
ADMINISTRATIVE REFORMS IN THE KYRGYZ REPUBLIC: PROBLEMS AND PROSPECTS

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Kyrgyzstan is experiencing multilateral transformation. Of the many reforms being conducted, the reform of administration occupies a special place. While developing a strategy of administrative reform, we have based our work on worldwide experience, which has been further supplemented by the study of our own management system. We have studied new methods of management as well as new styles of decision-making and persistently searched for more effective variants. However, we are speaking not simply about reforming, correcting or improving the system of state management, but actually giving a new dimension to it. It is, therefore, necessary to find out the answers to questions pertaining to the State system : What must be its role? With what should it be occupied?

Since we do not intend to perform majority of state functions in a poor way, we should try to cope with the basic tasks of the state management. It means that the state apparatus should not simply become smaller and we should change the character of its functions. The attainment of independence, followed by orientation towards an open market economy and democratisation have raised the level of expectations among the citizens; therefore, the ability of the state authority to carry out its role perfectly is very important not only for the citizens of Kyrgyzstan but also for the strength of the state. The effective management of the public sector is the key factor in the democratic development of the country. The expediency of this reform is especially obvious when it is placed against the background of the shifts in the political and economic spheres, which are now taking place in the Republic. Therefore, for Kyrgyzstan, the importance of immediately improving the state management system and its priorities is high on the agenda. Simultaneously, it becomes more urgent and more complicated problem.

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Worldwide practice shows that there exists a variety of ways of classifying into categories the wide spectrum of institutional reforms. In different countries there are different approaches to the administrative reforms. But broadly speaking, they can include the following transformations:

Budgetary Reform

Improving the budget management planning and calculating the optimal tax burden. At the moment, in our Republic, the state budget deficit reduction policy is being carried out by non-inflationary financing and reconsideration of the distribution of its profitable part with the purpose of an effective use of money resources.

Structural - organizational Reform

There are three basic directions :

- (a) Structural analysis and reorganization in the centre, rational reduction of the quantity of ministries and departments, optimization of staff in the remaining ministries, reforming the local self-management, decentralization of the transfer of power, delegation of authority and transfer of decision-making process to the local level.
- (b) “Unloading” and “coordinating” of management functions by transferring the administrative responsibility to other organizations.
- (c) Optimization of resources necessary for the resolution of administrative problems including the provision of retraining for the remaining state employees. Changes in the structure of departments and reduction of expenses by using methods and modes of work borrowed from the private sector.

Procedural Questions and Personnel Reforms

These reforms are oriented towards simplification and flexibility of administrative procedures. What is important here is knowledge of personnel management to execute personnel policies. Training and retraining of the staff and evaluating the quality of their work are of primary importance here.

Legislative Reform

The policy of administrative reforms and activities for their realization should be supported by a modification in the legislative system, which should also provide a mechanism for accomplishing policies for careful and objective monitoring of state service.

Administrative reform is considered as a process that determines the quality of the future society. It is a large and difficult problem and its resolution requires a great deal of strength and time. Because of the limited length of this article, primary attention has been paid to the following directions of the government administration, which are of priority for Kyrgyzstan at the moment :

- administrative information;
- local self-management;
- personnel policy.

ADMINISTRATIVE INFORMATION

For Kyrgyzstan, the issues of state regulation of information processes in general and information systems for state and local administrations in particular, plus the development of telecommunication and information technologies and information networks are becoming more real. The state policy of the Republic in the sphere of information organs of state and local administrations is aimed at the development of information and telecommunication technologies, the establishment and development of a single information-telecommunication infrastructure for upgrading the organisation, the quality of administrative work and service to citizens and accomplishing effective and adaptable administration for the benefit of people.

In recent years, the situation in the information area has become better. In 1994, the Government had adopted “the Concept of the formation and development of an information network in the Kyrgyz Republic”. In 1995, the President’s National Information Centre worked out the project titled “The Information program of the Kyrgyz Republic for 1996-2000”. Besides, the Law Project “About information” has also

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been worked out. In 1996, the Department of Information and Telecommunication was organised, which aimed at looking after the management bodies, coordination and keeping control on activities of the state management bodies. At the beginning of 1997, the Committee of Information under the President was organised for making State Policy and determining the development strategy of information, which would deal with problems of introduction and use of new information technologies among the government bodies.

