

But they did not have a holistic concept for achieving the tasks set, there was no systematic and comprehensive set of tools, there were no clear project roles and functions that are present in today's project management.

We can say that over the past fifty years, project management has been developing and improving in various industries. Today project management has become a professional activity and is used in various directions.

Given the huge competition and development of the leading countries, there is a need to improve the system of public administration. It is quite important that a dynamically developing country should have the appropriate qualified personnel.

And today, the issue of professionalization of the state apparatus and the implementation of public administration reforms remains relevant in the Republic of Kazakhstan.

The adopted "Strategy Kazakhstan-2050" provides for the improvement of the management resource by creating modern institutions for corporate governance and management in the field of public service.

To date, many state projects and programs in Kazakhstan have been thoroughly developed and characterize a clear sequence and logic, but often they are not completed or are not implemented at all. Such ineffective programs cause discontent among the population and become the basis for a decrease in people's confidence in the government. Proper and coordinated project management allows you to predict all kinds of risks that may arise at all stages of the project life cycle, and also allows you to organize, plan and control projects in the most optimal way. That is why recently the discipline of project management has been considered as a separate direction in management, and the profession of a project manager has become in demand and now implies an expert capable of applying a wide range of methods and tools in practice.

One of the main reasons mentioned by experts is the inconsistency of the implementation of a particular program, the pursuit of many initiatives at the same time and an insufficient level of control. In addition, there is no responsibility for the achievement or non-achievement of program targets, which ultimately leads to the inability to coordinate the entire process of policy implementation. However, the Government of Kazakhstan is taking steps to form a new model of public administration. The state implements advanced management methods at all levels of government. One of these methods is project management. World experience shows that project management tools allow the most effective implementation of state projects and programs. Efficiency consists in significant savings in material and human resources.

In Kazakhstan, elements of project management are being introduced into the public sector, but there is still no holistic systematic project-oriented approach to planning and implementing government projects and programs. Meanwhile, today the state programs are interconnected and together they make up the documents of the state planning system.

The purpose of the study

Elaboration of concrete proposals for the development of the project management system based on the analysis of the work and stages of the implementation of project management elements in the public sector of the country.

The hypothesis of this study is as follows: there are established complexes of selectively involved elements of flexible methodologies, the use of which positively affects the success of management in the public sector of the country.

To achieve this goal and test the hypothesis, **the following tasks were set:**

1. To analyze the academic literature on the topic:
 - a. To define the concept of flexible methodologies;
 - b. To determine the criteria for the success of the project;
 - c. To evaluate the effectiveness of the use of flexible methodologies and limitations of application.
2. Select a list of the studied elements of flexible methodologies.
3. Develop a questionnaire for conducting the survey.
4. Organize and conduct a questionnaire survey.
5. Interpret the results obtained.
6. To form practical recommendations on the use of flexible methodologies.
7. Determine the further direction of the study.

The work will consist of 8 parts.

2 THEORETICAL FOUNDATIONS OF THE USE OF THE PROJECT APPROACH IN PUBLIC ADMINISTRATION

2.1 The essence and significance of the project approach in public administration

At present, a necessary condition for sustainable economic growth is to increase the efficiency of the public administration system. The need for public administration arises from the need to ensure the implementation of state policy aimed at the effective use of natural, financial, material and information resources.

In the modern conditions of formation and development of the Republic of Kazakhstan, an important task is to improve the approaches of the public administration system. The practical application of this system is not feasible without understanding and scientific substantiation of theoretical approaches to the study of public administration mechanisms. Without revealing the concept of "public administration approaches", it will be difficult to solve the problem of increasing its effectiveness, because the effectiveness of the public administration system depends on the availability of a set of properly coordinated, purposeful, successfully operating and functioning approaches.

In terminological dictionaries, a different interpretation of the word "approach" is given (Alasoini & Kajander, 2019):

- a set of techniques, methods in influencing someone, in studying something, in doing business;
- a set of techniques for treating someone or something, considering something or influencing someone or something;
- a set of techniques, methods in influencing something, introducing cases, studying something and others;
- a method or certain actions (procedures), used or undertaken to complete a task or solve a problem;
- a way of considering a problem;
- a set of techniques, methods in influencing someone, in studying something, awakening to something.

As we can see from the above definitions, the approach in all interpretations is defined as a set of techniques and methods of influence of the subject in the study of an object.

In our opinion, in the system of public administration, the approach is a direction of consideration of a process, a phenomenon in which, in relation to the object of management, the methodology of public administration should be implemented.

In this regard, we consider it appropriate to consider various approaches in public administration that are used to implement public policy to achieve specific goals. In the theory of public administration, the following approaches are traditionally distinguished:

- an approach based on the allocation of various schools of management;
- process approach;
- system approach;
- situational approach;
- institutional approach;
- functional and structural approach;
- program-targeted approach;
- project approach.

The approach from the position of distinguishing different schools in management includes four actually different points of view.

These are the schools of scientific management, (Gilbert, 1991; Grant, 2007; Taylor, 1911) administrative management (Fayol, 1949; Urwick, 1952; Weber, 1978; Argyris, 1957; Blake & Mouton, 1964; Follett, 1924; Likert, 1961; Maslow, 1943; Mayo, 1933; McGregor, 1960); as well as management science, or quantitative methods (Anderson et al., 2018; Heizer et al., 2016; Hillier & Lieberman, 2013; Render et al., 2018; Stevenson, 2018).

Representatives of each of these areas believed that they had managed to find approaches to the most effective achievement of management goals. Later researchers then proved that many of the answers to public administration questions were only partially correct in limited situations. Nevertheless, each of these schools has made a significant contribution to this area and overlap in the use of different approaches to public administration.

The process approach has a rich history of scientific and practical research and application, given that historically it emerged the very first. The foundations for the process approach

were laid by Taylor (1911) and such representatives of the school of "scientific management" as Frank and Lillian Gilbert (1917), Ford (1903), Gratt (2007), and more fully developed by representatives of the school of "administrative management": Fayol (1949), Urwick (1952) and Weber (1978).

The process approach defines management as a series of continuous interrelated management functions. Researchers offer various lists of functions. The most optimal option is proposed by (Argyris, 1957) who identifies the following functions: planning, organization, management, motivation, leadership, coordination, control, communication, research, evaluation, decision-making, recruitment, representation and negotiation or conclusion of transactions.

The system approach is the fundamental principle of the organization of public administration as a system and ensuring its functioning and development. It reflects an objectively necessary form of organization of public administration. This approach includes two aspects (Gilbert, 1991):

- system analysis as a way of explaining the objects and processes of public administration and developing its theoretical model;
- system-creative activity as a practical process of implementing system management. The organization and reproduction of the system are connected with system analysis as practice with theory

Many well-known scientists believe that the main idea of the system approach is to recognize the interrelationships and interdependence of elements, subsystems and the entire system of public administration with the external environment.

The structural elements of the public administration system usually include: institutional, regulatory, functional-structural, communicative, professional-personnel and professional-cultural subsystems (Grant, 2007).

According to Weber (1978),

"... the essence of a systematic approach to public administration consists, firstly, in considering objects and subjects of management as systems as interrelated sets of elements; secondly, in guiding the principles of a systematic approach in the analysis and synthesis of objects and subjects of management as systems;

thirdly, in using methods a systematic approach for the analysis and synthesis of management subjects as systems".

The above views of scientists indicate that both in the theory of public administration and in scientific management as a whole, much attention is paid to the systematic approach. Given that society is constantly evolving and changing, the strategy of public administration cannot be the object of accurate forecasting and planning. Nevertheless, the systematic approach focuses on the development of strategic management, which establishes common goals and ways of behavior of public administration as a whole.

Researchers of the situational approach to public administration argue that there are no optimal structures. Moreover, public administration should be organized in such a way that it is at the level of the complexities and dynamics of modern society. The main idea of the situational approach is to analyze the situation, that is, a specific set of circumstances that strongly affect a given administrative organization at a given time. Since a new situation is constantly at the center of attention, "situational thinking" takes on special importance within this approach. Using this approach, it is possible to better understand which techniques will contribute more to achieving goals in a particular situation (Fayol, 1949).

In our opinion, the development of the public administration system largely depends on the correct choice of situational variables of the external environment. The main situational variables of the external environment include such factors as the political process, the state of the world economy, scientific and technological progress, socio-cultural changes, etc.

In the institutional approach, the subject of study are institutions and institutions that participate in the development and implementation of managerial (political, administrative and legal) decisions.

The state, with an institutional approach, performs certain functions assigned to it by citizens: controls activities related to the specification and protection of the rights of owners; creates channels related to the exchange of information; develops standards; creates areas related to the actual exchange of goods and services; forms a law enforcement system and produces public goods.

The effective use of an institutional approach in public administration should reduce transaction costs in the market. This, in turn, will promote the equality of entrepreneurs and maintain an optimal combination of the level of competition between them.

The application of the functional-structural approach in public administration involves focusing on the classification of functions, differentiation of structural units, organizational resources of state bodies and the entire management system as a whole.

In modern management theory, the functional-structural approach includes two aspects. Functional aspect: the study of the internal mechanism of the functioning of the system elements, as well as the study of the external functioning of the system – the interaction of the system with the external environment. Structural aspect: elucidation of the components that make up this system; determination of the natural connections of these components (Stevenson, 2018).

It should be noted that the functional-structural approach can be successfully applied to solve the following tasks: establishing a link between the internal structure and the functions performed by the entire public administration system; developing the structure of a public administration body depending on the functions performed; determining the number of managerial personnel depending on a number of specific factors.

The program-target approach in public administration is the most common means of implementing public policy, which links policy goals (plans, projects) with the available resources of target programs.

According to Grant (2007), the program-target approach is a method of highlighting the main goals and objectives of state, economic, social, environmental and cultural, territorial development, the development of mutually agreed measures for their implementation in a timely manner.

To date, the program-target approach is used as a tool for implementing the state social and economic policy of the development of the country and its individual regions, along with methods of forecasting and indicative planning, in order to: strengthen the unity and integrity of the state; overcome significant differences between regions in terms of development factors, create prerequisites for the self-development of regions, functioning without transfers.

The project approach in public administration is one of the most progressive methodological approaches to the implementation of purposeful activities of the state.

According to many scientists Anderson et al. (2018), the project approach in public administration, along with the program-target approach, has recently received significant development. Its advantages are manifested in those cases when a quick solution of an unusual situation, some main task is required, when there is a certain instability of the external environment. The project approach allows for a greater concentration of resources in priority areas, reducing administrative and bureaucratic barriers in decision-making. However, in order to consider that the activity is based on a project approach, it is not enough to simply call the management object "project" and create a structural unit "project manager". The project approach implies the creation of special conditions and the use of special standards.

The project approach is a fairly new direction in science, so it is difficult to fully assess today its true impact on the theory and practice of public administration. In order to determine the significance of the project approach in public administration, we need to disclose its key categories: "project" and "project management".

American scientists Gray and Larson (2003) believe that "a project is a complex, non-repetitive, one-time event, limited in time, budget, resources, as well as clear instructions for implementation, developed for the needs of the customer".

Another foreign researcher Kittinger (1982) calls the project "an investment activity in which financial resources are spent to create real assets that produce benefits for a long time" and "an activity on which money is spent in anticipation of returns and which is logically subject to planning, financing and is carried out in the form of a certain unit".

Steinbuch (1998) offers a concise definition: "a project is a one-time intention to complete a task."

Kazakh scientists have also contributed to the definition of the essence of the concept of "project". Domestic researchers Ospanov and Mukhambetov (1997) describe the project and the investment project as follows: "In essence, the project means the form of registration of the investment plan ... The investment project ... acts as an organizational and economic

action plan of the investor-borrower and a financial and economic justification of its effectiveness".

Another domestic economist Alzhanova (2004) believes that the project is a specially designed proposal to change the activities of the enterprise, pursuing a specific goal.

In his monograph "Innovative project: concepts, algorithms, marketing, management" Mustafin (2008) gives the following definition: "The project is a complex, non-recurring event involving the introduction of a new one, limited in time, budget, resources, as well as clear instructions for implementation, developed for the needs of the customer".

According to researcher Mukanov (2004) a project is a process of purposeful change of a technical, economic, financial or social system, its transfer from one state to another.

The Entrepreneurial Code of the Republic of Kazakhstan defines the concept of "industrial and innovative project". An industrial and innovative project is a set of measures aimed at technology transfer, creation of new or improvement of existing production facilities, technologies, goods, works and services implemented within a certain period of time (Code, 2023).

For a comprehensive analysis of the concept of a project, one should also turn to international theory and practice.

Thus, the World Bank under the project means a set of interrelated activities designed to achieve within a given period of time and with a fixed budget, the tasks set with clearly defined goals (Bank, 2023).

According to the ISO 21500 international standards, "a project is a unique set of processes consisting of coordinated and manageable tasks with start and end dates undertaken to achieve a goal." Achieving the project goal requires obtaining results that meet pre-defined requirements, including time, money and resources.

According to the German Industrial Standard DIN 69 901, a project is defined as "a design (intention), which is largely characterized by one-time conditions in their totality, for example, setting a goal, temporary, financial, human or other restrictions, differentiation from other intentions and specific organization of the project".

Analyzing the definitions of the concept of "project" by various scientists, international associations and standards, it is possible to identify some conditions and features inherent in this concept.

Having considered the various definitions of the concept of "project", it is possible to identify its characteristic features:

1. of start and end dates. A project is a short-term activity. The terms are determined by the plan;
2. The result of each project is a unique product or service;
3. focus of the project on achieving certain goals. This feature follows from the drawn up plan. That is, in fact, as many resources are attracted and used as required based on the plan.

The development of the project approach as a promising form of management is based on the methodology and the use of management tools, in which the concept of a project is the basis, including a meaningful characteristic of the subject and object of management. In turn, practical project activities are carried out on the basis of national and/or international approaches, recommendations and standards developed as a result of generalization of practical experience in both commercial and public administration. It should be noted that, despite a sufficiently long period of application of the project approach, the interpretation of the concept and the concept of the definition of the project continues to change due to the development of the theory and practice of project activities.

Thus, in the practice and methodological materials of the German Project Management Association, the concept of "project" is defined through a set of significant features, the most important of which are the uniqueness of goals, novelty, urgency and limited resources, the presence of which is sufficient to consider the management object as a project (Anderson et al., 2018). As a rule, these signs make it possible to distinguish those types of activities that can be described by the concept of "project" from those for which it is impossible to do this.

A common feature of the works of these researchers is the consideration of the project approach as a form of management activity.

At the same time, the author considers it necessary to emphasize that the project approach consists primarily in designing – choosing goals and priorities, forming projects, and only then – in the project method of organizing activities, in other words – in project management.

The most important feature of using the project approach is its positive, all other things being equal, impact on the effectiveness of the organization.

Summing up the characteristics noted in the listed works, the following can be distinguished:

- strategic – captures the emerging relationship of strategic and operational management in the current project management activities;
- economic – shows the effective distribution of financial and material resources, ensuring their concentration on solving priority tasks by reducing the dispersion of resources, searching for internal reserves, strengthening control functions;
- organizational – ensures the orientation of departments to achieve the goals of the project, the organization of teamwork, reduces competition in current activities;
- motivating – notes the orientation of the project participants in achieving the ultimate goal, improving the efficiency of professional functions, reduces the loss of working time;
- consolidating – confirms the increase in the validity of decisions made in the organization due to the combined efforts of managers and specialists, excluding subjectivism and official abuse;
- communicative – demonstrates the coordinated work of the project team, which, from the practice of working in one project, extends to all the current activities of the organization, promotes the exchange of experience, improving the competencies of employees and team building;
- structured – related to the establishment of horizontal ties, the creation of temporary working groups, the exclusion of unnecessary structures and divisions.

Thus, based on the generalization of the above, we will consider the project as a unique set of actions, elements, processes that unfold and are carried out within a limited, predetermined period of time, and aimed at achieving the set goals and final results in this particular situation, characterized by the presence of limited managerial, financial and material resources.

At the same time, the application of the project approach is justified if the goals that are most significant for solving the tasks of socio-economic development are chosen, and their achievement is focused on the minimum time and / or the amount of funds spent.

This definition of a project is inherently ambiguous, as a result of which it is used in various spheres of economics and management activities, as a result of which the differences of projects consist primarily in the diversity of their results, which can become:

- a product that is an end product, or a part (component) of another product, or its improvement; a service and/or technology (procedure) for its provision; a document (for example, a draft regulatory act, a research project that provides new knowledge, information, regulations useful for practical application).

The development of the project approach in the field of public administration requires a radical restructuring of the entire management system, the transition from a process approach to result-oriented activities.

For the implementation of projects, as a rule, it is envisaged to create a special organizational structure and appropriate management bodies.

The process of preparation and implementation of any project requires consistent passage of a number of mandatory stages (Alzhanova, 2004):

- analytical, giving an analysis of the situation, existing problems and challenges;
- targeted, aimed at choosing priorities, building a hierarchy of tasks and determining results;
- instrumentalization, which allows you to select the most effective tools used in the implementation of the project;
- building plans and roadmaps, identifying key points of the project;
- project budgeting;
- assignment of project performance indicators and methods of their evaluation;
- definitions of project management bodies and key figures;
- determining the procedure for approval, making changes to the project documentation, termination and completion of the project.

The implementation of the project approach in the current activities of federal and regional executive authorities, local governments and budget organizations, in turn, involves:

- development of project preparation and implementation management methodology;
- creating and ensuring the work of new collegial bodies and departments that ensure work with projects;
- changing the system of training and development of employees related to projects;
- creation of a project incentive system; implementation of a project management information system;
- audit of projects;
- integration of all elements of the control system with each other.

The practice of its use requires increasing the competencies of civil servants, the formation of cohesive project teams and a significant interest in achieving the final results and successful completion of projects.

In our study, the focus is not on the project itself, but on the application of the project approach in public administration. In view of, that management includes various processes, each of them is given special attention. The project approach in public administration, as a form of management, in principle arises in parallel when initiating the project itself. That is, the project cannot exist without project management, since the project itself is the object of management.

Based on the above, it becomes obvious that the applied interpretation of the concept of "project management" can be transformed into the practice of public administration.

In the system of public administration, project management involves the transition from monitoring the situation to a comprehensive system analysis, forecasting and planning of specific measures aimed at solving them.

Approbation and formation of project management in the public administration system can be carried out with the help of state projects that concentrate financial, administrative and public resources on priority areas of the country's development.

In our opinion, a state project is a system of processes aimed at achieving the strategic goals of the state to create a unique product or service within a certain period of time.

When applying the project approach in public administration, it is necessary to coordinate and concentrate the activities of authorities at various levels on strategic directions, and the tasks solved for this should be distributed as accurately and reasonably as possible by levels of authority and available resources between the relevant authorities.

In our opinion, the application of the project approach in public administration:

- more clearly defines the goals of state programs and criteria for their achievement;
- optimizes resources;
- identifies and identifies risks;
- monitors the implementation of state programs in more detail;
- increases the socio-economic effectiveness of programs.

Thus, the generalization of the theoretical issues of the project approach in public administration leads us to the following conclusions.

Firstly, in the system of public administration, the concept of "approach" is a direction of consideration of a process, a phenomenon in which, in relation to the object of management, the methodology of public administration should be implemented. Therefore, various approaches are used to implement public policy in the public administration system (an approach based on the allocation of different schools of management; a process approach; a system approach; a situational approach; an institutional approach; a functional-structural approach; a program-target approach; project approach), which have their advantages and disadvantages.

Secondly, during the analysis of the definitions of the term "project" by various scientists and international associations and standards, we identified the characteristic features inherent in this concept (the presence of start and end dates, uniqueness, the focus of the project on achieving certain goals), and also proposed the author's interpretation of the term "state project".

Thirdly, when applying the project approach in public administration, goals are more clearly defined, resources are optimized, risks are identified and identified, the implementation process is monitored in detail and the socio-economic effectiveness of state programs is increased. Thus, the project approach can be considered a mechanism consisting of the organization, planning, coordination and control of monetary and other resources within certain deadlines for the implementation of the project, with a clear identification of the final goal based on the application of special standards.

2.2 Methodology of integration of elements of the project management system

The project management system is a set of organizational approaches and elements necessary for the implementation of a project. The scope of the application, the specifics of the organization, the complexity of the project and the availability of the necessary resources change the content of the project management system. The system is built in such a way as to meet the strategic goals and production resources of the customer as much as possible.

Let's consider some of the main approaches of the project management system, which are the basis for determining its structural elements:

1. An approach based on the internal development of projects. When using this approach, much attention is paid to specialists involved in the practical implementation of the project. Based on the well-organized work of the staff, new innovative ideas appear, thanks to which projects have the necessary flexibility in modern conditions. At the same time, the internal development of projects depends on (Mukanov, 2004):

- individual development of specialists;
- development of team management, corporate culture and industrial and economic relations;
- industry-wide development and implementation of activities that stimulate the development of project management programs

In our opinion, the problems of internal development of projects are related to:

- unrealistic budget;

- poor management of communications, resources, requirements;
- uncertain criteria for the success of the project;
- poor or even absent risk management;
- insufficiently clear processes of control and change management. Basically, the solution of emerging problems depends on qualifications, experience, possession of basic and advanced skills of project and operational management, personal abilities of project managers.

2. An approach based on high integration of various aspects of project management. This approach is focused on the implementation of the strategic plan of the organization. The relationship of project management with the strategic plan is a guarantee of long-term successful development of the organization.

To achieve the goals of the strategic level of development of the organization, project programs are combined into portfolios and the entire range of project management tools is used. At the same time, it is necessary to clearly define the goals of projects and subprojects, be able to manage the content of projects (intermediate - at the project level; medium priority - at the program level; key - at the portfolio level) (Mustafin, 2008).

In accordance with this approach, project management requires cardinal adjustments – from conducting courses for project managers and specialists to changing the organizational and financial and economic activities of the organization. In this regard, integration includes: the interaction of the project and the strategic plan; the relationship of the structural units of the organization during the management of a specific project.

3. An approach based on the Project Management Development Model (PMMM).

The PMMM model contributes to the development of strategic planning of project objectives. This model includes 5 main levels (common language, common processes, common methodology, comparison, continuous development) reflecting different degrees of development of project management (Render et al., 2018).

As you can see, in order to apply this management model, it is necessary to plan the project correctly from start to finish and clearly monitor the progress of the planned tasks.

Therefore, the progress of the project is carried out on the basis of multilevel sequential work, long chains of approvals, interdependencies, complex budgeting schemes.

4. The marketing approach to project management is aimed at creating ideal products or services that satisfy their consumers as much as possible. For these purposes, the possibilities of a systematic approach are used, in which all the key characteristics of the product are coordinated, its development, production, marketing, etc.

In general, the marketing approach in management (marketing management) is the analysis, planning, implementation of a business plan and monitoring of activities designed to establish, strengthen and maintain profitable exchanges with target customers in order to achieve certain objectives of the organization, such as making a profit, increasing sales, increasing market share, etc. In general, the marketing approach to project management is considered pre-project. Therefore, during the preliminary study, the results are outlined, the timing and effectiveness of the project to obtain the product are determined.

Risk management should be considered as an activity to manage the interaction of the project and risk factors, with the aim of minimizing deviations from previously made decisions.

Results are products of activities (works) that embody previously set goals. The results can be: tangible (products) and intangible (information documents, social effect); direct and indirect; intermediate and final.

Then the tasks and the necessary resources are determined sequentially. In addition, calculations of various types of costs arising during the implementation of the project are made and the achievement of the main objectives of the project is constantly monitored, the necessary adjustments are promptly made.

To implement projects, it is necessary to create a temporary organizational structure and an appropriate project management system. Therefore, the project manager is tasked with creating a management system that includes planning and organizing the execution of work, monitoring and coordinating the actions of all stakeholders of the project.

Levin (2016) believes that the main elements of the SOPM include: methodological, organizational, software-technical and motivational elements.

The methodological elements of the PMS consist of a set of methods, tools, theories and approaches used in the implementation of the project. That is, the methodology is the basis for determining the order of execution of the project.

The organizational elements of the PMS organize the activities of the project participants and their integration within the framework of the project implementation. The organizational elements of the SOPM include:

- 1) management and control bodies (Project Office);
- 2) project team members;
- 3) regulatory documents (rules of interaction of project participants, project management instructions, templates of necessary documents, job descriptions of employees).

The software and technical elements of the PMS include software products that provide automation of strategic planning processes, coordination of financial reporting forms and integration with the document and personnel management system.

Motivational elements of the SOPM are a set of motivations that stimulate employees to effectively perform work within the framework of the project.

In our opinion, these elements are not universal, since according to the general theory of management, effective management is based on planning, organization, control and motivation. Thus, the proposed elements are the basis of the SOPM, which can be supplemented with other elements depending on the special needs of the organization.

In our opinion, this set of elements is the basis of the methodology of the project management system, as it is based on the definition of:

- goals, product, project works (structure of the management object);
- structure and composition of participants in the project and program management system (management entity);

- responsibility centers that distribute functional responsibilities between project participants and establish contacts between them (project management processes).

The object of the project management system is the project itself as a complex of works organized in a special way, aimed at achieving a certain goal, the implementation of which is limited in time, and also associated with the consumption of specific financial, material, labour, etc. resources. In other words, the object of the PMS is the entire life cycle of the project, starting from the identification stage and ending with an assessment of the results of an already implemented project.

The objects of the project management system can be:

- subproject (splitting the project into more manageable components that are managed as projects or transferred to contractors);
- a program (a group of interrelated projects and related activities managed in a coordinated manner to achieve such benefits that are impossible with separate management);
- project portfolio (a set of projects, programs and ongoing activities to ensure them, which are combined to achieve strategic business goals);
- phases of the life cycle of the management object: concept, development, implementation, completion;
- complexes of works, etc.

It should be noted that with the help of PMS facilities, the implementation of the state program becomes more transparent, as a result, the direct executors of the programs can effectively use and manage the available resources (financial, material and human).

The subjects of the project management system are the project participants, who act as one of the main elements of the PMS and carry out the formation of ideas and the implementation of plans.

The subjects of management include:

- the main participants of the project (customer, investor, designer, contractor, manager, etc.);

- project team (technical and management groups);
- auxiliary project participants.

The main subject of the PMS is the customer, who acts as the future owner of the investment object and the user. The customer is engaged in determining the main requirements and scope of the project, ensuring its financing, concluding contracts with various performers, organizing interaction between participants and exercising overall control over the project. The customer may be legal entities or individuals who have pooled their funds in order to implement the project and obtain maximum income.

Investors who invest financial resources in the project can act as a customer. If the investors and customers are not the same persons, then financial and credit organizations, investment and venture funds and other organizations can act as investors. Investors are engaged in concluding agreements (contracts) with the customer, monitoring their implementation and making payments, since they are full participants in the project and owners of all property acquired with their funds.

In domestic practice, it is customary to call design and other specialized organizations responsible for the development of design estimates - the designer; organizations responsible for the implementation of the entire project – the general contractor.

In foreign countries, a person or organization that has the right to professionally, on the basis of a license, develop design estimates, specifications, requirements for bidding (tenders), and sometimes to carry out general project management, is called an architect. And a natural or legal person who has a license to engage in engineering – a complex of engineering and consulting services of a commercial nature for the maintenance of construction, preparation and provision of the process of production and sale of products, operation of industrial and other facilities - an engineer (Anderson et al., 2018).

The whole set of engineering services is divided into services related to the preparation of the production process and services to ensure the normal course of production and sale of products. Firms specializing in the provision of engineering services usually have the status of formally independent, that is, they are not subordinate to industrial, commercial or construction firms. The complex of engineering services includes the implementation of

pre-design works, construction management of facilities, personnel training, supply of machinery and technological equipment and other work.

If contractors, that is, individuals or legal entities performing work under a contract with the customer, will transfer part of the work (for example, of a sanitary nature) to individual enterprises (firms, organizations), then they are considered subcontractors.

In recent years, various organizations or individual specialists (consultants, experts) have been involved in the implementation of an investment project to perform any tasks of a financial, legal, construction and other nature.

An important role in the process of implementing an investment project belongs to the project manager, who works under a contract (contract, hiring, etc.) and has high professionalism in the project management system, since he is directly responsible for the implementation of the entire project. The manager is engaged in planning, monitoring and coordinating the activities of the project participants, in connection with obtaining authority from the customer (investor) or another participant related to the implementation of the project. In parallel with the project manager, the head of the investment project also works, usually a representative of a design or construction company. To the head of the investment project, the customer delegates the authority to implement the project and imposes personal responsibility for the effectiveness of the project.

It should be emphasized that the main and auxiliary participants of the project are mainly directly dependent on the amount of funding, the degree of significance, the role in the social and economic systems and other factors.

For the effective implementation of the project, a working group or project team is formed under the leadership of the manager. A project team is a team that temporarily unites to achieve common goals and solve project tasks.

The project team is divided into 2 groups:

- technical group – members of the project team directly involved in the production of the project product;

- management group – members of the project team, i.e. employees performing management activities during the implementation of the project.

The organizational structure of the created team should meet the main objectives of the project implementation.

Along with the main participants of the project, auxiliary participants may also be involved. These include suppliers, contractors, consultants, the management of the parent organization and other interested parties. Also, employees of the organization can act as stakeholders if organizational changes are made during the implementation of the project.

It should be taken into account that sometimes conflict situations arise between stakeholders, leading to inefficient implementation of the project or to its closure at the initial stage.

The incompleteness of identifying stakeholders and taking into account their interests is an important factor that has a negative impact on the progress and effectiveness of projects. In this regard, it is necessary:

- identify individuals, groups, organizations whose interests may be affected by the implementation of the project;
- identify the main key problems, limitations and opportunities, points of conflict of interests;
- to study the available materials, conduct additional research, contacts and discussions with interested parties.

As we have already noted, the goals of the project are to satisfy the interests of the participants and create a project product.

At the same time, it is necessary to take into account the fact that each participant has their own goals in the project. So, for example, the goals of the participants may be (Armstrong, 2008):

- the customer's goal is to get the project product;
- the goal of the project manager is to achieve the project goal;

- the goal of the sponsor (or investor) is to make a profit from the project;
- the goal of performers is to get paid for their work.

Project management processes are the mechanism of influence of the subject of management on the object of management through decision-making during the implementation of the project.

The bases of classification of project management processes are:

- functional areas of knowledge;
- stages of the management process;
- management levels.

Like any system, SOPM has specific functions. In the international standard PMBOK®, the functional structure of the SOPM consists of 10 areas of knowledge. The content of the areas of knowledge of the PM and their functions are presented in Table 1.

All these functions are implemented through SOPM processes. In the process of project management, its goals and objectives are first determined. At the same time, it should be noted that the problematic aspects of the PM should not be considered only at the stage of the investment phase.

In this regard, the project management process is considered as an integrated process. For example, insufficient knowledge of the investment opportunities of the project and poor conduct of pre-project studies in the pre-investment phase can create financial problems in the investment phase.

Table 5. Areas of knowledge of the PM and their functions.

Area of expertise	Number of processes	The function of the area of knowledge
Project Integration Management	6	Coordination of various elements of the project.
Project Scope Management	6	Inclusion in the project only those works that are necessary for the successful completion of the project.

Project Time Management	7	Ensuring timely completion of the project.
Project Cost Management	4	Ensuring the completion of the project within the approved budget.
Project Quality Management	3	Ensuring that the project meets the needs for which it was undertaken.
Project Human Resource Management	4	The most efficient use of the human resources involved in the project.
Project Communication Management	3	Timely and correct generation, collection, distribution, storage and final placement of project information.
Project Risk Management	6	Systematic identification, analysis and response to project risks.
Project Procurement Management	4	Delivery to the project from outside the executing organization of goods and services necessary to achieve the goals of the project.
Project Stakeholder Management	4	Defining, planning and tracking interactions with project stakeholders
Note – Compiled by the author based on materials (Mustafin, 2008)		

Such interconnection of the PMS processes requires high professional qualifications of the project manager and team members, since it is necessary to constantly analyze and monitor the progress of the project.

According to the international standard PMBOK®, each project (or for each phase of the project) has 5 groups of processes presented in Table 2.

Process groups consist of a set of actions that bring certain results. Project processes are usually carried out by people and therefore fall into two main groups:

- project management processes - related to the organization and description of project work;
- product-oriented processes - concerning the technical characteristics of the manufactured product.

Table 6. Groups of project management processes and their description.

Process Group	Number of processes	Description
Initiating Processes	2	Making a decision on the start of a project or its separate phase
Planning Processes	24	Definition, clarification of project goals and ways to achieve them
Executing Processes	8	Coordination of performers and resources for the implementation of the project plan
Monitoring & Controlling Processes	11	Ensuring the achievement of project objectives by regularly monitoring the status of execution and determining the necessary corrective actions
Closing Processes	2	Formalization and correct completion of the project or its phase
Note – Compiled from the source (Alzhanova, 2004)		

During the implementation of the project, the PM processes and the product-oriented processes are closely interrelated.

According to the international standard PMBOK®, the project management system consists of 47 processes, 10 areas of knowledge and 5 groups of processes.

The integrated picture of the processes and areas of knowledge of the PM is presented in the form of a matrix of processes of the project approach.

Management levels are time periods in which the implementation of project management tasks of different objects and management entities is considered. Usually the hierarchy of management levels consists of:

- strategic level, covering the work throughout the project life cycle;
- the annual management level reviewing the project activities that were planned for the year;
- the quarterly management level reviewing the project work that was planned for the quarter;
- the operational level of management considering the work of the project, which was planned for a month, decade, week, day, shift, etc.

Each element of the project management system plays an important role in the formulation of project objectives. The methodology involves consideration of the elements of the project management system "bottom-up", that is, from the element

"Stages of the management process" to the element "Main and auxiliary project participants". Structuring the elements of the project management system will allow to fully solve the planned tasks, ensure transparency, informativeness and timeliness of the processes carried out.

Thus, based on the integration of elements of the project management system, it is possible to:

- logical and informational interrelation of all stages of the project management process – "Initiation – Planning – Execution – Monitoring and management – Completion";
- a combination of structural parts (integration management, content, deadlines, cost, quality, communications, human resources, risks, contracts and stakeholders) of the "Functional areas of knowledge" level;
- the methodology of the PMS to achieve goals in accordance with the requirements of project management.

2.3 Features of project management standardization

In market conditions, representatives of the largest management schools are engaged in research, analysis and systematization of modern experiences and methods of project management, as well as the development of standards. Guidelines and standards are the basis for the international and interdisciplinary nature of project management. In the world practice, project executors perform their work in accordance with a unified methodology and the requirements of standards.

At the same time, not everything is so clear, there is still no single established point of view on understanding the basics of standardization.

According to Volodin et al. (2015), when considering the problem of standardization,

"... it is necessary to answer an important question: what is a standard in general and how does it differ from a standard?"

A standard is a document approved by authorized bodies containing rules or characteristics of products, processes, services, compliance with which is not mandatory. A standard is a document that establishes requirements for the characteristics of products, processes, and services, compliance with which is mandatory."

As you can see, the standard is voluntary, but not mandatory. This is confirmed by the definition of the term "standard" in the Law of the Republic of Kazakhstan on Technical Regulation of November 9, 2004.

In accordance with this law, the standard is a document that, for the purpose of repeated and voluntary use, establishes rules, general principles and characteristics for objects of technical regulation.

