

Regulatory and legal support of the positive reputation of state bodies: On the example of the legislation of the Republic of Kazakhstan

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Abstract

This scientific article identifies differences from similar concepts of reputation, to reveal the capabilities of state bodies with the right approach to the formation of their reputation. The research is based on the analysis of institutional and theoretical understandings of the reputation of state organizations, as well as on conducting an expert survey among employees of the Central Office of the Agency for Civil Service Affairs of the RK. The authors have proposed recommendations on amendments and additions to some regulatory legal acts in order to clarify the understanding of the reputation of public administration bodies, and as a result, increase their reputation, as well as attract the attention of public managers to issues of reputation management, which are becoming more relevant.

Keywords: reputation, legislation, public administration, open state, civil servant, trust.

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Introduction

Over the past decades, there has been increasing evidence that organizations of public sector recognize the importance of a favorable reputation and treat reputation as a matter of strategic importance (Carpenter and Krause, 2012; Maor, 2015). Reputation consists of symbolic understanding of organization – its capabilities, goals, history, tasks – and these images are embedded in the thinking of many stakeholders (service recipients, mass media, political experts and ordinary citizens) (Carpenter, 2010).

Stakeholders do not see a real organization, but rather a partial understanding of the effectiveness of the organization (Carpenter and Krause, 2012). This ambiguity gives state organizations some freedom of actions for strategic participation in the formation of their own reputation.

Reputation is an objectively formed set of opinions about the organization of representatives of interested parties, one way or another connected with this company. Reputation in practice looks like the “good name” of the organization; it is formed under the influence of a large number of factors and is evaluated by various factors.

Reputation is an interdisciplinary concept that includes knowledge from the fields of marketing, social psychology, economics and the science about decision-making. Based on the analysis of the reviewed scientific literature, one of the key indicators of the effectiveness of the state apparatus is its reputation, however, to date, the concept of the development of the reputation of the state apparatus, as well as the concept of this term, has not been given enough attention in the context of public administration.

A widely used definition of reputation in management and marketing is “the general assessment in which a company is evaluated by its constituent parts” (Fombrun, 1996). It follows from this that management of reputation implies the management of those components that form the reputation of the organization (Elsbach, 2006).

At the same time, in our opinion, the research of the reputation of the state apparatus will not be complete without studying the opinion of the civil servants themselves regarding the understanding of the nature of the definition of “reputation”. For this purpose, we conducted a survey, during which we obtained the data reflected in the diagrams below.

As follows from Figure 1, civil servants, by the majority of their opinions (33.3%), take the professionalism and efficiency of the state apparatus for reputation. 29.3% of civil servants define reputation, as is customary in management, for the collective perception of the internal and external audience of the activities of state bodies. 24% associate reputation with trust

in the state apparatus. In general, 86.6% realize that the reputation of the state body consists of the collective opinion of the population about the past and current activities of the state body, trust in the state body and professionalism and efficiency of the state apparatus. 10% of respondents identify reputation with image, and only 2.6% associate reputation with openness and interaction with government stakeholders.

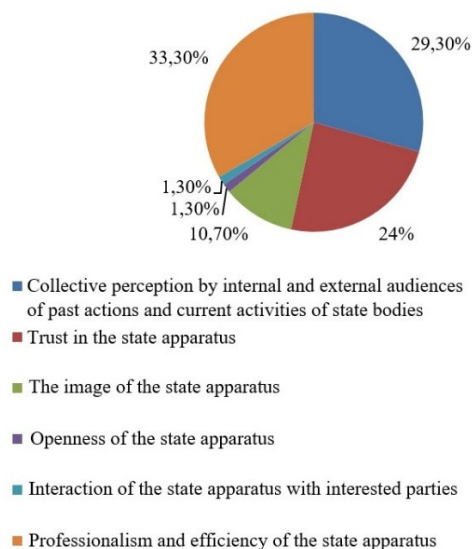


Figure 1. Answers to the question about what civil servants understand by the term “reputation of the state apparatus”

Unlike in the past, when reputation was an abstract concept, anchored in collective thinking, today it is becoming a real “visiting card”. Considering that nowadays information is especially easily accessible to everyone.