At present, although many kinds of information systems are functioning, they are being worked out or improved in all the structures of supreme governmental bodies, ministries, departments and local as well as regional authorities. Parts of this work have been accomplished by the International Organizations such as Asian Bank of Reconstruction and Development, USAID, UNO, Tacis, the Soros Foundation, etc. Functioning information systems decide not only problems of a departmental nature, but also they are links to a single network of higher and local levels, deciding a wide spectrum of governmental, analytical and socio-economic problems. Such information systems include the National Statistics Committee, the Tax Inspection Department, the Ministry of Labour and Social Defence and the Government Property Fund which are already operational in Kyrgyzstan. The project "Municipal Finance and Management" (Karakol-centre of Issyk Kul region) is another example of integration at the local level.

With the support of the National Academy of Sciences of the Kyrgyz Republic, a programme titled "Assistance to administrative reform through information concept" had also been worked out. In this document, the aims, principles and priorities for different levels of administrative structures and information systems were formulated and grounded by using new information technologies and telecommunication systems directed towards increasing effectiveness of their work.

Since the State policy directed at the quick development of telecommunication contributes greatly to increasing the GNP, President Akayev himself came forward with the initiative to work out the first

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telecommunication project. At present this is the only complex telecommunication project in the countries of the Commonwealth of the Independent States. Companies from the USA, Norway, Switzerland and Israel are taking part in the accomplishment of this project. The project includes five levels:

State Information Policy

The Government has taken the responsibility of providing maximum support to the speedy development of all the communication systems in the country. To begin with, it is the telecommunication system. This will not only help Kyrgyzstan to join the international communication system and develop inter-regional communication systems, but also to promote the development of domestic production of instruments and machinery for communication. Modern communication systems would, therefore, facilitate the speedy development of all economic infrastructures in general and national economy in particular. After the realization of the first stage of the telecommunication project in 1997, the internal telecommunication channels are being developed and improved on the basis of new technologies of digital communication. All the oblast centers have been covered by a closed network of digital microwave radio-line stations, forming a kind of superline. Within the framework of development and modernization of domestic communication, a digital telephone network for increasing the capacity of the existing analogous means of communication, has also been established in the capital of the Republic - Bishkek, and all the oblast centers including the city of Cholpon-Ata. In 1995, a ground satellite complex, Standard "A" was launched in order to join links to the world telecommunication network. Our Republic is hooked to the fiber - optic cable communication line coming from China, crossing the Central Asian countries and Turkey, and travelling up to Germany. The next project in line is "Silksat" which aims at launching of our own communication satellite by the year 2000 to provide the country with autonomous confidential and high quality communication. Implementation of all these projects is of great importance for the creation of a modern information infrastructure in the whole Republic.

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Creating Information systems for the state management bodies presupposes computerization (in the ideology of office document circulation and the control of decision making), the automated processing of actual and analytical information and the automated support of decision making at the levels of the Kyrgyz Republic President's administration, the Government, the legislative body, the constitutional court, the ministries and the administrative departments. Other problems included in the state information policy are the development of planning strategy and the accomplishment of some measures such as financial and legal support for research in the scientific-technological field, introduction of new innovations, the creation and use of modern competitive hardware and software, providing information networks and the training of experts upto the highest level of qualifications. The state information policy ensures the coordination between informational-technological products and decisions realized in Kyrgyzstan to an international standard.

Branch Information Policy

At this level there are two inter-related components:

- (a) systems of automated office operations and support of decision making; and
- (b) branch centres and data banks.

They are supplied and distributed to industrial enterprises free of cost.

Regional Information Policy

Within the framework of this policy there is an urgent necessity for exchanging information among the regions of the Kyrgyz Republic. Therefore, on the basis of the first telecommunications project, the State Computer network project has been worked out by the President's Information Commission. This project will resolve such questions as,

- (a) unification of local networks with global ones;
- (b) integration of regional and subject-oriented networks into a single national infrastructure ("Intranet");

- (c) providing the integration of the “Intranet” into the global information network, the “Internet”; and
- (d) providing “Intranet” with information and calculation resources.