According to the definition given by Tovb and Tsipes (2003) "the standard (from the English norm, sample) is in the broad sense of the word – a sample, a standard, a model taken as the source for comparison with other similar objects".

In the economic dictionary, the standard is interpreted as "... a normative and technical document establishing a set of norms, rules, and requirements for the object of standardization" (Alasoini & Kajander, 2019).

Summarizing the above definitions, we can highlight the features characteristic of the standard:

- a technical document approved by the competent authorities;
- set of rules and procedures;
- a typical sample.

Standards in project management have their own specific features. In research related to project management, the authors, to one degree or another, consider various features of the classification of standards. Each of these developments has a certain scientific and practical value, and therefore deserves attention from researchers.

In this regard, standards identify the following main institutional levels of standardization of project management (Render et al., 2018):

- 1) universal approaches, including standards and models of maturity of project management (international standards, models of maturity of project management);
- 2) national project management standards: ARM (UK), VZPM (Switzerland), GPM (Germany), AFITEP (France), CEPM (India), PROMAT (South Korea), P2M (Japan), GOST R 54869-2011 "Project management. Project Management Requirements" (Russia);
- 3) industry standards, including those based on universal approaches. For example, based on the RMVOK standard, the Public-Sector Project Management (2009) and Government Extension to the RMVOK 4® Guide (2006) standards have been published for the public and public sectors, respectively;
- 4) the corporate concept of project management is based on a certain standard and includes a set of technologies, regulations, document templates, organizational structures, distribution of powers and responsibilities of project management participants in a particular organization.

The presented classification, in our opinion, is not without drawbacks. In particular, all maturity assessment models determine which processes need to be improved at each level of the project management standards system. Therefore, it is erroneous to attribute maturity models only to the first level of project management.

According to the above authors, approaches to standardization in the field of project management are based on the following principles:

- in international and national standards, the objects are glossaries, processes and methods of project management;
- in those areas of project management in which there are no standardization objects, they resort to professional and qualification standards.

This classification is of particular scientific and practical interest, since international standards are applied in the field of project management, which are supported by relevant international organizations. These standards define the main technical requirements for process management, project lifecycle processes, design processes, the level of competence of project managers and project management specialists. For different components, the requirements, norms and standards that allow us to speak about the professional competence of the project manager and the quality of his work on the project are set in different forms.

Lawal and Ojo, (2020) hold a slightly different opinion, noting that the classification of codes of rules (standards) for project management includes, in addition to traditional international and national standards, also public, corporate and private standards.

In their opinion, public standards developed by various associations of an associative nature can be applied in individual companies. In the future, these standards may be transformed into national standards.

The need to develop corporate standards appears when:

- the company carries out many projects in parallel with the main activity;
- the company has a project-oriented orientation.

Usually, private standards are developed for the implementation of projects, not only by one organization, but also by several organizations. Private standards are based on the norms and rules of the national Project management standard.

An almost similar approach to the allocation and classification of standards (international, national and corporate) is followed by Klijn and Teisman (2003) who rightly note that standardization in project management can extend to two types of elements of the SPM: objects (organizations and individual projects) – elements described in the form glossaries, processes and methods; subjects (people) – elements described in the form of qualification requirements.

Thus, considering the opinions of different scientists, in our opinion, the following features of the classification of project management standards can be distinguished:

- by scope of action: international, national (state), industry and corporate standards;
- by detail: basic standards and professional qualification standards (Figure 1).

Our proposed classification of standards by scope of action involves the transition from international standards to corporate standards through project-oriented management. The extensive possibilities of detailing project management standards allows basic and professional qualification standards to be transparent, observable, planned and managed.

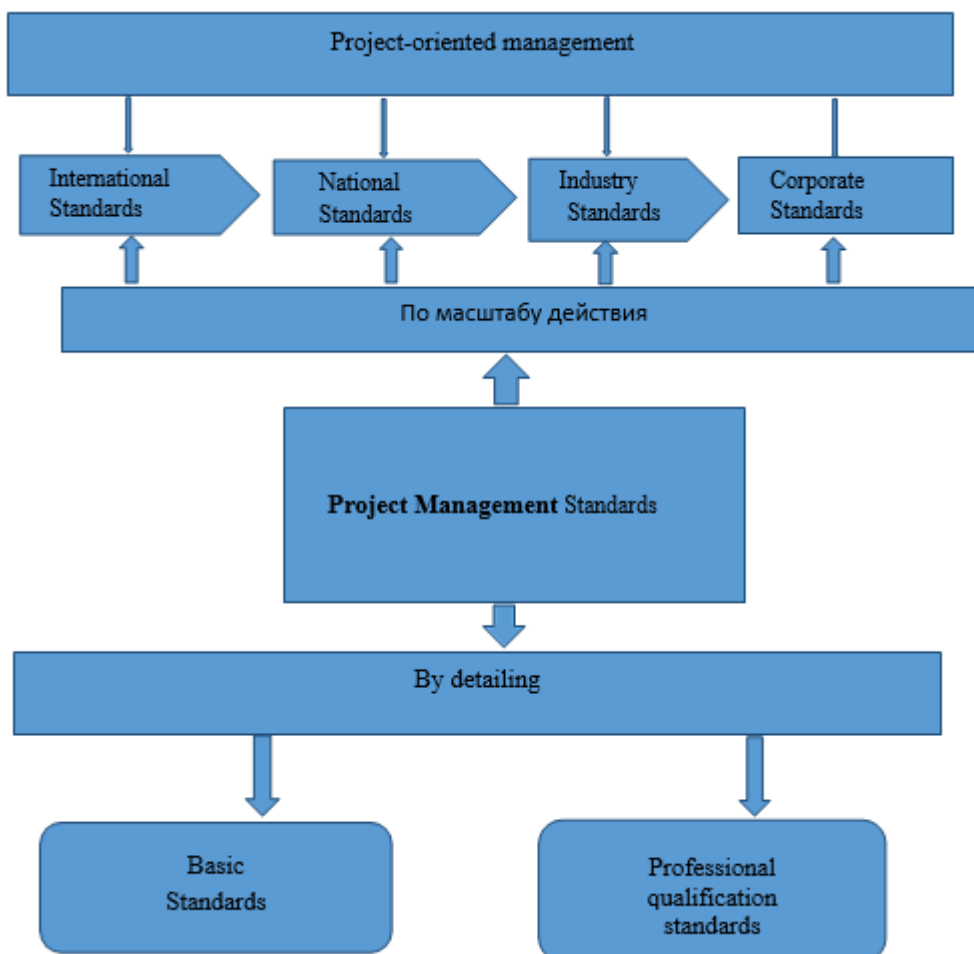


Figure 28. Classification of project management standards (Alzhanova, 2004).

Currently, well-known international organizations engaged in the development of project management standards are improving the competencies, knowledge, skills, and skills of project managers by creating unified standards. The conceptual framework and methodology for project management are revealed by more than forty standards. However, not all standards are applicable to the management of government programs and projects. Therefore, let's look at some of the most common standards used in the public sector (Table 3).

Table 3 presents project management standards of various levels, which describe and combine all generally accepted approaches in the implementation of government programs and projects.

Table 7. Project management standards of different levels.

Name of the standard	Developer	Status
ISO 21 500:2012. Project Management Manual" (ISO - International organization for standardization)	International Certification (ISO)	International
ICB IPMA – International Level of Competence of the International Project Management Association (a standard that recommends international studies to evaluate the effectiveness of project management specialists)	International Project Management Association (IPMA), Switzerland	International
PRINCE2 (PProjects IN Controlled Environments — Projects in a controlled environment).	Office of Government Commerce (OGC – The Office of Government Commerce), United Kingdom	International
A Guide to the Project Management Body of Knowledge (PMBOK®)	Project Management Institute (PMI — Project Management Institute), USA	International
P2M – The Guide book for Projectand Program Management for Enterprise Innovation (Guide to Project and Program Management for Innovation in enterprises)	Project Management Association of Japan –PMAJ)	National
GOST 869-2011 "Project management. Project Management Requirements	Russia	National
ST RK ISO 21500 – 2014. "Project Management Guide"	Kazakhstan	National
AS/EN/JISQ 9100 – "Quality management systems. Requirements for aviation, space and defense organizations"	International Aerospace Quality Group (IAQG) AS 9100 in North America, EN 9100 in Europe and JISQ 9100 in Asia	Industry
Note - Compiled from the source (Alzhanova, 2004)		

In the standard "ISO 21 500:2012. Project Management Guide" provides a minimal set of elements (schemes and processes) on project management, which affect the effectiveness of the project. The main purpose of this standard is as follows (Leiras, 2011):

- all participants in the project management process should better understand the principles and practices of project management;
- to lay a basic foundation for improving project-oriented activities;
- be applicable in the development of national and corporate project management standards.

In contrast to the ISO 21 500:2012 standard, the international ICB IPMA standard focuses on defining the basic requirements for the competence of managers in the field of project management and their professional certification.

This international standard includes (Salmi, 2012):

- technical competence, which describes the fundamental elements of competence, characterizes the essence of project management, for example, "Procurement and Contract Management";
- behavioral competence, which reveals the elements that characterize the personal qualities and behavior of the manager, that is, his competence in the field of project management, for example, "Conflicts and crisis";
- contextual competence, which describes the elements related to the project being implemented. In accordance with this direction, the chief project manager should demonstrate his competence in a project-oriented organization, as well as be able to build relationships with line managers, for example, "Implementation of a portfolio of projects and programs".

The PRINCE2 standard, developed by The Office of Government Commerce (OGC), plays an important role in public project management Great Britain. OGC is a structural unit of the Efficiency and Reform Group at the Office of the Cabinet of Ministers of the United Kingdom and was formed in order to assist the Government in the effective management of public spending.

Developed in 2009, the fifth edition of PRINCE2 consists of two books: *Managing Successful Projects Using PRINCE2 (Managing successful Projects based on PRINCE2)* and *Directing Successful Projects Using PRINCE2 (Managing successful projects based on PRINCE2)*. The first book is used by managers involved in project management, and the second book is used by heads of project committees, board members and project

sponsors. It should be noted that the second book also contains qualification requirements for project sponsors, which many companies needed (PWC, 2023).

Currently, the PRINCE2 standard is used by Governments of different countries (Belgium, the Netherlands, Luxembourg, Australia, Hong Kong, Singapore, Malaysia, Croatia, Poland, etc.) to manage government programs and projects.

PRINCE2 has the following main features:

- business orientation of the project;
- a specific organizational structure for the project team;
- product-oriented orientation to project planning;
- focused on dividing the project into manageable and controlled stages;
- flexible policy in application in accordance with the project level (Crawford & Pollack, 2004).

Based on the PRINCE2 standard, it is possible to certify specialists at two skill levels: PRINCE2 Foundation (Basic) and PRINCE2 Practitioner (Practitioner).

Thus, the PRINCE2 standard reflects a structured approach to project management and is mandatory in all public projects in the UK, however, it is widely used in the private sector.

The PMBOK® standard has gained the greatest popularity in international project management practice, which contains methodological recommendations for managing an individual project based on the best practices and best practices of specialists in project management. The manual defines key aspects of project management, as well as describes the life cycle of project management and related processes (Karim & Khan, 2018).

PMBOK® is a universal standard and can be used as the main reference material for project management for professional development and certification programs. Also, the standard can be taken as a basis and adapted to the needs of project activities in any organization implementing projects. The current fifth version of the PMBOK® standard was released in January 2013. In 2016, the sixth edition of the PMBOK® standard was

developed, which is being discussed by various international organizations in the field of project management.

In addition to international standards, a number of countries have developed and are using national systems of standards and requirements. They are of a private nature and regulate certain aspects of project management. Consider the national standards applied in Japan and the Russian Federation.

In Japan, the P2M standard is used to manage innovative projects in the public sector. The standard places special emphasis on a holistic, flexible and modular approach to project and program management, focused on creating a unique product. The application of this standard is more effective than the traditional approach, which focuses on ensuring that project deliveries are carried out accurately, within the planned cost and in accordance with the established requirements for the quality of results (Lee-Kelley & Sankey, 2008).

Russian project management standards have accumulated the methodology of international standards, adapting it to Russian legislation. It should be noted that GOST R 54 869 establishes requirements for project management to ensure the effective achievement of project objectives. The requirements specified in the standard are applicable to the organization of any kind of project activity, to increase its efficiency, to improve the project management process, as well as to assess the compliance of a single project activity with the requirements defined in the standard. In addition, other standards apply in the Russian Federation: GOST R 54870-2011 "Project management. Requirements for project portfolio management" and GOST R 54871-2011 "Project management. Program Management Requirements". When developing these national standards, the tasks were set to form minimum requirements for the management of state programs and project portfolios (Radnor & Noordin, 2017).

In recent years, special attention has been paid in the Republic of Kazakhstan to the development of national standards for project management, taking into account foreign experience. On January 1, 2016, the national standard ST RK ISO 21500 – 2014. "Project Management Manual" came into force in the Republic of Kazakhstan. This standard can be used in organizations of any type, including public, private or public, and for any type of projects regardless of complexity, size and duration.

Currently, the Kazakhstan Institute of Standardization and Certification is developing two national standards:

- ST RK "Project Management. Project management requirements";
- ST RK "Project management. Project, program and portfolio management. Project Management Manual" (Mukanov, 2004).

The developed standards contain requirements for project management from its start to completion, as well as for the management of the project, program, portfolio of projects at the stages of their formation and implementation. The developers hope that the introduction of these standards will strengthen the implementation of state programs and projects of the Republic of Kazakhstan, the normative consolidation of unified approaches and the scheme of distribution of managerial powers between the participants of project activities. Nevertheless, when applying the project approach, special standards of each industry should be taken into account.

Taking into account the object of our research, we will focus on the features of the application of industry standards for project management in civil aviation.

AS/EN/JISQ 9100 – "Quality management systems. Requirements for aviation, space and defense organizations" is a common industry standard in the field of civil aviation. This standard focuses on issues such as the implementation of project management and process approach, risk analysis and identification, configuration management and customer satisfaction.

Kazakhstan is a member of the International Civil Aviation Organization (ICAO), accordingly, all ICAO standards should be implemented in the Republic of Kazakhstan.

ICAO standards are provided for in the Convention "On International Civil Aviation" (Chicago, December 7, 1944) ratified by Resolution of the Supreme Council of the Republic of Kazakhstan dated 02.07.1992 No. 1503-XII (Singh et al., 2019).

The standards of the Chicago Convention applied in the civil aviation industry have been adapted in the Republic of Kazakhstan. The requirements specified in the standards must be met when implementing state programs and projects in the field of civil aviation.

Thus, having considered the features of project management standardization, the following conclusions can be drawn:

- during the generalization of various definitions , we have identified the following characteristic features inherent in the standard:

- 1) technical document approved by the competent authorities;
- 2) set of rules and procedures;
- 3) standard sample;

- considering the opinions of different scientists, in our opinion, it is possible to distinguish the signs of classification of project management standards: by the scale of action (international, national (state), industry and corporate standards) and by detail (basic standards and professional qualification standards);

- in the field of civil aviation of the Republic of Kazakhstan, the standards of the International Civil Aviation Organization are applied, the requirements of which must be met when implementing state programs and projects in this industry.

2.4 Flexible methods and tools of modern management of State bodies

Traditionally, management is considered as a type of human activity that represents a system of functions (planning, forecasting, organization, coordination, accounting, control, motivation). These functional components of management reflect its essence.

From the point of view of the system approach, management is represented as a system aimed at transforming resources, including intellectual, organizational, material, and informational resources, into the final result (Figure 2).

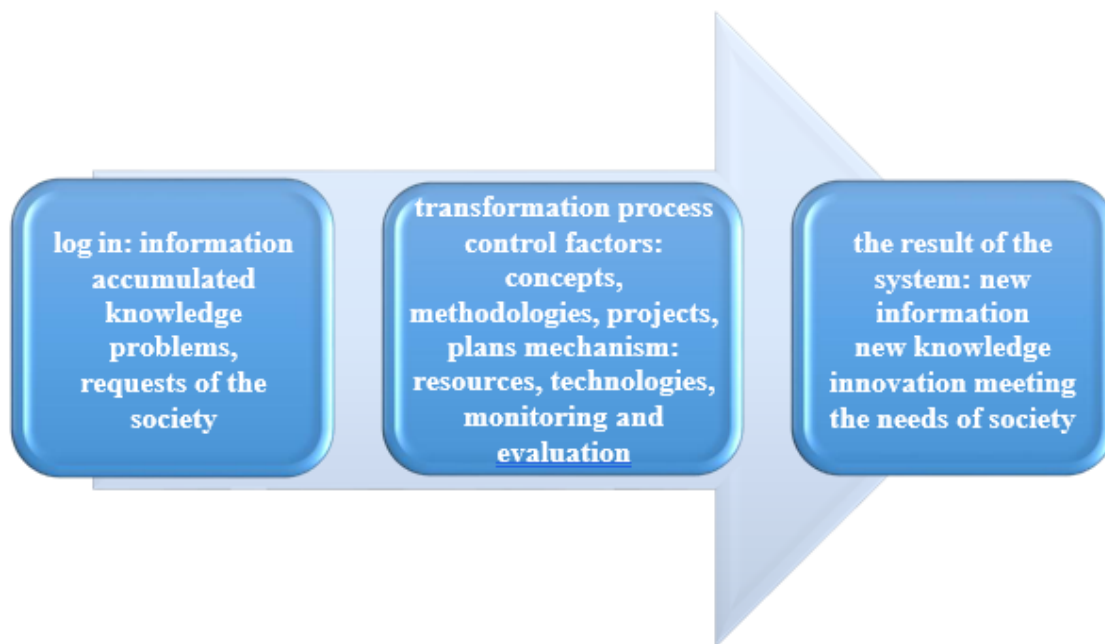


Figure 29. The essence of management
(adapted from Alasoini & Kajander, 2019)

Management of a public authority is a system that ensures the creation of legal, organizational and other conditions for achieving goals, tasks, forming a structure, technological activities, as well as the vital activity of human resources in public authorities.

The main elements of the management system of the government institutions, as an independent structural units of the state apparatus, are:

- mission, goals or target area — the performance of government functions, including strategic, regulatory and other forms of managerial activity;
- these powers are, necessary for the implementation of the functions of a government institution, determining its legal status, the right to make managerial decisions in accordance with the Constitution and legislation, and reporting to the highest state authorities;
- organizational structure of management as a mechanism of division of labor, functions, processes;
- personnel of civil servants, their knowledge and skills;
- budget;
- working hours (procedures, methods, processes);

- system for measuring results.

A government institution is an open system that interacts with the external environment, changes to meet the requirements of the external environment, and at the same time, itself affects the external environment.

Therefore, all modern models of public administration require public authorities to take into account the needs of society when implementing the budget:

Participation of citizens in the public decision-making process, both directly and through civil society organizations;

- responsiveness-administrative processes ensure the involvement and participation of all stakeholders in a reasonable time;
- consensus oriented-mediation mechanisms and other means are used to achieve General agreement when making decisions in the interests of all members of society.
- effectiveness and efficiency-government institutions produce results that meet public expectations, and at the same time make the best use of the resources at their disposal, taking care of the reproduction of these resources.
- transparency;
- accountability.

At the World Economic Forum in 2013, governments were encouraged to adopt more innovative, effective and efficient practices for evaluating government performance, using the F. A. S. T principle as a basis. (flatter - "flat", agile - mobile, streamlined - well-established, clear, organized, tech-enabled - technically equipped).

The F. A. S. T principle, which has been used for a long time in the corporate sector and is recommended for public authorities, should be based on fast and flexible management methods.

The most common F.A.S.T. - methods Project management:

Agile approaches cause a transformation within the organization: implementing them changes people's attitudes to the work they do for the better. Agile assumes that when implementing a project, you don't need to rely only on pre-created detailed plans. It is important to focus on the constantly changing external and internal environment and take into account feedback from customers and users.

Basic principles of the Agile approach:

1. People and interaction are more important than the process and the tools.
2. Working product is more important than comprehensive documentation.
3. Cooperation with the customer is more important than agreeing on the terms of the contract.
4. Readiness for change is more important than following the original plan (Figure 3).

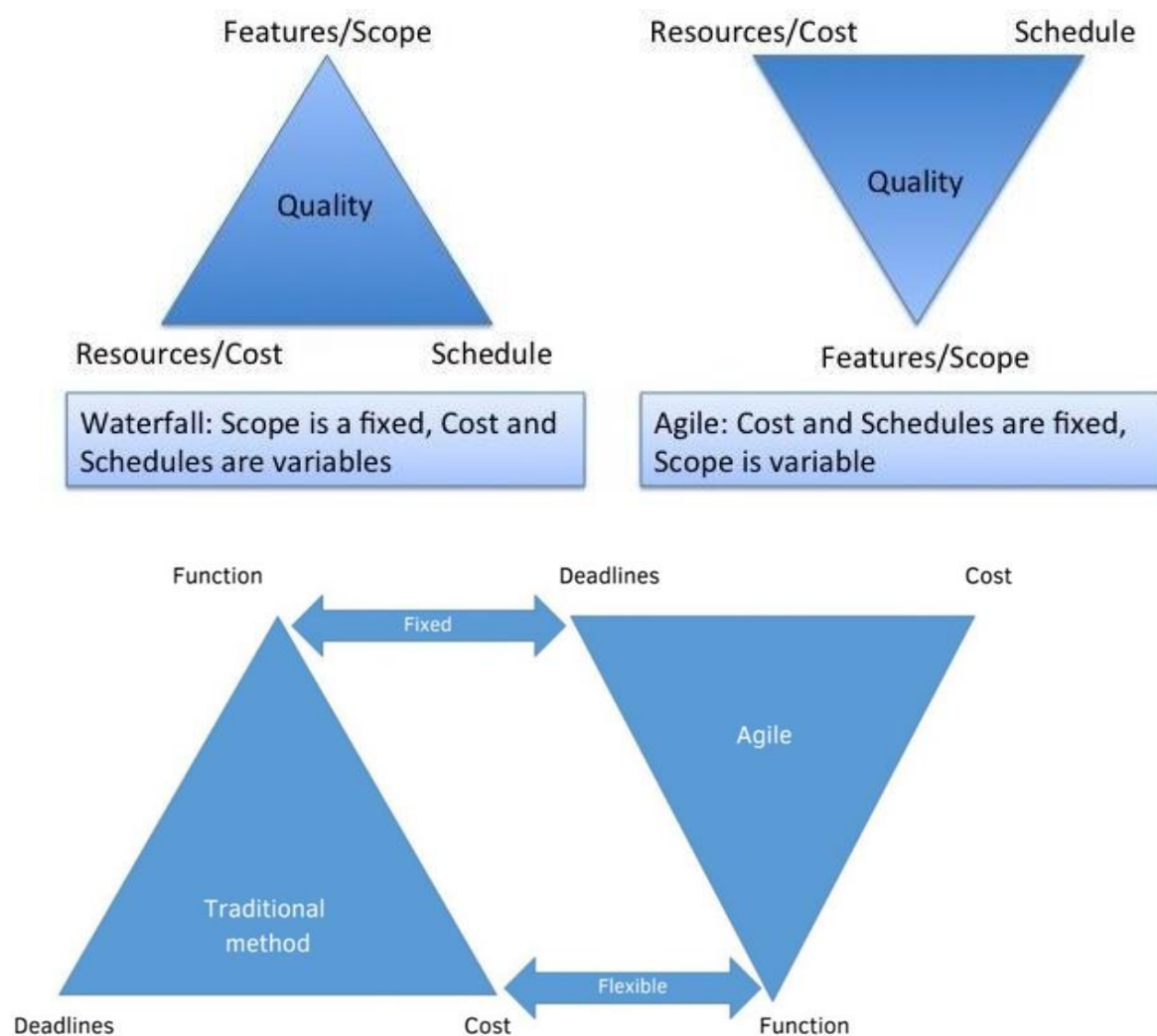


Figure 30. Comparing traditional management techniques with Agile

Scrum is a structure approach: a method of organizing small teams working on equally small products that are constantly being improved.

Scrum methods are widely used in project management, as they allow you to perform small tasks in a short time with the greatest efficiency. The Scrum approach divides the workflow into equal sprints – usually between a week and a month, depending on the project and team. *Before* the sprint, the tasks for this sprint are formulated, at the end – the results are discussed, and the team begins a new sprint. It is very convenient to compare sprints with each other, which allows you to manage performance, quickly adjust tasks and redistribute resources. The authors of this technique call it " SCRUM: The Art of doing twice as much work in half the time allotted for IT."

Kanban is a "balance approach", a method for managing and controlling the stages of a task: "Planned", "Developed", "Tested", "Completed".

The main performance indicator in Kanban is the average time spent completing a task on the Board. The task passed quickly – the team worked productively and smoothly. The task has taken a long time – we need to think at what stage and why there were delays, and whose work needs to be optimized.

For visualization of agile approaches, use boards: physical and electronic. They allow you to visualize the workflow for achieving a result and make it transparent to all teams.

In countries with a high project culture: In the United Kingdom, the United States and a number of European countries, the Agile approach his mandatory in the development of any government programs and digital services.

Agile approaches allow government institutions to create opportunities for rapid and effective implementation of initiatives of citizens and civil servants, to attract young professionals to the civil service.

3 METHODOLOGY OF THE STUDY

Research methods

To solve the research problem, logical analysis was applied, specific cases were studied that reflect the current stage of project management implementation in the public sector. The legal framework, in particular the system of state planning of the Republic of Kazakhstan, has been studied, which allows us to talk about the information approach of the study. In addition, general scientific research methods were used, such as structural logical analysis, the method of deduction.

The analysis was carried out in the organizational part, and the methodological support of documents was also considered. Thus, the study is aimed at analyzing the gaps mentioned above by examining the current situation regarding the implementation of project management in the public sector.

In the course of the research, the author's approach to the possibility of integrating project management with the existing concept of documents that make up the current system of state planning in Kazakhstan will be proposed. The result of the analysis will be the substantiation of proposals and recommendations for the further development of project

management in the public administration system of the country, namely specific recommendations for potential changes to the legislative part.

Within the framework of the tasks set in the study, the following methods will be applied.

First, "content analysis" will be applied. evaluation of project activities in Kazakhstan since 1997. Materials and documents related to the ongoing work of the Government of the Republic of Kazakhstan in the field of project management will be studied.

Starting history, assignments and work done, these are the main aspects for collecting information. A positive factor of this method is the use of system analysis of oral, written, book and computer information with its subsequent processing.

Secondly, the "mastered volume" method will be applied a system of various methods (methods) combined into one single with a common name, which are subsequently used to measure and control the effectiveness of project implementation. Certain instructions regarding project management that affect the development factor of this outgrowth will be fulfilled. Whether certain tasks will be solved and whether the set goals will be achieved.

Thirdly, the "case study" method will be applied aimed at studying the world experience of project management in solving certain tasks, as well as studying the initiated state programs in Kazakhstan, in which the project approach is applied.

By means of this method, an analysis will be carried out on the mutual communication of central and local state bodies on the implementation of program strategic documents.

Also, practical problems in the process of implementing project management will be considered.

Fourth, an expert interview will be used.

To assess the current state of the activities of state bodies, including the interaction between state bodies, interviews will be conducted with experts of the project office, directly working on the matrix system in the National Project Office, who in turn perform

organizational and methodological work on the implementation of the project network model.

4 THE CURRENT STATE AND MECHANISMS OF APPLICATION OF THE PROJECT APPROACH IN PUBLIC ADMINISTRATION OF THE REPUBLIC OF KAZAKHSTAN

4.1 Analysis of the use of the project approach in public administration

In the Republic of Kazakhstan, the practice of applying the project approach in public administration is mainly related to the implementation of state programs.

For the first time, the rules for the development of state programs were approved in the Resolution of the Government of the Republic of Kazakhstan dated January 21, 2003. These rules were developed in order to ensure a unified approach to the development of state programs in the Republic of Kazakhstan and defined organizational and methodological foundations, general principles for the formation of state programs, the procedure for their development, coordination and approval, as well as monitoring their implementation.

The analysis of the effectiveness of budget programs was carried out in accordance with the Rules for Evaluating the Effectiveness of Budget programs approved by the Decree of the Government of the Republic of Kazakhstan dated July 21, 2004, which determined the procedure and system of indicators for evaluating the effectiveness of budget programs in the process of their planning, execution and internal control over their execution.

According to these rules, the evaluation of the effectiveness of budget programs was carried out to determine the degree of achievement of the final goal of the implemented programs using the criteria of efficiency, timeliness, quality, effectiveness of expenditures.

Performance evaluation is provided by determining the direct and final result of the activities of the administrator of budget programs. The direct result of the activities of the administrator of budget programs is a quantitative indicator that characterizes the volume of services provided (work performed) administrator of budget programs for the reporting period.

The final result of the activities of the administrator of budget programs is a qualitative indicator that characterizes the achievement of the goals of state policy by the administrator of budget programs in the process of budget execution.

In 2007, these Rules were amended by the Decree of the Government of the Republic of Kazakhstan dated August 20, 2007 on the issues of evaluating the effectiveness of budget programs with internal control over the implementation of budget programs.

In particular, it was noted that during the performance control, the following are subject to verification:

- execution of measures by deadlines;
- actually expected results;
- indicators after the completion of budget programs;
- targeted use of grants;
- guaranteed government loans;
- assessment of the efficiency and productivity of state assets.

The cost-effectiveness assessment is understood as the fact that the checked object of control has achieved the specified results using the smallest amount of public funds or the

best result using a specified amount of public funds with the full implementation of the measures provided for in the passport of the budget program.

The assessment of productivity is determined by the ratio between the output of products, the volume of services rendered and other results of the activities of the objects of control and the material, financial, labor and other resources spent on obtaining these results.

On February 28, 2007, the President of the Republic of Kazakhstan, in his annual Address to the people of the country "New Kazakhstan in a New World", highlighted an important area of work of the Government of the Republic of Kazakhstan to build a qualitatively new model of public administration based on the principles of corporate governance, efficiency, transparency and accountability to society.

In order to implement the Message of the President of the Republic of Kazakhstan, the Government of Kazakhstan has developed a Concept for the implementation of a results-based state planning system.

The purpose of the Concept is to develop basic approaches and principles for the phased formation and implementation of an effectively functioning new model of state planning in the Republic of Kazakhstan.

To achieve this goal , the following tasks are set:

- development of new approaches to the development and content of policy documents aimed at increasing the independence of state bodies in decision-making, as well as strengthening their responsibility for the services provided and achieving final results by setting targets (indicators);
- creation of a logical vertical of state planning: strategic goals of the country's development - strategic goals of the development of state bodies - specific tasks - indicators - budget resources;
- reforming the budget process in order to ensure transparency and public accountability of the activities of state bodies related to the development and implementation of program documents and their use of budget funds.

In order to implement the main provisions of this Concept, the Budget Code of the Republic of Kazakhstan was adopted in 2018.

In accordance with the Budget Code of the Republic of Kazakhstan, the following documents are used in the budget process:

- forecast of socio-economic development of the Republic of Kazakhstan or the region, the city of republican significance, the capital;
- the law on the republican budget, the decision of the maslikhat on the local budget;
- strategic plans of state bodies;
- budget programs;
- operational plans.

It should be noted that the Budget Code uses the following concepts: "state investment project" and "budget investment project". In turn, state investment projects include "budget investments" and "public-private partnership project".

The adoption of the Budget Code became the basis for the transition to results-based budgeting.

The introduction of the state planning system allowed:

1. to build a hierarchy of state planning documents:
 - 1.1 to form a logical vertical of state planning,
 - 1.2 to identify key areas of economic development and, through decomposition,
 - 1.3 to direct the activities of state bodies to the implementation of strategic objectives;
2. introduce new approaches to the development of program documents aimed at increasing the independence of state bodies, as well as strengthening their responsibility for the development of industries and spheres, achieving targets and final results;
3. regulate all state planning processes, implement control over the implementation of State Planning System documents (monitoring, evaluation);
4. create conditions for effective management of state and other resources in accordance with priorities and strategic objectives.

The system of state planning of the Republic of Kazakhstan can be presented in the form of strategic and program documents (Figure 4).

Figure 4 shows that the main document of the state planning system is the Development Strategy of Kazakhstan until 2050. This strategy is the guideline of all strategic and program documents of the socio-economic development of the country as a whole. The developed directions, forecasts, and programs will serve as the basis for planning at lower levels of government.

Also in 2009, the Strategic Development Plan of the Republic of Kazakhstan until 2020 was adopted, which defines the strategic directions and goals of the country's development for the upcoming ten-year period.



Figure 31. Interrelation of documents of the state planning system (Stevenson, 2018).

In 2014, the President of the Republic of Kazakhstan approved the "Rules for the development, implementation, monitoring, evaluation and control of the Strategic Development Plan of the Republic of Kazakhstan, state and government programs, strategic plans of state bodies, territorial development programs, as well as the development, implementation and control of the Forecast scheme of spatial development of the country" for the modernization of the state planning system.

For all documents of the state planning system, single requirements were identified for the development, implementation, monitoring, evaluation and control (Figure 3).

The stages of the State Planning System include development, implementation, monitoring, evaluation and control. Strategic and program documents, strategic plans of state bodies, territorial development programs are monitored based on the results of monitoring and evaluation.

The next important event in the development of public administration in Kazakhstan was the development of a Concept for improving the Results-oriented State Planning System, which was approved by the Decree of the Government of the Republic of Kazakhstan dated August 2, 2013 No. 765. The concept of improving the results-oriented State planning System was developed on the basis of a comprehensive analysis of the current state of the state planning system, taking into account international experience, which contains the basic principles and approaches for the further development of the state planning system, and also defines the goals and objectives of the implementation of state policy on state planning.

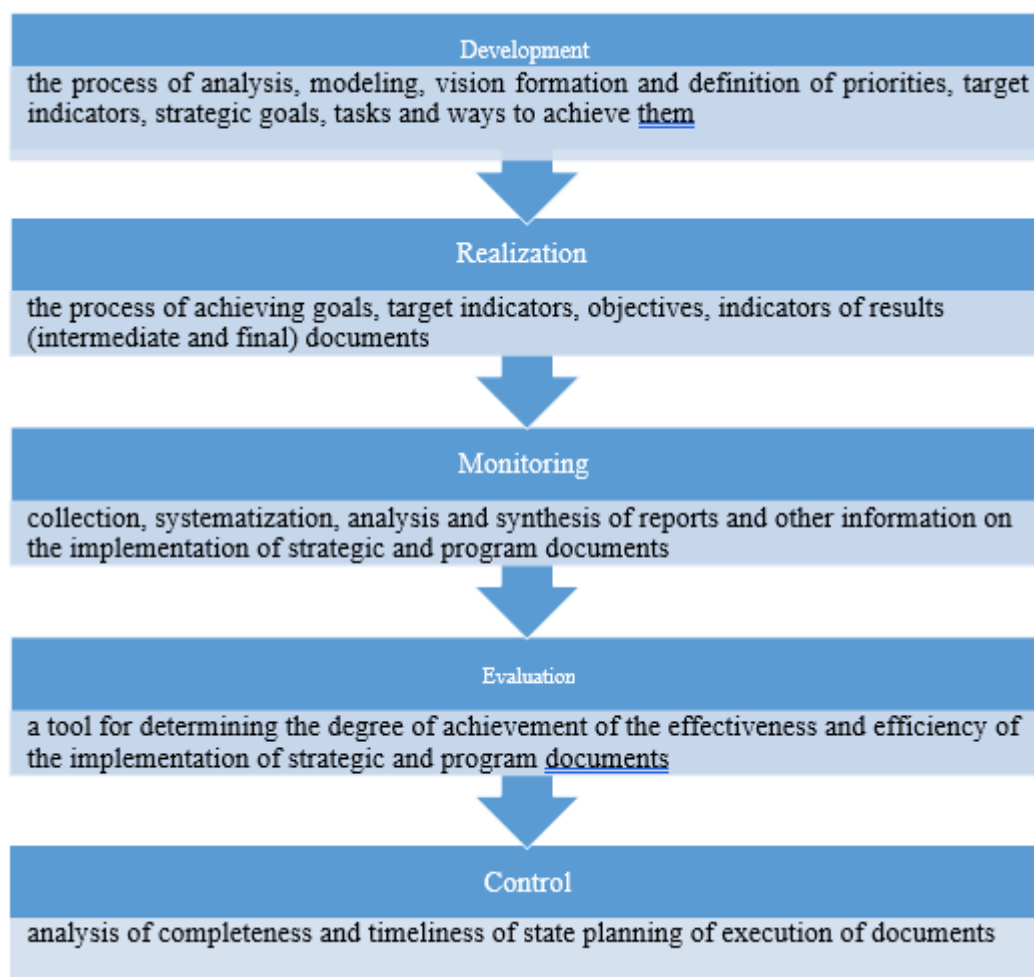


Figure 32. The main stages of the State planning system of the Republic of Kazakhstan

(Radnor & Noordin, 2017).

