
**PUBLIC TRUST IN GOVERNMENT IN KAZAKHSTAN'S
FRAMEWORK OF GOOD GOVERNANCE**

**Kuralay
SADYKOVA****PhD, Visiting Executive Scholar, Maxwell School of Citizenship and Public Affairs, Syracuse University, Syracuse, USA, ksadykov@syr.edu, ORCID ID: <https://orcid.org/0000-0001-8232-5121>*

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Abstract. This article examines the current state and challenges of strengthening Kazakhstan's Good Governance institutions, with a focus on the interaction between the government and the population, as well as public trust in government agencies and public decisions. To accomplish this, a brief review of the conceptual foundations of good governance is conducted, Kazakhstan's position in relevant rankings and the findings of internal research are examined, and contradictory results and the root causes of these issues are identified. It was revealed that, despite positive changes in indicators in world rankings, Kazakhstan, which is actively pursuing institutional and administrative reforms and seeking to strengthen the institutions of good governance, is plagued by public distrust and, as a result, a passive attitude toward the population's participation in solving public problems. Following this, potential solutions are considered that, while not large-scale, are "closer" to citizens and their daily needs. Proposals were made to identify local needs using Needs Assessment and co-production practices, allowing citizens to sense the possibility of participating in public policy. These solutions can raise awareness of the importance of grassroots participation in government, not just in traditional forms of democracy.

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Keywords: good governance, public trust, public engagement, government, participation.

Аңдатпа. Бұл мақалада үкімет пен халықтың өзара әрекеттестігіне, сондай-ақ халықтың мемлекеттік органдарға және басқару шешімдеріне сеніміне баса назар аударып, Қазақстандағы Good Governance институттарын нығайтудың қазіргі жағдайы мен проблемалары қарастырылады. Бұл үшін орынды басқарудың концептуалды негізі қысқаша қарастырылады, Қазақстанның тиісті рейтингтердегі орны мен ішкі зерттеулердің нәтижелері зерттеледі және қарама-қайшы тұжырымдар мен осы проблемалардың түпкі себептері анықталады. Әлемдік рейтингтердегі көрсеткіштердің оң өзгерістеріне қарамастан, институционалдық және әкімшілік реформаларды белсенді түрде жүргізіп жатқан және тиімді басқару институттарын нығайтуға ұмтылған Қазақстан қоғамда сенімсіздік пен соның салдары ретінде халықтың қоғамдық мәселелерді шешуге қатысуындағы бәсең көзқараспен бетпе-бет келгені анықталды. Осыдан кейін, ауқымды болмаса да, азаматтар мен олардың күнделікті қажеттіліктеріне «жақын» болатын ықтимал шешімдер қарастырылады. Азаматтардың мемлекеттік саясатқа қатысу мүмкіндігін сезінуіне мүмкіндік беру үшін қажеттіліктерді бағалау және бірлескен өндіріс тәжірибесін пайдалана отырып, жергілікті қажеттіліктерді анықтау бойынша ұсыныстар жасалды. Бұл шешімдер демократияның дәстүрлі нысандарын ғана емес, үкіметке жалпы халықтың қатысуының маңыздылығы туралы хабардарлықты арттыра алады.

Бұл зерттеу Қазақстан Республикасы Ғылым және жоғары білім министрлігінің Ғылым комитеті (BR18574203) қаржыландырылған.

Түйін сөздер: орынды басқару, қоғамдық сенім, қоғамды тарту, үкімет, қатысу.

Аннотация. В данной статье рассматриваются современное состояние и проблемы укрепления институтов Good Governance в Казахстане с акцентом на взаимодействие правительства и населения, а также доверие общества к государственным органам и управленческим решениям. Для этого проводится краткий обзор концептуальных основ надлежущего управления, изучаются позиции Казахстана в соответствующих рейтингах и результаты внутренних исследований, а также выявляются противоречивые результаты и коренные причины этих проблем. Выявлено, что, несмотря на положительные изменения показателей в мировых рейтингах, Казахстан, активно проводящий институциональные и административные реформы и стремящийся к укреплению институтов надлежущего управления, сталкивается с недоверием общества и, как следствие, пассивного отношения к участию населения в решении общественных проблем. После этого рассматриваются потенциальные решения, которые, хотя и не являются крупномасштабными, но «близкие» к

* Corresponding author: K. Sadykova, ksadykov@syr.edu

гражданам и их повседневным потребностям. Были сделаны предложения по выявлению местных потребностей с использованием оценки потребностей и практики совместного производства, позволяющие гражданам ощутить возможность участия в государственной политике. Эти решения могут повысить осведомленность о важности участия широких масс в управлении государством, а не только в традиционных формах демократии.