The network of information-analytical centres as a system of information support to the state management process, would become an integral part of the administrative managerial control process as well as its technological and supply sub-system. However, such services do not have powerful functions, excluding the deliberate distortion of information evaluation in the current political (definite, fixed) and socio-economic situation. But they will have certain status to be protected from the influence of the officials.

Information Policy in the sphere of Entrepreneurs, Owners and Employers

It is based on the “partnership” relations between the state and business. One of the basic purposes of the information policy in the field of entrepreneurship is the support of information action and system for developing business.

Information Policy in the area of Individual’s Requirements

For a long time, the individual life sphere has never been taken into consideration, not even in a single program of information policy. As a result, there are no modern information networks and systems which could meet the demands of Kyrgyz population in education, professional training and in raising the general level of culture, besides being accessible to each person’s requirement in their home conditions. The so called distance education programme will try to meet these demands. The first step in this direction will be the realization of a complex telecommunication project which will permit not only the improvement of the quality of telephone, mail communication, television programs, but also expand the opportunities for each inhabitant of the Republic to get access to the world network, “Internet” and other computer and information networks.

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However, the information policy of the individual life sphere will be carried out at two levels - state and regional. At the state level, the creation of legal, legislative and financial conditions for the manufacturing, purchasing and introducing of telecommunication and information technologies that will also be economically accessible to each citizen of the Republic will be accomplished. At the regional level, it is necessary to form a “realistic” part in this direction of the information policy. Therefore, ethnic, local, economic, demographic, production, cultural, historical and other factors as well as peculiarities of a particular region will also be taken into account.

Unfortunately, it happened that a majority of the able to work population appeared to have not prepared for the creation of quickly changing modern technologies, dynamically changing life and they had also no perception of the world wide experience. All these require fast adaptation, readaptation and creative experience, i.e., the highest level of being informed.

The realization of the state information policy will promote modernization of Kyrgyz society, protection of the human rights, creation of a modern and advanced democracy along with a strong economy which will protect the national well being as well as prestige and the integrity of the state and the society.

LOCAL SELF-MANAGEMENT

Following the world wide trend with respect to the increasing significance of human resources in development, great attention is being paid to social policy in Kyrgyzstan, which aims at improving possibilities of human existence. In spite of resource limitations, about 60 % of the state budget is spent on social needs. Since 1995 the “National report on the Human Development” is being issued annually with the UNDP support. Different programs of human development have also been adopted and they are being realized now. Two educational programs: *Bilim* and the Presidential *Kadry 20 veka* are also being carried out. With the support of the World Health Organization, the program “Manas” has been worked out and implemented. The main task of this program is to reform the public

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health system. Another program *Ayalzat* which has been adopted in February 1988 is directed to support women, though the basic purpose of this program is to struggle against poverty which is one of the most serious problems in Kyrgyzstan. Earlier in summer 1997, a national strategy for stable human development was adopted. This strategy including the basic trends of human development, defined the short, middle and long term targets for the state development until the year 2015 A.D.

However, in order to secure stable human development, much has to be done and it is necessary to further continue reforms in economic, political and social life of the country. But the fact remains that the majority of the population with low living standards does not have a strong belief and hope in the social potentials of democracy, especially in market relations.

One of the reasons which holds back the reforms is the gap between needs in transformation and the weaknesses of the social self-organization, particularly in the form of local self-government system and the absence of its management strategy. Today the problem of providing interaction and coordination between the activities of central and territorial (local) structures of the state management on the basis of radical redistribution and delimitation of their functions has become more clear. Therefore, as a first step in reforming the local self-government, measures are being taken for the creation and development of a legal, financial and economic basis of the local self-government, besides allocating municipal property and local budgets.

Earlier, in accordance with the Constitution of the Kyrgyz Republic, the program of state support to the local self-government and its bodies was elaborated in the Decree of the President on 20 March 1996, dealing with the “measures to raise the role and responsibility of the heads of the local self-government and the local state administrations”, and on 24 October 1996 “About measures on further perfecting the local self-government in the Kyrgyz Republic” by a corresponding Decree of the Government.