The system of state planning is an integral part of effective and efficient public administration.

The effectiveness of public administration largely depends on the approach used. In our opinion, the introduction of a project approach into the public administration system helps to increase the effectiveness of the implementation of state programs.

The issues of applying the project approach in public administration began to be raised in Kazakhstan relatively recently. So, in 2010, at an expanded meeting of the Coordination Council for Accelerated Industrial Development chaired by Deputy Prime Minister - Minister of Industry and New Technologies Asset Issekeshov, it was considered and discussed.

Draft Concept for the development of the project management system of the State Program of Accelerated Industrial and Innovative Development and other state programs. According to A.Issekeshov, it is necessary "... to create such a system of management of state programs and projects, when a specific official responsible for the results of the project will be identified for each program, each project and each event for their implementation, a clear calendar of events and a matrix of responsibility will be drawn up. When it will be necessary to be responsible not only for the timely disbursed funds and the number of meetings held, but for the specific output of the project to production capacity. Therefore, the Government has set the task of creating and developing a National Project Management System".

The Innovation Committee of the People's Democratic Party "Nur Otan" has developed a "Concept for the development of project management in the Republic of Kazakhstan for 2010-2020", the purpose of which was to activate regulatory, legislative, socio-economic, organizational and methodological activities for the development of project management in all spheres of life of the state and society. This Concept has become a program document initiating the development of project management in the Republic of Kazakhstan for the period up to 2020.

As an international platform for the exchange of experience and knowledge in the field of public service, including the application of the project approach, the Astana Regional Hub

in the field of public service was established in March 2013, which was established by 25 participating countries (including the countries of the European Union, the USA, Turkey, Japan, Korea, China, India, and also CIS countries and the region) and 5 international organizations. Currently, the number of participants has increased to 34 countries and 5 international organizations, including the OECD, CIS, Eurasian and ASEAN states. The Hub's mission is to contribute to the development of effective public service systems in the region.

One of the founders of the implementation of project management in the field of public administration in Kazakhstan is the Academy of Public Administration under the President of the Republic of Kazakhstan. So, in 2014, a Project Management Center was established on the basis of the Academy, the purpose of which is to develop specific recommendations on the systematic implementation of the project approach in public administration. This Center is working on the development of special training programs for civil servants and their implementation into practice, invites foreign experts and specialists in the field of project management to monitor projects and advise program administrators.

An important role in the development of project management in the country was played by the Association of legal entities in the form of the association "Union of Project Managers of the Republic of Kazakhstan", the purpose of which was to promote the practices and methods of project management in the territory

Kazakhstan. In order to accelerate the introduction of modern project management technologies in all spheres of the state's life, the Union of Project Managers conducts training seminars on project management, provides consulting services for companies and organizations on the implementation of project management in the activities of structures. On the initiative and with the participation of this Union, on November 7, 2014, the National Standard ST RK ISO 21500-2014 – Project Management Manual was adopted, and a new tool of state support was introduced into the State Program "Business Roadmap 2020" - project management consultations.

A big event in the promotion of project management technologies in Kazakhstan was the holding of the First International Congress of Project Managers on November 27, 2015, organized by the Academy of Public Administration under the President of the Republic of Kazakhstan, the Kazakhstan Center for Public-Private Partnership, the Union of Project

Managers of the Republic of Kazakhstan with the support of the European Union project "Reform and Modernization of the civil Service of the Government of Kazakhstan".

The main purpose of the congress was to discuss conceptual approaches to the development and implementation of project management principles in the activities of the state and quasi-public sectors of the Republic of Kazakhstan. During the plenary session, foreign experts presented reports and presentations on the best practices of the countries of the European Union, the USA, China and Russia on the implementation of project management principles in the public administration system. In turn, the Kazakh speakers focused on the application of the project approach in the management of state programs and projects, as well as on issues of increasing investment attractiveness and competitiveness. As a result of the congress, specific recommendations were developed and sent to the relevant state bodies (Volodin et al., 2015)

Thus, having analyzed regulatory documents in the field of state planning, publications of experts and heads of state bodies, the following problems have been identified:

1. weak legislative regulation of the state planning process;
2. lack of appropriate methodological recommendations for the development of state programs and projects of socio-economic development and linking these programs with budget planning;
3. certified specialists in the field of project management are not involved in the development and implementation of state programs and projects.

Thus, summarizing our research, we note that the use of the project approach in public administration of the Republic of Kazakhstan is at the stage of formation. Public administration, based on the scale of activity, is one of the areas most often faced with changes of various kinds. And here project management can act as a so-called "universal technology for effective change management", since the best practice of project management dictates the presence of constant monitoring for regular adjustments of the plan, its constant refinement and improvement of results. Therefore, in public administration it is important to focus not only on planning and forecasting, but also on design, by and large, strengthening their planning function. In the traditional approach to public administration, the process approach is the basis, when the orientation is more on

the process. In addition, project management can be used, concentrating on achieving results with limited resources.

4.2 Evaluation of the effectiveness of the implementation of state programs and projects

The effectiveness of the implementation of state programs plays an important role in the sustainable development of the national economy, which is determined not only by the magnitude of the economic effect, but also, above all, by the socio-political results of the activities of state bodies.

Evaluation of the effectiveness of the implementation of state programs and projects is necessary for (Crawford & Pollack, 2004):

1. control over the solution of program tasks and the achievement of the main planned results of the implementation of strategic programs;
2. assessment of the effectiveness of budget spending;
3. assessment of the actual contribution of state programs to the socio-economic development of the country;
4. improving the efficiency and effectiveness of the implementation of programs. The success and effectiveness of long-term development strategies.

State and regional programs largely depends not only on the quality of development, but also on the mechanisms of their implementation. The implementation of these documents is carried out through strategic plans of state bodies, strategies and development plans of national holdings and companies, industry programs and, of course, the republican and local budgets.

An important role in the sustainable development of the national economy of the country is played by state programs, which are formed on the basis of the developed strategic goals of the Strategic Development Plan of the Republic of Kazakhstan. The mechanism of implementation of state programs is indicated in table 10.

According to the materials of Table 4, the formation of the state program is conditioned by the need to increase the efficiency of budget expenditures, ensuring the structuring of budget expenditures according to the goals and objectives of long-term state policy.

Table 8. Mechanism of implementation of state programs of the Republic of Kazakhstan (Anderson et al., 2018, 33)

Name	Characteristic
Structure of the state program	<ul style="list-style-type: none"> - passport (basic parameters); - introduction; - analysis of the current situation; - goals, objectives, target indicators and indicators of the results of the program implementation; - the main directions, ways to achieve the goals of the program and appropriate measures; - necessary resources.
Sources of the funding program	<ul style="list-style-type: none"> - funds of the republican and local budgets; - government loans; - non-state loans attracted under a state guarantee; - foreign and domestic direct investments; - grants from international financial and economic organizations or donor countries; - loans from second-tier banks; own funds of organizations; - other sources.
Monitoring is carried out by: programs	<ul style="list-style-type: none"> - state bodies responsible for the development of the state program; - state bodies authorized to do so by the President of the Republic of Kazakhstan or the Head of the Administration of the President of the Republic of Kazakhstan; - other organizations-co-executors of programs.
Evaluation of government programs	<ul style="list-style-type: none"> - carried out after every three years of their implementation (interim) and according to the results of the planned period (final); - conducted by the authorized body for state planning and the Accounts Committee for Control over the execution of the republican budget.
Control of government programs	<ul style="list-style-type: none"> - carried out on the basis of the results of monitoring, evaluation and control measures carried out, the state audit of the effectiveness of the implementation of the state program; - carried out by the Administration of the President of the Republic of Kazakhstan

State programs are designed to define the goals, objectives and instruments of state policy aimed at implementing the priorities of the country's strategic development and ensuring national security.

In principle, all programs define goals and activities, both in the short and long term. Therefore, the number of state programs varies depending on the state vision of the country's development prospects.

4.3 Project-network model of project management in the Republic of Kazakhstan

On October 7, 2021, President of the Republic of Kazakhstan Kassym-Jomart Tokayev approved a list of ten National priorities that will be implemented using project approaches.

The principles of implementation are – focus on results, personal responsibility for achieving the expected and set results, partnership and involvement of all stakeholders in the implementation of projects.

To date, government agencies are faced with the task of forming cross-functional project teams with the participation of the expert community and representatives of the public. This is a new organizational culture and a project-network model.

The implementation of project management is carried out along with the creation of a Digital Government Office consisting of 44 state bodies in order to form a unified ecosystem of project management.

The Office of the Digital Government includes the national analytical centre, the centre for Digital Transformation and the office for monitoring and implementation of National Projects (National Project Office). The regulatory framework for the implementation of project management in the public sector has been adopted.

It includes "Rules for the implementation of Project Management" (Resolution of the Government of the Republic of Kazakhstan No. 358 dated 31.05.2021) and "Standard Regulations for Project Management of state Bodies" (Order of the Minister of National Economy of the Republic of Kazakhstan dated January 13, 2022 No. 2. Registered with the Ministry of Justice of the Republic of Kazakhstan on January 20, 2022 No. 26582").

Accordingly, these normative legal acts regulate the activities of the state apparatus for managing portfolios, programs and projects at 3 levels of public administration. At the level of the government, government agencies and project teams.

Currently, government agencies are working on the decomposition of the national project at the level of the industry and regions.

Next, the pools of projects necessary to achieve each decomposed indicator at all levels (region, cities, districts, rural districts, etc.) will be determined.

All project activities will be carried out in an information system, this will ensure control over the implementation of each task and monitor the expenditure of funds for each project and, if necessary, respond promptly.

In addition, in accordance with the rules for the implementation of project activities, public control activities are envisaged, namely the creation and formation of public groups for monitoring.

A unique project-network approach has been developed taking into account international experience by adapting the best practices that are used in the countries of the Organization for Economic Cooperation and Development (OECD), in particular the UK, USA, Australia, Canada.

This approach is designed specifically for implementation in the public sector and for guaranteed achievement of results.

It is based on personal responsibility, clear goals and indicators, a certain algorithm of work built on weekly segments when all KPIs are decomposed, with access to specific projects.

Speaking in the language of marketing, the new innovative methodology is based on "benchmarking", that is, it is the study and integration of the best successful methods of other organizations in order to create a new model and improve their results.

It should be noted that this innovative project-network model.

On September 21–23, 2021, within the framework of the 32nd IPMA World Congress (International Project Management Association), where 75 countries of the world

participated, became the golden winner of the IPMA PROJECT EXCELLENCE AWARD international competition in the nomination "best project of the year".

According to the accepted rules, a strategic map of goals has been developed. Under methodological, organizational and administrative processes, state bodies have decomposed indicators, and at each level the program allows you to fix a responsible official. This work, in turn, will be reflected in the public domain for further monitoring.

In Kazakhstan, to date, a 3-level management system has been adopted, such as "portfolio", "program" and "project".

The "portfolio" level is a long—term document regulated by the ST RK ISO 21504-2016 standard and can be applied to portfolios of any complexity and scale.

Portfolio management includes a set of interrelated processes and methods through which an organization allocates resources to achieve its strategic goals. First of all, a "portfolio" is a resource management process. In order to properly distribute them among those programs and projects that are planned to be implemented to ensure certain top-level goals. Also, the "portfolio" will necessarily include all the opportunities, threats and reactions of external influence. This will allow us to consider all the components of the "portfolio" (programs, projects) and assess the situation in real time, which in turn will allow us to make the necessary adjustments. In addition, the management of the "portfolio" determines the necessary decisions for the assignment of authority, the definition of accountability and for the consolidation of responsibility. As a rule, these are the first leaders of the organization.

For effective management of the "portfolio", the manager must determine and check the criteria for prioritizing the components of the portfolio, that is, which will prevail the highest priority.

The diagram shows what components a "portfolio" can consist of, these are usually programs, individual projects and other related work. Any program and subprogram can also be decomposed into projects, under projects, and so on.

There is a rule in the management of a "portfolio", for proper management it is necessary to select projects correctly. Therefore, the criteria of priorities should be clearly identified in the organization that implements the "portfolio" management system.

In the management of a "portfolio" there is such a term as "alignment", that is, the manager must measure strategies, risks, opportunities, expectations (of the customer, investor). As a result of everything, they should bring results and benefits.

Therefore, the alignment process should be carried out at the stage of the entire portfolio management process. Internal components may change, but achieving the desired result is the highest priority.

The "portfolio" manager must perform a whole set of functions:

- first of all, it should monitor the level of performance of the portfolio components, including each component separately;
- track the execution of the "portfolio" as a whole,
- ensure compliance of the execution with the basic execution plan of the portfolio, that is, whether the course adheres to the plan or there are certain deviations;
- track the benefits of the portfolio and compare them with current strategic goals. As a rule, current and strategic goals may change under the influence of certain circumstances. Therefore, it is necessary to carry out analytical work and correction.
- to predict all risks, including in relation to strategy, resources, production facilities used;
- have the skills and knowledge of other systems of the organization.

The sections and state programs are defined and how they are interrelated with the development programs of the territory.

To manage a "portfolio", you need to know how to manage "programs" and "projects".

The "program" level is a medium-term document that is implemented by government agencies. Any program outside of Any program, regardless of the specific growth, is currently regulated by the National Standard of the Republic of Kazakhstan for the management of a portfolio of projects and programs. Guidelines for program management of ST RK ISO 21503-2018. This standard is applied by organizations, including public and

private, as well as to any size or sector of the organization, to any type of programs in terms of complexity.

A program is an interconnected project, subprograms and operations that are not individually manageable, which in turn are managed to achieve results.

Program management is coordinated actions to direct interrelated program components to achieve program goals and realize benefits.

A software component is a project, program, or other related work.

Software benefit is an estimated result by managing interrelated software components together to achieve strategic and operational goals.

Speaking of programs, they can be strategic, transformational or operational and have several characteristics.

Programs consist of program components that have interdependent and interrelated relationships with each other, programs are also provided with benefits for stakeholders and contributes to the achievement of strategic and operational goals. Programs inherently have complexity and uncertainty that need to be controlled and, if possible, reduced.

Based on the above, the goal of the program should be to realize benefits that correspond to strategic and operational goals, and which cannot be realized when the components are managed individually. The program can also increase efficiency, reduce threats and realize opportunities.

When implementing government programs, executive and senior management should appoint, define roles and responsibilities, accountability and limits of authority for program management. These roles should be defined to help provide the necessary resources, capabilities, processes and tools, support and ensure organizational change and realize programmatic benefits.

The transition to a network model of Government is envisaged with the proactive participation of business and civil society in the implementation of state programs and

projects (from "vertical" to "flat" organizational structures). The network model of government agencies' activities will be implemented on the basis of matrix project-oriented structures and cross-functional project teams working in an agile format with the direct participation of representatives of business and civil society.

Division according to the hierarchy of the state apparatus:

- 1) portfolio management - at the level of the Administration of the President of the Republic of Kazakhstan and the Government of the Republic of Kazakhstan — is the implementation of portfolios of national priorities;
- 2) program management - at the level of state bodies — is the implementation of programs, including national projects, regional development plans and other program documents;
- 3) project management - at the level of direct implementation of specific projects by creating project teams by stakeholders and organizing their activities.

5. FOREIGN EXPERIENCE OF PROJECT MANAGEMENT IMPLEMENTATION IN FINLAND AND OTHER COUNTRIES

5.1 Analysis of the use of the project approach in public administration in Finland and other countries

There is a huge choice of project management methodology based on numerous studies in the world, and today work in this direction continues, with the aim of improving the entire system as a whole. In addition, taking into account the global trend, the latest trends are related to the Sustainable Development Goals (SDGs).

International and national project management associations have formed project management as standards, as well as its development trend and competitiveness have grown.

For example, the American Institute of Project Management (Project Management Institute, PMI). The Institute was founded in 1969 and has 300 branches and 600,000 PMI members worldwide.

The International Project Management Association (IPMA) was founded in 1965.

The International Organization for Standardization — ISO (International Organization for Standardization), which is an independent non-governmental international organization in whose activities national standardization bodies are involved. The ISO consists of 165 countries.

The Project Management Association of the United Kingdom (Association for Project Management, APM) is the largest project management association in Europe. It consists of 35,000 individual members and 500 organizations.

The German Union of Project Managers (GPM), the International Association for the Development of Project Management Standards (Global Alliance for Project Performance Standards, GAPPS) and the Japanese Project Management Association (PMAJ) can also be added to the above list.

All these associations are also actively engaged in supporting the development of project management methodology.

Along with this, the market of tools is actively developing, new improved methods are emerging and the IT sphere is being used as an additional product for process organization and management.

According to the PMI (Project Management Institute) "Pulse of the Profession" (POP) report from 2020, 11.4% or 114 million of the \$1 billion of funds spent on projects in the world are wasted.

67% of their investments are lost by organizations that underestimate project management as a strategic tool for managing change (Kerzner, 2017).

92% versus 32% for lagging companies – these are the indicators of success of projects of organizations using project management. They lose significantly less money due to unachieved results (PMI POP 2018) (PMI, 2019).

89% vs. 34% for organizations that do not use the project approach - the probability of achieving the goals of projects of highly effective organizations that use proven project, program and portfolio management practices (success is 2.5 times more likely).

Organizations investing in project management lose 13 times less money, as their strategic initiatives are implemented more successfully (PMI POP 2016) (Meredith et al., 2018).

According to the International Project Management Association (IPMA), the use of modern methodology and tools of project management can save about 20-30% of time and 15-20% of funds.

According to the Project management Maturity and value assessment report carried out by PM Solution in 2014, High-performing companies (high performers, 25% of the best in the list) showed the following differences from low-performing companies (low performers) when increasing the maturity level of project management: 38% fewer failed projects, average cost reduction 26% (against 6% for low-efficiency companies), an increase in the number of projects with budget savings by 32%.

According to a study by Shenhar and Dvir (2017) the value of project management: why every company of the 21st century should have an effective project management culture" showed that organizations that have implemented project management can expect an increase in capital turnover by an average of 54%, an increase in successfully executed projects (achieving goals) by 50%.

Research by CHAOS Chronicles, the Standish Group, 2012 showed an improvement in the situation in companies that decided to implement project management, including:

- average project costs decreased by more than 50%;
- the share of successful projects has increased by more than 2 times, while the share of failed projects has decreased by 1.5 times;
- the average excess of project execution time decreased from 164% to 84%.

The Finnish experience

The project approach has been widely used in public administration in Finland as a way to manage complex tasks and initiatives. The following is an analysis of the use of the project approach in public administration in Finland:

Benefits of the project approach: the project approach allows for a systematic and structured way of managing complex tasks and initiatives. It also provides a framework for collaboration and stakeholder engagement. Additionally, it enables the use of specialized expertise and resources, and helps to manage risk and uncertainty.

Examples of the project approach in public administration: the project approach has been used in public administration in Finland in various areas, including infrastructure development, health care, education, and environmental policy. For example, the

construction of new hospitals and schools, the development of renewable energy policies, and the implementation of digitalization initiatives.

3. Project management practices: public administration in Finland follows established project management practices, including project planning, implementation, monitoring, and evaluation. These practices ensure that projects are completed on time, within budget, and with high quality.

Stakeholder engagement: the project approach emphasizes stakeholder engagement and collaboration, which is particularly important in public administration. Stakeholders are involved in all stages of the project, from planning to evaluation, to ensure that their needs and expectations are met.

Challenges of the project approach: The project approach can also present challenges in public administration, including issues related to bureaucracy, political interference, and resource constraints. Additionally, there may be challenges related to the management of multiple projects simultaneously, which requires effective prioritization and resource allocation.

Overall, the project approach has been effective in public administration in Finland, allowing for the successful implementation of complex initiatives and the engagement of stakeholders. However, there are also challenges that need to be addressed to ensure the continued success of this approach (Maranto, 1987).

Further to the analysis of the use of the project approach in public administration in Finland, the following additional points can be made:

Project governance: in Finland, project governance is an important aspect of the project approach in public administration. This involves the establishment of clear roles and responsibilities for project management, as well as mechanisms for oversight and decision-making. Project governance structures can vary depending on the size and complexity of the project, but they typically include project sponsors, project managers, steering committees, and working groups (Anderson et al., 2018).

Project funding: funding is a critical aspect of project management in public administration. In Finland, project funding can come from a variety of sources, including government budgets, external grants, and public-private partnerships. It is important to ensure that funding is aligned with project goals and that sufficient resources are allocated to support the project.

Project evaluation: evaluation is an important aspect of the project approach in public administration, as it allows for the assessment of project outcomes and the identification of areas for improvement. Evaluation can be conducted using a variety of methods, including surveys, interviews, and document analysis. It is important to establish clear evaluation criteria at the outset of the project, and to involve stakeholders in the evaluation process.

Collaboration and knowledge sharing: The project approach in public administration encourages collaboration and knowledge sharing among stakeholders. This can help to build trust and foster a shared understanding of project goals and outcomes. Additionally, it can lead to the sharing of best practices and the development of new knowledge and expertise.

Continuous improvement: Finally, the project approach in public administration emphasizes continuous improvement. This involves learning from past projects and using this knowledge to improve future project management practices. It is important to establish a culture of continuous improvement and to support ongoing learning and development for project managers and other stakeholders (PMI, 2019).

UAE experience

The UAE is governed by the federal and local authorities of seven emirates.

In 2010, the UAE Government presented the UAE Vision 2021 concept, centered around 6 national priorities and 52 National Key Performance Indicators (NKPIs – National Key Performance Indicators) in the sectors of education, health, economy, police and security, justice, society, housing, infrastructure and public services. A similar approach has been approved in Kazakhstan – the National Development Plan of the country until 2025 and ten national priorities of the country until 2025 have been identified.

These long-term indicators made it possible to measure the performance of each of the national priorities and compare the UAE with global benchmarks. National indicators are periodically monitored by the Government leadership to ensure that the set goals are achieved

UAE Government Accelerators were established in October 2016. In turn, these organizations are a platform for all state and non-state bodies that are involved in solving certain strategic tasks at the government level with an exact period of one hundred (100) days. To date, the number of such sites in the UAE has reached 97.

Within the framework of the activities of the UAE Government Accelerator, 47 problematic issues have been resolved since its creation and up to today with the participation of over 800 civil servants, 425 representatives of the private sector, as well as 11 academic institutions (OECD, 2016).

UK Experience

Infrastructure and Projects Authority (IPA) – The UK Infrastructure and Major Projects Authority heads the entire project management system in the UK (Salmi, 2012).

The Department of Infrastructure and Major Projects of Great Britain is part of the Government, reporting to the Cabinet of Ministers and His Majesty's Treasury.

The core IPA team includes specialists in all areas of project implementation: infrastructure, IT, defense transformation, project financing and project specialists who work with.

The main methodology used is PRINCE2, which was developed by the State Department of Commerce of the United Kingdom, in order to effectively adapt to the public and private sector.

The core IPA team includes specialists in all areas of project implementation: infrastructure, IT, defense transformation, project financing and project specialists who work with government departments and the industry. Successful implementation of all types of major projects is supported - from railways, schools, hospitals and housing to defense programs, information technology and major transformations.

IPA employees specialize in the implementation of projects and the introduction of project financing in the government.

In order to achieve a better result and strengthen its influence on the implementation of projects, the IPA identifies three broad areas to pay attention to:

- the role of the project portfolio (support, provision, consulting at the level of the project portfolio through the government);

- quality and professionalism (work reporting mode, quality assurance of work, consistency and support of work);
- experience and expertise (expert and professional support of projects).

5.2 Best practices of public administration and management

Administrative reforms in the developed world, which began more than half a century ago in response to the expansion of the administrative apparatus against the backdrop of a deteriorating economic situation of citizens and growing budget deficits, and social injustice, do not stop today, as their main directions remain relevant:

- separation of politics and economics;
- evaluating the effectiveness of civil servants' activities;
- remuneration of civil servants based on the results of their work;
- reducing the influence of the state in the economy;
- feedback to assess customer satisfaction.

All administrative reforms were aimed at regulating social development and broad participation of civil society representatives, as well as the results of the state structure or function being reformed.

For example, in the Anglo - Saxon countries-Great Britain, USA, New Zealand, Australia-administrative reforms were carried out on 4 basic positions: orientation to the quality of services provided, competition among public authorities, taking into account the needs of "customers", quantification - a clear ratio of goals, tasks and functions of public authorities.

The modernization of the US civil service and the public administration system is manifested in the decentralization of power, in the "division of labor", in which the Federal government performs the most important functions (managing the country's economy, ensuring defense, setting foreign policy), while state and local governments specialize in the implementation of domestic socio-economic programs.

The quality of performance of official duties in the United States is usually assessed on the basis of several criteria: improving the efficiency and effectiveness of managerial work, the quality of work, including reducing the volume of paperwork; saving money; timely

performance of official duties; and other indicators used depending on the specifics of the work of the body.

In the United States, more than 400 top experts participated in the preparation of various alternative options for public administration reforms. In addition, special expert groups have been set up in each of the ministries, with an average of 20 people each.

By the way, the United States is home to independent think tanks known as "think tanks" ("thought factories" or "think"). "Thought factories" have become not only a form of expression of public opinion, but also nodal points of public policy, where initiatives are formed to solve public problems in the course of mass communication (Argyris, 1957).

The experience of implementing the open government policy in the United States, which served as the development of a new global initiative, has received international recognition the open government partnership (Open Government Partnership).

In the United Kingdom, local government functions are much smaller than in the United States. However, at the local level, there is a relative independence in matters of budget management and operational and Executive activities: higher authorities exercise control rather than direct management. Monitoring the improvement of the public service delivery system highlights the following priorities: developing a public policy focused on national interests and strategic goals, and not just on market factors; increasing focus and responsibility for the distribution of public services by differentiating the interests of various social groups (the elderly, disabled, women, national minorities); using innovative technologies; introducing new types of services for small businesses.

The focus on results has helped Anglo-Saxon countries achieve economic and social benefits through the rational use of public resources, customer-centricity of government institutions, and differentiated remuneration for public employees.

At the same time increased previously identified problems of management of public authorities due to information asymmetry, the gap between the bodies that produce policies (oriented to common values and interests of the population), and public authorities – service providers, sabotage by officials, who oppose the understanding of the model of

the state, as employed by the society, service provider, social stratification and discord of interests of various strata (groups) of the population (Grant, 2007).

In the "Napoleonic" countries (France, Switzerland, and Italy), we went along the path of decentralization - giving greater powers to local authorities. For example, in France, the Central or local government can transfer authority, resources, and responsibility to territorial collectives (communes), public associations, or quasi- Autonomous non — governmental organizations (Klijn & Teisman, 2003).

In the Nordic group (Sweden, the Netherlands, Denmark, Finland), the Swedish model stands out, in which administrative departments are created in addition to ministries that deal with expert work in a particular industry and are directly subordinate to the government, rather than to the Ministry.

The ministries themselves represent a small number of government institutions responsible for the political line of the government (Alasoini & Kajander, 2019). In Sweden and Finland, there is a clear separation between public policy and public administration in making decisions based on consensus.

Also, in the Nordic countries, the transition to results-based budgeting was successfully implemented with the involvement of representatives of non-governmental organizations, trade unions, and citizens ' initiative groups.

In Germany, the modernization of the civil service is reduced to the optimization of personnel. The number of employees for a significant historical period has been steadily decreasing, but their quality is improving. This is due to the high status of a civil servant in this country. In addition, German government institutions have a priority right over private entities to "take" for themselves graduates of higher educational institutions with the best results. Also, the principle of "lifetime appointment", expressed by the system of legal protection and strong social guarantees of civil servants, is one of the measures to modernize the entire system.

In response to citizens' dissatisfaction with the work of the government, practical steps for accelerated modernization of public administration were developed, including: visiting

sessions to determine priorities; laboratories based on cooperation with experts; public discussion of results; and an independent annual audit of the work of the government.

Case 1

There was a lot of concern that the state was not helping the poor. Many decisive steps have been taken in this area. First of all, we registered really poor people, we began to get acquainted with these people, I know them all by name, we know where they live, why they were in this position, and began to give them some money, but with the condition that the monthly allowance will be tied to the program for the eradication of poverty.

First, we helped these people find jobs in the city. Secondly, we have begun to make it possible to engage in more advanced agriculture. Third, we have begun to attract them to the service and tourism sectors. If people did not do this, their money was withdrawn.

The first year of the program's implementation was a success. Household income has started to grow, and it continues today. And here's what's interesting: if overall household income growth was at the level of 8%, then for the poor, this indicator was at the level of 9.5%.

Thus, all the concepts and best practices cited as examples are focused on the effectiveness of public administration, the main goal of which is to take into account the needs and interests of society. The change in the management paradigm leads to the need for transformation of management structures – government institutions that adapt technologies and techniques from corporate management to their activities. The highest level of the organization is currently self-regulatory networks based on trust.

"Political models are slowly but surely being transformed from hierarchical forms of organization, a single, centralized system of governance through laws, rules and regulations, to a horizontally organized and relatively fragmented system of leadership implemented through self-regulatory networks (e. g., the European Union) (Alasoini & Kajander, 2019).

6 ANALYSIS OF THE MANAGEMENT OF STATE BODIES

6.1 Analysis of management problems of state bodies of the Republic of Kazakhstan

10 respondents took part in the focus groups: public figures, political scientists, public administration experts, representatives of the civil sector, government institutions and business. The homogeneity of socio-demographic characteristics in terms of educational status and professional experience was ensured. The median age was 47 years. 5 women and 5 men took part in the discussion.

The focus group addressed issues of strategic planning, the division of powers between political and administrative civil servants in Kazakhstan, the balance of powers, responsibilities and resources between the two categories, etc.

According to respondents, the main barriers to the activities of government institutions are formalized procedures that are detailed in nature. The scope of official powers of civil servants limits the level of decision-making by operational activities. As a result, this situation causes dissatisfaction with the results of labor among the executors, and creates a feeling among external agents that the focus of government institutions is on fulfilling the tasks set by

the higher management, and not focusing on the needs of citizens in the absence of a clear plan of action and a concrete result:

Administrative civil servant of the regional akimat, m.: All actions of civil servants are regulated by various documents, and their actions should be based on procedures and the accuracy of their compliance. Therefore, there is no result orientation. Civil servants are stuck in turnover and operational activities.

The entrepreneur, w.: It feels, like there is no plan, no control. No one is responsible for anything. In business, everything is built differently.

Public figure, m.: We have been monitoring the quality of public services, and feedback from citizens is slow to change. A lot of red tape and extra paperwork.

Administrative civil servant of the regional akimat m.: Yes, there is a lot of ongoing work, because there are many requests from higher authorities.

Expert in the field of public administration, m.:... even if we invite experienced and knowledgeable experts to Kazakhstan, the result will be the same: what is the legal framework, what is the regulatory order, what are the rules of management and decision-making? Our decisions are made at the very top. The second and third links are simple performers. At the very bottom-people are engaged in routine day and night. Therefore, it is not the management that needs to be changed, but the system that needs to be changed. Expert in the field of management, w.:... you need to understand whether this is management at the policy level or at the administrative level. We don't have many managers of such strength who are engaged in Public Policy, really working out the ideology, understanding that this is being done for 10-20 years.

Expert in the field of public administration, representative of the civil sector, w.: If the business mission is profit, then the main goal of the state policy Manager is to work for the good, depending on what position he holds and what functions he performs.

Political scientist, m.: The main thing is to curry favor with the management, to report on time nicely, and to become a prop. As an example, I would like to cite a statement...about the creation of 500,000 jobs. The society is becoming more literate, and social tensions arise caused by such ill-considered actions on the part of officials.

Public figure, m.: Excessive registration of procedures that proceed from the point of view of the presumption of innocence of an official. Message – Protocol instructions – unsubscribes – control. A lot of unnecessary meetings, extra Protocol assignments.

Despite significant differences in their powers, civil society representatives do not differentiate between political and administrative civil servants, perceiving them as a single professional community whose main goal is to implement public policy. Business representatives highlight as a characteristic feature of civil servants the desire to rely on the letter of the law, various regulations and documents, preferring a model of behaviour with minimal risk and responsibility. Experts note an absolute lack of separation of powers, responsibilities and resources:

Administrative civil servant of the regional akimat, m.: political civil servants Have more authority and more responsibility...

Entrepreneur, representative of the civil sector, m.: Often in the regions, local authorities are not so much, but you bear full responsibility. Administrative users are constantly being asked for something, regardless of whether there are resources or not.

Administrative civil servant of the regional akimat, m.: Divide civil servants into those who are engaged in current tasks, and those who are engaged in development.

An expert in the field of public administration, m.: Weak decision-making system. Officials shift responsibility to each other. They want to influence and participate in the allocation of budget funds, but they are not responsible for anything. If the decision is made collectively, then no one is responsible.

Public figure, w.: If we look at the ratio of results to expenditures, was it worth spending a lot of time and human resources for this result?

Public figure, m.: a large number of people are Involved, and all of them do not see each other's sites. Officials ' ignorance of strategic documents. There is no open discussion of the adopted programs and strategies. 80 % of procedures are unnecessary. Some civil servants are engaged in their implementation. Government institutions often have less authority than they do resources. There must be an efficient cost-resource ratio.

The respondents were asked to discuss the case of payment of the 70000 benefit during the pandemic. The significance of this case is that the problems of strategic management, risk, crisis, project management and interdepartmental inconsistency were exposed against the background of expectations of stakeholders.

Entrepreneur, w.: ...this is a very good example when projects are not thought through to the end, and then this result...first you need to calculate the

project, think through everything, and then give out a ready-made solution, when everything is laid out on shelves, so that there is no negative feedback.

Administrative civil servant of the regional akimat, m: ...we are starting to learn about this from the Internet... there is no focus on supplying people with information.

Public figure, w.: The case of 70000 tenge showed the problems of low interaction of government institutions with each other, and we are solving everything in the process. The state was not prepared for this kind of change.