Many states and public figures are concerned about citizens' dissatisfaction with public sector services and the image of the state apparatus as a whole (Van De Walle, 2007). In this regard, the formation of the effective, accountable and “listening” government can help improve the perception of the state apparatus by the general public and strengthen their trust (Van de Walle, 2011).

Despite the fact that many works in the field of organization of public administration have successfully revealed the results of a larger number of management ideas, introduced into the public sector, such as performance management, contracting and management, reputation is not given due attention. Due to the practical importance of reputation for government

organizations and the broad scopes of strategies on reputation management, the search for solutions to this problem is very justified (Arild Waeraas and Haldor Byrkjeflot, 2012).

In most cases, textbooks and manuals take Commercial organizations on reputation management as a basis. Despite the stated universality of strategies of the management of reputation, that it can be applied to any organization, regardless of sector, size and main task, the foundation of such strategies is usually a “corporation”, “firm” or “company” (Arild Waeraas and Haldor Byrkjeflot, 2012).

In this article, the authors argue that understanding how the reputation of the organization is formed, developed and strengthened, and it has fundamental value to understanding the importance of public administration in the conditions of the modern democracy.

Understanding the importance of all methods of forming the reputation of the state apparatus, the article highlights regulatory issues, taking into account the importance of this aspect in solving the identified problem.

To date, the Republic of Kazakhstan has established a sufficient legal framework in the field of public service aimed at building a positive reputation of a civil servant.

At the same time, in some cases, the existence of laws themselves is not enough to solve this problem. Based on the analysis of the regulatory framework in this area, the shortcomings that occur in the current legislation are highlighted.

In order to form a positive reputation of a civil servant associated with selfless service to the Motherland, it is necessary to form legislation that would be able not only to educate a civil servant in the spirit of patriotism, but also to strengthen and enhance the reputation of the state apparatus.

Literature review

Researches on organizational reputation appeared in the early 1990s, and it was several years before the term appeared in the literature on public administration. Researches of corporate reputation has mainly focused on the financial performance of firms (Ryan, 2007). For example, management of corporate reputation can lead to various benefits, such as increased profitability or reduced costs (Fombrun, 1996).

Over the past decades, scientists from various fields have identified the importance of the impact of reputation on the public sector, thereby this area of research is increasingly attracting the attention of scientists (Overman et al., 2020). Reputation helps in explaining the actions of state organizations

as a reaction to threats and possibilities (Maor, 2015; Rimkutė, 2018). In addition, reputation is an intangible asset that plays a crucial role in state organizations (Carpenter, 2001; Carpenter, 2010; Carpenter and Krause, 2012).

Baekkeskov (2017) notes that reputation is necessary to create and maintain trust, and Carpenter (2010) points out that prestige and status are advantages associated with reputation.

Thus, according to the results of an expert survey, held by the authors, Figure 2 reflects the opinion of civil servants (74.6%) who fully or partially agree that the population perceives the reputation of state bodies as more positive than negative.

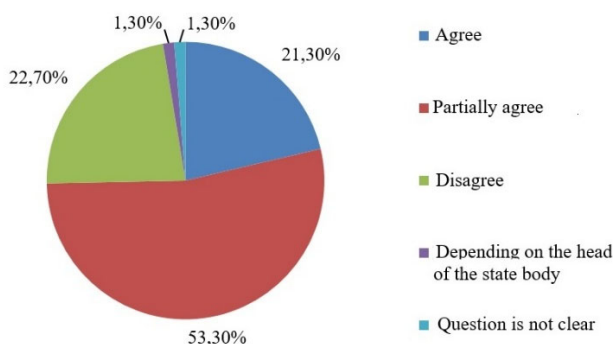


Figure 2. Distribution of survey participants' responses regarding the degree of their agreement with the statement that "in the eyes of the population, the reputation of state bodies is primarily positive, since state bodies are authorized to perform the functions of public administration and act on behalf of the state"

Finally, Sataøen and Wæraas (2015) argue that branding helps build reputation. These intangible assets have become strategic for the viability and effectiveness of state organizations, as they improve the delivery of public services (Carmeli and Tishler, 2004; Luoma-aho, 2007).

As Farnsworth (2003) notes, the public image of the government is surrounded by a "pessimistic fog of distrust, cynicism and contempt". Bureaucracy, which is increasingly characterized by all state bodies today, is so often used as a negative term that it overrides the meaning, which it was originally supposed to embody, such as progress, rationality and efficiency (Byrkjeflot and du Gay, 2012; Olsen, 2005).