As regards the reform of local self-government at the levels of town, district and region for 1997-98, the program determines main principles

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of work of the local self-government and its transition from centralized leadership to decentralized management by legal, systematic and organisational method. The program also aspires to promote the unification of efforts of the government bodies and the local self-government in problem solving. This is more so because it will help the local regions to adopt the principles of local self-government, thereby protecting their interests in the process of making decisions and laws by the government bodies, as well as rendering assistance to the process of forming the legal state and the civil society.

The main task is to bring the authorities closer to the citizens so as to liquidate a gap between citizens and the state management bodies and to mobilize the local communities in making efforts for collective welfare as well as taking responsibility for continuing reforms in the local regions. However, the discussion is not about a pure division of labour between the Republic and local bodies. As a matter of fact, both are involved in the joint processes of making commonwealth in which each of the parties has to play a special role and each of them is capable of upsetting the efforts of the other. From the point of view of pluralism, this is a normal and necessary phenomenon.

As per the Constitution of the Kyrgyz Republic as well as the corresponding Decrees of the President and decisions of government, functions of the state authority and the local self-management have already been separated, but at the same time the independence of local self-management has been strengthened.

However, the problem of differentiating the functions remains complicated and unreserved. Let's discuss here some of them :

- (a) There is an absence of precise division of functions between the central and local executive authorities, and between local state administration and local self-management. Now the relations between all levels of the authority are regulated by one law, though each of them carries out different functions and "plays its own part" in the state administration. However, mutual relationship between the state authority and the local government remains complicated, as the degree of autonomy of the local self-management has not been made clear. But in practice, local

bodies of the authorities (*Keneshes*) are found to be completely depending on the *Akim*. Therefore, when the state government has greater influence on the local self-government, the questions arise about the latter's accountability and responsibility, the degree of possible influence of state authority on local self-management and about the sanctions if the case may be.

- (b) The Constitution of the Kyrgyz Republic and other normative legal acts have provided greater powers to bodies of local self-management. But the problem is that no mechanism is there for the realization of legal and organizational measures.
- (c) The majority of the employees belonging to the bodies of local self-management, have an experience of commanding the administration and management by force and so more often they do not work, a serious problem which is still taking place.

Therefore, problems are not only with employees' adaptation to new political and economic conditions, use of their wise resources and preserving and enriching of their intellectual potential, but also with acquiring new and highly professional managers to be filled at all levels of authority.

Unfortunately, the questions mentioned above have not been solved yet. What has been seen is the organizational instability as a result of frequent changes in the structure of the apparatus including the fall of overall prestige of state service; reduction of real buying power; weakening of control over managers together with opportunities which have increased sharply during economic reforms. These issues have resulted in the decline of discipline and responsibility in the government, huge corruption as well as mass outflow of the qualified staff. However, the extreme vulnerability of the government is determined by two circumstances which are marked at all levels of the state authority right from Republic up to *aiyl okmotu*.

The first one is corruption. The question does not concern simply corruption in organizations and the deviant behaviour of individuals. The concern is rather about the similarity of criminal and public life. It is not

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only a matter of the merger of state and criminal structures, but also the permanent infringement of law by the majority of the population. Some irregularities in the administrative process, current of thinking, psychological orientations and the qualitative characteristics of participants can also be related directly or indirectly to corruption. The essential influence on the functioning of the state apparatus is exerted by relatives and the people from the same region. The degree of their influence is always displayed whenever we have the task of removing them from government.

One more issue which is obvious is the administrative self interest. The second is closely connected with the first. The establishment of a very powerful hierarchy does not provide for the law, especially in the area of administrative (government) law. The threat of the President's or the *Akim*'s disfavour can't compensate for the weakness of state control. It is becoming more evident that these problems of the governmental structures, which have both an objective and subjective character, are the main contributing factors in destabilising the socio-economic development of the country as a whole.