In their reflections on the mission and vision of government institutions, respondents noted that it is impossible to fully implement strategic programs if one is not well versed in key positions and implementation criteria. What is important for civil society is the accessibility and simplicity of this information for all interested parties.

Political scientist, m.: ... today, the main requirement for the governments of countries is the speed of response to the requests of citizens.

Expert in public administration, m.: when the year 2020 started, the strategies were excellent, and then the coronavirus, and the oil collapsed. Today, everything in the world is fleeting. All these crises bring down any strategy. Therefore, the most important thing is rapid decision - making.

When asked whether the project approach will affect the efficiency and effectiveness of employees and the government institution as a whole, the focus group participants noted its advantage in concretizing goals and tasks, clear timeframes, and measurable results. Widely informing stakeholders about the results of projects will increase the popularity of the project approach and prove its advantages over other methods of solving problems. Otherwise, we will face unfinished projects, which are informed at launch, but the progress of implementation and the outcome are not brought to the attention of citizens:

Legal expert, m.: I think that we need to implement project management based on concrete examples, and then it will work. At the first stage, you can start with the rural akimat, see how it will work with the local administration. Then you can, for example, take a small single-industry town in parallel. At the third level, the regional center or higher, take the Ministry of economy, for example. And for a long enough time, let's say two years. The pilot is such a project one. Study, monitor, and invite experts, specialists, and scientists at an interdisciplinary level.

Administrative civil servant of the regional akimat, m.: The project approach should be applied point-by-point, where it is possible to get a specific result. Do it

for a specific task, with specific resources and volume.....where is the daily current work.... public services or other services, there is no need to apply it.

Administrative civil servant of the regional akimat, m.: I agree that the project approach cannot be applied everywhere in the civil service it will help solve problems. There may be some issues that are short in time.

Entrepreneur, w.: If project management is in business, then it is definitely aimed at getting results. He understands that his position, his profit, and so on depend on it.

When we talk about project management in the civil service, we understand perfectly well whether this project is set, but this project is not always completed to the end, because they do not always see the result.

The reduction of the state apparatus is perceived by civil society as an internal matter of the civil service and does not cause any special expectations or enthusiasm. At the same time, two participants characterize this action as a dual process, in which there are both positive and negative sides. The rest of the respondents approve of the steps aimed at reducing the number of civil servants, especially since this can be achieved by transferring the functions of the state to the private sector and significantly improving the quality of the staff of government institutions:

Entrepreneur, w.: The reduction of the state apparatus... is positive. Because if there are still able-bodied, active professionals...this ballast, which is present in the state employees' staff, will go away. We need competent employees, and we need to get rid of the weak ones.

Entrepreneur, m this will be a good shake-up for the state apparatus, let there be fewer people, but results-oriented, efficient and working.

Political figure, m.: The entire burden lies on the shoulders of 25% of the most competent, efficient employees, about 75% - the ballast (false overflow of people).

Administrative civil servant of the regional akimat, m.: the main thing is that it is possible to reduce rationally, and not to focus on the figure...so that there are more grassroots left, and managers can be reduced.

Expert assessment by in depth interviews and interviews of 15 political and administrative civil servants in the field of employment and social programs in the cities of Almaty, Pavlodar, Taldykorgan

The most in-depth understanding of the organization's mission is provided by the heads of the regional akimat, who describe its scale in terms of regional development. The heads of regional government institutions are characterized by the attachment of their vision and mission to the development of a particular sphere, which is recorded in documents and regulations. At the same time, the focus of attention of managers of government institutions in certain industries is shifted to the performance of functional duties, with which they identify the mission of the state Agency.

Political civil servant of the region, w.: The mission is to implement the state policy in the social sphere in the region.

Head of the regional akim's office, w.: the Task, mission, vision of the akim's office at any level in all documents is written to ensure the activities of the akim of a particular district, city, region.

Head of the territorial Department of the Ministry, m.: ... the main task... is to ensure full compliance with social protection, pension provision, all payments.

Experts in the field of public service noted that the missions of government institutions do not fully reflect the current tasks of these organizations. In particular, the missions of government institutions do not correlate with the strategic objectives outlined in national programs, such as "100 steps" Nation Plan or Strategy 2050. At the same time, knowledge of the current mission of the government institution does not contribute to the implementation of the duties of civil servants, since the very wording of the mission is rather vague. This circumstance is also accompanied by a lack of clear understanding of the tasks of structural divisions of government institutions, as well as direct job instructions and powers of civil servants.

Head of the regional administration, w.: the Mission does not fully reflect the activities of the organization, it is strongly at odds with the functions and powers. Therefore, in order to build the business processes that need to be empowered, legally regulated... The head of the Department should have process points, including strategic things. It should determine the scope of verification, the volume of interrogated persons. The Deputy is looking at more of a strategic thing, but at the same time, if the amount of work is small, someone has to drop out of this chain. In my opinion, the Deputy head of the Department is an unnecessary position.

According to the interviewees, a modern civil servant cannot effectively perform his official duties if he does not focus on the mission of the organization and does not know the strategic documents. At the same time, respondents believe that it is the Manager's responsibility to

communicate the organization's mission, engage and inspire employees, and emphasize the importance of solving common tasks. Setting priorities focuses subordinates on not only performing current tasks, but also allows you to see how their implementation affects the implementation of government programs and the development of entire industries. Thus, the awareness of the organization's mission affects the team's cohesion and efficiency.

Political civil servant of the regional level, w.: Accordingly, they should know the mission and task of their government institution in order to clearly and comprehensively perform their functional duties.

Chief of staff of the regional akim, w.: Naturally. And how do we move together?

We are all moving together. There must be complicity.

Head of the territorial Department of the Ministry, m.: Absolutely. I don't know if this applies to this situation. But every soldier must be a General. We do not have a General mission, but the very essence, the very Foundation. Our goal and task are very important. And understanding the mission of each specialist is very important. Ignorance, of course, affects efficiency.

Head of the regional administration, w.: I believe that we should. Because we are a government institution, a single entity. The government institution is not only represented by the head himself. This is the whole staff, the entire apparatus of civil servants.

At the same time, the political and administrative civil servants themselves were not able to formulate their long-term goals, which indicates that there is not enough planning horizon:

Head of the regional Department, m.: Long-term goals are just the introduction of appropriate programs. In principle, all of us do not live forever. I believe that we need to instill a management culture that will create such conditions.

Head of the regional administration, m.: Long-term tasks are short-term ones for the future, despite the fact that the solution of these tasks was part of the expansion of public services provided.

Political civil servant of the regional level, w.: The main components of long-term goals are the formation of a long-term strategy.

The experts also noted the issues of formation of strategic objectives and plans of the competent authorities in various fields. The procedure for building priorities and indicators

of government institutions was criticized, since they are formed mainly directly by key Central government institutions without involving responsible and competent employees of regional administrations and departments who know the regional specifics.

Political civil servant of the regional level, w.: At the level of achievement of the goal and task, the indicators are most likely blurred.

The experts also noted that within the framework of the existing NPA in this area, coordination of the activities and responsibilities of all government institutions has been declared, taking into account the stability of the socio-political situation, as well as ensuring the vital activity of the population of all government institutions, but there is no clear legislative division of their duties and powers. At the same time, political and administrative civil servants are engaged in functions that are not inherent to their official duties. Moreover, there are quite a lot of General formulations, including corruptions by granting a large range of powers to high-ranking civil servants. At the same time, a wide range of powers does not always provide for the personal responsibility of high-ranking officials for making certain political decisions.

At the same time, according to respondents, the need to follow the prescribed functional responsibilities among civil servants restricts their freedom to make more effective and prompt decisions in the framework of emerging tasks and issues, while at the same time contributing to the inaction of civil servants due to their lack of appropriate authority. In addition, the lack of regulation of the functions of government institutions leads to unnecessary and unnecessary correspondence between them.

The head of a government institution, w.: the powers of the heads of departments and Deputy heads of departments are Not clearly described: what are the distinctions between the head and Deputy head of the Department, between the heads of the Department. It turns out to be a double-check, in fact, there is no double-check person in any business structure. A cross-checking person is only needed where there are processes that need to be checked for quality. Therefore, there should be no control of control, production functions of process moments are needed.

Also, according to experts, the civil service system is very poorly developed issues of interrelation between government institutions, as well as the differentiation of their competencies and powers. This situation very much interferes with the work. For example, in the course of quality audits of public services, there may be instances of non-delivery of architectural and design tasks within a certain public service, and those engaged in ongoing quality control of public services may not have the appropriate knowledge to assess this

issue. In such cases, the work of the inspection team is reduced to the fact that they evaluate only the procedural part, i.e., the timing of the performance of a public service, and not the content of the issue. In the meantime, it is important for the recipient of a public service to get the final product, not the timing of its delivery. Therefore, it is very important to attract specialists in such matters.

The head of the state Agency, m.: our problem is that 20 public services - and all of them are up to the limit registered. For example, a document is received via egov, but the regulations require five documents, and he has attached 4 documents. This document is registered by the office, because it does not have the right to refuse, then it goes to the head, then to the Deputy, it unsubscribes to the head of the Department, who - a specialist. This takes 1 day, if the database was not working during this period - maybe 2 days. The specialist has a million subtasks that he is performing at that time, and on the 2nd-3rd day he reaches the hands of this application, and in the process it turns out that the applicant missed one document. A specialist cannot simply say to the applicant: "report or bring it", because this is not provided for in the regulations, it will be a problem tomorrow when checking that this document was not originally available. He prepares a letter of refusal, so it takes another 2 days, reaches the applicant, he starts calling, coming, being rude, shouting. This can only be changed by digitalization. Remove the human factor and put everything into digital format. I recently saw these machines, like ATMs, it is possible to register all services, license there made pass face ID, identified by a person, if you have questions - calls through a straw in the Call center for help, he explained.

According to project management experts' responses can be called cautious. Everyone recognizes that this is an interesting approach, but they emphasize that there are still many things that need to be considered. Among the obstacles to implementing project management in the activities of government institutions were the following: existing practice: first, the top - down budget, then the top - down strategic planning, in which there is no local ability to determine the project budget and actively interact with stakeholders (existing procurement procedures and other regulations can slow down this process).

Head of the state Agency, m.: If the project concerns some material things, this is absolutely not applicable, because there is a system of public procurement, etc. Then there is no such thing as the project management - the responsible person. We formally appoint up to Vice-Ministers, his duties are higher than that of a government official. When I hear the Vice-Minister will lead the project, it is funny to me that when he will be doing this, he does not physically have time to do it. So someone else is doing it... Then we have in the state authorities never conducted the work with stakeholders. As a rule, in any case in any process related to public administration, the stakeholder must also be a representative of the people.

Political civil servant, m.: I support project management, but I do not support it in the style of the Soviet Union. Because it was then called a "plan", it was a long-term, short-term plan. I generally approve of it in terms of planning, I like the approaches, I have studied them, but I don't want them to take us back to the "scoop" time when we were trying to catch up for strategic numbers.

The head of the state Agency, w.: first, experts in this field should work, we mostly implement everything in a hurry, then they lose what they even had. Therefore, there are experts who understand this. First, you need to assess the risks, and the more risks, the better.

The most informed managers consider the possibility of applying a project approach along with operational activities in relation to a narrow range of tasks.

Head of the regional administration, m.: Yes, indirectly familiar. In my state Agency, it is practically impossible to apply it. I was just studying whether it could be applied or not. In principle, consideration of complaints and investigation of accidents is possible, but not quite in the same form. There are different specifics of government institutions, and this is probably possible somewhere.

Head of the regional administration, w.: Yes, to some extent, but I haven't studied it in depth yet. No, I don't know how to evaluate the principles of project management. I think that they could implement project management in the Department. And, accordingly, you would already have seen your weaknesses and strengths. I would introduce this approach in the direction of providing social assistance to the population, i.e. providing disabled people with funds. Why in this particular direction? Because it is a very complex area, because the demand is high, and the resource is ... limited. One hundred percent will never be able, so we need it here. Because we need to set specific priorities.

It was also suggested that this method is more suitable for local Executive bodies:

The head of the state Agency, w.: Project management refers to our work in part, it does not particularly concern our work. But there are indicators that we must achieve. There are indicators that we achieve together with other government institutions. This seems to be the case for local Executive bodies, and I think it concerns them more.

Based on the above, it can be concluded that the majority of civil servants understand the importance of project management, but express doubts about the readiness of public authorities and the degree of elaboration of the application of this approach.

Case 2

Almost a billion tenge was spent on the construction of a new school in Aktobe, but for two years it did not hold a single lesson. Given that the region still has a problem with the shortage of student places (12 schools in the region are three – shift), this project caused a fair outrage of the public.

Case 3

In the village of Shilisai near Aktobe, since 2018, a large school designed to train 800 children has been under construction. The project cost is 760 million tenge. At the height of construction, it turned out that only 50 schoolchildren live in the village.

Results of a survey of civil servants conducted in February-March 2023.

Figure 6 shows the respondents' opinions on the relevance of certain problems for the modern public service system of the Republic of Kazakhstan. According to the survey results, according to respondents, the most urgent problem is the low level of wages of civil servants in Kazakhstan - this is noted by 83.2% of respondents. It is obvious that low wages affect the overall motivation of civil servants, which is confirmed by the results of the survey. According to the majority of participants (58.8%), there is indeed a low level of motivation among the country's civil servants to work in the public sector.

Some respondents (29.6%) identified a high degree of corruption as a key problem in the public service system (Figure 6).

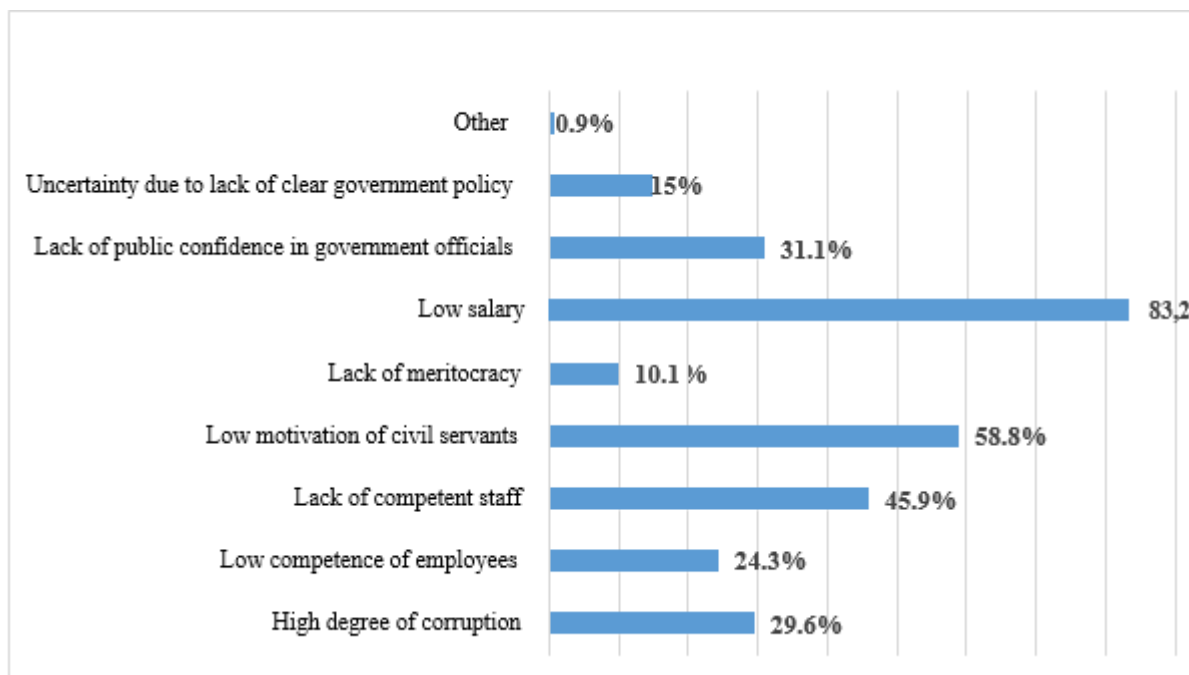


Figure 33. Actual problems of modern civil service in Kazakhstan

In this context, scientists note that wages and compensation for work are among the key factors of motivation, since people naturally tend to work better when they understand that as a result they will receive sufficient pay or return from their efforts. Moreover, most people are motivated by money, at least to meet their basic needs and desires (Clegg & Birch, 200257; Amstrong, 200858; Mwangi, 201459).

Figure 7 also draws attention to the opinion of respondents that there is a lack of competent and highly qualified personnel in the civil service (45.9%), as well as low competence of civil servants (24.3%). However, Figure 7 shows that 56.1% of respondents do not agree with the fact that weak personnel are employed in the civil service.

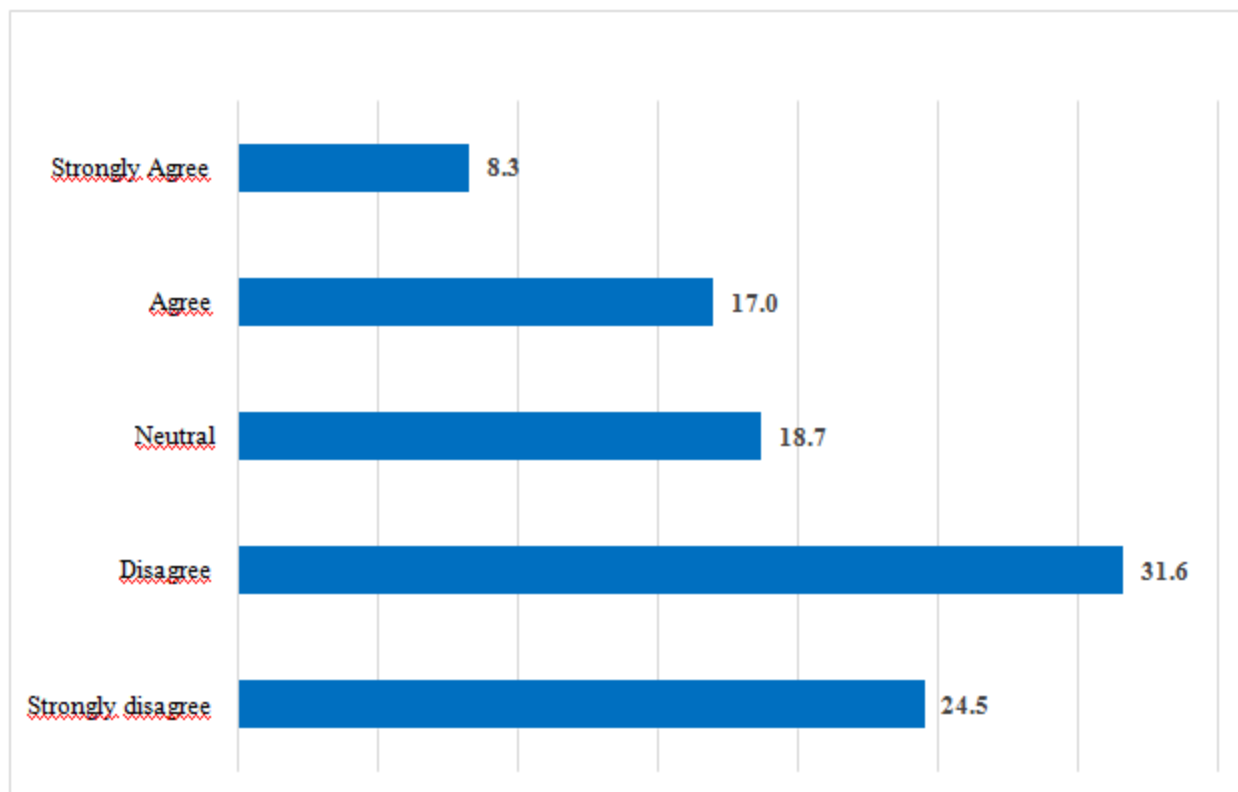


Figure 34. Weak staff go to civil service (%)

At the same time, 88.1% of respondents agreed that the main problem in the field of human capital is the lack of competent personnel (59.5%), as well as the low competence of government employees (28.6%) (Figure 8). At the same time, according to scientists, the efficiency and productivity of organizations directly depends on the existing competencies of employees. Therefore, increasing the competence of employees contributes to improving the efficiency of the organization (Junaidah, 2008, 259-271); (Asree et al., 2010, 500-516); Lockhart, 2013, 1-12).

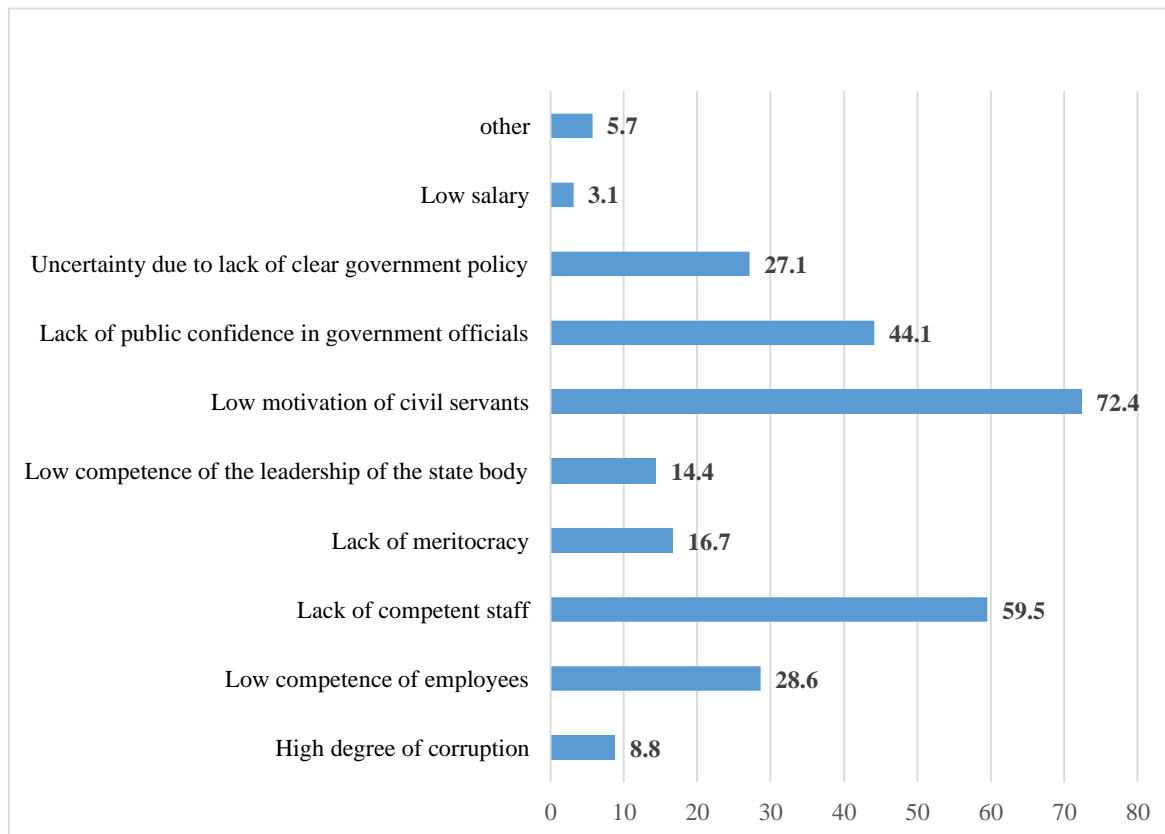


Figure 35. Main Problems of the Government institution (%)

It is noteworthy that with a low assessment of the competencies of Kazakh civil servants by the majority of respondents (88.1%), more than 60% of the survey participants rate their personal level of competence quite high, and only 10% of the participants' self-assessment is very modest (Figure 9).

As research in the field of self-esteem has shown, people tend to protect and take care of their self-esteem, as well as try to improve it. This is especially true for evaluating personal professional competencies; (Baumeister, 2004, 246-280), (Gibbs et al., 2004, 409-436);

(Levine, 2003, 835-857).

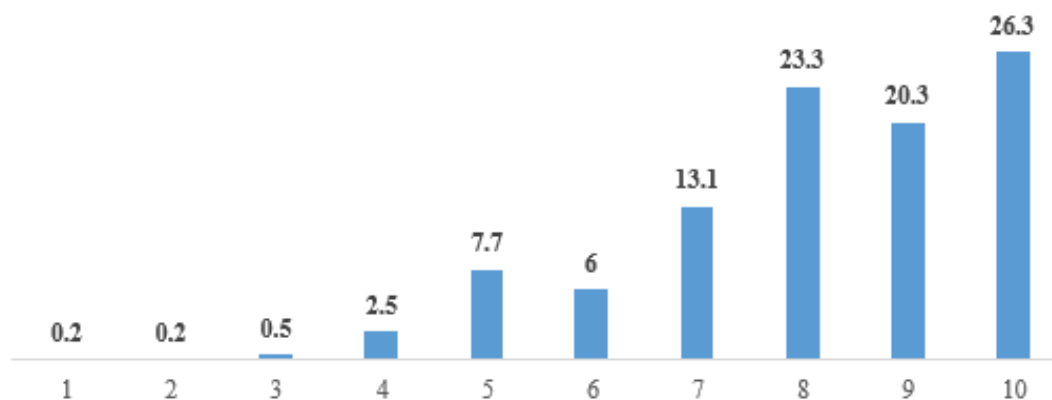


Figure 36. Self-assessment of professional competencies of civil servants (%).

The following three diagrams provide an assessment of the professional competencies of civil servants in accordance with the Unified framework of competence (ERC) for performing work in a public authority.

The results of the self-assessment of civil servants' professional competencies show that the most highly evaluated of them are the competencies "integrity" (65.8%), "responsibility" (65.3%) and "cooperation" (55.3%) (Figure 10). The lowest rating among civil servants was given to such competencies as " leadership " (36.7%), " system management " (37.8%), and " change management " (38.5%). The line spacing below is changed

Thus, among ordinary civil servants and managers, there is a lack of proficiency in skills of systemic and strategic thinking, change management and stress management. It is advisable to pay special attention to these competencies in the self-development and systematic continuing education of civil servants.

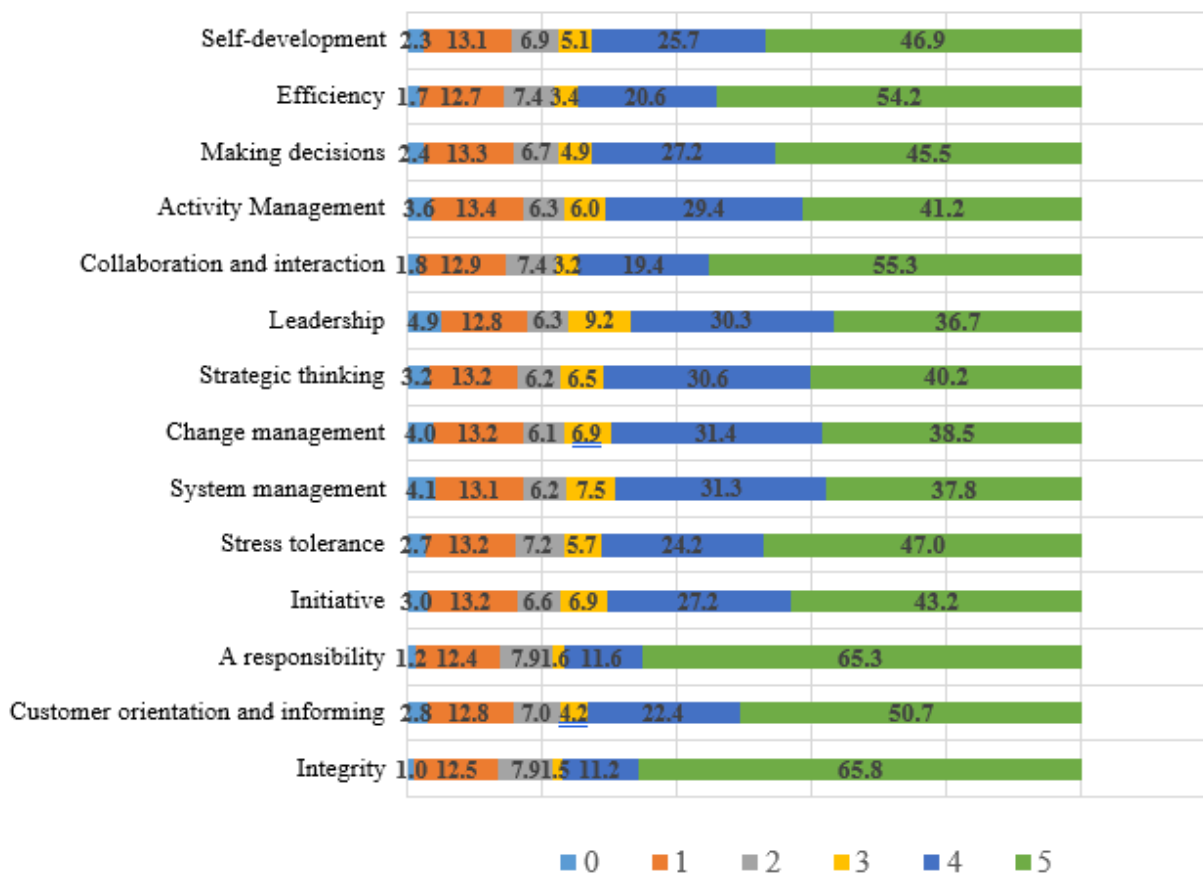


Figure 37. Self-assessment by civil servants of professional competencies in each area (%).

When respondents assessed the level of competence of their direct managers, they also rated the competencies "integrity" (57.7%), "responsibility" (58.4%), and "efficiency" (55.2%) particularly highly. The lowest rating of respondents was given to such competencies of their direct managers as "change management" (50.6%), "system management" (51.3%) and "strategic thinking" (51.9%) (Figure 11).

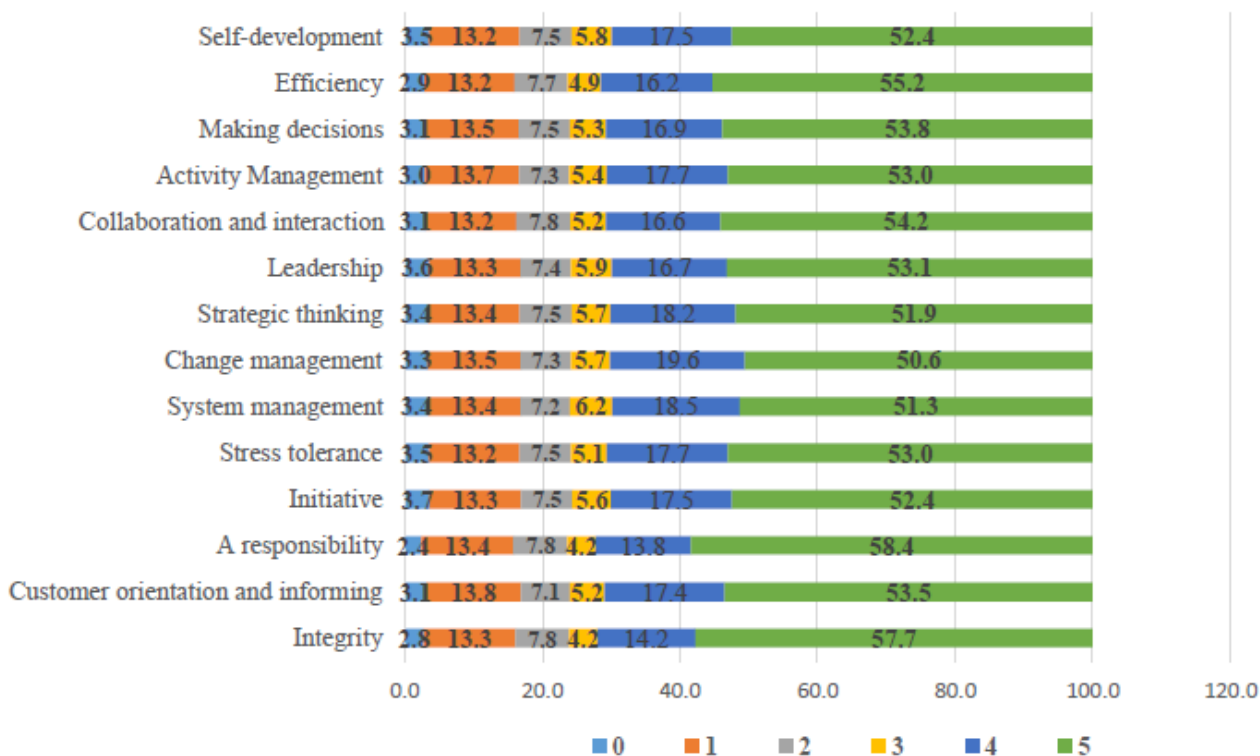


Figure 38. Assessment of the professional competencies of the immediate supervisor in each area (%).

As for the assessment of the first heads of government institutions, respondents noted "change management" (52.7%), "system management" (52.9%) and "stress tolerance" (53.7%) as their poorly developed competencies. Among the strong competencies of top managers are " responsibility "(55.6%)," integrity "(56.7%) and" efficiency " (55.6%) (Figure 12).

Thus, there is an insufficient level of proficiency in system and strategic thinking, change management, and stress management among ordinary government employees and managers. It is advisable to pay special attention to these competencies in the self-development and systematic continuous education of civil servants.

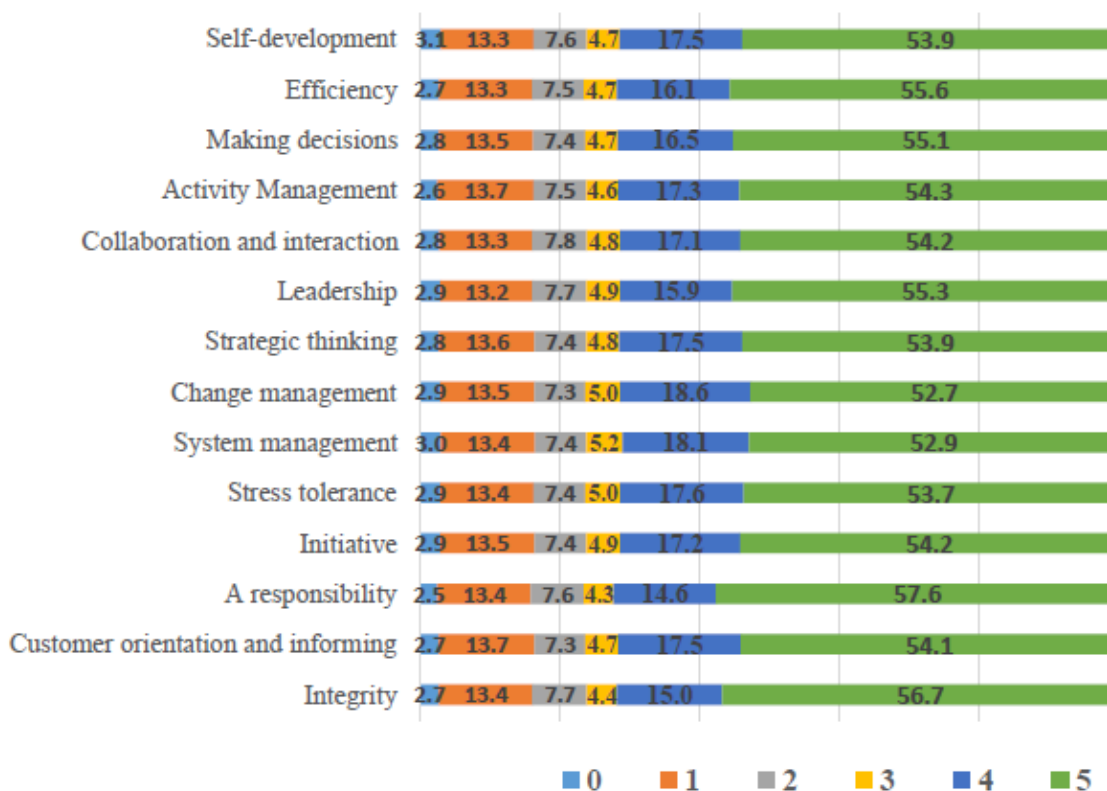


Figure 39. Assessment of professional competencies of heads of government institutions in each area (%).