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Ключевые слова: надлежащее управление, общественное доверие, вовлечение общественности, правительство, участие.

Introduction

In the evolving landscape of Kazakhstan's governance, the issue of public trust in governmental institutions emerges as a pivotal factor influencing the effectiveness of public administration and policy implementation. Today, Kazakhstan faces complexities and challenges of mistrust in its efforts to enhance governance mechanisms. By examining the interaction between government and its citizens, and evaluating the current state of public trust in government agencies and decisions, it is possible to provide a comprehensive overview of Kazakhstan's efforts to bolster good governance. Through detailed analysis of conceptual frameworks and practical applications, and consequences of public mistrust existing challenges are highlighted but also a path forward is outlined, emphasizing grassroots participation and local needs assessment as critical steps towards building a resilient and responsive governance system.

Literature review

Following its independence in 1991, Kazakhstan's position as an independent player was determined by two basic considerations: the need to consolidate Kazakhstani national identity and independent statehood on the basis of a young post-Soviet state [1]. However, internal development was inextricably linked with an emphasis on making quick profits through raw material exports. Kazakhstan, due to its geographical scale and position at the crossroads of world powers, is one of the clear examples of the formation and strengthening of good governance institutions for the observance of human rights, the rule of law, political stability, and government efficiency.

Despite the fact that different approaches to defining good governance exist, there are some widely accepted

principles and key components of this concept.

Fukuyama emphasized the importance of institutions in ensuring society's stability and development, as well as the role of government, which is based on transparency, responsibility, legality, and citizen interaction. He sees good governance as a necessary component of a democratic regime. Noting that governance quality influences development, he identified weak, incompetent, or nonexistent governments as a source of severe problems in developing countries [2]. According to Rotberg, if governance is truly "performance" – the delivery of services – the most important measures of that delivery should be both quality and quantity. He describes governance as tangible and actionable. He uses life expectancy, the number of security homicides, and other proxy results to demonstrate the effectiveness of government service delivery – governance [3].

Good governance is regarded as the norm for the government as well as a citizen's right. These norms are sometimes related to the norms of the rule of law and democracy, but they frequently have their own meaning. Good governance encompasses properness, transparency, participation, effectiveness, accountability, and respect for human rights. These six core elements have become the fundamental universal components of good governance [4]. A strong state is defined by the strict enforcement of laws and the provision of high-quality public services, allowing every member of society to feel like a complete and confident citizen [5]. Good governance is required to achieve the highest level of public trust in government [6]. Citizens' trust in government refers to their belief that the authorities are acting appropriately. The public expects government agencies to be open about their needs [7].

Scholars have taken note of how the

idea of good governance has evolved in the post-Soviet era. The former Soviet states were introduced with the rule of law and good governance as prerequisites for progressing to a higher political level. However, the Soviet-era sociopolitical structure was firmly embedded in post-Soviet societies, making it difficult to put these ideas into practice [8].

The President K.-J. Tokayev proceeded constitutional reform following the tragic events of January 2022, when the populace's nonviolent protests against rising autogas prices turned into an attempted coup of the nation's president. Sergey F. Udartsev described this situation as the result of contradictions, particularly the contrasting wealth stratification of the population and the impoverishment of broad sections of the population versus the super-enrichment of individual oligarchic groups over 30 years of independence. Some powers of the President were redistributed in order to transition from a super-presidential to a presidential system of government. To ensure the President's neutrality in exercising his powers, he cannot be a member of any political party. To prevent nepotistic manifestations of power that occurred prior to these changes, close relatives of the President are barred from holding political positions or leading quasi-state companies. In order to increase deputies' activity and facilitate their work with voters, a combination of majoritarian (based on single-mandate territorial districts) and proportional (based on party lists in a single district encompassing the state's territory) election systems was introduced. This increased the role of Parliament in changing the deputies' election system. A procedure for Parliament to overturn the President's objections to constitutional laws is also included. The Constitutional Court (previously the Constitutional Council with softer powers) was established as the highest judicial body, with expanded appeals and competence [9].

Thus, by studying the conceptual foundations of good governance, we can conclude that good governance is primarily intended to provide high-quality and effective services to citizens in order to ensure societal stability and development in the context of trusting interaction between the government and society. Next, I will look

at how to strengthen good governance institutions in Kazakhstan, a country with own development characteristics.