For a long time, the Republic's authorities at all levels were of bureaucratic nature. They worked in accordance with the fixed rules, paying more attention to the established order. Such type of state authorities can work more or less successfully in a stable socio-economic condition. But in the changed environment the units of power can not respond quickly mainly due to the fact that management decisions in order to obtain directive approval must go through a number of levels. That's why our society understands that all levels of power and its structure, functions, responsibilities and staff must be re-evaluated. The changes in the structure of the state power must be conducted in a direction that can be expressed by a short formula: from administration to management.

In connection with the above mentioned issues, questions which call for serious attention and analysis appear to be, How to carry out transformation : from inside or outside? What is to be reformed: structure or functions? Who will be affected: all employees or certain individuals? What is the cost of transformation?

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Local authorities which are needed to be reformed, aim at the intensification of their accountability to society and state. This means that both the people and the institutions must be responsible for the quality of the fulfillment of their duties which must be evaluated as objectively as possible. In this process two key ideas, accountability and “evaluation of the quality of activities” which are connected with each other must be taken into consideration.

Accountability of local self-government is considered to be a complex phenomenon as it includes Parliamentary control; accountability to the law (judicial control); accountability to the consumer (public control); and professional accountability (scientific expert control). If accountability loses its complex character, its value and effectiveness too get reduced. Therefore, the multi-sided accountability of the heads and local administrative staff to the government and society is essential to increase the responsibility for the quality of executive activity. The officials must work in accordance with the criteria established by those, who have the powers to control, and also they must work to satisfy the needs of the population in the given services.

Evaluation of the quality of the activity is based on the statement of McGregor, who asserts, that the people aspire to responsibility and that in favourable conditions they promote the quality of the organization’s activities. To ensure “quality” in the area being considered, it is necessary to know the requirements of the population, offer services that can satisfy them; carry out precise duties and use “feed back” etc. Now the question arises, whether it is possible to assess the quality to execute administrative or management duties in a quantitative way? One of the possible variants is that when the work of self-government bodies is evaluated on the citizens’ applications, it is considered for the certain period of time [day, week, month]. But in such an approach, the emphasis is put on the reduction of expenses, not on improving the results. On the basis of this very fact, the efforts of the government in achieving the performance of the same volume of work by a smaller staff can also be explained.

To achieve success, it is necessary to create an atmosphere conducive to the ‘highest quality’ at all levels of the State’s authority as well as the

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private companies. Let's consider some comparisons from the book of T.Peters and R.Waterman *In search of Excellence:Devotion to Action*.

- (a) Whereas a worker in a private company simply gets down to business, a civil servant in the government consults his or her superiors and only after receiving their permission, he or she begins to act.
- (b) To be closer to the client. The private firm listens to the enquiries made by the consumer sensitively and genuinely responds to his or her requirements. Otherwise, the company will not flourish. The state authority can not do so as a civil servant is more busy with himself, instead of being with a client.
- (c) A choice of sphere of activity. The private company finds the kind of activities most suitable to the organisation. The bodies of state power carry out only such things which are prescribed by legislation.

Thus, the most significant challenge to the workers of all ranks in bodies of state authority at all levels is an orientation towards quality service.

The other challenge is connected with the introduction of newly introduced information technologies which influence the structure of the organs of power, the process of decision-making, the qualifications of the personnel etc. The application of such technologies helps promote both the centralization and decentralization of state authority. Information can be stored and kept in "centre," so that the power of the civil servants could be made limited. At the same time, local terminals open opportunities to "move" the information more quickly in establishments down to the level of the operational workers. Due to this, it is possible to reduce middle management, as the functions of notification and coordination are made with the help of the computer network. The authentic and complete information raises the effectiveness of decision-making at all official levels, reduces risk factor, permits to model a situation and accelerates process of adoption of administrative decisions. The introduction of information technologies opens up new prospects for planning the functions of officials and preparation of workers for their fulfilment. It also promotes the improvement of professional skills as well

as individual qualities of the staff. Moreover, the process of decision making by means of computerization creates an atmosphere of trust and strengthens the feeling of personal participation and responsibility among the ordinary employees in order to perform well to the needs of the organization.