The survey participants also gave an overall assessment of the current state of the civil service of Kazakhstan. Most of the respondents have a rather low opinion of the situation in this area (47.6%). Only 10.5% of participants gave a high rating (Figure 13).

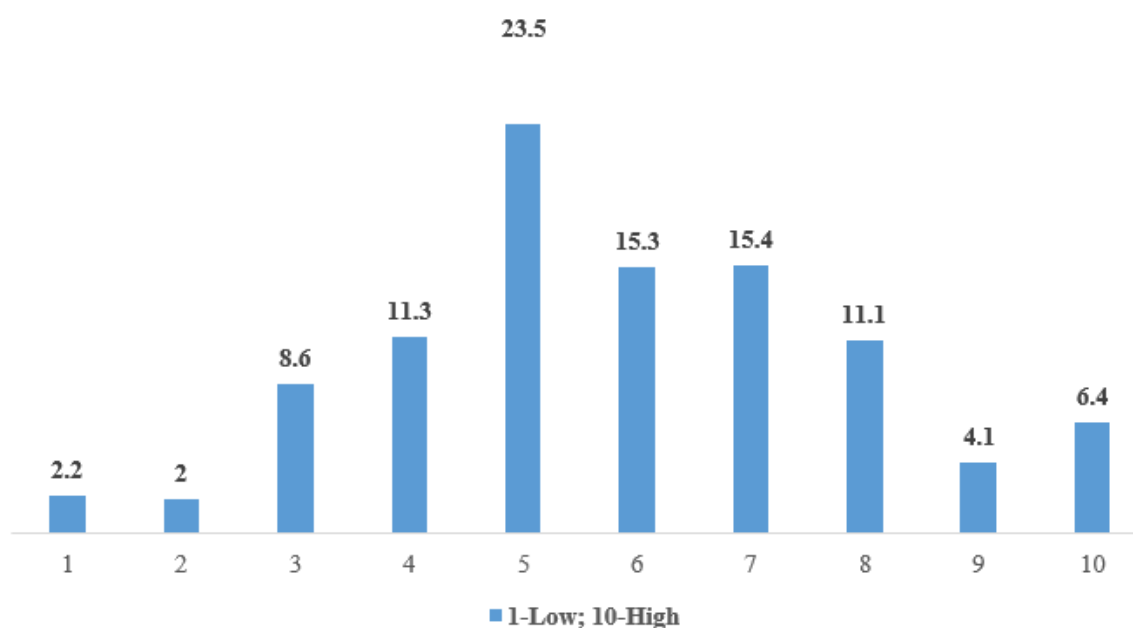


Figure 40. Assessment of the current state of the civil service in Kazakhstan (%).

In Kazakhstan, since 2010, conditions have been created and certain work is being done to introduce project technologies in the public sector (Appendix 3). The Concept of project management development in Kazakhstan was developed, according to which by 2022 there should have been qualitative changes at all levels of government in the state and society.

According to 48.1% of respondents, the implementation of project management contributes to improving the effectiveness of activities and the degree of achievement of goals. However, almost a third of respondents are neutral about this (Figure 14), which may indicate a lack of awareness among respondents about project management and the work that is currently being done in this direction.

It can also be assumed that the understanding of the effectiveness of project management is observed in civil servants involved in the work of project offices at the level of Central government institutions.

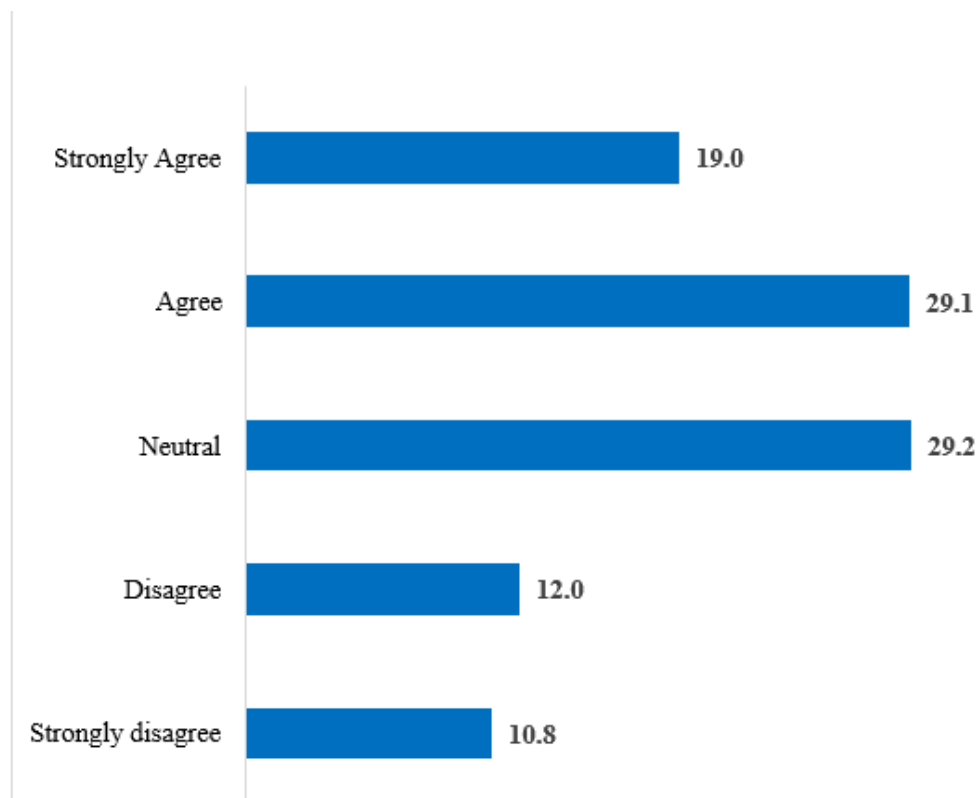


Figure 41. Implementation of project management will help to achieve the effectiveness of the decisions made (%).

Most of the respondents (42.7%) believe that the government institutions of Kazakhstan should use project management approaches in their activities. 23.3% of respondents did not agree with this statement, while 34% showed a neutral attitude (Figure 15).

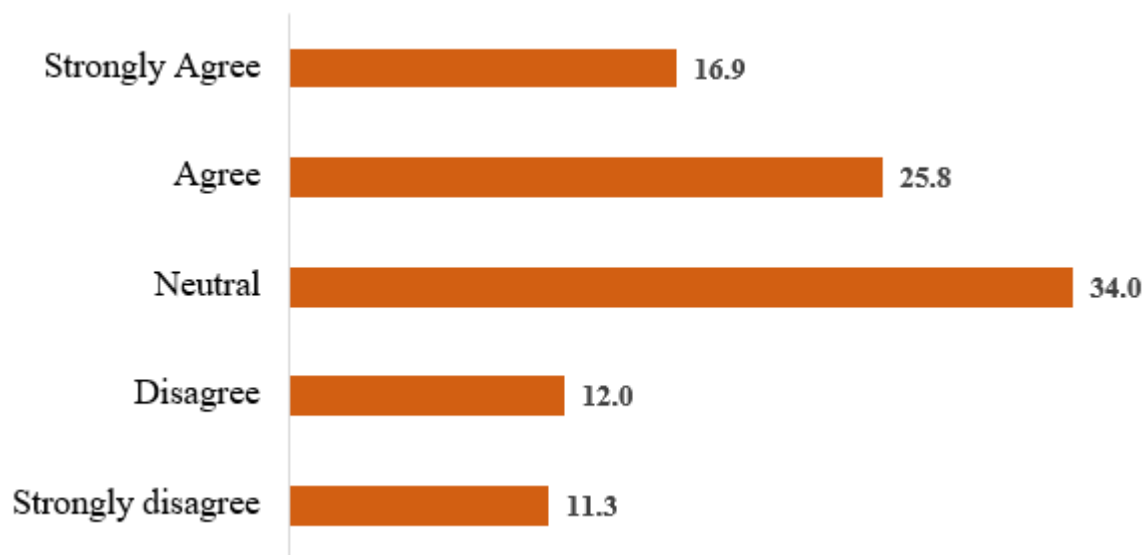


Figure 42. Government institutions should work according to the principles of project management (%).

49.3% of respondents believe that civil servants in Kazakhstan are interested in project management training, and only 22.4% did not agree with this. At the same time, almost a third of the respondents were neutral about this (Figure 16).

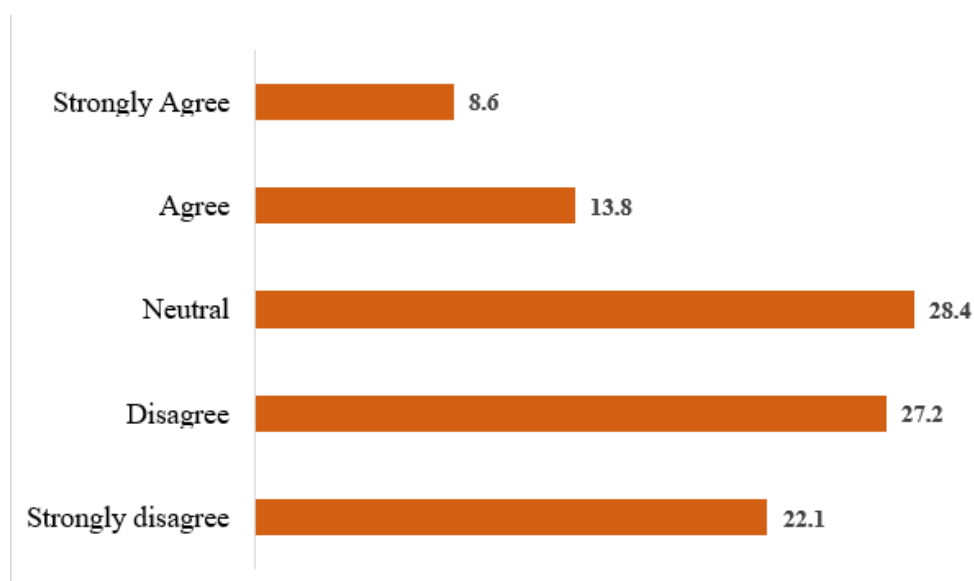


Figure 43. Civil servants are not interested in project management training (%).

42.7% of respondents indicated that the heads of government institutions in Kazakhstan are interested in implementing project management in the work of the government institution. 31.7% were neutral about this (Figure 17).

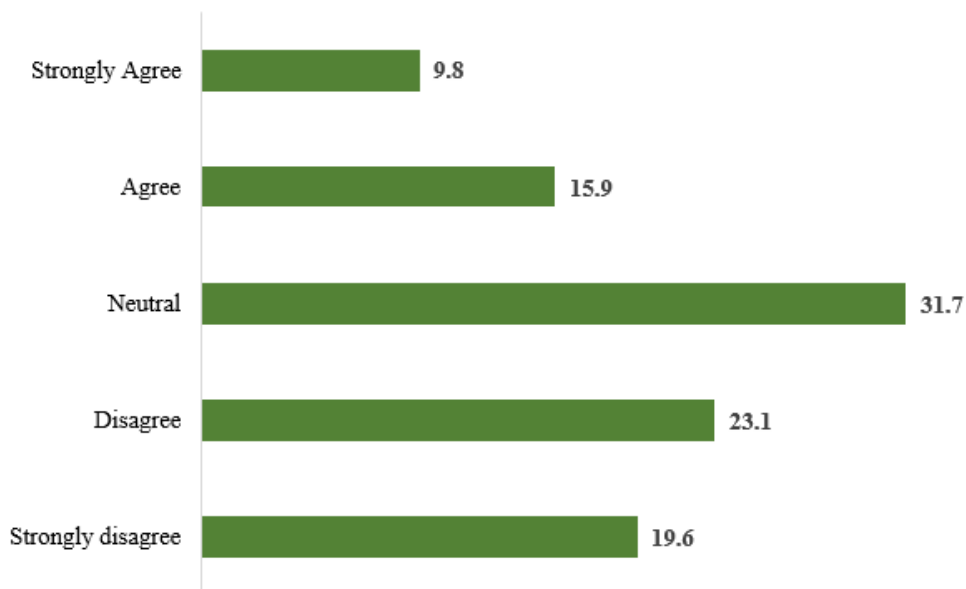


Figure 44. Heads of government institutions are not interested in implementing project management (%).

The introduction of strategic approaches to management and the use of project management technologies is intended to contribute not only to improving the efficiency of government institutions, but also to reducing the number of their staff. However, the study participants do not agree that the number of state agencies should be optimized (61.7%). However, a small percentage of respondents (21%) still believe that this should be done (Figure 18).

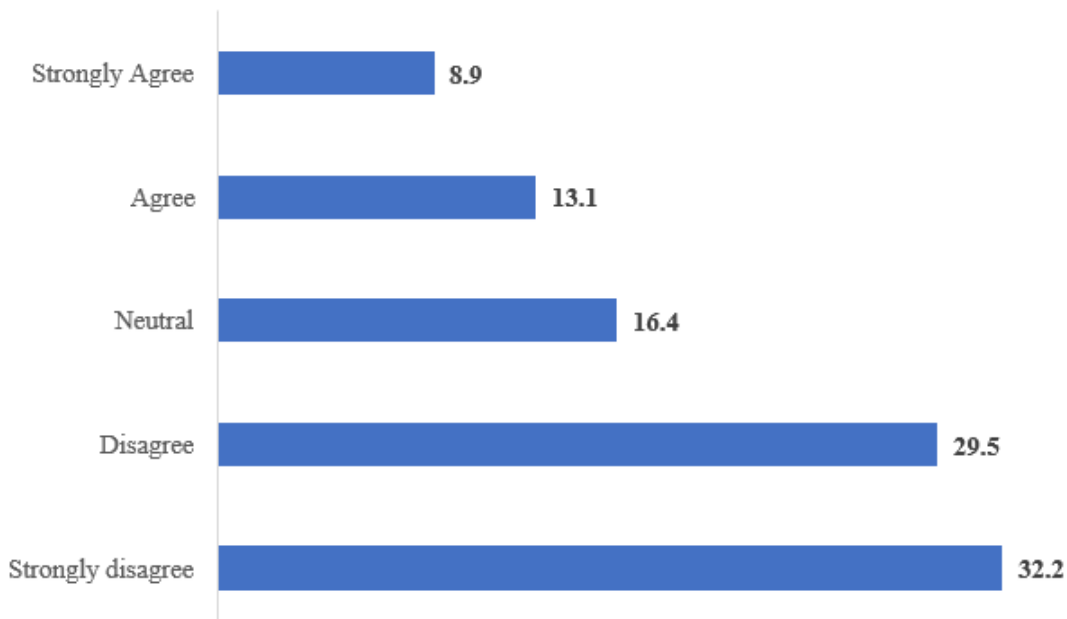


Figure 45. Downsizing of the state apparatus is necessary (%).

Survey participants showed a high level of trust in their direct management (87.7%) (Figure 19).

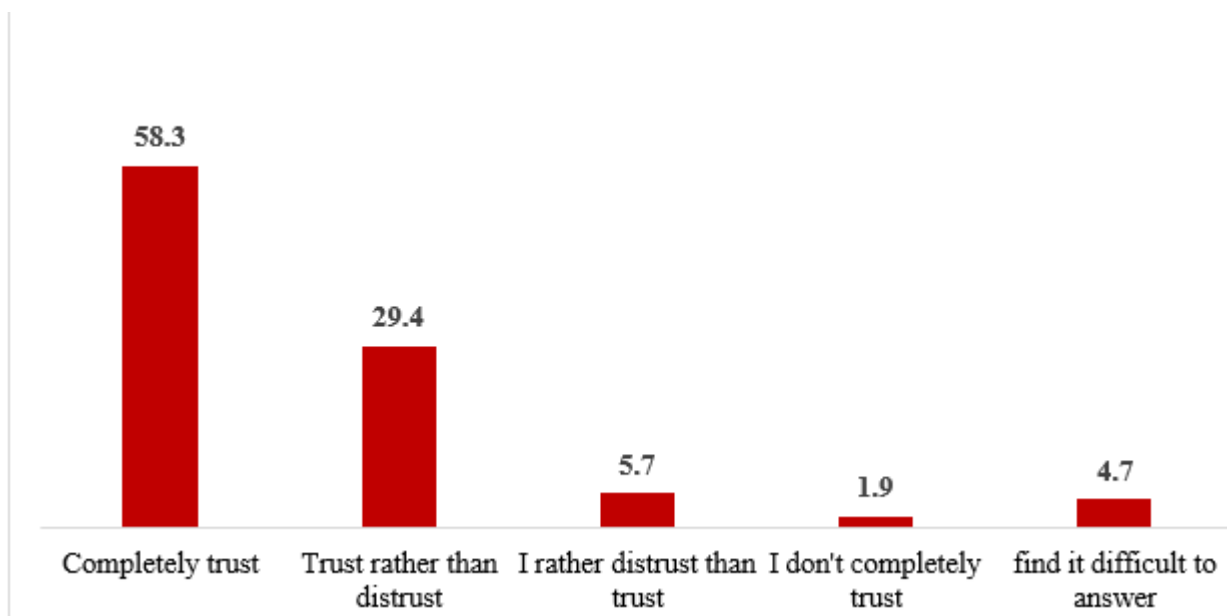


Figure 46. Level of trust to the immediate supervisor (%).

These facts speak about the importance of trust between employees and their direct managers for improving both the efficiency of the work of the government institution, and improving the professional competencies of employees with their subsequent career growth.

Expert survey

As part of the master's project during the period of practical training, I conducted an expert survey among the employees of the project office attracted by the matrix structure, as well as among civil servants who are in the headquarters of the Project Management Center.

26 people took part in the National Project Office: 53 people were among the civil servants who are in the headquarters. A total of 79 people.

Purpose: To collect information on the ongoing work, to determine the level of involvement in the project activities of government agencies, to assess the professionalism of the project office staff, to identify current problems, to form proposals and recommendations for improving the project management system in Kazakhstan.

In this connection, the survey results were analyzed separately. By Project Office (NGO):

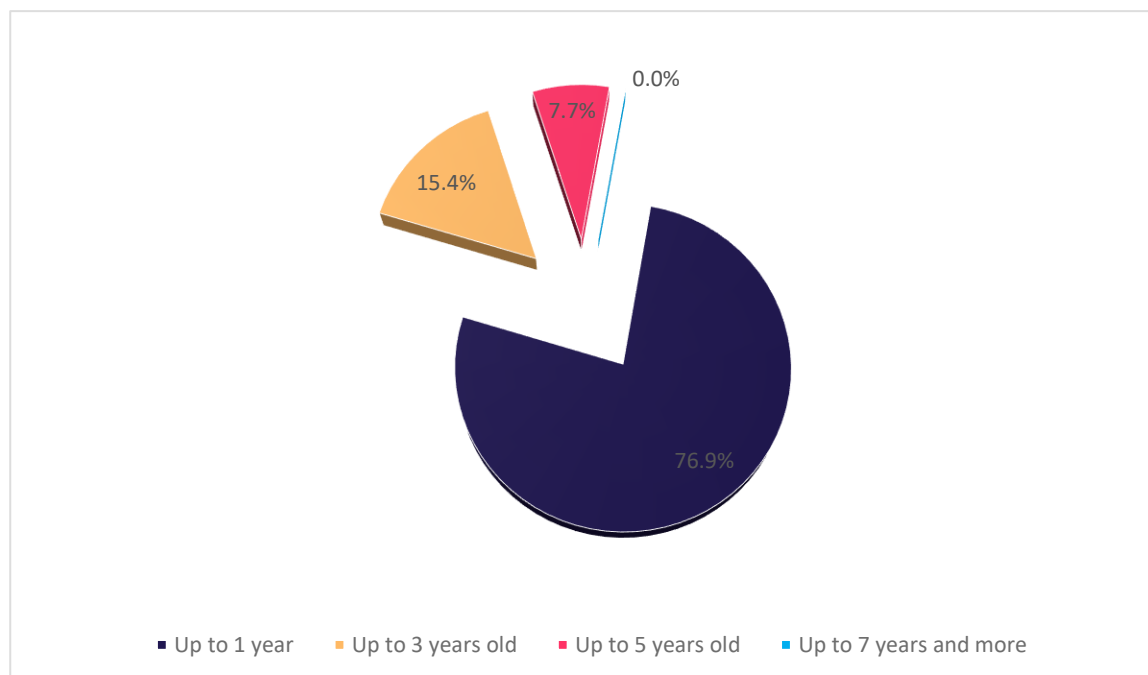


Figure 47. How many years have you been working in the field of project management?

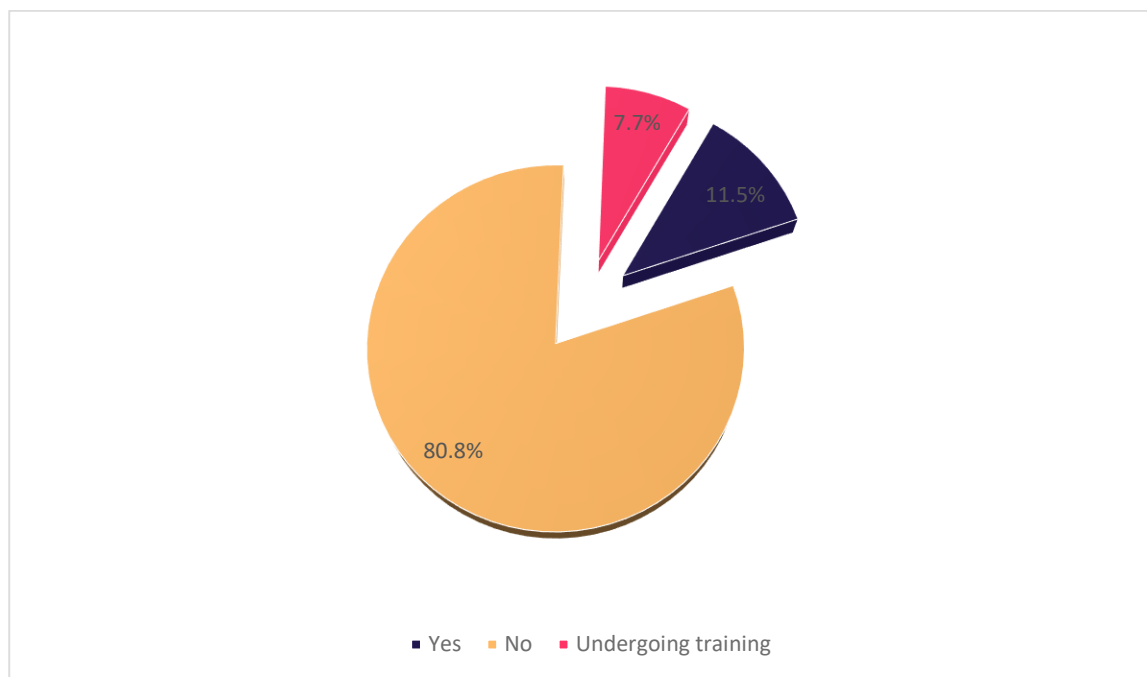


Figure 48. Are you certified according to the standard project management?

According to the results of the expert survey, it was determined that 76.9% of employees of the National Project Office have experience in project management up to 1 year, 15.4% - up to 3 years, 7.7% - up to 5 years.

In addition, out of 26 respondents, only 3 employees (11.5%) are certified according to project management standards, 2 employees are trained (7.7%). 21 employees (80.8%) have no certificates.

However, these employees, as indicated above, are attracted by the matrix structure, temporarily seconded to the NGO. After a certain time has elapsed, they return to their jobs.

At the same time, I want to note that these employees, after working in an NGO, return trained and have experience in project management, as well as in the PMIS "Easy project".

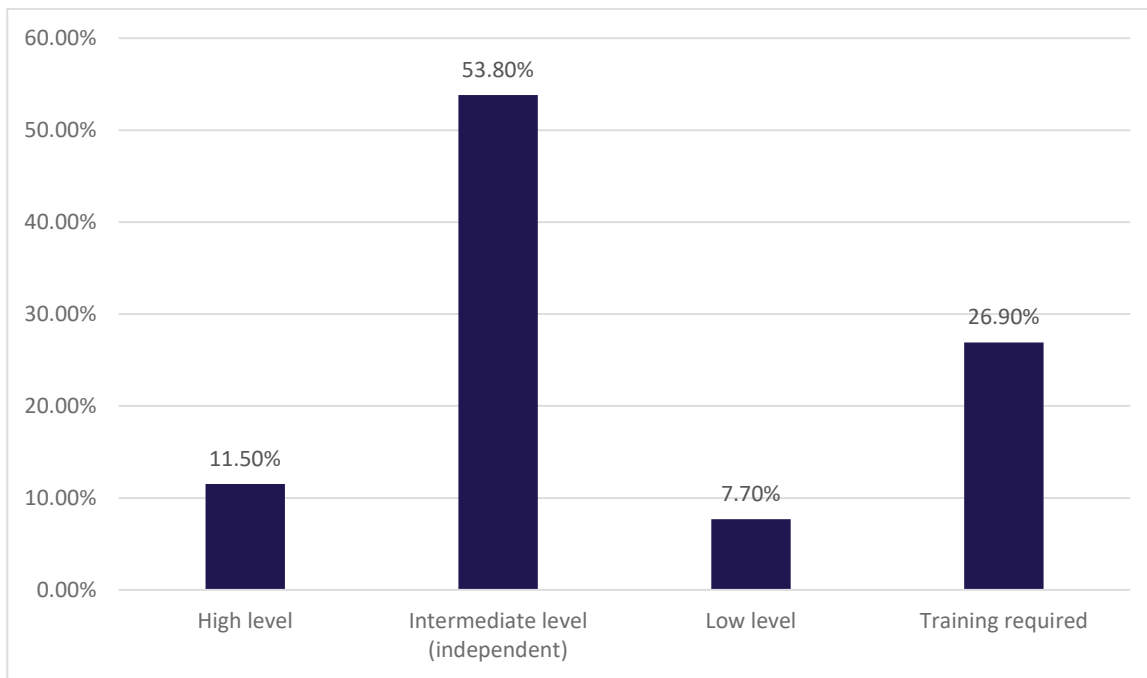


Figure 49. Is there enough training on the implemented project-network model of project management in the Project Management Information System "Easy Project"?

According to the survey results, 3 respondents have a high level, the average independent level is 53.8%. Given that the NGO is not fully staffed, more than 65% of employees freely manage PMIS.

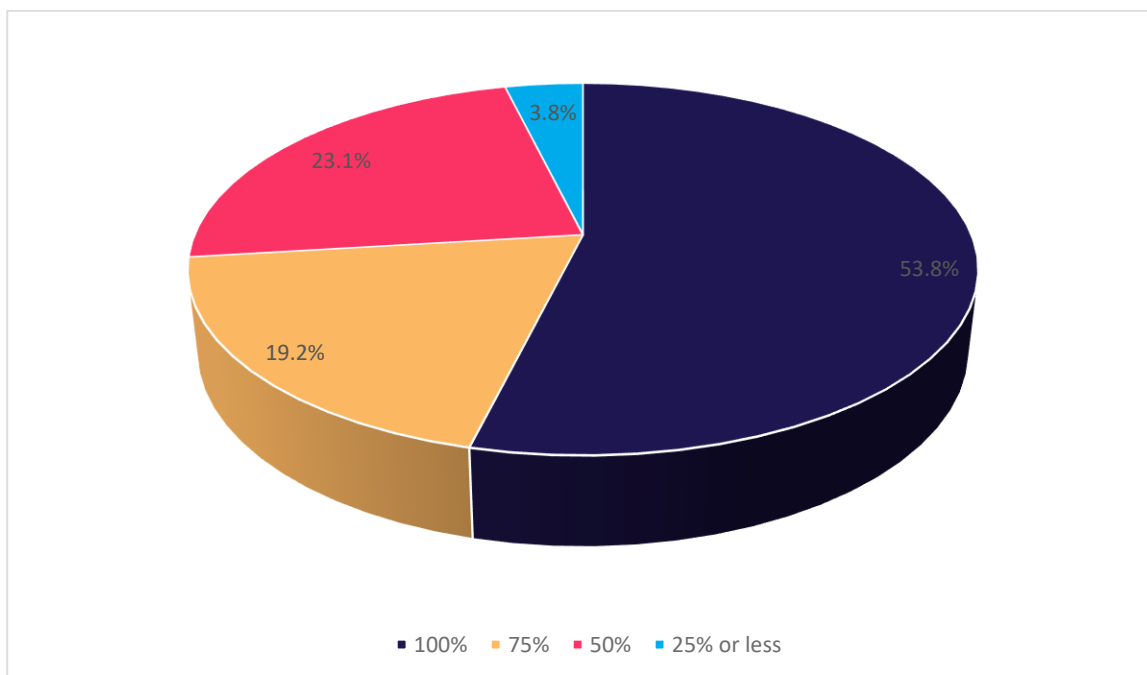


Figure 50. How would you assess the level of coverage of project management implementation among government agencies?

Taking into account the fact of work experience in the field of project management, the NGO staff made a general assessment of all state bodies for the level of implementation of project management. According to the results, it was determined that 53.8% of respondents indicate a 100% level, 19.2% of respondents - 75%.

Along with the National Project Office, a survey was conducted among civil servants who are in the Project Management Headquarters. 53 people took part in the survey.

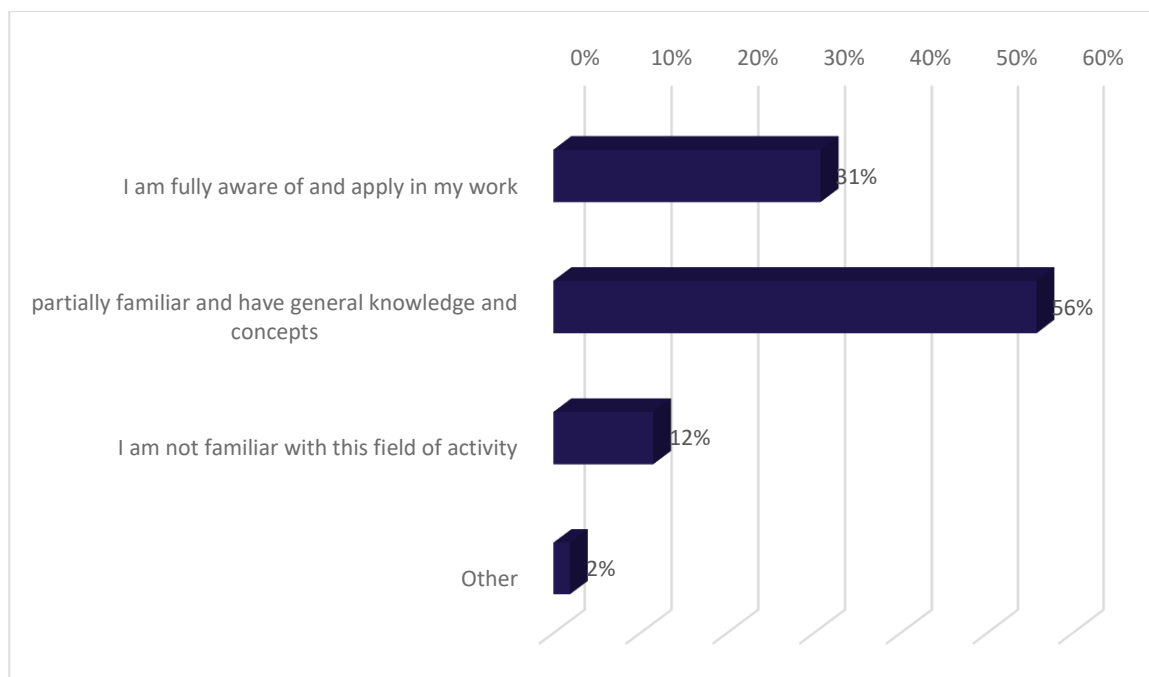


Figure 51. What do you know about project management? What is it?

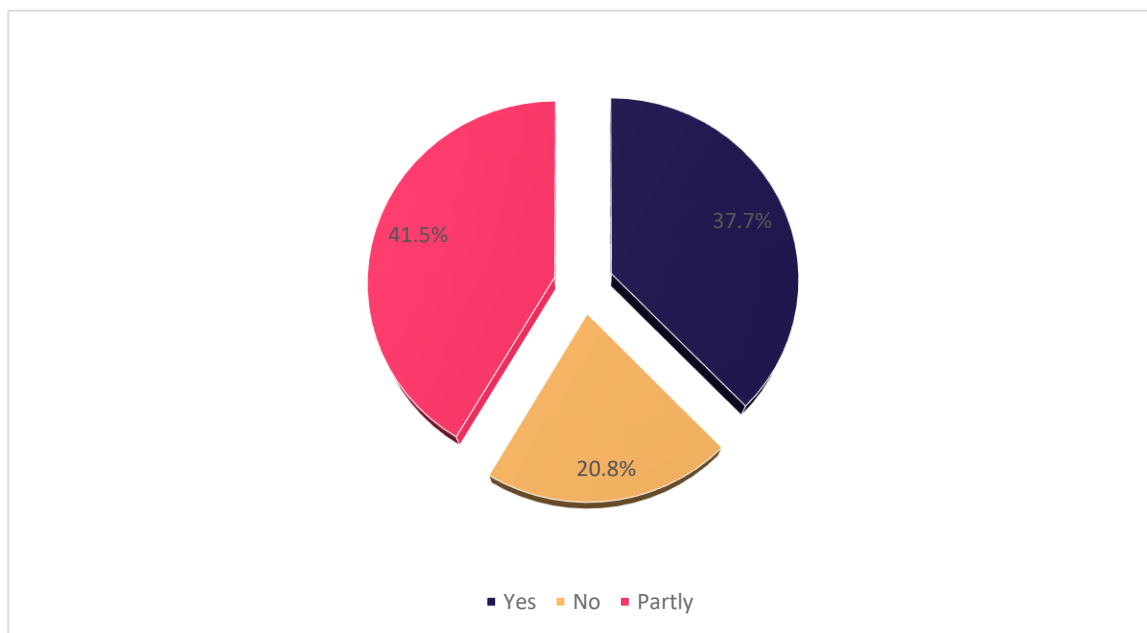


Figure 52. Have you participated in the implementation and operation of project management in your organization?

A survey among members of the Project Management Staff showed that the level of involvement of government agencies is at a low level. The heads of state bodies are fully working to fulfil the instructions of the Head of State.