Methods and materials

The article uses qualitative analysis to delve into the complex relationship between the Kazakhstani government and its citizens, focusing on public trust. This method involves analyzing textual or non-numerical data, allowing for a deeper understanding of the underlying themes and patterns in behaviors, attitudes, and experiences. Furthermore, a review of the conceptual foundations of good governance is provided. This involves examining existing literature and theories related to good governance practices globally and how they apply or contrast with the situation in Kazakhstan. Such a review helps to establish a theoretical framework for analyzing Kazakhstan's position and efforts in improving governance. The research includes an analysis of Kazakhstan's position in various international governance and trust rankings. By evaluating these rankings, the article identifies where Kazakhstan stands in comparison to global standards, providing a quantitative measure of the country's progress or lack thereof in areas related to governance and public trust. At the same time, secondary data analysis is used, reviewing findings from previous studies and surveys conducted within Kazakhstan. This method assesses public trust in government based on existing data, while providing valuable information about public perceptions and levels of trust. The use of needs assessment and co-production practices are discussed as potential solutions to increase public trust and engagement. Needs assessment involves identifying and prioritizing the needs of the population, while co-production refers to the process of public service delivery in collaboration with citizens. These methods are proposed as practical approaches to enhance citizen participation and governance effectiveness.

Discussion and Results

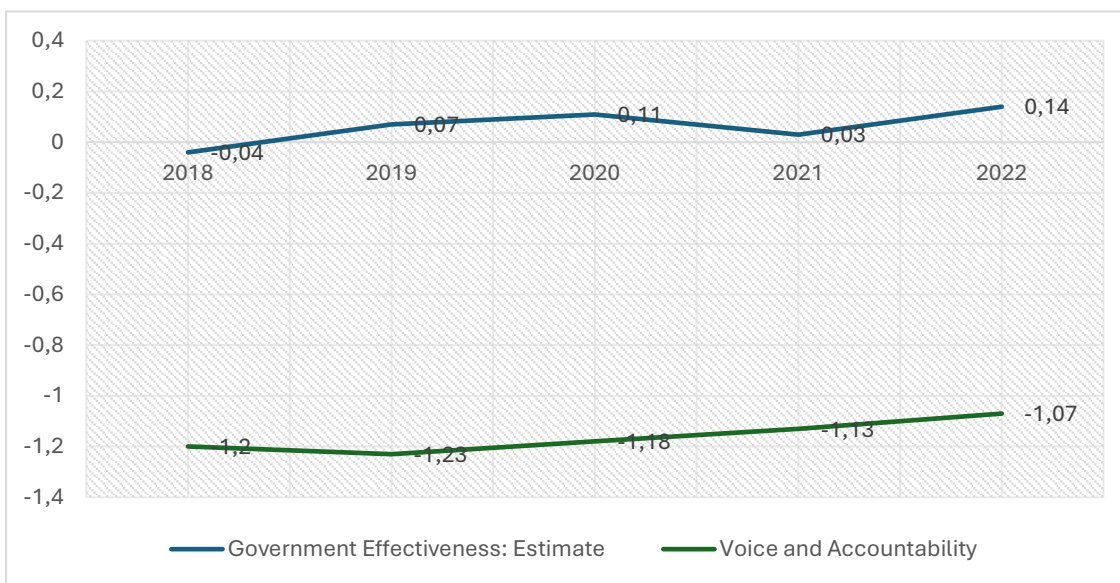
Today, Kazakhstan is at the ethnohistorical crossroads of a transitional state with imprints of the Soviet Empire's legacy. On the one hand, the generation

that lived in a "totalitarian" state, which was focused on the complete abolition of civil society, immediately lost its ideological worldview and reached a dead end in terms of their value systems, as a result of which they are not involved in modernization processes. On the other hand, the country has a generation with a modern worldview of development that has no experience with Soviet life and refuses to accept excuses for what happened during the Soviet era.

The complex geopolitical landscape, the regional environment in which Kazakhstan is located, and the post-Soviet legacy all have a significant impact on the evolution of internal forces and political processes. Kazakhstan's geopolitical position as a resource-rich, landlocked country and a power projection target for two neighboring major regional powers, Russia and China, serves as the foundation for the issue of external influence in matters of form of government, i.e., democracy

promotion and human rights policies [10]. German SWP experts also emphasized Kazakhstan's role in the goal to maintain autonomy as a middle power. They believe that Kazakhstan today has a deeper foundation in liberal values than the neighboring Central Asian republics. Although Kazakhstan is also a presidential republic with automatic rule, a weak separation of powers, and the sharp divide between the political class and civil society that characterizes Central Asia, the latter enjoys relatively more freedoms, particularly discursive ones.