One more challenge is the necessity of transition from current method of administration to new method of management. Unlike the administrative system, the management system gives a higher degree of freedom to both the chiefs and subordinates. The success of management in business also determines the dissemination of its principles of activity in social organizations which have not been connected with business, including the structure of state management, in spite of the fact, that for a long time there has been an opinion that the management is unacceptable for the state structures, because profitability was not the main issue for them.

Like managers of private firms, people who work in the area of state management should care about increasing the level of their service, and productivity, besides stimulating employees, for the future development of their institutions. Modern managers need to have such skills which are necessary for everybody who is engaged in the state management bodies. These skills include the ability to bring information to the audience, the ability to have personal contacts with the representatives involved in other spheres of activity, the ability to make decisions and solve the problems by himself; ability to work in a collective form as a member of the team, the ability to take advice, and conduct negotiations, professional skills and so on.

The active enforcement of management principles in the sphere of state and local management will let the central bodies of the executive authorities free from managing business and property of a local character. In this way, the central bodies may perform the responsibilities of the government affairs and may also control strictly the execution of legal and normative standards, state social standards, and nationwide programmes, besides carrying out other arrangements of a state charter including the programme of Stable Human Development.

PERSONNEL POLICY

The state personnel policy, first of all, is the responsibility of the administrative body. It is directed towards defining the priorities, scientifically grounded criteria and approaches to training, evaluation and selecting of personnel as well as the legal social protection of the state's employees. However, recently there have been serious changes in the personnel policy which has thus acquired a complex character for developing the potential of personnel.

What is significant is that the national educational programme *Bilim*, the Presidential programme *Kadry XXI veka*, and the Academy of Management which was formed by the President in 1997 have also been changed to tackle the problem. Obviously, the changing situation in the country's orientation towards social development gave way to the adoption of the Conception of the State Personnel Policy, in the beginning of 1998. The main aims of this policy are as follows :

- (a) Providing the management process and all sections of labour activity with qualified, skilled and actively working employees;
- (b) Realization of the maximum effective use of the intellectual potential and all labour resources of the country including their preservation and enrichment;
- (c) Creation of favourable conditions and guarantees for realization of each employee's abilities, stimulating their professional growth and promotion in rank, and increasing the effectiveness of the labour activity;
- (d) Formation of a strong legal, political , social and economic defence system of workers within the framework of the country's Constitution.

Besides, in its contents, the personnel policy includes the definition of social and legal basis as well as tasks and priorities of the personnel functions in all branches of government (legislative, executive, legal) and levels (central, regional, local).

During reforms in the first year it has been revealed that insufficient and inadequate level of skilled qualifications of the civil service employees is a serious factor which holds back the reform process. First of all, this refers to such staff who make decisions, in other words, managers of different levels and their qualitative characteristics such as, levels of their education and training and ability to improve their qualifications.

For the last so many years we had been under impression that the main aims of education were the development of initiative on the part of the employees, the ability to do their own observations and make study independently, ability to work with other people to understand the mechanisms of the organization's work and influence them to unite together for joint activity etc. But the system of education is hardly aimed at developing these qualities. The problem is that their development requires to create a huge number of educational programmes oriented towards individual competence and indentifying the motives of each individual, thereby creating situations which could enable them to display their initiative, and make observations. In connection with this, it is important to work out the system of evaluation which could encourage both the teachers and students to develop these qualities.

But, most importantly, the sphere of education has to be guided by social needs and it should be recognized as the unified and unquestionable criterion for determining the position and the status of state employees. It is also necessary to lay emphasis on principle of innovation in the curriculum plans, in the evaluation of the activities, in relations between the educational system and society, in employment and in the system of attestation at both the personal as well as management level concepts.

The problem of providing personnel to government bodies is that the "conflict" between ineffective old system of management and the requirements of the modern stage of social development is intensifyng. For example, both the middle level management and lower level management are often found to have a low qualification which does not allow them to perform their work properly. Most of the operating details are delegated to their subordinates as they are not done by high ranking administrators. As a result, many administrative duties of a high level,

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such as strategic and indicative planning, and the institutional and personnel development of the enterprise often remain unfocused to the administrator's attention.