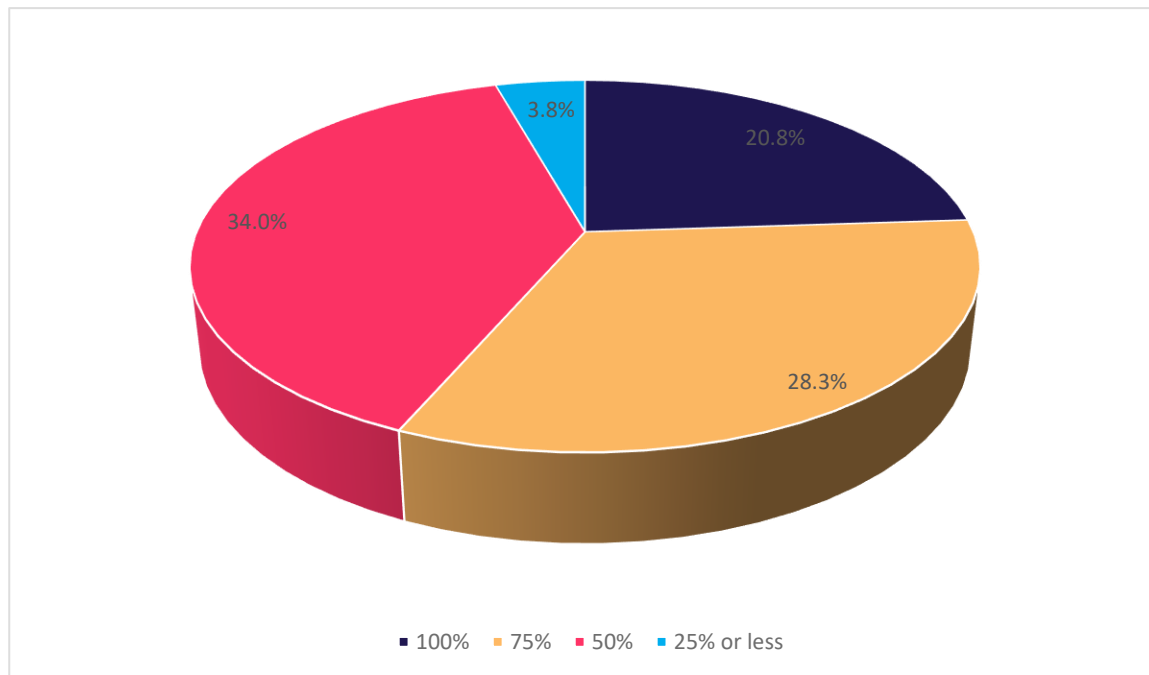


Figure 53. What assessment would you give regarding the work of project management in your state body?

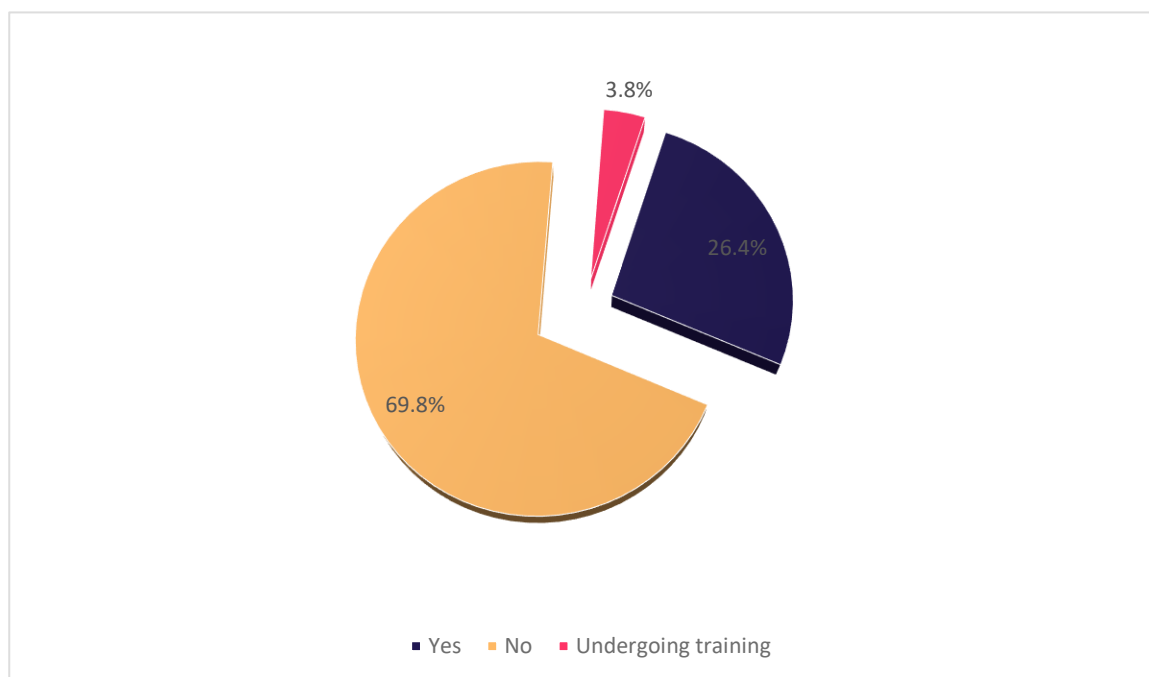


Figure 54. Are you certified according to the Project management standard?

Based on the conducted research, together with the National Project Office, work was carried out to assess the maturity of state bodies for the implementation of project management and work with PMIS.

Thus, for the initial assessment of the organizational maturity of the project offices of central state and local executive bodies, a maturity rating of the project management of state bodies, including the level of involvement of top management (management), has been developed, which includes the following criteria:

1. Holding a seminar-meeting with the assets of the state body and the participation of the first head;
2. Creation of the Project Office of the state body, by the corresponding official decision of the state body (order, order, resolution, etc.);
3. Availability of updated Regulations of the project activity of the state body, approved by the relevant official decision of the state body (order, order, resolution, etc.);
4. An order to consolidate the personal responsibility of the heads of the Basic directions, including the Standard basic direction;
5. The presence of the Program Management Committee established by the relevant official decision of the state body (protocol, order, order, resolution, etc.);
6. Securing the project role of the Head of the Project Office on full-time terms;
7. Conducting a SCRUM meeting of the Head of the Project Office with the Implementation Groups of the Basic directions of Programs and Project Groups;
8. Participation of the Project Office Manager in weekly SCRUM meetings with NGOs;
9. Weekly meetings of the Management Committee of the program with the recording of instructions in the PMIS in the form of tasks of the Project Office of the state agency;
10. Professional competencies of civil servants in the field of project management (number of civil servants with certification: IPMA, PMI, PRINCE2, ISO-21500, etc.) (plan 10% of the staffing of the state agency);
11. Development of a Priority Goals Map in accordance with Annex 2 to the Project Management Implementation Rules;
12. Development of a Map of projects and initiatives (measures) of the program (for each program) in accordance with Annex 3 to the Rules for the Implementation of Project Management;

13. Weekly publication of information on the results achieved on specific target indicators, projects that are being conducted in PMIS in social networks;
14. Providing the program manager / basic direction and the Office with weekly information on the progress of program implementation by means of an information board confirming the fact of familiarization of the Program Manager (chip) with the date for the current / previous week.

This rating primarily demonstrates compliance with the standards specified in the Rules for the Implementation of Project Management, and also indicates the involvement of the leadership of state bodies.

As of April 2023, a rating of all government agencies has been compiled. 1st place among CSOs is the Ministry of Culture and Sports, 2nd place is the Anti–Corruption Agency of the Republic of Kazakhstan, 3rd place is the Ministry of Information and Public Development. The leader in M&E is Pavlodar region, the 2nd place is Shymkent, the 3rd place is Karaganda region.

In addition, the functioning of the project offices of 4 state bodies is not reported: the Agency for Regulation and Development of the Financial Market, the Prosecutor General's Office, the National Security Committee and the Ministry of Defense of the Republic of Kazakhstan.

6.2 Analysis of management problems of public authorities in Finland

Public authorities in Finland face a range of management problems, which can impact their ability to effectively deliver public services and fulfill their mandates. The following is an analysis of some of the key management problems of public authorities in Finland:

1. **Bureaucracy.** Public authorities in Finland can be seen as bureaucratic, which can lead to inefficiencies and delays in decision-making. The bureaucratic structure of public authorities can result in a lack of flexibility and responsiveness to changing needs and demands.
2. **Siloed structures.** Public authorities in Finland can be siloed, with different departments and units operating independently of each other. This can result in a

lack of coordination and collaboration, as well as duplicated efforts and inefficient use of resources.

3. **Lack of accountability.** Public authorities in Finland can be seen as lacking in accountability, with unclear lines of responsibility and weak mechanisms for holding officials accountable for their actions. This can lead to a lack of transparency and public trust in government institutions.
4. **Limited resources.** Public authorities in Finland can face constraints on resources, including budgets, staffing, and infrastructure. This can limit their ability to effectively deliver public services and respond to emerging challenges and demands.
5. **Resistance to change.** Public authorities in Finland can be resistant to change, which can impede efforts to modernize and streamline public services. This resistance can be driven by a variety of factors, including institutional culture, fear of job loss, and resistance to new technologies.
6. **Political interference.** Public authorities in Finland can face political interference, which can undermine their independence and ability to make decisions based on evidence and expertise. Political interference can also lead to a lack of consistency and coherence in policy-making and implementation.

Addressing these management problems will require a range of solutions, including reforms to bureaucratic structures, greater coordination and collaboration across public authorities, stronger mechanisms for accountability and transparency, increased investment in resources, efforts to promote innovation and change, and measures to protect the independence of public authorities from political interference.

Further to the analysis of management problems of public authorities in Finland, the following additional points can be made:

Digitalization challenges. While Finland has been a leader in digitalization, public authorities can still face challenges in implementing digital solutions. These challenges can include a lack of digital skills and capacity, resistance to change, and concerns about data security and privacy.

Limited diversity. Public authorities in Finland can also face challenges related to limited diversity in their workforce. This can include limited representation of women, minorities, and individuals with disabilities, which can lead to a lack of diverse perspectives and experiences in decision-making.

Changing needs and expectations. Public authorities in Finland must also adapt to changing needs and expectations from citizens, particularly as demographics shift and new technologies emerge. This requires flexibility and agility in adapting to new demands, and a willingness to engage with citizens and stakeholders to understand their needs and priorities.

Risk management. Finally, public authorities in Finland must effectively manage risk, particularly in areas such as emergency preparedness, security, and privacy. This requires a proactive approach to identifying and mitigating risks, as well as a willingness to learn from past incidents and improve risk management practices over time.

Addressing these challenges will require ongoing efforts and a commitment to continuous improvement in public management. This includes investing in the skills and capacity of public officials, promoting diversity and inclusion, adopting new technologies and approaches to service delivery, and engaging with citizens and stakeholders to understand their needs and expectations.

Devolution of powers. Public authorities in Finland face the challenge of devolution of powers to local governments, which can result in duplication of efforts and a lack of coherence in policy implementation. It is important to ensure that there is effective coordination and communication between different levels of government to ensure a consistent approach to service delivery.

Political instability. Public authorities in Finland can also face challenges related to political instability, particularly in the context of changing governments or coalition agreements. This can lead to a lack of consistency in policy direction and implementation, as well as uncertainty among public officials.

Public trust. Building public trust is an ongoing challenge for public authorities in Finland, particularly in the context of declining trust in government institutions globally. It is important to be transparent and accountable in decision-making processes, and to engage with citizens and stakeholders to understand their needs and priorities.

Capacity building. Public authorities in Finland can face challenges related to capacity building, particularly in the context of rapid technological change and emerging policy areas. It is important to invest in the skills and knowledge of public officials, and to provide ongoing training and professional development opportunities.

Citizen engagement. Finally, public authorities in Finland must effectively engage with citizens and stakeholders to ensure that policies and services meet their needs and

expectations. This requires ongoing efforts to build trust and dialogue, and to provide opportunities for feedback and participation in decision-making processes.

Addressing these challenges will require ongoing efforts to promote effective governance and public management in Finland. This includes investing in capacity building and professional development for public officials, promoting transparency and accountability in decision-making, building trust and engagement with citizens and stakeholders, and promoting innovation and adaptation to changing needs and expectations.

Performance management. Public authorities in Finland can face challenges related to performance management, particularly in the context of measuring and reporting on the impact of policies and services. It is important to have effective performance management systems in place to ensure that resources are used efficiently and effectively, and to demonstrate accountability to citizens and stakeholders.

Data management. Public authorities in Finland also face challenges related to data management, including ensuring data security and privacy, and effectively managing and utilizing data to inform decision-making processes. It is important to have robust data management systems and processes in place to ensure that data is accurate, reliable, and accessible.

Climate change. Public authorities in Finland must also address the challenge of climate change, which has significant implications for public policy and service delivery. This requires a coordinated and proactive approach to reducing greenhouse gas emissions, building resilience to climate impacts, and promoting sustainable development.

Aging population. Public authorities in Finland also face challenges related to an aging population, including increased demand for healthcare and social services, and a shrinking workforce. It is important to adopt policies and practices that promote healthy aging, and to ensure that healthcare and social services are accessible and effective for all citizens.

Internationalization. Finally, public authorities in Finland must also address the challenge of internationalization, including ensuring that policies and services are aligned with global standards and trends, and effectively engaging with international partners and stakeholders. This requires a global perspective and a willingness to learn from best practices and innovations from around the world.

Addressing these challenges requires ongoing efforts to promote effective governance and public management in Finland, including adopting new technologies and approaches to

service delivery, building capacity and expertise among public officials, engaging with citizens and stakeholders to understand their needs and priorities, and adapting to changing needs and expectations.

In conclusion, the analysis of the use of the project approach in public administration in Finland indicates that it has been a successful approach for improving the efficiency and effectiveness of public services. The project approach has been used in a range of policy areas, including healthcare, social services, and infrastructure, and has led to positive outcomes in terms of cost savings, improved service quality, and increased citizen satisfaction.

However, there are still challenges that public authorities in Finland face in managing their operations and delivering services effectively. These challenges include limited resources, changing needs and expectations, digitalization challenges, limited diversity, and risk management issues. Addressing these challenges will require ongoing efforts to promote effective governance and public management, including investing in the skills and capacity of public officials, promoting diversity and inclusion, adopting new technologies and approaches to service delivery, and engaging with citizens and stakeholders to understand their needs and expectations.

Overall, the analysis highlights the importance of effective public management in ensuring that public services are delivered efficiently and effectively, and that they meet the needs of citizens and stakeholders. By adopting a proactive and adaptive approach to public management, public authorities in Finland can continue to improve their operations and deliver high-quality services to their citizens.

7 IMPROVING THE MANAGEMENT OF STATE BODIES

7.1 The model of public administration is the basis for improving the management of state bodies of the Republic of Kazakhstan

In the Republic of Kazakhstan, for a number of years, there has been a serious delay in the reform of the public administration system from the world trends and achievements of management science. The results of both foreign and domestic research in this area are rightfully recognized by Kazakhstan as valuable and quite adaptive to its system of state management, but they do not find practical implementation.

Foreign countries that demonstrate high efficiency of public administration today have long abandoned the administrative-command model of management, as well as its linear-functional and vertically-hierarchical architecture, in favor of network structures and interactive models of decision-making and implementation.

As the world experience shows, the service model of the civil service, appreciated and imported by Kazakhstan, justifies itself as an important transition link in the transit to participatory management. But, unlike a number of other States, Kazakhstan has not yet made this transition, continuing develop the service model and, as the most relevant principle, implementing its mission of serving the people by state agencies.

If the service model of interaction between power and population is in the format of "provider – consumer" (and the format developed in Kazakhstan quite well, including through the introduction of "electronic government"), participate is a culture of complicity, a partnership of government and society (and requires the development of "open government"). And the fact that Kazakhstan has declared the concept of a "hearing state", further underscores the evidence of Kazakhstan's unjustifiably long "sticking" in the service model of the civil service.

Participatory management involves centering the public's needs in government strategies and programs, and prioritizing the needs of the population in relation to political and industry conditions. In Kazakhstan, strategic and programmatic documents, being derived

from the budget (and not Vice versa), represent a kind of justification for budget expenditures, whereas, on the contrary, they should be primary in relation to the budget.

The above determines the substitution in the system of evaluation of activities of government institutions and officials of criteria, based on "cost" and to the extent that they create public goods by the criteria that describes the volume and amount of "work". And even at the legislative level (including NPA in the field of state planning), there is no differentiation of the concepts of "economic efficiency" and "efficiency" (outputs and outcomes), whereas the Budget Code declares the principles of efficiency and effectiveness of budgeting. This, in turn, is further evidence of the pre-existence of budgeting processes to strategic planning processes.

Full partnership and cooperation between the government and society to increase public goods, in turn, requires the transition to flexible technologies and network structures, which are best implemented in the world today through project management. The Republic of Kazakhstan has a low level of project maturity in the corporate sector and zero - in the public sector. And the unified framework of civil servant competencies (ERC), which describes his ideal portrait, does not endow him with competence in the field of project management (Armstrong, 2008).

Despite the long-term functioning of the competence approach to civil service in Kazakhstan, there is no methodological basis for assessing, tracking the dynamics and development of civil servants' competencies.

These factors that are exogenous in relation to public authorities generate the corresponding business philosophy and behavior patterns of Kazakh civil servants:

- focusing on clearly defined and defined functions and responsibilities, rather than on serving the people;
- positioning ourselves as representatives of government, and citizens as passive consumers, rather than political actors;
- relying solely on financial resources and lack of motivation to generate and increase other types of resources, use the potential of other entities;
- "inhibiting" the development of change management skills, systems and strategic thinking due to wasting yourself on the mechanical performance of operational tasks;

- blurring of responsibility for the socio-economic impact of strategies and programs and substitution of personal responsibility for collective "pseudo-responsibility";
- adaptation of civil servants to a rigid management architecture and unwillingness to switch to flexible ways of working and collaborating, including with society;
- understanding the optimization of the staff and structure of government institutions as extremely simple arithmetic actions and changes in the places of components (reallocation of functions), and not the modernization of the management architecture and transformation into self-regulating organizations;
- reducing the competence approach to a one-time procedure for assessing the competence of a candidate at the entrance to the civil service, a formal approach to self-development and systematic building up of civil servants' competencies.

The following measures are intended to neutralize the negative impact of the above-described factors and eliminate their consequences.

Regulatory and legal measures:

- 1) regulation at the legislative level of the primacy of the principle of public demand – the basis for setting goals and implementing initiatives;
- 2) clear regulation at the legislative level of the concepts of "economic efficiency" and "efficiency" of the activities of a state Agency and civil servant and, as a result, ensuring its orientation to the result as the creation of public goods;
- 3) securing at the legislative level personal responsibility for the effectiveness and efficiency of strategies and programs, their compliance with the expectations of citizens;
- 4) abolishing the practice of developing strategic plans for government institutions;
- 5) regulating the integration of strategic documents with the budget based on the "goal – budget" principle";
- 6) introduction of the basic competence "project thinking" and the differentiating competence "portfolio and program management" into a Single framework of civil servants' competencies";
- 7) regulating the mandatory assessment, monitoring of the dynamics and development of civil servants' competencies;

Methodological measures:

1) reorienting existing methods of developing strategic and programmatic documents to the new ones.:

- building goal setting and implementing initiatives based on the needs of the population;
- the final result as a socio-economic effect in the interests of well-being, and not a direct result (as the volume of produced products of activity);

2) supplementing the concept of state planning with methodologies:

- estimates of their direct result as the volume of products created (outputs measurement) and the final result as a degree of satisfaction of the society's requests (outcomes measurement);
- assessment of the socio-economic impact of government programs (impact measurement).

3) decisions have been made on the staffing and resource levels of government institutions based on the "cost" and volume of public goods they create, rather than the number of functions they perform;

4) methods of functional analysis of government institutions should be supplemented with methods of mathematical modeling (modeling of organizational structures based on the stratification, etc.);

5) development and implementation of a mechanism for integrating project technologies into the activities of government institutions;

6) development and implementation of a methodology for assessing, tracking and developing civil servants' competencies.

Organizational measures:

- 1) transition from linear-functional and vertically-hierarchical management models to creating network structures;

- 2) abolishing the practice of Directive management indicative management with the use of project technologies;
- 3) involvement of civil society organizations, businesses, citizens ' initiative groups in decision-making and implementation, monitoring and control at all stages of the development and implementation of projects, programs, policies;
- 4) abolishing multiple procedures for intermediate control by government institutions and civil servants of each other and switching to agile technologies for interdepartmental and intersectoral interaction;
- 5) abolishing formalism in the development of civil servants ' competencies and introducing the practice of systematic assessment and monitoring of their dynamics.

7.2 Maintaining a balance of powers, resources and responsibilities, delineating the powers of political and administrative civil servants

The conducted research demonstrated the absence of a clear division of powers between political and administrative civil servants at the legislative level, and, as a result, an increase in the influence of political processes on the state apparatus (excessive politicization of it) and the growth of political positions that functionally duplicate administrative ones.

The international experience that has been studied in this area can be summarized into four main guidelines:

- 1) reducing the total number of political appointees to the level of the head of a government institution;
- 2) restriction of political appointments only in the highest echelon of government institutions;
- 3) conducting professional training of political appointees in order to improve their core competencies;
- 4) professionalization of senior government positions by replacing political appointees with career managers or senior administrative civil servants.

It is obvious that in order to integrate such successful foreign practices into the Kazakh public administration system, it is advisable to transform the approach to the formation and redistribution of functions of political and administrative civil servants, with subsequent

optimization of their number based on this. For this purpose, the following measures are proposed.

Regulatory and legal measures:

1) reducing the list of functions of government institutions at the legislative level to three basic functions:

- the basic function of "strategic planning" in the country and / or the relevant sphere/industry/region, which includes the organization of all processes, powers and competencies necessary for public authorities to develop strategies and goals, develop target indicators and indicators of results at the level of analysis, develop, discuss and adopt policy documents;
- the basic function of "project activity" in the country and / or the relevant sphere/industry/region, which includes the organization of project activities and other processes and operations necessary to ensure that public authorities and other stakeholders achieve the established goals, targets and indicators of results of strategic and program documents;
- basic function "ensuring law and order, safety and quality of life of the population" in the country and / or the relevant sphere/industry/region, including the organization of process activities of government institutions and other stakeholders, which can not be implemented within the functions of "strategic planning" and "project activities" (for example, public services that can not be transferred to a competitive environment);

2) regulation separation of powers political and administrative civil servants in accordance with the three-tier system of project management (portfolio, programs, projects) with consolidation at the level of portfolio management and software project roles and personal responsibility for the achievement of the objectives exclusively for civil servants and project roles, and appropriate personal responsibility for achieving the objectives of the projects for administrative civil servants; the introduction at the legislative level of requirements to a standard and skill level of the project Manager for the priority and large-scale projects.

Methodological measures:

Development and implementation of a mechanism for integrating project technologies into the activities of government institutions, including the procedure for escalating problematic issues from a lower project role to a higher one (from administrative civil servants to political ones).

Organizational measures:

- 1) transition to the project-network model of public administration;
- 2) systematic and systematic training of administrative civil servants in project management, and political officials in program and portfolio management.

7.3 Optimization of information flows

The results of the study showed that one of the key factors in improving the effectiveness and efficiency of management in the public sector is, on the one hand, the simultaneous increase in efficiency, accuracy and relevance of information needed for making timely and quality management solutions, system monitoring and efficient control of their implementation, and on the other hand, a sharp reduction in unnecessary paperwork and numerous types of reporting.

The study illustrated the multi-personality and multiplicity of control procedures by state agencies and civil servants of each other (up to the control of those who exercise control). One of the reasons for this phenomenon is the low level of trust between government institutions and civil servants, which, in turn, makes it impossible for government institutions to transform into self-regulating and self-developing organizations and implement corporate governance principles.

The architecture of information flows of government institutions is characterized by an infinite duplication of information, a multiplicity of information requests, including those related not to achievements, but to the description of processes. "As a result, a huge flow of information circulates in the public administration system, which is not used for decision-making».

Despite Kazakhstan's Declaration of an indicative, rather than Directive, management principle, the instruction continues to be the main component of the information flow of

government institutions. At the same time, the subject of instructions, as a rule, are components of projects, programs and portfolios, which all the more make instructions superfluous from the point of view of indicative and project management.

The following measures are intended to reformat the architecture of government institutions' information flows.

Regulatory and legal measures:

- regulate at the legislative level the implementation of the Unified information system of project management (PMIS).

Methodological measures:

- 1) development and implementation of a methodology for working with ISPS;
- 2) building the system of reporting of government institutions in PMIS on the principle of "exceptions";
- 3) placing only information at the top management level that confirms the achievement of the specified target indicators of the program/project or requires practical assistance from a higher management level;
- 4) ensuring the placement of all necessary information for making managerial decisions in interactive dashboards and, accordingly, excluding traditional reports and references "on the progress of implementation of the program/project" from the information flows.

Organizational measures:

- 1) ensuring the participation of all interested parties in the work on the basis of PMIS and organizing their activities online using agile-, SCRUM, Kanban technologies, etc.;
- 2) providing a new architecture of information flows with a high degree of automation and integration with other information systems of government institutions for a sharp reduction of excessive information flows and various types of reporting;
- 3) ensuring integration of ISPS with the information and analytical program (MS PBI type) with functions of analysis and support of management decision-making,

conducting GAP analysis of the sufficiency of implemented projects to achieve the goals and results of the program, as well as measuring the contribution of each project to the achievement of the relevant KPIs of the state authority;

- 4) exclusion of the practice of holding meetings and Protocol assignments for the tasks of projects, programs, and portfolios.

8 CONCLUSION AND RECOMMENDATIONS

8.1 Conclusion

Based on the analysis of the implementation of project management in public administration in Kazakhstan, it can be concluded that the adoption of project management practices has the potential to improve the efficiency and effectiveness of public services in the country. While there have been some challenges in the implementation process, such as a lack of capacity and resistance to change, there have also been notable successes, such as the implementation of e-government services and the development of infrastructure projects.

However, there are still areas for improvement. The analysis has shown that there is a need for more robust project management processes, including better project planning and monitoring, improved risk management, and increased collaboration between different levels of government and stakeholders. Additionally, there is a need to address capacity building and training gaps among public officials to ensure that they have the necessary skills and expertise to implement project management practices effectively.

To fully realize the potential of project management in public administration in Kazakhstan, it will be important to continue investing in capacity building, improving project management processes, and promoting a culture of innovation and collaboration among public officials and stakeholders. By doing so, Kazakhstan can improve the delivery of public services, promote economic growth and development, and enhance the well-being of its citizens.

Furthermore, it is important to note that the implementation of project management in public administration in Kazakhstan is closely linked to broader issues of governance and public sector reform in the country. These issues include strengthening the rule of law, increasing transparency and accountability, and promoting citizen participation and engagement in decision-making processes.

Effective project management can help to address some of these issues by promoting greater transparency and accountability in the use of public resources, and by involving citizens and stakeholders in the planning and implementation of public projects. However, it is also important to recognize that project management is not a panacea, and that

broader governance reforms are needed to ensure that public services are delivered in an effective and equitable manner.

Another important area for further development is the use of technology in project management. Kazakhstan has made significant strides in the development of e-government services, but there is still room for improvement in terms of using technology to improve project planning, monitoring, and evaluation. By leveraging the latest technologies and innovations in project management, Kazakhstan can improve the efficiency and effectiveness of its public services, and enhance the well-being of its citizens.

In conclusion, the implementation of project management in public administration in Kazakhstan has the potential to contribute to the country's economic and social development, but it requires ongoing efforts to address capacity building and training gaps, improve project management processes, and promote a culture of innovation and collaboration among public officials and stakeholders. By doing so, Kazakhstan can build a more effective and responsive public sector that meets the needs and expectations of its citizens.

Taking into account the experience of foreign countries, which was studied during the writing of the master's project, namely the experience of project management in the UAE, Finland and the UK, the application of the project approach increases the efficiency of the entire system.

More precisely, it is a reduction in government spending, optimization of current funds aimed at improving the welfare of the country. Project management reduces bureaucracy, as it allows you to shorten the decision-making chain.

Having studied the experience of Finland in project management, it is proposed to apply the following in Kazakhstan in a similar way:

- public administration officials should be not just executors, but direct participants in decision-making processes, which implies the transfer of some powers of the authorities.
- the need to move from a more traditional hierarchical structure to a horizontal one. It is necessary to use command management, where by delegating certain powers from the

head of the responsible state institution to the head of the project team. This will help to distribute responsibility for achieving the results and goals of the project among all project participants.

Following the example of the UAE, to use the PMIS "Easy Project" as a platform for solving government-level tasks in a certain period (up to 100 days) with the involvement of public organizations and institutions.

Identified problematic issues

The first is the shortage of project offices in the state bodies of the Republic of Kazakhstan. The created project offices have the form itself, but there is no content that makes up the integrity of the work. If there are no certain performers who are not engaged in the "full time" format, then we can say that this project office does not function.

This creates a large number of additional difficulties and obstacles that do not allow the project offices of state bodies to fully use the capabilities of the project approach and hinder the prompt and effective implementation of the tasks assigned to them, including:

- insufficient level of depth and quality of interaction and organizational and methodological support for the activities of structural units and subordinate organizations of the relevant state body, manifested in a weak degree of involvement of the first heads of state bodies and their structural units in the processes of project activities;
- the necessary level of efficiency is not provided for effective monitoring of all indicators and indicators of programs/national projects, as well as tasks of ongoing projects.

The right project office should have the right specialists who understand what they are doing and work on the principle of one state body – one project office, who will build a project management system.

The second is the lack of involvement of heads of state bodies and teams in project management. The assessment of the level of involvement shows poor work in the organization on the creation of project management in the state body and the

implementation of processes. The lack of a systematic approach and a constant mode of operation in the PMIS.

Third, there is an acute shortage of qualified personnel, primarily in the project offices of government agencies and in project teams. Thus, as of 01.05.2023, only 428 employees have professional competencies among civil servants in the field of project management (certified: IPMA, PMI, PRINCE2, ISO- 21500, etc.) in the project offices of state bodies.

Fourth – as of May 1, 2023, PMIS "Easy Project" is working in test mode. The software product does not function on an industrial scale. There are functional restrictions on access between participants. For example, one government agency cannot view and borrow information from another government agency. Fifth, the "project" level is not properly controlled by managers. There is no possibility of detailed monitoring of projects, the participation of performers (private sector) in the project management system together with government agencies, the exchange of information between government agencies, structural units and private organizations (in the case of participation).

8.2 Recommendations

Based on the analysis of project management in public administration in Finland and Kazakhstan, the following recommendations can be made:

1. Capacity building: Investing in capacity building and training programs for public officials to improve their project management skills and expertise.
2. Collaboration: Encouraging greater collaboration between different levels of government, as well as with stakeholders, to improve project planning, implementation, and monitoring.
3. Risk management: Developing more robust risk management practices to minimize the risks associated with project implementation and ensure the delivery of high-quality public services.
4. Technology adoption: Leveraging the latest technologies and innovations in project management to improve project planning, monitoring, and evaluation.
5. Governance reform: Addressing broader governance issues, such as transparency, accountability, and citizen participation, to ensure that project management practices are effective and equitable.

6. Diversity and inclusion: Promoting diversity and inclusion in public administration to ensure that public services are delivered in a manner that meets the needs and expectations of all citizens.

7. Continuous improvement: Adopting a continuous improvement approach to project management, which involves ongoing learning, adaptation, and innovation to improve the delivery of public services.

Overall, these recommendations can help to improve the implementation of project management practices in public administration and enhance the efficiency and effectiveness of public services in Finland, Kazakhstan, and other countries.

In addition to the above recommendations, there are a few more specific areas that can be focused on to improve project management in public administration:

1. Standardization: Developing standard procedures and guidelines for project management across different public authorities to ensure consistency and uniformity in project implementation.

2. Monitoring and evaluation: Developing robust monitoring and evaluation frameworks to track progress and assess the impact of projects. This will help identify areas for improvement and ensure that projects are delivering the intended outcomes.

3. Communication and stakeholder engagement: Establishing effective communication channels and engaging with stakeholders throughout the project lifecycle to build trust and ensure that their needs and expectations are considered in project planning and implementation.

4. Project portfolio management: Adopting a portfolio management approach to manage multiple projects simultaneously, prioritize them based on their strategic importance, and allocate resources accordingly.

5. Knowledge management: Developing a centralized repository of project management knowledge and best practices that can be shared across different public authorities to enhance learning and facilitate continuous improvement.

By focusing on these areas, public authorities can overcome some of the common challenges associated with project management and ensure that public services are delivered in an effective, efficient, and equitable manner. This will help to improve the

quality of life for citizens, promote economic growth and development, and strengthen the overall governance framework in the country.

Regarding the problem of understaffing of project offices and the involvement of government agencies.

For an integrated approach and increased involvement on the part of the heads of state bodies, to give the National Project Office a state status under the direct supervision of the Administration of the President of the Republic of Kazakhstan. After that, the Government will make the transition to the format of the project approach on an ongoing basis. For example, to hold Government meetings and hear reports through the PMIS "Easy Project".

To introduce a quarterly assessment of the involvement and effectiveness of state bodies in project management Effective Control. When evaluating a public authority, determine the specific work performed with a project approach. For example, has the water supply and sanitation program increased access to safe water and improved the health of the region? Has the new curriculum improved test scores among students?

Regarding the problem of personnel qualifications

Taking into account the experience of Finland, use and involve project teams from outside to solve certain tasks. In addition, to increase the base of project managers among civil servants by conducting universal compulsory training on project management standards (certification at the basic level).

Occupation of state administrative and political positions subject to the availability of certificates of project management by level (depending on the categories of positions by level).

8.3 Further study suggestions

There are several areas for further study related to project management in public administration, some of which include:

1. Comparative analysis: Conducting a comparative analysis of project management practices in different countries to identify best practices and areas for improvement.
2. Case studies: Conducting case studies of successful and unsuccessful project management implementations in public administration to identify factors that contribute to success or failure.
3. Impact assessment: Assessing the impact of project management practices on public services and citizen well-being to understand the value proposition of effective project management in public administration.
4. Implementation challenges: Identifying challenges and barriers to the implementation of project management practices in public administration and developing strategies to overcome them.
5. Future trends: Analyzing emerging trends and innovations in project management and their potential implications for public administration.
6. Technology adoption: Examining the role of technology in project management and its potential to improve the efficiency and effectiveness of public services.

These areas of study can help to expand our understanding of project management in public administration, identify opportunities for improvement, and inform the development of more effective policies and practices in this area.

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APPENDICES

Appendix 1. Expert interview guide

Appendix 2. Interview questions for Finland

Appendix 3. Interview questions for the Republic of Kazakhstan

Appendix 4. Advance written communication to respondents

Appendix 5. Informed consent to interview form

Appendix 6. 1-5 transcripts from Finland experts

Appendix 7. 1-5 transcripts from the Republic of Kazakhstan experts

Appendix 8. Questionnaire

Appendix 1. Expert interview guide

Introduction: Hello, my name is Zhibek Saduakassova. I am conducting research as part of my master's thesis on: "The use of Project Management Methods in the professionalization of management personnel".

Thank you for the opportunity to conduct this interview.

The purpose of the interview is to obtain expert opinion on the effectiveness, prospects and main problems in implementation of project management in public service and to develop practical recommendations on the research topic.