Kazakhstan's Government Effectiveness indicator is rising; in 2022, it was 0.14 (90th among 2014 countries). However, the Voice and Accountability indicators are low (-1.07), reflecting the perception of a country's citizens' ability to select their government, as well as freedom of expression, association, and media (Figure 1) [11].



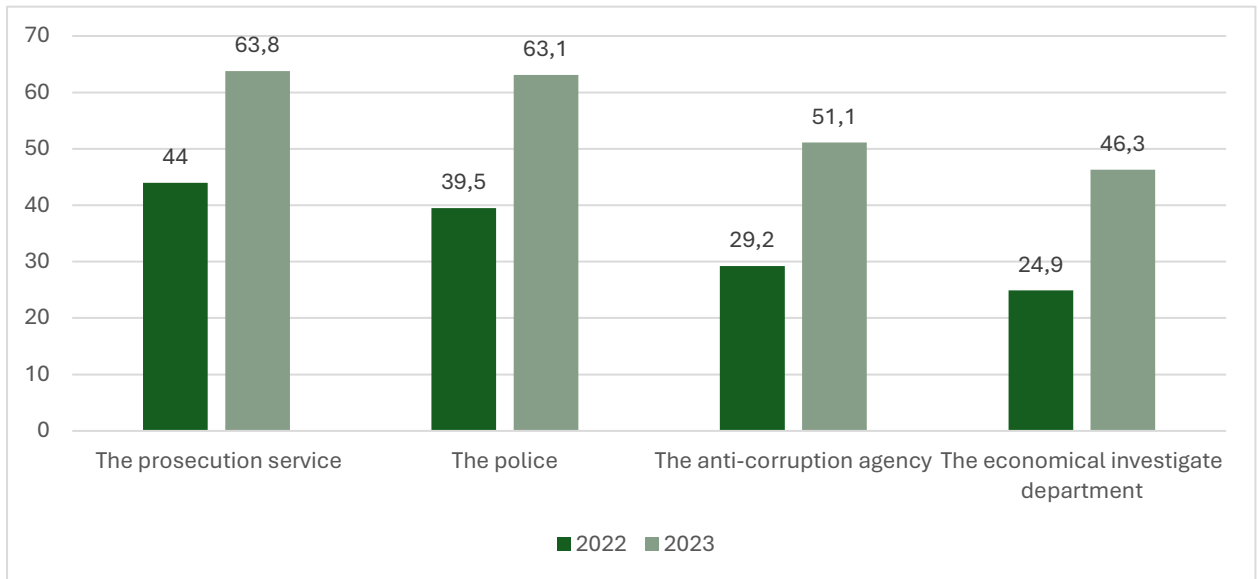
Source: Based on data from https://databank.worldbank.org/reports.aspx?Report_Name=WGI-Table&Id=ceea4d8b

Figure 1 - Kazakhstan's Government Effectiveness and the Voice and Accountability Indicators, 2018–2022

At the same time, it is well known that citizen trust in the government is a reliable indicator of democratic system success. Governments therefore concentrate on increasing public trust by effectively implementing policies and strategies. Trust is an important predictor of the success of public governance. Institutional trust is a multidimensional concept that assesses how people perceive the quality of

government institutions and their relationship with them in democracies [12].

According to the results of a Bureau of National Statistics (Figure 2) study on the level of public trust in law enforcement agencies among 18,005 households in Kazakhstan, there was a sufficient increase compared to 2022, but the results show a low level of trust [13].



Source: Based on data from <https://stat.gov.kz/en/industries/social-statistics/stat-crime/publications/113960/>

A 2022 Economic Research Institute study found that only 52.5% of respondents positively perceived their ability to influence government actions, indicating low levels of trust in the political system in place in the nation for the general public's ability to do so. Hence, the public trust in the government is in crisis in Kazakhstan [14].

The scholars believe that one way to overcome the trust crisis is to implement e-government, which promotes open and accountable government, ensures citizen engagement in the political process, and allows individual voices to be heard in larger debates [15]. The results of Pandey's study showed the critical importance of the reliability and usefulness of e-governance services in fostering public trust [16]. However, Åström, Karlsson, Linde, and Pirannejad point out that "e-participation in non-democracies does not reflect aspirations to democratize, or even liberalize, the regime" [17].

The "Open Data" portal in Kazakhstan now hosts electronic services such as "Open Budget," "Open Dialog," and "Open Legalacts." They are used to discuss legislation, budget programs, budget implementation reports, submit proposals and recommendations, provide information, participate in online conferences and surveys, assess service quality, and so on. However, views since January 1, 2015, have been only 6 million 302 thousand, with total downloads of 190,284. At the same

time, the proportion of open datasets' relevance is only 86% [18].