Lack of professionalism among the significant number of executive personnel is also an obstacle to carry out more effective work culture in the important sectors of government. In our own administrative activity, the idea which was formed earlier, together with inertia in opinion and points of view, is now in opposition to the new character of economy and the changed forms of social relations. As a result, skills to have interaction with non state structures, especially, banks and the stock exchange, have been acquired through the basic trial and error method. It is unfortunate that the positive experiences of foreign countries have not been willingly studied so they are badly used.

The effectiveness of the authority's activity gets reduced because of the high turnover of management staff as well as poor professional qualifications of the staff. Therefore, their adaptation to the working environment is difficult and takes a long time.

That's why each employee of the management body should constantly update and deepen his professional knowledge on the basis of continuing education. This is more so because the system of training, retraining and improvement of professional skills of the state employees is based on that. Of course, the system of selection, training and promotion of staff is supposed to have democratic principles of an openness and legality and it should not be based on personal trust but on a high level of professionalism, diligence, and responsibility. That's why the contract system, competitions, qualifying examinations and other tests are conducted widely in order to attract professionals to state offices.

The monitoring of personnel for getting information about all the shortcomings in the personnel work, in a timely fashion, has been planned and will be introduced soon. It would also be useful to introduce the practice of obtaining references for a state position. The references would be given by the direct supervisor from the former place of work, or by scientists, administrators, psychologists and lawyers. The person making the recommendation should take responsibility for what he or she says.

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The other, but not less important problem is that it is difficult to increase the efficiency of work power because of a low level of socio-economic and legal security for state administration employees. The situation is that the volume, intensity and especially the responsibility of labour does not correspond objectively to the employee's salary. A sociological research carried out at the beginning of 1997 by a group of experts from the International Institute of Strategic Research testifies that the key members of the state management employees feel strongly about their social vulnerability and express their dissatisfaction over the level of salaries. Such a situation provokes officials to misuse their positions for personal gains. Besides, the low level of salary is one of the causes of exodus of staff from state bodies of management, particularly of those with higher qualifications. According to the data from a department of state service and the organizational work of President's Administration, the staff outflow in 1997 alone amounted to 16.2%.

Unfortunately, raising of the salary is restrained by the budget, as it would not be received well by the population of the Republic. However, in order to get qualified staff, salaries are raised in some selected departments where it is possible to coordinate payment for work with the results of activity. But there are also cases of this conduct on the part of workers. For example, it has been revealed that firstly, some people are hiding their bonus to avoid paying taxes, and secondly, customs officials have found that some people are engaged in smuggling. Even in the mass media they are actively explaining on the one hand, the cause of the loss suffered by the government sectors due to the poor quality of apparatus and on the other hand, demanding grant of privileges to employees. That's why we are fighting for making the activity of the workers of the state administrative system to be more open to the public. In this regard, the need to pay more attention to the state administrative body and society as a whole is an urgent task for us.

Personnel policy of course, is one of the main and most complex problems in the Kyrgyz Republic, because it needs reform not only in the organizational and controlling tasks, but also in the whole gamut of social, economic, legal, moral, psychological and other problems.

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But our main emphasis is on how to find a way to make the state managers' work more effective since the staff of the state management is the most important functionary in generating the wealth in the country. Therefore, we must adopt the principles of experimentation, innovation and training which are necessary to stop the movement toward self destruction. And for that aim, we must radically change our notion towards work and the competence of the staff of the state management. Besides, the systems necessary for the evaluation and development of the staff, and the measures on evaluating and improving the effectiveness of the state management should also be taken into consideration.

In conclusion we want to say that the administrative reforms which began a few years ago, have the sole purpose of managing economy in the transition period. The powerful democratization of management activity along with increasing the independence and responsibility of each and every government body and employee is the important factor to achieve this purpose. The result would essentially become the criterion of the effectiveness of the work of state management system. However, despite the fact that the questions considered here do not cover the whole range of problems, they are the most important for the administrative transformation taking place in Kyrgyzstan. Their solution would undoubtedly allow the strengthening of the state administrative apparatus, thereby providing the effectiveness of the reforms we are currently pursuing.

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