We assure you that this is a confidential interview, we guarantee complete confidentiality of your answers and, if you feel uncomfortable, we can terminate it at any time.

The Academy's ethical procedures for academic research require that respondents formally consent to the interview and to how the information contained in the interview will be used. We need the interview consent form to make sure that you understand the purpose of your participation in the interview and that you agree to the terms of your participation in the research. Therefore, would you please read and then sign the consent form.

Your views on this research topic are extremely important to us. I would therefore like to discuss the following questions with you.

Appendix 2. Interview questions for Finland

1. Do you think management is important in a government institution?
2. What difficulties / difficulties exist in the government institution for effective management?
3. How much does the management of a government institution affect the efficiency of employees?
4. How well is the balance of authority, responsibility, and resources maintained in government institutions? Are there divisions of authority between political and administrative civil servants?
5. How correlated are the staffing levels of the government institution and the job responsibilities of employees with the strategic objectives and functions of the government institution?
6. What conditions should be created for civil servants in the government institution to achieve their goals and objectives?
7. Do you think a civil servant should know about the mission, vision and tasks of the government institution and the industry as a whole, and about the country's strategic documents? Does ignorance of these documents affect the effectiveness of civil servants in their work? How do you think this information should be received by civil servants?
8. Do I need to implement project management principles in a government institution? Does this approach affect the efficiency and effectiveness of government employees? How can these principles change the management of a government institution?
9. What principles of the corporate sector can be implemented in the management of a state Agency?
10. How to achieve transparency in the activities of a government institution? Does a government institution need to publish data (open data), disclose information about its activities, and involve NGOs, the public, scientists, and experts in solving industry issues? How is this supposed to happen?

Appendix 3. Interview questions for the Republic of Kazakhstan

1. Do you think project management is important in a government institution?
2. What difficulties / difficulties exist in the government institution for effective management?
3. How much does the management of a government institution affect the efficiency of employees?
4. Is it possible to transfer project management methods from the corporate sector and its elements to the government institution?
5. How effective is project management in a public agency?
6. Are all public bodies capable of following the principles of project management? Will it affect the performance of civil servants? How are they able to influence public administration in general?
7. What suggestions and recommendations for effective implementation of project management in government agencies would you offer?

Appendix 4. Advance written communication to respondents

Dear!

My name is Saduakassova Zhibek Rizabekovna, I am a master's student studying under the program of double-degree education at Seinajoki university of Applied sciences and the Institute of Management of the Academy of Public Administration under the President of the Republic of Kazakhstan (hereinafter, the Academy).

I ask you to take part in an expert interview as part of my master's work on the topic: "The use of project management methods in the professionalization of management personnel". The aim of interview is a research of expert opinions concerning efficiency, prospects and the basic problems in introduction of project management in public service, development of practical recommendations on a theme of research.

The average length of the interview is 40 to 80 minutes.

The interview is strictly confidential, and full privacy of your answers is guaranteed. The Academy's ethical procedures for academic research require that respondents formally consent to the interview and to how the information contained in the interview will be used. You will be provided with an interview consent form for this purpose.

If you consent, please confirm the possibility of meeting for an exploratory interview. Thank you in advance for your cooperation.

As a leading higher education institution in Kazakhstan for training qualified managerial staff for the public administration system, the Academy attaches great importance to expansion of professional contacts with leading Kazakhstani experts.

On behalf of the Academy and on my own behalf, let me wish you wellbeing and new scientific and professional achievements.

Appendix: Informed consent form for the on 1 sheet.

Respectfully, Zhibek Saduakasova

Tel: + 7 (707)655-32-50

Appendix 5. Informed consent to interview form

I understand that Saduakassova Zhibek Rizabekovna, a master's student at the Seinajoki university of Applied sciences and at the Academy of Public Administration under the President of the Republic of Kazakhstan (hereinafter, the Academy) is preparing and writing her Master thesis on "The use of Project Management Methods in the Professionalization management personnel", which will be posted on the Academy's official website.

In order to assist the Master's thesis, I have agreed to be interviewed and to provide information and other materials to be used in this research, including my personal experiences, comments, assessments, observations and recollections.

I understand that the interview will be audio-recorded and a transcribed audio recording of the interview (transcript) will be prepared. I have been given an assurance that the information provided in this audio recording will remain confidential.

I may request a copy of the interview transcript and may also make such changes to the text of the transcript as I consider necessary.

I hereby give the author permission to quote or paraphrase all, or any part, of the interview in his/her dissertation research, scholarly publications and presentations.

I understand and acknowledge that the author or the Academy will be the sole owner of all copyright and other rights in the thesis research, scientific publications and presentations.

I acknowledge and agree that I am not entitled to receive any payments from the author or the Academy.

Agreed and confirmed:

_____ Date: _____
Signature

Full name

Comments:

Appendix 6. 1-5 transcripts of the experts from Finland

Jari Alanko – senior advisor, international RDI (Research, Development, Innovation), SeAMK

1. Is management important in a government institution?

Yes, probably is. It is some kind of basis of all development and all work in the governmental institutions too.

2. What difficulties / difficulties exist in the government institution for effective management?

I think, that the most important issue is that the only government institutions especially. Some people are more always against of all changes and all developments what can be. I think that it is the most important difficult and then there are some kind of differences in some people are thinking only on the economic way and some people are trying to develop different kind of. I work as a project advisor and a project planner so my job is try to look forward, look some years forward what is going to be in 5-10 years now, what kind of project do we need to get there. Some people are need takes some resources takes money to develop new things some think always only the money now, not the money or resources in the future that's one issue. Then there is one important thing is that there is a difference between responsibility and authority to do things. You might have responsibility, you can blame if it fails but actually you don't have power authority to do things and make things done so it is some kind of imbalance, that is also quite important.

3. How much does the management of a government institution affect the efficiency of employees?

It depends strongly on employee. Some people are working more independently, and they can develop and do things by themselves. But some people need more government or more management. It is very difficult to say anything general. It strongly depends on the person themselves. We are now working on the educational institution. I think people here are mostly very independent and very forward looking here. Also there is some kind of exceptions here, but we cant almost name them. That is very difficult to term.

4. How well is the balance of authority, responsibility, and resources maintained in government institutions? Are there divisions of authority between political and administrative civil servants?

I think that I have already mentioned before, because it is not too well balanced. The authority and power to do things. Generally, on an average I think issues are quite well in governmental institutions in Finland. I know only in Finland because I haven't been working any where else than Finland. In general things are good, but there is very much deviation between people and between organizations. Some organizations are more like, they are wait for commands to do something and some organizations they are very self-guiding and very self-leading. I think it is more thing about organizational culture how do you work and how in your organization the issues and problems are handled, management problems are handled or how the development issues, how do you work with the development and different kinds of needs for the developing working conditions. It is very much. And differences between power and responsibilities still existing I think almost everywhere in some level.

5. How correlated are the staffing levels of the government institution and the job responsibilities of employees with the strategic objectives and functions of the government institution?

I think I will tell the same issues again and again. But in general, on average the correlation follows the staffing level quite well i think but the deviation here is very huge. Because there are different kind of institutions where you cannot do absolutely nothing by yourself without asking your boss. In some organizations and I think educational institutions are more always them, so some interest situation is better. In general, it's okay, but on average it's okay, but the deviation is quite be here also.

6. What conditions should be created for civil servants in the government institution to achieve their goals and objectives?

In addition, do balance between responsibility and authority. The one very important and main issue is freedom to do your job, because from my point of view people themselves they are the best experts on their job, they know best themselves how to do it. And they should have freedom to do it the best way. So, I think that is the condition we should create on the governmental institution. But it's not only on the civil servants or public organization its also for businesses or any kind of institution. Deviation there is also quite wide.

7. Do you think a civil servant should know about the mission, vision and tasks of the government institution and the industry as a whole, and about the country's strategic documents? Does ignorance of these documents affect the effectiveness of civil servants in their work? How do you think this information should be received by civil servants?

Absolutely it is necessary to do. Where are you going it is vital. My background is on economics, and I always try do things any kind of issues as a whole. How is it situated in the bigger world. If you don't know, where are you and your organization is going you gonna be somewhere else its very simple you have to know where your organization is going and how you can support that. Let's say the goal or the process to that way. But concerning the information received and how you should have it in all imaginable ways. Information from the various sources again and again. It's the let's say there are organizational issues, organizational goals, targets, strategies they are so different or so difficult actually issues. You have to tell them, and you have to give examples you have to communicate them to people all over again. May be then you can have some kind of change. I'm always have to do change. That is my job. When you open the organization web page it should be there, when you open some kind of publication, early publication or something it should be there. It should be on the emails it should be on all meetings you have. You should handle it. So any possible, imaginable way.

8. Do I need to implement project management principles in a government institution? Does this approach affect the efficiency and effectiveness of government employees? How can these principles change the management of a government institution?

Yes, I implement them everyday because my job is to plan projects and plan development projects for customers, for students or business customers or our inner development processes or dating processes or research processes. My job is to develop projects for them. So, I implement them every day. Without goals and objectives, activities prescribed activities and measurements of the achievements I don't know how you can develop your organization or your work, or your customers or students. If there are no goals and no objectives, you are going somewhere, but you don't know where you are going. But concerning the organizational management I think the main issue is that people and worker stuff they don't know what is mean by project management or what does all this objectives and targets, goals, activities, processes what does they mean. So, its again information from various sources, again and again.

9. What principles of the corporate sector can be implemented in the management of a state Agency?

I think that from the corporate sector the balance between responsibility and authority its better. Not in everywhere but it is better. I simply don't mean that if you fail something you

could be fired. I don't mean that. But you have to carry some kind of responsibility and you have to feel some kind of responsibility what you are doing. For me I measure my success how many projects I can get founded how can I, founded from outside organization, from different kind of development project. I measure that and I keep them in mind. My job is to get resources to do things in our organization. I think that is the main thing.

10. How to achieve transparency in the activities of a government institution? Does a government institution need to publish data (open data), disclose information about its activities, and involve NGOs, the public, scientists, and experts in solving industry issues? How is this supposed to happen?

I think our government institution are working quite well, quite good job on the openness. I think for example our training organization, development organization we are trying to publish what is possible we are trying to publish it is open, it is open sources you can get it free of charge from internet, or you can find some kind of data bases. I think we are some kind of semi-public organization, officially we are limited organization, limited company but we are stayed, and city owned, so we are public more or less. I think we are working with taxpayers' money and we should be open. And I think we have done quite good job, but I do know government institutions, educational organizations which are not that open, but I think we are going that way in Finland anyway and in Europe I actually because I worked a lot with European projects and European international cooperation projects. So, in the whole Europe we are going more and more open way. And that is good. That it should be. Of course, we cannot publish any kind of business secrets. We are do jobs with taxpayers' money. So, we have to be open. That's my opinion. My opinion also is that we are succeeding quite well, but there is a lot to do.

11. Do you have experience of working as a civil servant or in public sector?

I work most of my life, after my graduation in 1997, in a public sector but mostly also with different kind of public educational institutions. I have worked with the public sector organizations quite a lot but actually not as a civil servant, namely as a civil servant, but mostly with the education sector.

2 transcript of the expert from Finland

Seliina Paallysaho – research manager in Seamk

I've been working here more than 10 years and I'm responsible for the project work especially about the open science. When we get , for example, project results, so it's quite often that they stay inside Seamk, they don't spread around I mean that the companies don't find them or they won't take advantages of them. So I'm trying to make it better ways to get the results known in news in companies.

1. Is management important in a government institution? What difficulties / difficulties exist in the government institution for effective management?

First, I think it is very important that the management is well done also in our organization and I think there might be some difficulties because we are quite many people in our organization so if we think about RDI section, we are more than 100 people working so it's not very easy to spread the management practices because quite often we get new people working in our section then we have always tell them what to do it might be sometimes quite difficult.

2. How much does the management of a government institution affect the efficiency of employees?

I think it has lots to do for the efficiency as well, because if the people know what they are supposed to do so they can work effectively. If you have to think how I'm supposed to do that

or I don't know, for example, who to contact who to ask or how I'm supposed to do this or that then you lose a lot of time. If the projects are well managed then you know what to do.

3.How well is the balance of authority, responsibility, and resources maintained in government institutions? Are there divisions of authority between political and administrative civil servants?

This was a very difficult question. I don't know if I can understand it correctly. I think maybe there is not very big imbalance at least, I think it is quite well balanced because we are always thinking about all those responsibilities and resources together if there is responsibility to do something then we will get some resources to do it. It could be so that you have to do a lot but you don't get so much resources and I think it's not that way.

4.How correlated are the staffing levels of the government institution and the job responsibilities of employees with the strategic objectives and functions of the government institution?

I think if we get a new employee, we always think how much work he or she should do, we think that if there is a lot of things to do then we hire more people. I think that correlation is quite good on the staffing level and job responsibilities. Sometimes if you are an expert on a certain field, you may have a big work load because there is no one available to share you work

5.What conditions should be created for civil servants in the government institution to achieve their goals and objectives?

I think the working facilities should be good. I mean we should for example have good computers. Then you should have to have a pleasant place where you can work or where you can leave your stuff. I think those conditions are quite concrete and of course the working atmosphere should be also nice. You should feel trusted, and to know what you are supposed to do. You should also have a good connections with your boss and with your colleges. And I think those things are very important as well. In addition, it would be good to have access to various training courses as necessary and to maintain one's own professional skills

6.Do you think a civil servant should know about the mission, vision and tasks of the government institution and the industry as a whole, and about the country's strategic documents? Does ignorance of these documents affect the effectiveness of civil servants in their work? How do you think this information should be received by civil servants?

I think it is very important that I know about, for example Seamk's mission, vision and the strategy, because it helps me to work. I think I have been always very interested in our strategy and when Seamk was creating the previous strategy Seamk included all workers to work together and create it. I think it is very important because somehow I can involve my activities into the strategy much easier if I have been part for creating it

7.Do I need to implement project management principles in a government institution? Does this approach affect the efficiency and effectiveness of government employees? How can these principles change the management of a government institution?

I am familiar with the Prince2, for example. I've done this course couple years ago and quite many people in SeAMK have done it as well maybe 20 people has passed the course. I think however I am not able to use the Prince2 method in my work because we have our own system for project management. We have in intranet instructions for research and development projects. It is a power point set. It has almost 50 pages. It is really huge document. We have different topics, for example it says what I am supposed to do when I start the project what kind of documents I need to prepare and who I need to contact and things like that. So I do not have to ask around I just read the instructions and I think it is really good. Even though I have had quite many projects during last 10 years you do not maybe remember everything always and it is not nice if you have to ask someone 10 times

so it much easier if I have written instructions, I can read them, I can follow them and I know that I'm doing the right thing. It is something similar that Prince2 but it supports project work precisely for our organization's needs.

8.What principles of the corporate sector can be implemented in the management of a state Agency?

I think in corporate sector they are thinking more about money, I would say they have to be more effective than we are. We are fostering open science and opening results and opening publications and I think in corporate sector of course because it is quite often about the money, they do not want to spread their results around because their competitors may gain from the results. They have to keep them in secret. Maybe they are patenting or something. If they invent something they can make a patent application and they can sell the patent and get money after that. We do not do that in our sector but maybe sometimes we should do it if we invent something one project maybe we could think about the patenting and maybe transferring the patent in spin off company from SeAMK. For example I work in a project, when I invent something, something commercial then I could patent it, then I could make a spin off company and then I could start job in that new company and maybe not anymore part of the SeAMK employee. This is something that we do not do so if I am working in a project and I get really something good results then maybe no one will use those results because Seamk does not want to use them and if I'm not going out in my own company then I am not able to use them as well. Because the owner is Seamk. Even though Seamk does not want to use them, so it is not very good way, But we are not very experience, we do not know how to do that and of course we do not get really good results so often so that kind of results that could be commercialized easily. I think that is a big problem and I think maybe we could learn something from corporate sector how to deal with results much more effectively.

9.How to achieve transparency in the activities of a government institution? Does a government institution need to publish data (open data), disclose information about its activities, and involve NGOs, the public, scientists, and experts in solving industry issues? How is this supposed to happen?

I think this is very important point and of course we are having at the moment 140 different projects going on in Seamk. The total budget for the projectiles are about 10 million euros so it is really big thing. We got public funding, taxpayers money and EU (European commission) money. So it is about 80 % from the external sources and SeAMK is paying only 20 %. It is quite normal that external funder is saying that you have to open your results and you have to open your data and write that kind of publications that everybody can read not scientific ones that behind the paywalls. If Elsevier (a big publishing company) will publish some research paper you are not able to read it unless you are on order of that particular scientific journal. So it is very important that you are writing that kind of publications that everybody can reach and read them. I think our projects they are aimed to foster the companies in the area to help or the results should help the people in this area, the normal citizens, the students or whoever so it is important that we are also giving the results so that everybody can use it so we have to not just make the results but then we have take the another step to put the results in practice and to help people to use the results. When we are finishing the project then we still should do something that results can be used and that is a big problem this won't happen every time.

3 transcript of the expert from Finland

Mattila Jukka – research and development manager in RDI in SeAMK

1.Do you have experience in your career working as a civil servant?

No, this is pretty much the closest to a public organization I've been working so far before I joined the SeAMK I was working only on private companies.

2. Is management important in a government institution? What difficulties / difficulties exist in the government institution for effective management?

Maybe in this case I will consider the government institution SeAMK to be sort of government institution as it is public education/institution. Management of course is important in government institution. For effective management the difficulties are mostly perhaps the bureaucracy of this kind of institution. There are a lot of regulations and rules we need to comply, so that makes some sort of difficulties in terms of effective management. So I think the bureaucracy of this kind of institution is maybe the challenge.

3. How much does the management of a government institution affect the efficiency of employees?

I think it again goes back to the quite heavy bureaucracy how things are done. So a lot of reporting and overcomplicated systems, tracking expenses and working hours. In that case the day to day job and management is not very agile. In that case sometimes you need to make some sort of changes or adjustment it can get a bit slow and difficult in this kind of organizations.

4. How well is the balance of authority, responsibility, and resources maintained in government institutions? Are there divisions of authority between political and administrative civil servants?

I think the authority and responsibilities are quite well divided in each sector on their own for each participant or organization. I think the balance of authority is quite good. In my opinion all organizations have more or less some power for the decisions that are affecting their work. So difficult to say any straight forward answer but I maybe briefly said. It is divided quite equally to all organizations. Of course different parts of the government institutions have different kind of or different level of authority but still all these institutions have some power and responsibility at least to make this decisions. In my organization I think it is quite balanced. I have a lot of possibilities inflict myself on the surrounding all this work around me and make decisions. What I'm trying to say the organizations are still quite low. Individually we have quite a lot of power and also responsibilities we can do quite a lot of decisions by ourselves. In public organizations it is difficult but maybe it is not that bad in certain level there is a lot of freedom and you can have some individual power.

5. How correlated are the staffing levels of the government institution and the job responsibilities of employees with the strategic objectives and functions of the government institution?

Well, that is quite a good question. That's come how this top level defines the processes and project management level of this lower level projects. For example what I do here, I am a research and development manager so I have a research and development team here that is only focused on technical projects. Like regional development projects with some sort of technological point of view like digitalization, machine learning, machine vision and stuff like that. All these things what we do here are individual projects and then of course *the higher we core and the higher the key* the more we look at this projects from the portfolio or program level. In that case when we have a SeAMK strategy or some mission then it is more up to me and see all of the principles of SeAMK to determine how we take this strategy to a project level. But however they are correlated. I think this is evaluated on each project so they are at least on some level they will correlate with the higher level target and strategic objectives.

6. What conditions should be created for civil servants in the government institution to achieve their goals and objectives?

For civil servants in government institution I think what many times is missing some sort of transparency and communication between all different parties and a different levels or different organizations or sections. I would say communication and transparency between all these separate projects and goals and tasks. This has to begin from the top level to think how we achieve this kind of communication and transparency, this is something on the systems what we use or day to day activities how we can made this communication and transparency even better so I think at least on some abstract level it starts with the head, the highest level, but of course the lower you go and *the higher kit and to watch the factory flour* It is more concrete and more day to day basis planning how to do it. What are your recommendations for your department? I think in general I see it very important that if we have some *sort of ways of serikal knowledge*. What kind of ideas what kind of feedback my team gets from companies around us so they have some opportunities and ways to get this feedback and share with the rest of the group.

7. Do you think a civil servant should know about the mission, vision and tasks of the government institution and the industry as a whole, and about the country's strategic documents? Does ignorance of these documents affect the effectiveness of civil servants in their work? How do you think this information should be received by civil servants?

If I ask from somebody from my team where can I find SeAMK strategy or similar documents maybe they don't know I'm not sure if they can tell from word to word our strategy, for example, but I think more important is that they have a general idea what we are trying to accomplish. What I'm trying to say maybe it is not important that they know from word to word what is strategy or where they can find it but they have some kind of idea where we are going to work so they at least at some level know the strategy, the mission, all the goals that we are trying to achieve.

8. Do I need to implement project management principles in a government institution? Does this approach affect the efficiency and effectiveness of government employees? How can these principles change the management of a government institution?

Of course, especially here, where we are doing pretty much only projects we need to implement project management principles. It's a must. So yes. For example for our project managers here we give them certified project management trainings every two years or every three years depending the needs. That's definitely we need to have these at least project managers educated for this project management principles. Possibly even the other project stuff as well at least on some level. I think government institution will benefit like other institutions. It depends on how much projects they do, maybe some departments or institutions are not that project based so they are more process oriented organization. Same system doesn't apply for all organizations but I think every organization has at least some projects. It could be internal development projects or something like that. So I think any case some sort of capability of understanding of project management is required.

9. What principles of the corporate sector can be implemented in the management of a state Agency?

I think pretty much all the same things that are applied in a corporate sector can be implemented in management of state agencies. Although there are a little bit different tasks, may be but I think they still have customers, strategy, objectives and goals they try to reach so all in all I think operations are pretty similar so all the same principles can be applied on both.

10. How to achieve transparency in the activities of a government institution? Does a government institution need to publish data (open data), disclose information about its activities, and involve NGOs, the public, scientists, and experts in solving industry issues? How is this supposed to happen?

If you compare government institution to a private sector, I think government institution is more transparent. If you receive funding for some activities usually there is also a demand it needs to be public because it is public money that is used. Usually the activities that I have done here are very transparent and public so basically anyone can find the information of course how difficult it is to find that information it is complete different story and that something maybe we need to improve but it is accessible at least.

4 transcript of the expert from Finland

Junkkari Terhi – principal lecturer, project manager, FOODPathS Horizon EU-project, SeAMK

1. Is management important in a government institution?

Yes. I would say that management is important in all institutions and all organizations. It uniforms processes in different administrative bodies, resourcing, and clarifies decision-making.

2. What difficulties / difficulties exist in the government institution for effective management?

If we don't have this responsibilities and good management problems can somehow accumulate because people don't know their responsibilities and who is responsible for everything. In different administration bodies there can be different processes for example in different divisions and things like that so it is always good that we have clear management and the person who has decision making power.

3. How much does the management of a government institution affect the efficiency of employees?

If we think that everything starts from management and planning, so if you don't understand your own role and the tasks you are doing there can be a lot of inefficiency, you don't work with your whole power.

4. How well is the balance of authority, responsibility, and resources maintained in government institutions? Are there divisions of authority between political and administrative civil servants?

It always depends on organization structure. Which kind of structures we have in our organization. For example, if we think about our university I think the organization structure is very clear. In Finland if we talk about political administration it usually applies only for ministers not like organization like our school for example. It doesn't affect that much. The resources we get for projects always depend on fundings periods, for example. We got quite a lot money from the state, Ministry of culture and education gives almost all money for us. We also have some money from European, it's Regional Developing funding (ERDF), they also give some money for us mainly for development projects.

5. How correlated are the staffing levels of the government institution and the job responsibilities of employees with the strategic objectives and functions of the government institution?

I think it is pretty important as I already said earlier that. If you understand the meaning of your role and the job what are you doing in the organization you have stronger commitment for your task so there is a clear correlation between those things. You should know what the project is meant for and what the management is waiting from me. and what is my role in this system. Then you are much more committed to this role.

6. What conditions should be created for civil servants in the government institution to achieve their goals and objectives?

I can only talk about my own experience, my background, I've been also working in some companies quite a long time, before I came to the university which is totally funded by

government and public money. But my experience is that a kind of team structure is really good if the team is not too big. If the team is in good shape, enough people and they have a clear team leader, the project-works best. If everyone has their clear roles it usually guarantees the continuity of the project and the system works well.

7. Do you think a civil servant should know about the mission, vision and tasks of the government institution and the industry as a whole, and about the country's strategic documents? Does ignorance of these documents affect the effectiveness of civil servants in their work? How do you think this information should be received by civil servants?

Actually I think I already answered quite many of these questions beforehand but I think that all employees should know the mission, the vision and all the roles that's is being done in the company or governmental organization. I think the information should be given through different channels from highest management to your own team leader and the way they are measured should always be same. So the manager of the company or division she/he should say the same things as the team leader says. So the message should be clear

8. Do I need to implement project management principles in a government institution? Does this approach affect the efficiency and effectiveness of government employees? How can these principles change the management of a government institution?

Of course, it affects, when people know their roles and how the project is managed. It affects the effectiveness, and you know that principles-can also be little bit different between divisions. I mean that in governmental institutions in different divisions there can be a little bit different project methods they are using and they should probably test which method should best for their purposes.

Do you use project management in your work? Yes, I have used project management in many years in different kind of tasks. I was a team leader and then I've been a director in one company and also in the university in one unit. And for example in one company I was working as a team leader. It was IT company they were programming systems for retailers. So in that company we used Scrum method and Agile project method, they are kind of *lean* project methods. It is good because each development team had their own team leader and then there were some guys and girls working in specific teams and they knew the task and they had meeting every morning. They discussed that how was the yesterday, did we achieve everything that was needed. In the morning they decide what their achievements and what they try to do during next day. It's very Agile and good way of working for IT companies but for example. Nowadays I'm working as a project manager for European development project area and most of the time I work alone, of course we have a team but there are not so many people working in that development project and most of the time I have to do independently all the things and then we have some board meetings and I have to give some reports to the managers that things are going like planned. But you know there are different kind of projects and methods depending on the system we are working. I think in SeAMK we have very good project management overview process but in every project you have to go little bit deeper and think about how does this work in your project. I know that we also have Prince2 method. Some of the project managers have gone to this Prince2 training, not all, only few. I did some training earlier in my earlier working places. One was for example for product development. So depending on the task you are doing project management may differ little. Of course the main things are always same, like how you start the project, how you estimate the amount of working months or resources needed how you follow the financial things and how you report the results and so on.

Financial support usually comes at least partly from ministries, but most of the money we have is regional funding money. So it's a little bit different than for example in companies. In companies you usually have a customer who is paying, for example in programming

companies they ask you to develop this kind of program and they pay for this specific task. Then in the company it's just the teams that are responsible for checking that the customer get what they want and they are willing to pay what they ask for. But in this European level funding project it's a little bit different because usually they say that now we have, for example 10 million euros to do this project, please apply now this project, this is so called research and development project. And then we do the application and hope the application win the project. The problem in this kind of system is that usually the length of those projects is something like 2 or 4 years and the people who come to work into those projects know that it's only for this project time they are working. So they are not that committed because after 2 or 4 years they probably can be unemployed. So that's also one problem always in the project, how to get the continuity because if you think that after 2 or 4 years I don't have a job here any longer, of course they are not that committed and they are all the time looking for the new job.

9. What principles of the corporate sector can be implemented in the management of a state Agency?

I think that basically everything could be implemented. But as I explained about the funding mechanisms they are little bit different in governmental compared to corporate level or business companies. Because funding comes usually from state or from public sector but in the company it mostly comes from customers who are paying. I think that may be in the corporate sector the commitment is tighter. It's better there because you know that you can even affect to the project methods more in the company business. But anyway, ~~what principles~~ I think *that lean* project management and agile and scrum it could be something that we could try, but the problem is that the funding systems are at least in Finland a little bit different.

Is Agile suitable for government institutions? It's really good because you have a lot of those checkpoints in Agile. The team have a lot of independency and they have a lot of checkpoints to take that are we now going into the right direction. I think that quite often in public sector, how we work is that we have written the application and we tell in the application that now we are doing these kind of things and this is what we are trying to achieve and then we get the money and then we do the work and we give the feedback and reports and say that now we've got these kind of results. But in the companies how we work for example in customer based Agile projects. And the customer tells us, to our team, what kind of project and results they want to get and then we do the first step and after that we have a lot of discussion with the customer, like are we go into the right direction would you like to change something? So we know that, for example, when Covid came everything changes. So then in the public sector you just did what you had to do because do you have 4 years project but I'm sure that in the company's sector, in private sector those project teams started to discuss with the customer what should we do now? Should we do some changes? What happens to the funding and things like that so it's more like a two-way discussion in the corporate sector and more agile reactions to changes and crisis.

10. How to achieve transparency in the activities of a government institution? Does a government institution need to publish data (open data), disclose information about its activities, and involve NGOs, the public, scientists, and experts in solving industry issues? How is this supposed to happen?

System level principles, they should be very open for everyone but when we go to the more detailed information, I would say that all the actions that contains privacy and safety issues, some legislation restrictions should be applied. We go to the deeper levels then we have to little bit think about how much we tell people. I think that it is in the interest of the whole society that we involve into the project and to the decision making a very wide range of stakeholders, just like we should have the scientists, policymakers, education and training sector, non-governmental organizations, civil associations, things like that. Very wide strains

of stakeholders, and then how they should work, they should have their own workshop or common project working groups thinking about what is the best way to work in our society, what is best, how should we work and solve these problems.

Is this a good idea to use project management methods in government institutions? Definitely it is good idea for this reason that I just explained because you get more efficiency and results for the project. They are better organized and better planned. When you have a kind of structure in the tasks you are doing. We as a training institution we have our own project management instructions. Those are higher level instructions and then we give education to people whose task is to run different kind of projects. Every company, are they private companies or public companies or governmental institutions, they have to develop themselves and projects are the best way to develop your work and systems.

5 transcript of the expert from Finland

Joensuu-Salo, Sanna – Principal Lecturer (Entrepreneurship Research) KTT, FT D.Sc (Econ.), PhD. SeAMK

My work includes teaching, project work and supervision of thesis work. In addition, I am the head of research group named «Firm growth and business transfers» in Seinajoki University of Applied Sciences.

1. Is management important in a government institution?

If I think about our university so we have a management structure. There are managers for education and managers for RDI. (research, development and innovation) Of course it is really important to manage these both processes. And then for the RDI management then we have these field specific people. For example, Paulina who sits there is a RDI manager for our research and development projects concerning firm growth, business transfers, business development in SME. She is responsible for that and then there are project managers who are responsible for specific project. For example I'm a project manager for one project it's named «Green grow». So there is a kind of structure here and of course it is really important that these processes are managed and we have these things processes how do you initiate projects, how do you manage, how do you end that and what after that. So I think yes it is important.

2. What difficulties / difficulties exist in the government institution for effective management?

We have a quite big organization in here so of course when a new employee, we've grown really much in recent years so there are many new employees of course it is really important and it is a kind of challenge also that every employee knows how these processes work and we have «Intra» and we have descriptions about how projects are managed and how the process goes and what do you have to do in different cases. But of course when a new employee comes everything is new to him/her so it's really important to teach them how to implement projects in our university. One difficulty is that we have this kind of time limit. What kind of resources do you have for your work? For example me I have teach, then I have this research work and I have SME development projects. I have to build this kind of schedule so that everything is in balance, because I do not do just the SME (*small and medium enterprises*) development projects, because I have also teaching and other things to do. So that is kind of difficulty how to balance your work with this managing projects and everything else. And then it is related to this when a new employee comes so somebody should have enough time for teach the new employees for managing these projects in a way they should be. But that is not a big problem because we have these kind of processes for teaching the new employee. So for example I don't have that kind of responsibility but still because I'm a project manager in one project if I have employees in my project so of course I have to also

teach them how to do different things. So time is one difficulty time, time for managing, time for schedule your work and projects. For example in SME development projects there are own schedules, own objectives and what do they are want to do with us and sometimes it is hard because of the time lines. Some kind of demand may come really quickly from SME and we can't respond that immediately.

3. How much does the management of a government institution affect the efficiency of employees?

I think it is really important to have this kind of good processes and good instructions. If I compare for example our university I do a lot of cooperation with another university, I don't say the name of the university but they don't have so good processes and so good management than we have. And we have really good support, for example for our people who do the financial stuff. Funding organizations will fund our projects and we have to follow really strict guidelines. The processes that we have developed how you initiate projects, how do you manage, how do you end it has been a huge development because I've been 20 years in university so I think the development has been really great from where we started. It wasn't like this. And now we have really good guidelines management structure. I see that when the other university they don't have so good management structure and support structure. I see the difference and it really affects for the efficiency. If you know what to do and you get a support of course you are more efficient.

4. How well is the balance of authority, responsibility, and resources maintained in government institutions? Are there divisions of authority between political and administrative civil servants?

I think it is quite good. For example if I talk about my own experience I have much decision power for my resources, I can discuss about my next year. I'm a teacher I have a employment contract. According to contract we agree on my hours how many hours will I have for different project, for teaching, for other developments. So it's like negotiate for every year. I think it is good, I can affect that. It is like motivational thing. I can say now I want to do more teaching or more SME development projects. So I think it is quite balanced because I can influence on that. For RDI people I think it is also quite good because they know how much percentage of the work will go to different projects.

5. How correlated are the staffing levels of the government institution and the job responsibilities of employees with the strategic objectives and functions of the government institution?

So you mean how our work correlates with the strategy for that I can say very well. Almost in every stuff meeting we talk about our strategy. I think it is quite good and quite balanced and of course when your employee come it is very important to introduce the strategy and the strategic objectives for each division in our university. For example I know how many articles I have to write by the next year. Because we have to produce publications. Our strategy goal is to be the best university for our students that mean also that we have to be really good in publication, different kind of articles.

6. What conditions should be created for civil servants in the government institution to achieve their goals and objectives?

The current situation is really good. So the elements that we have in the current situation they are nicely done now. So we have these processes, we have cut down strategy goals for each employees then we have conversation with the supervisor with each employee. I think we have good processes, good motivation for each employee.

7. Do you think a civil servant should know about the mission, vision and tasks of the government institution and the industry as a whole, and about the country's strategic documents? Does ignorance of these documents affect the effectiveness of civil servants in their work? How do you think this information should be received by civil servants?

Of course they should know. If they are a civil servant of course they should know what they are doing and why they are doing.

8. Do I need to implement project management principles in a government institution? Does this approach affect the efficiency and effectiveness of government employees? How can these principles change the management of a government institution?

Seamk has offered education for project management principles. For example I have done Prince2 certificate. Yes I think it is important to follow this kind of principles. But of course you have to adjust it for the university. I think prince2 has really good things, but it is developed for the companies and some of the principles are quite not suitable for our processes. We have to adjust, we have to think what do we need at this principles, what can we follow what is useful for us and what is not so useful. So of course we adjust something, I think it is important to have this kind of guideline that everybody follows. We have this kind of quality in our projects and of course if some employee leaves when the project is still going on it is really important that all the documents are in right place and everybody knows what has been done. So if you follow these principles there shouldn't be a problem. Yes, I think this principles have to be followed but you have also adjust and discuss about what is this university's level for using this principles.