The key question for practitioners involved in this topic is: how do government organizations build relationships with certain stakeholders to achieve a good reputation? In order to answer this question, public sector

managers focused on management of reputation as a matter of strategic importance (Wæraas and Byrkjeflot, 2012; Wæraas and Maor, 2015).

Stevens, Vidar, Erik-Hans Klijn, and Rianne Warsen (2021) in their work focus on how target groups react to strategies of public branding, moving from primarily internal researches of organizational influence to analysis of public influence. Their work responds to one of the main conclusions of Perez (2021) that researches of reputation and branding should also focus on the perception of service recipients.

Based on this, during our survey, respondents were asked a question, whether the state body can have a different reputation among different groups of the population. Almost all respondents (98.6%) fully or partially agree that different segments of the population perceive the activities of the state body differently, and, accordingly, perceive the reputation of the state body differently (Figure 3).

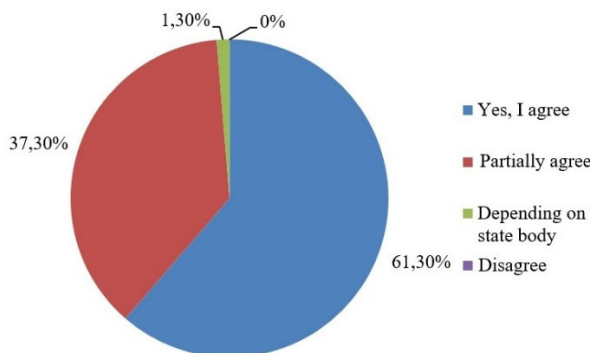


Figure 3. Opinions of respondents on the question of whether the state body can have a different reputation among different groups of the population

Methods

The research presents institutional and theoretical understandings of the reputation of state organizations.

The research purpose consists of the scientific justification of a set of theoretical conclusions regarding the understanding of the reputation of state organizations and the differentiation of concepts close to the concept of “reputation” in order to more accurately and deeply understand this term and to identify the expected possibilities for the public sector with the right approach to the formation of their own reputation. Along with this, it is

necessary to develop recommendations for improving legislation in the field of reputation formation of public administration bodies.

The following main tasks were set in order to achieve the above purpose:

- 1) To conduct a literary review;
- 2) Study of issues related to the disclosure of the concept and content of the reputation of the public sector;
- 3) Setting a range of issues related to the concept, purposes and function of the reputation of state organizations;
- 4) Substantiation of the theoretical foundations of concepts close to the definition of “reputation”;
- 5) To conduct a sociological survey among civil servants of the central office of the Agency for Civil Service Affairs in order to clarify their perception of the reputation of the state apparatus;
- 6) To analyze the regulatory framework of the Republic of Kazakhstan in the field of formation of the reputation of the state apparatus;
- 7) To make recommendations on improving legislation in the context of improving the reputation of public administration bodies.

The methodological basis of the research was made up of general scientific methods of cognition, involving the consideration of phenomena in their constant development, interrelation and interdependence. In the process of the research, private-scientific methods of comparative and systematic analysis were used comprehensively.

The theoretical basis of the reputation of state bodies was formed as a result of the systematic conducting the theoretical and empirical researches in the field of the public sector. In addition, the introduction of the concept of reputation is used not only for the production of scientific knowledge, but also in the practice of public administration.

In the course of writing the article, the authors relied on the generally accepted fundamental research of the general theory of the formation of reputation not only of state organizations, but also of the private sector.

The research covered the works of scientific researchers over the past decade in the field of formation of reputation.

The following research methods were used in order to achieve the set purposes:

1. The literature review was conducted using a systematic review, which made it possible to determine the body of knowledge about reputation over the past two decades and establish how the scientific community views reputation. The choice of conducting the systematic review is mainly because this type of research helps to present the current body of knowledge in a more transparent and reproducible way.