The level of distrust in the government, as well as the lack of active discussion and participation on these platforms, demonstrate a low level of citizen engagement in important public issues.

The orientation of societal values may be the cause of this passive attitude toward engaging in public life. The quality of a country's governance will be determined by the values that prevail in its society. Citizens in societies where "self-expression" is highly valued will prioritize freedom of choice over survival. In these conditions, citizens will be able to take more powerful collective action and put pressure on elites to ensure good governance [19].

Based on data from the World Values Survey, researchers at the Kazakhstan Institute for Strategic Studies analyzed basic values using the Inglehart scale, which considers two types of values. The first type covers materialistic – survival values and traditional values, while the second describes post-materialistic values – values for self-expression. According to the study's findings, Kazakhstanis have three types of basic values: those who adhere to material values (about a quarter to a third of the population), those who profess mixed values (50-60%), and those who profess post-maternal values (3–5%). As a result, it is concluded that Kazakhstani society has a heterogeneous value structure, with

material values dominating. This situation reflects the country's socioeconomic development, the dominance of the raw material production method, and the increased participation of the population in traditional sectors of the economy [20].

Conclusion

In the provision of public services, it is quite possible to use co-production as a transformative management structure suitable for strengthening good governance principles. Co-production is the practice of providing public services directly by citizens themselves or by a group of citizens.

Co-production has the potential to revitalize democracy in contemporary welfare states by establishing a new, ethical, and accountable citizen-state relationship. It can have an immediate impact on the services provided as well as long-term consequences for society. Co-production encourages citizens' active participation in government-important tasks by providing many benefits such as efficiency, quality, an incentive to innovate, accessibility and responsiveness, customer satisfaction, and cost savings [21].

According to Campanale, Mauro, and Sancino, the effective management of co-production is critical for improving specific outcomes (for example, good governance principles). By reinforcing good governance principles, co-production has the potential to become a transformative type of governance mechanism capable of achieving its goals. The authors use a managerial perspective to investigate the managerial issues that facilitate co-production [22].

One effective method for involving citizens in decision-making processes is to encourage citizens or individual groups to develop policies, hold public hearings, and

form working groups. In its recommendations, the OECD emphasizes the importance of Good governance enablers in the Needs Assessment Process, as well as the establishment of institutional structures to support a bottom-up approach to gathering local community needs.

The Needs Assessment Process consists of three main phases. The first phase consists of a planning procedure, sessions to identify needs with the local community, and approval of municipal needs. The second phase includes procedures for determining project priorities, preparing and approving development plans, and cost estimation tools for inclusion in the municipal budget. The third phase entails the preparation of subsequent reports, the process of sharing work results with local councils and the community, and the procedures for dealing with citizen complaints [23].

This method will enable local governments to plan the development of local spaces, participate in the operation of public transportation, build schools and hospitals, improve local courtyards and neighborhoods, and make other structural and social improvements. Participation in everyday and vital life at the local level will not only intensify the decision-making process, but will also boost trust in government bodies in the distribution of budget funds at the fourth level of the budget.

These methods would provide a new opportunity for Kazakhstani citizens to become involved in the direct implementation of government functions at the local level or within a specific sphere, rather than being limited to the traditional definition of engagement in government through elections, membership in political parties, or NGOs.

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ОРЫНДЫ БАСҚАРУДЫҢ ҚАЗАҚСТАНДЫҚ СИПАТЫ АЯСЫНДА МЕМЛЕКЕТКЕ ХАЛЫҚТЫҢ СЕНІМІ

Құралай САДЫҚОВА, PhD, Сиракьюз университеті Азаматтылық пен қоғамдық істер Максвелл мектебінің шақырылған атқарушы зерттеушісі, Сиракьюз, АҚШ, ksadykov@syr.edu, ORCID: <https://orcid.org/0000-0001-8232-5121>.

ПУБЛИЧНОЕ ДОВЕРИЕ ГОСУДАРСТВУ В КАЗАХСТАНСКИХ УСЛОВИЯХ НАДЛЕЖАЩЕГО УПРАВЛЕНИЯ

Құралай САДЫҚОВА, PhD, Приглашенный исполнительный исследователь Максвелл школы гражданства и публичных дел Сиракьюзского университета, Сиракьюз, США, ksadykov@syr.edu, ORCID: <https://orcid.org/0000-0001-8232-5121>.