9. What principles of the corporate sector can be implemented in the management of a state Agency?

May be we have to more think about the objectives responsibilities, resources and make more money like Siliina says. It is a bit different. Because in corporations, firms for example if you have a project it is good thing if you don't use all the money budgeting for the project. So you may gain because you don't use all the money but in our case when European union gives us a grant for a project you have to use it all. You have to use all the money because our budget system it is complete different, we will receive money for money. We also have this kind of different projects, like we sell our expertise for the company directly. No funding from European Union or other just direct selling to companies. I think that we could do even more. We should sell our expertise more.

10. How to achieve transparency in the activities of a government institution? Does a government institution need to publish data (open data), disclose information about its activities, and involve NGOs, the public, scientists, and experts in solving industry issues? How is this supposed to happen?

I think we are really good in open science, Seliina maybe told you. We have this grading that State gives rate the different universities. We have really high grade in the open science. It is important for us that we are really open so we publish openly our articles, our results, reports. We try to be as open as possible. Yes it is important and yes we have processes supporting people who support for the open science. When the project starts we have to do a plan, how the results will be open and where you publish. I think we have already good processes for open science and open results spreading. But the spreading could be better. I think it is quite transparent. In Finland we are really good in being transparent it is important for finish people.

Appendix 7. 1-5 transcripts from the Republic of Kazakhstan experts

1 transcript of the expert from the Republic of Kazakhstan

Babashev Zhanserik Omyrzhanovich - Head of Transformation and Project Activities of the Transformation and Digitalisation Department.

1. Do you think project management is important in a government institution? Yes, I do

2. What difficulties / difficulties exist in the government institution for effective management?

It is necessary to distinguish between operational (process) and project activities in public bodies. Due to the fact that there is no clear methodology for separating these activities, this is the reason for the difficulties in introducing project management. The introduction of project management has started since 2020 and even surveys and studies have shown that the fact that the separation of these activities has not been taken into account, has all led to duplication and complication of the process in public administration, in simple terms "it has become more difficult to live" in project management. Because they had to do the same thing in two systems: the traditional "operational" system and the project system. In fact, if we transfer some things to project management, they should have been excluded from the process management, so that only one line of reporting was used (reporting, execution, etc.). In general, **the first point** is methodological.

The second point is the lack of a quality information system to track progress, to plan tasks, to monitor them and to implement them. The current system, which the same Yevniev A. proposes, is essentially just a transmitter of information. It allows for detailed execution of tasks, but not the entire project. If you take the expert documentation, on the basis of which everything must be done, it is already a project in essence. But to keep track of construction on it, nowadays everything is done on paper. Only now they began to plant it but the system is not ready for it, it cannot cover all the stages that will allow them to plan the construction process qualitatively, in accordance with the design and estimate documentation approved by the state expert appraisal body.

The third point is the lack of political support. The president seems to be speaking, but still, there is no strong support at the highest level, at the level of politicians, and political officials. In this regard, few people are interested in government agencies implementing it. Because you know the vertical in our government, if there is no interest from the top management, the lower ones will never be able to do anything. Project management is the horizontal interaction between the offices of one organization and the offices of another organization. But our state management is vertical from top to bottom. To make this system work, they do not need to put executives at the level they were originally designed for. At first, they should have been placed horizontally at the level of political servants who make decisions so that they interact horizontally and carry out one or another task within the framework of this or that project downwards through the vertical of state management. But unfortunately, this did not happen. And the fourth is the lack of competence. In other words, even the senior staff do not fully understand project management.

3. How much does the management of a government institution affect the efficiency of employees?

When there is constant tracking, monitoring of their activities, of course efficiency increases. For example, take a project with an implementation deadline. If there is quarterly reporting, then of course near the end of the project an employee starts "running" "jumping" to raise his indicators. And when there is control within the framework of project management on a weekly, in some cases daily, then the employee knows that there will be a demand and his work efficiency increases in accordance with this demand.

4. Is it possible to transfer project management methods from the corporate sector and its elements to the government institution?

It all depends on where the line is drawn between operational and project management. For example, tax collection, how can this be seen as a project, i.e. they are quarterly, they have a plan for annual "extra payments" and this cannot be seen as a project, it is a process. It is repeated every year. These are operational points. But at the same time, if a new system is implemented, for example, sticking QR codes on shoes. Any shoe in Kazakhstan will have a QR code and it will be accounted for. In order to develop all this and put it into action this is a whole project. Anything that fits within the projected triangle of time-cost-resources can be considered a project. Now they are launching programmes for comfortable schools, affordable health care - all this involves the construction of facilities, hiring personnel, and installing equipment. Project management will help avoid cases when money has been allocated, all the indicators seem to be 'OK', but there is no practical result. This was the case with more than one state programme. And now four initiatives of the President will be implemented by the project method.

First, the introduction of project management at the level of political officials, those who make the decision, for them to initiate. Horizontal project management should be introduced at the level of decision makers. Directly by them. Accordingly, all the tools should be used by them, i.e. a project team is created which decomposes the project into tasks and monitors execution of these tasks. It reports to him. He drives those who carry out the tasks and either solves the issue with other state agencies, on whose decision the further implementation of the project depends.

The second point is that we are in the age of digitalisation, so we need quality software that will enable supervision, monitoring, reporting, etc.

Doesn't "easy project" help with that? The "easy project" is there, but it needs to be further developed because it does not have integration with the state administration. All that the civil servant does is to close either in writing or by an official in the electronic document management system (hereinafter referred to as EDMS). Why should he close the order within the framework of project activities in ODL, and submit reports in "easy project". He needs to set up the integration of "easy project" and state administration tasks, and the easy project tasks will be in the system. In fact, he does not need to respond to "easy project" unnecessarily. Therefore in order not to complicate the life of the civil servant a corresponding electronic system with all the necessary integrations must be developed. From the very beginning, it was a big mistake to introduce project management in parallel with traditional management. We should have taken a pilot site, taken a pilot state body and said "guys, you report and perform this part of the work as usual, but we will transfer these things to project management. There, we will test it out and then implement it further. As usual, we have started to introduce two systems in parallel, which is why everyone has a negative attitude.

In fact, this is a weekly tracking tool; 1) it allows us to plan work in detail down to the last detail. The second is monitoring. The most important thing is the achievement of targets. "Build 100 schools or 100 hospitals ...". Young people understand this. The old-timers, who have been working for a long time, do not see the difference between traditional

management and project management. Because responsible civil servants, who themselves constantly monitor their results on a quarterly basis and work so effectively, do not see the point in project management. Project management is needed where there is under-achievement of targets and results.

2 transcript of the expert from the Republic of Kazakhstan

Dauharin Zhanbolat Kaziyeovich - Professor at the Academy of Public Administration under the President of Kazakhstan, certified in PRINCE2, IPMA-C Practitioner.

He teaches the subject "Project Management" at the Academy

1. Do you think project management is important in a government institution?

Yes, I do

2. What difficulties / difficulties exist in the government institution for effective management?

No pool of project managers has been formed. Need active outreach and training on basic levels of project management

3. How much does the management of a government institution affect the efficiency of employees?

Enables you to be proactive, monitor the external environment and take proactive action to adapt to change.

4. Is it possible to transfer project management methods from the corporate sector and its elements to the government institution?

Definitely!

5. How effective is project management in a public agency?

As of today, efficiency is very low and breakthrough projects using Project Management methods and tools are needed.

6. Are all public bodies capable of following the principles of project management? Will it affect the performance of civil servants? How are they able to influence public administration in general?

7. Project management can be used in any direction, the important problem is mastering the algorithm of this approach.

8. What suggestions and recommendations for effective implementation of project management in government agencies would you offer?

9. Make a pilot project, based on the PM in one public body for one year, thereby demonstrating the effectiveness of the approach under consideration in public administration.

3 transcript of the expert from the Republic of Kazakhstan

Yevniev Arman Kayratovich - Vice-President of the Union of Project Managers of the Republic of Kazakhstan

1. Do you think project management is important in a government institution?

I am someone who has given almost 15 years of my professional life to this issue. Since 2007, I have been actively involved in this issue and I believe that modern public administration cannot be built without it at all. So for me it's not a question of "should/shouldn't" at all, it's a question of "What's the best way?" "What's the fastest way?" "What's the right way to do it?"

2. What difficulties / difficulties exist in the government institution for effective management?

In 2010, I led a project team commissioned by the Ministry of Industry and New Technologies. We were developing the concept of the National Project Management System. And we developed it; we had a large group of about 25 people. Part of the team was from Kazakhstan and part was a Russian team, Strategy Partners (a Russian consulting company). They are now working with Sberbank. In fact their subsidiary company is Sberbank, I mean they are serious analysts. And then when we did all of this together, they were responsible for strategic management and we were in charge of project management. It was our Kazakhstan team that was responsible for this block. Well, you can't look at this in terms of strategic management, because project management is an instrument for implementing the strategy. If the strategy is built correctly, then the project management itself this error can't correct, that is, an organization or company or state agency, region or industry can go in another direction, as it often happens at us. So we did this work, we developed this concept, and when we handed over the report we were told an international expert opinion is necessary. How do we know that you can trust, let international experts evaluate it. So we translated a summary of the concept into English and sent it to at least 10 international experts who are reputable in the world. Including the President of the Japanese Project Management Association, Americans, Europeans. I remember the words of Hiroshi Tanaka, President of Japan Project Management Association, he said: "Everything that Kazakhstan did is very good, it's a great contribution to the development of project management not only in Kazakhstan, but for the whole world because it concerns the government at a high level, but be prepared for fierce resistance. That's the resistance. That's the answer to your question, what does it face. There is very strong resistance and why. Then accordingly we will take actions to remove these obstacles, only then the project management will go and then it will be useful, at least in the public administration. In business it is easier there, if the owner of the company, the founder of the company or the top manager sees the aim to earn more money and get more profit, he sees that project management helps him to do this, he introduces it, he saves resources and gets better results with less resources per unit of product or service. As such, there is little or no resistance. But where there is, you have to distinguish between the owner of the company and the top manager of the company, they have completely different positions and views, the owner wants to really make more money, and top managers want to earn more money in their pockets than whether the company will earn or he will earn it himself. There is a difference, conventionally there is intra-corporate corruption. Project management, on the other hand, means personal responsibility, measurable results and constant monitoring and control. And no one likes all this, much less the state authorities. Therefore, the main thing is the resistance in the state authorities to the introduction and the whole question is how to overcome this resistance. I ask myself the same question all the time. We always collect it somewhere if an analyst comes across some figure in our field of view. But from what we have, from the fact that we have a stable position is that on the whole, according to estimates of KMI (Kinder Morgan Inc.) a number of other analytical agencies that collect data all over the world examination is carried out. In general it is possible to say that any company/organization that introduces full-fledged project management, all aspects and tools of project management can count on 15-25% of conditional economic effect. That is as if there is more money, or for the same budget which has been allocated it is possible to make the same result as if there was 25 percent more money. Such conditional economic effect. You can call it variously "lost profits" "savings". By the example of Kazakhstan, if the state government in Kazakhstan, I estimate that approximately our republican budget is 14 trillion tenge. If we do not take 15% or 20%, but 10, it is 1.4 trillion tenge conditional economic effect throughout the Kazakhstan from the introduction of correct project management. Just think about 1.4 trillion tenge. This echoes the first question. The nature of resistance comes from here. The 1.4 trillion tenge somehow ends up in someone's pocket, corruption, wrong planning, managerial errors, cost overruns,

frustration, lack of results, when you plan to build something and the plant or factory gets delayed for years. Did you notice, right after the January 2022 events in Kazakhstan, in one of his speeches in January 5-6 the President said, "I told you to start fixing the refinery in 2020 or 2021, to have gas. But I am told that the work has not started yet. In other words, even such things, when the President gives an order, important projects, they are not implemented. And the effect, if this plant had been built it would have reduced tension, people would not have died, there would not have been unrest. This is one thing. The other is that any production means income, taxes, jobs. If you calculate it all, it will definitely be more than 10-15%. Earlier it seemed obvious, elementary, any 1st year student will say yes the logic is so and so, clearly what is new, what is new is that it is one thing to say, another thing to do it, control it all, see and ask for it, and before such tools of control did not exist. They have now emerged in an era of total digitalisation and automation. What seemed impossible in the past is already working today. In public administration there came a time when you can control these things, but if you control it, then today that trillion is someone's bread, someone embezzles it, someone puts it in his pocket. They build water pipelines, hospitals, schools and pocket the money by any means necessary. Either it is money down the drain, carelessness, and illiteracy. If they control all this, then they will have to steal less and will not be able to steal as they used to. And if you hold a position, you still have to answer for the result. Project management is primarily responsibility for the result. We set the target, we create it and so on. A great number of people, shapeshifters in the skin of civil servants, do not need it at all. And they find it harmful. And the thing is that they cannot openly say "No, we don't need it, then we won't be able to close acts effectively, we won't be able to sign, we won't be able to steal, we won't be able to create problems. They won't say so. They are making up something else out of their fingers. There is a methodology there. No it is not, something is not clear there. We Samuryk Kazyna is monitoring funds for a 401 and they went to a meeting and gave us long presentations by their executives and they kind of tried to get us to come up with substitutes for the words Dashboard, KPIs . They don't understand. They What is it? We can come up with another word. Or there is the concept of project milestone all over the world. What's not a clear word, come up with another word. No, change the word. So they don't say they don't understand, they don't say they don't need to, they start making excuses as to why not to do it Why not implement Project Management. Well, it's easier to live that way. No one will ask for anything. So the main problem the reason is reluctance, resistance, opposition.

3.How much does the management of a government institution affect the efficiency of employees?

I ask myself the same question all the time. We always collect it somewhere if an analyst comes across some figure in our field of view. But from what we have, from the fact that we have a stable position is that on the whole, according to estimates of KMI (Kinder Morgan Inc.) a number of other analytical agencies that collect data all over the world examination is carried out. In general it is possible to say that any company/organization that introduces full-fledged project management, all aspects and tools of project management can count on 15-25% of conditional economic effect. That is as if there is more money, or for the same budget which has been allocated it is possible to make the same result as if there was 25 percent more money. Such conditional economic effect. You can call it variously 'lost profits' 'savings'. Using the example of Kazakhstan, if the state government of Kazakhstan, I estimate that approximately our republican budget is 14 trillion tenge. If we do not take 15%, not 20%, but 10, it is 1.4 trillion tenge conditional economic effect over the whole of Kazakhstan from the introduction of correct project management. Just think about 1.4 trillion tenge. This echoes the first question. The nature of resistance comes from here. The 1.4 trillion tenge somehow ends up in someone's pocket, corruption, wrong planning, managerial errors, cost overruns, frustration, lack of results, when you plan to build something and the plant or factory gets

delayed for years. Did you notice, right after the January 2022 events in Kazakhstan, in one of his speeches in January 5-6 the President said, "I told you to start fixing the refinery in 2020 or 2021, to have gas. But I am told that the work has not started yet. In other words, even such things, when the President gives an order, important projects, they are not implemented. And the effect, if this plant had been built it would have reduced tension, people would not have died, there would not have been unrest. This is one thing. The other is that any production means income, taxes, jobs. If you calculate it all, it will definitely be more than 10-15%. Before it seemed obvious, elementary, any 1st year student would say yes the logic is so-and-so, clearly what is new, what is new is that it is one thing to say, another thing to do it, to control it all, to see and ask for it, and before such tools of control did not exist. They have now appeared in the era of total digitalisation and automation. What seemed impossible before is already working today. In the state administration there came a time when you can control these things, but if you control it, then today that trillion is someone's bread, someone embezzles it, someone puts it in his pocket. They build water pipelines, hospitals, schools and pocket the money by any means necessary. Either it is money down the drain, carelessness, and illiteracy. If they control all this, then they will have to steal less and will not be able to steal as they used to. And if you hold a position, you still have to answer for the result. Project management is primarily responsibility for the result. We set the target, we create it and so on. A great number of people, shapeshifters in the skin of civil servants, do not need it at all. And they find it harmful. And the thing is that they cannot openly say "No, we don't need it, then we won't be able to close acts effectively, we won't be able to sign, we won't be able to steal, we won't be able to create problems. They won't say so. They are making up something else out of their fingers. There is a methodology there. No it is not, something is not clear there. We Samuryk Kazyna is monitoring funds for a 401 and they went to a meeting and gave us long presentations by their executives and they kind of tried to get us to come up with substitutes for the words Dashboard, KPIs . They don't understand. They What is it? We can come up with another word. Or there is the concept of project milestone all over the world. What's not a clear word, come up with another word. No, change the word. So they don't say they don't understand, they don't say they don't need to, they start making excuses as to why not to do it Why not implement Project Management. Well, it's easier to live that way. No one will ask for anything. So the main problem the reason is reluctance, resistance, opposition.

4. Is it possible to transfer project management methods from the corporate sector and its elements to the government institution?

Of course. I have been working as a state inspector in the Presidential Administration since September 2016 and all the time I was writing memos about project management and I came across a memo that before me... There was a situation when Herman Greff, first of all he is Kazakhstani, and secondly he was the Russian Minister of Economy, now he has been the head of Sberbank for many years. Herman Greff visited Nazarbayev and gave him a book called SCRUM by Jeff Sutherland. A Revolutionary Project Management Method" and talked about Scrum, Agile. Nazarbayev had a thing called "Instruct the government to examine the application and implementation in public administration" This was in 2015-2016. And what do you think, the Government wrote it off to the Ministry of National Economy, the Ministry of National Economy gave an answer and brought it to the Presidential Administration and the President was reported that "No, it is not applicable. Project Management, Agile - all this is only suitable for the private sector. Especially for the IT sector. That is why it should be introduced there, let IT specialists do it themselves and it does not work for state governance". It's been a long time, if you open PPKK 358 "On Approval of the Rules for Implementation of Project Management", everything is described there, both Agile and Scrum. Clearly intentionally or not, they deceived the President, saying that it is not possible, although it is possible. If they had written otherwise, maybe we would move in another way,

the country would develop in another way. And we would not have come to the broken trough to which we are now. Definitely. It is a far-fetched idea. There is no difference between business and state governance, I think these are people who have no right and should not work in the government. We pay lip service to the phrase "Strong business - strong government," but if the people who run ministries and akimats do not understand how business works and do not want to hear how business can develop in the country and how this country can be strong, it will always be in the role of the beggar, the younger brother because people think about everything, but not about the development of the economy. You can say it like a spell, but you can't make the halva sweeter than you say it is. It's the same here. No matter how many times you say "project management supports business", nothing happens. And to support businesses, they need ... these tools are the same whether for business or for the state. Business is what? Business is a business. The business of the state to develop business, then taxes are paid, then you can close all social programs, pay pensions, give benefits, improve education, build roads and so on. You have to understand business to do that. And the tools are the same. If you read Harari Sapiens book 3, in book 3 he talks about what is a state, country, Kazakhstan, Russia, Ukraine, Turkey, USA, this does not exist in nature. We people just agree, let's agree this is Kazakhstan, let's agree this is UN, let's agree this is a legal entity, company, LLP. It doesn't exist, nature didn't create that. So these are some virtual images that we made up. And accordingly the country, state, ministry, akimat, government, and parliament are some conventions that we just agreed, let's do it like a game. Let's as if we're deputies and we're the government and you're the ministry and you're the akimat. And let's do something, but no matter how we come up with it, there are common laws of life where you have to produce something and you have to consume it. Food, food, clothing, housing. And there are laws there, if you want to take something, you have to give something, this is the law of business. If officials do not understand this, then we get the result we get. Why is the US a strong country? Why is China like that? Because it is all the same business thinking. So it is absolutely applicable these are the same tools, they can be called differently. They just call it a government management system, but in fact it is the same management system of a large corporation, a business. If you are involved in project management, you know, there is a level of project management, the project-program-portfolio. A portfolio can include a lot of programmes and projects. That's the difference. It's not whether it's a government agency or a business. Both a government body and a business may have all these requirements. It is important to distinguish this and learn how to manage these three levels. But we do not even understand, some officials are certified Prince2, PMI, PMP at the level of project manager, and then on all the corners write in their CVs "I am a certified project manager, I know everything, I am a professor". And his superiors talk to him and realise that he doesn't even understand the difference between a project and a programme, a portfolio. The subdivision should not be that of government and business. There should be a subsection on these three levels of project management. And government agencies do not manage projects a priori, they do not grow, build, milk, plough, sow, they are just in charge of programmes and portfolios. They are like conductors who have a baton, they don't even have a musical instrument, they manage an orchestra. Nobody has trained them, they don't understand. That is why it took so much time to explain it, we have been explaining it for 15 years.

As of today, I can definitely say that it is completely different. There are state agencies which have been actively working for several years and can be set as an example for others, and there are state agencies which are still not working or even resisting. There are still leaders who do not even utter the word "project management" in front of me. There are some who do not even utter the word "project management". There are such people. They occupy very large positions. Deputy Akims, deputy ministers, chiefs of staff.

I saw the news that the Ministry of Education is the leader among all the state bodies in the implementation of project management, in particular the programme GPRN for 2020-2025, right? We once launched a national project management competition in 2020, and in one of these competitions for one of the best projects was the Ministry of Education, which they still remember, somewhere, somehow "here we did then", as a legend is told. But it no longer corresponds to reality, one thing is one project, another thing is to build a management system in your organisation, in this case the Ministry of Health.

I can honestly tell you that when the pandemic started, I suggested to those ministers who were there at the time. Just as E.A. Birtanov had been replaced by A.V. Tsoi, I suggested that both Birtanov and Tsoi take a project-based approach. I absolutely know that it was possible to avoid hundreds of deaths, because at that time it was just launching, it was March of 2020 when the first signals came out, Bekshin said "Finally to us Coronavirus has come to Kazakhstan", and somewhere in that time began the issue of lockdown, and by that time we remotely conducted all the zoom and held meetings and this is the issue we were dealing with. That it was necessary to install thermal imaging cameras in public places, places where people congregate. There was an order from the government to do it within two weeks and it took a few months but it was not implemented, there were no calculations and so on. That is, the Ministry of Health was not doing it at all, no one was doing it in the country and therefore it did not happen, no thermal imaging cameras were installed, people wandered around, over-infected each other and some of them died. And this could have been avoided a lot. More than half of these people could have been saved, they would not even have been infected. But they didn't listen, they didn't want to, they didn't hear. That's why it's like this.

5. What suggestions and recommendations for effective implementation of project management in government agencies would you offer?

We have conducted a whole study on this issue, soon we will publish it, our team: representatives of the project community together with the Department of Public Administration of the Presidential Administration conducted a whole study commissioned by the Chairman of the Steering Committee of the Regional Hub of Civil Service in Astana Baimenov A.M. The result will be published in 1-2 months, organizational issues, printing and so on are underway.

How can I read this study?

It is not publicly available yet, we have even made a website for it at the Academy of Public Administration, but in a nutshell, we need to do one very important thing as to ensure three principles of work in the field of project management.

First, it is personification of responsibility. If there is no responsibility, there will be nothing. Nothing will happen. Only two things force people to do something. All the books of Sapiens are about this. This is how mankind survived for millions of years, became the kind of animals we are today. The first is the "desire to have something" and the second is the "fear of losing something". Nothing else motivates man, it only makes him do something. Everyone is like that, no matter rich/poor, smart/ stupid anyone. And if we think that it should be done, that project management is so useful and we want to introduce it across the country, then we must find those people on whom it depends, demand and force project management to implement, we must find these people and so work with them and so explain them that they force those others or so create the condition that the other officials, akims of all levels, ministry that each of them either act because of fear of losing something or want to get something. He wants money, a career, a rank, a position or moral satisfaction, he just wants to fulfil himself. Then you have to give him this. If you do this, you will have this. Or he will understand himself, if I do this, then I will have this. That moves him. Or we can take away from you what we can take away from a man: his position, rank, shoulder straps, freedom, you can imprison him, take away his life,

introduce the death penalty for resistance to project management, I exaggerate, but to make it clear. Or in one book by Tarasov "The Tallinn School of Managers" they say that if a person makes a commitment, then with what hand did he sign it, then the finger of that hand is cut off, like a samurai. I pledge to do this, to achieve this, to build so many millions of squares of housing within the framework of President Tokayev's election campaign. Do you know how much housing needs to be built? I can tell you straight away, because we have made a Dashboard that can control 111 million square metres of housing. And these 111 million square meters of housing should be divided among all the cities, towns, and so on. The deputy akims should be responsible for this, and the regional akim should be responsible for it. If he does not do so, he should cut off his finger. That's the way it should be, the responsibility to work. Or he should say, "Excuse me, I can't do it, here's my statement, let me go into business, because they do not cut fingers off, they put a bullet in your forehead. You don't have to suffer. I deliberately make it creepy that as long as there is no strict accountability for the results, as long as it is possible to reward those who do not deserve it and punish those who are not to blame. Reward the innocent and punish the innocent. Until we get rid of it, there will be no business. And this is all project management is building, with the help of modern means of digitalization, automation, it is all possible to do, but as we have already talked to you all resist it fiercely. And they think "we don't need project management", others think "oh great, let's give an assignment", then they call separately and say "don't do this, block this". Everyone is stomping around like this. If you want to change something, you have to dig in, study, defend yourself, then you come to the ministry, Akimat or business and just do it. The more laps around the water, the faster we'll come to the result. We'll fix all this and become leaders in the world. We will build a new Kazakhstan.

4 transcript of the expert from the Republic of Kazakhstan

Makazhanov Samat Murattbekovich - Chief Expert of the Project Directorate of the Strategic Planning Department of the Ministry of Digital Development, Innovation and Aerospace Industry of the Republic of Kazakhstan.

1. Do you think project management is important in a government institution?

If you dig so deeply, our civil servants do not know this process in detail. That is why we mainly have tasks of a general nature, such as developing a road map, but not in detail, such as making one plane that will consist of something or other, only a branch specialist knows that. I think this is a problem for us, but in general I think the main problem in the civil service is that everyone is immersed in bureaucratic reporting information to the Presidential Administration and the Prime Minister's Office, and project management does not pay as much attention, and the technical part, somewhere hangs up, someone does not work, someone does not want to fill, and so we stand still, we have a little brake in this respect. Well, it kind of improves, but through these SCRUM, which are carried out, control functions you know in the state apparatus, if the top management presses, then there is some process. But mostly it is all of a formal nature. We have an executor just hammering out information, and he does not know how this plane was built, how this digital service was introduced. If you ask the management staff, they do not know, they do not have the information. This is a very big problem, the contractor himself is not involved in this process. We are struggling with this, we are now calling in subordinate organisations. We have a joint-stock company called National Information Technologies. The executors say so and we do not know, we have subordinate organizations dealing with this. That is, we have to work through SCRUM, SCRUM with the minister completely. But if it is not a secret, our minister has all the information. From the beginning to the end stage. But there are very few such leaders who

know all these details. It is necessary to send ordinary experts/specialists to such SCRUM, so they could hear when minister, vice minister speak, so they would be present. They would improve their outlook, their knowledge in general. I think this is such a problem. At SCRUMs of ministers, vice ministers and directors participate, while the executives themselves, heads of departments, do not even participate. We just go around as project management all the time, and they don't even know. They have the runaround, the CPM, the AP in the first place, they focus on this. The basic principle of project management is flexibility, Agile. And they are not applied here, we only have rigid principles. With us when it gets tight, when KPM, agile, punishment comes, only then people start to move or when SCRUM, and the project itself, to enter from start to finish, there, not participating in this process, we rarely have such projects. Only when SCRUM goes up does movement start, people start to fill in, come up with some points somewhere, pull it on and that's it, but there's no such thing. It seems to me that most people are not very interested, maybe there is not enough motivation, maybe some additional incentives should be invented.

2. What difficulties / difficulties exist in the government institution for effective management?

The main difficulty is motivation, the higher management does not pay proper attention to this program, they themselves do not go there. It is necessary for managers to check this program constantly, ask the report, always talk about overdue tasks, then they themselves understand the essence of the charter, fill it out together, not for the executor to fill out the charter, but for the manager to say this, such we have a goal, such KPI, so many resources, SCRUM should be more. Weekly SCRUM, there are many tools Gantt, DashBoard. To see the big picture. If you have a heavy workload, in a committee for example, you can think of one position that will supervise everyone in the project management, to tease, at what stage now...

3. How much does the management of a government institution affect the efficiency of employees?

It seems to me that it makes a big difference on effective work, because in general when we do project management we first of all make a charter, provide a goal, there are KPIs, financial how much we need. We see the big picture, we see the big tasks and we decompose them. That is, we approach any task strategically. The same performer he can grow in his knowledge base and he sees this picture as a whole, as I repeat in the civil service this is a very big problem, we have mostly documents of controlling, urgent nature that matter, and we lose sight of our main goal, not these all stages, because we do the work we are told, controlling, so efficiency would have increased. As they used to say if a person doesn't see the goal, where he will go. In our main projects, the goal is smarter, i.e. it is defined, achievable, with a final result and a deadline. The contractor knows where he is going, what resources he has, what his goal is, and it seems to me that this is already half the success of the project if everything is done properly.

4. Is it possible to transfer project management methods from the corporate sector and its elements to the government institution?

Yes, in principle it is possible. But I think the corporate sector has a more flexible approach. It is possible to take such approaches. More flexibility, less administrative barriers in the corporate sector. These points can be adopted and the timelines will be many times quicker

5. How effective is project management in a public agency?

It seems to me that it does not work effectively in all state bodies in general. Because again we have barriers, many do not even know about the project programmes. We have a lot of bases. There is no integration we have cloud document management, mail, e-otinish, and separately easy project, there is no integrated single base. Although I don't know if the opposite would be inconvenient. Again we have the first priority Cloud Document

Management because KPM, AP work there and we have these tasks in the first place. Also an easy project centering with a higher state authority might be possible. In the civil service basically only controls, disciplinary measures. Material incentives can only be invented, if a person fills in everything on time, then they would work efficiently. If the leadership in the civil service devotes more time to this, then all the subordinates would also work vertically. If a vice minister visits the easy project every day, we have the Aerospace Committee supervised by vice minister Olzhabekov M. S. He visits the easy project every day and does his homework. That is why those below him in the vertical line also know the information and so do their due diligence. There are other vice ministers who honestly do not even go there and those below them do not pay proper attention. Our minister constantly monitors, weekly SCRUM with vice ministers, so we have this process moving forward, I do not know how in other government agencies. We always keep analytical records of overdue tasks and national projects and send them to all the executors. We control the deadlines, and in some cases we help.

6. Are all public bodies capable of following the principles of project management? Will it affect the performance of civil servants? How are they able to influence public administration in general?

I can't say about everyone, there is a certain ranking that the Ministry of National Economy of the Republic of Kazakhstan conducts. There are leaders and there are weak ones. Probably not all government agencies are effective. Mostly these are law enforcement agencies, to my surprise, the Agency for combating corruption, the Ministry of Justice, the Agency for Civil Service of the Republic of Kazakhstan, our ministry was not.

7. What suggestions and recommendations for effective implementation of project management in government agencies would you offer?

1. Hold SCRUM more often, so that all decision makers are involved, not just management;
2. Provide a position in each committee to be responsible for project management;
3. To make a competition with financial incentives for the best project structural divisions which participate in project management most effectively;
4. I think it is necessary to invent a disciplinary and control function for overdue and ineffective implementation of project tasks;
5. More seminars on project management, sending people for training or general training.

On the whole, there is still progress; 2 years ago, many people did not know about project management; now they are somehow interested in it, you can see it in the industry; people get involved, fill in documents. Before, they did not even know how to enter this program. It is the management's merit, they pay more attention.

5 transcript of the expert from the Republic of Kazakhstan

Tuyakbaev Aslan - Chief Expert of the Project Office of the Ministry of Digital Development, Innovation and Aerospace Industry of the Republic of Kazakhstan.

1. Do you think project management is important in a government institution?

I believe it is important because it allows for a more detailed control of the quality of implementation, timeliness and expenditure, i.e. all relevant parameters of the projects of a public body.

2. What difficulties / difficulties exist in the government institution for effective management?

I identify 3 main difficulties as follows

- reluctance of civil servants to leave their comfort zone;
- bureaucracy and a focus on compliance with all necessary formal processes rather than on achieving an end result;

- insufficient competence of state bodies.

3. How much does the management of a government institution affect the efficiency of employees?

There is no doubt that project management has a positive effect, because with the help of project management tools it is possible to achieve the intended objectives more quickly, in a timely manner and with high quality.

4. Is it possible to transfer project management methods from the corporate sector and its elements to the government institution?

It is possible, but all aspects of project appraisal need to be considered, in particular stakeholder analysis, economic analysis, financial analysis and social analysis

5. How effective is project management in a public agency?

It will be most effective only after full implementation, but in the meantime it is effective locally, i.e. in those projects whose managers are guided by project management.

6. Are all public bodies capable of following the principles of project management? Will it affect the performance of civil servants? How are they able to influence public administration in general?

7. I believe that in one way or another all government agencies. The efficiency of civil servants is already affected. As I said earlier: it will be most effective only after full implementation, i.e. as long as the remaining civil servants resist the implementation of project management - it will not have the necessary impact.

8. What suggestions and recommendations for effective implementation of project management in government agencies would you offer?

The government should also do away with excessive bureaucracy and should do all work in a project management system, thus giving civil servants more free time to be more creative in the implementation of projects.

Appendix 8. Questionnaire

Dear respondent(s),

I, a Masters student at the Academy of Public Administration under the President of the Republic of Kazakhstan, am asking for input into a survey on the implementation of project management techniques in the public sector. The survey is designed to investigate opinions on the effectiveness of project management in public service. Participation in the survey is voluntary. The survey is conducted anonymously without your personal data, confidentiality is guaranteed. The results will be used to write your Master's project. It will take no more than 3 minutes to complete the questionnaire.

Questionnaire

Questions	Goal	Answer options
1. Please specify your age.	Identify the respondent	a) 18-35 b) 35-45 c) 45-55 d) 55-65
2. Which government agency do you work now?	Identify the respondent	a) Central b) Local executive body c) Quasi-public sector

		d) Another answer
3. What is your current position?	Identify the respondent	a) the head b) deputy head c) middle level d)specialist/manager/ consultant
4. How many years have you been working in that position or department?	Identify the respondent	a) 1-3 year b) 3-5 years c) 5-10 years d) 10+
5. What do you know about project management? Have you done something in project management before?	Identify the respondent	a) I know PM and I have applied in my work. b) I am familiar with some concepts of PM and general knowledge c) not familiar with PM and would like to know more d) your comment
6. Have you participated in the implementation and operation of project management in your	Identify the respondent	a) yes b) no

organization?		c) why or why not?
7. Has project management been implemented in your government agency?	To assess the involvement of the respondent and the state body in the work	a) yes b) no c) partially
8. What level does your government body manage in the project management system?	To assess the involvement of the respondent and the state body in the work	a) portfolio b) program c) project
9. What assessment would you give regarding the work of project management in your state body?	To assess the involvement of the respondent and the state body in the work	a) 100 % b) 75% c) 50 % d) less than 25 %
10. Are you certified according to the Project management standard?	Identify the respondent	a) yes b) no c) go through training

<p>11. How do you see the development of project management in public sector in Finland? Describe the problems and solutions.</p>	<p>Get an assessment from the respondent to form proposals</p>	<p>Respondent's response</p> <hr/> <hr/> <hr/> <hr/> <hr/> <hr/> <hr/> <hr/> <hr/>
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