2. The quantitative research method was applied in the form of a sociological survey conducted among civil servants of the central office of the Agency of the Republic of Kazakhstan for Civil Service Affairs. 76 employees from a total staff of 92 people took part in the survey. The sociological survey was conducted by creating a survey form in the Google Forms application and sending the questionnaire via messengers.
3. The qualitative part of this research allows us to deepen our understanding of the concept of "reputation of the state apparatus" and reveal the capabilities of public administration bodies with a serious approach to the formation of their reputation.
4. The theoretical basis on the issues of reputation of public authorities was formed as a result of systematic theoretical and empirical research in the field of public administration. In addition, the introduction of the concept of reputation is used not only for the production of scientific knowledge, but also in the practice of public administration.
5. Analysis of the regulatory framework, on the basis of which suggestions were formulated to improve legislation within the framework of the topic being researched.
6. Using the method of comparative analysis of concepts close to the concept of reputation, the authors had the possibility to demonstrate the differences in the definitions of goodwill, brand, publicity, image, reputation and to identify differences in the ways of their formation.

Thus, in this article, the authors used three search strategies. Firstly, the bibliographic databases of Web of Science and Scopus were studied for access to scientific publications related to the object of research in all studied disciplines. Secondly, a search of entries was made in some of the journals considered to be among the best known in the field of public administration studies. Finally, a request was made to Google Books.

Firstly, the thematic analysis of the articles confirms the significance of the reputational problems identified in the qualitative analysis. Secondly, descriptive statistics made it possible to identify the possibilities of state bodies that open up to them with proper management.

Thus, the research plan includes a lot of data to understand the diversity of points of view and understanding that, over time, give importance to the reputation of state bodies.

Results and discussions

The procedure for forming a reputation is complex and ambiguous, in which the slightest wrong action or lack of proper participation in its

components can instantly destroy the reputation built up over many years and lead to significant negative consequences for the organization's activities in the future. The lack of effective management of this process can lead to risks or missed possibilities for the public sector. Managers in the public sector should be ready to a lightning-fast response to the developments taking place, in order to preserve the good reputation of state bodies.

The need of the formation of public administration, oriented on the reputation, consist of not the need of creation of a universal approach, but that scientists and practitioners study the factors of reputation formation that will be applicable to any public institution and its managers.

Changes, taking place in the public sector environment, and emerging new communication models have an impact on the activities of state bodies, which must understand how to properly learn how to manage these changes. Along with this, new tools are emerging that can assist public administration in managing these changes. As an example, we can cite methods of reputation management, thanks to which it is possible to increase the awareness of state bodies about the opinion of users of social networks and help them analyze the essence of changes and the formation of opinions of certain groups.

For forecasting and analyzing opinions, such a concept as benchmarking is widely used, which helps the organization's management to be fully prepared for current and emerging competitive issues. It promotes the study of the potential of the market, the growth of awareness of employees who are responsible for decision-making. If we take into account that in rapidly changing and developing industries, information is in a chaotic order, then the demand for a clearly formulated marketing strategy, based on serious research, increases dramatically.

Benchmarking is a vital element in the search and development of suitable strategies and their implementation. In today's new, constantly updated economic environment, the role of the benchmarking strategy is to help understand what actions need to be taken from the point of view of the internal structure of the company.

There are various interpretations of reputation in the scientific literature on economics, management and sociology, and along with the definition of "reputation", you can find concepts similar in meaning: goodwill, brand, publicity, image and others. In this regard, we consider it appropriate in this article to present the differentiation of these concepts.

Table I - Comparison of the concept of reputation, image, publicity, brand, goodwill

Definition	Reputation	Image	Publicity	Brand	Goodwill
Meaning	A collective understanding of the past activity and results of activity of organization, describing the firm's ability to provide valuable results to multiple stakeholders	A superficial understanding of the organization. The impression that the organization evokes.	Positive fame on a large scale and recognition of the organization, its employees and activities	Complex of clear ideas about the goods or services of organization, the value of which depends on the needs of stakeholders (logo, trademark)	Evaluation of all intangible qualities of organizations that are direct components of their success and formed within the organization during its activities
Methods of formation	Deserved opinion of the public about the organization, formed throughout the entire activity of the organization	Purposefully formed opinion in the eyes of the public by promoting the organization	Artificially generated fame through the mass media	It is purposefully formed by the will of the organization through the mass media	Well-deserved assessment of the organization based on the results of many years of activity

In literature, the term “business reputation” is often replaced by the definition of goodwill. In the professional sphere, the following definitions of goodwill are used: “assets, capital of a firm that cannot be materially measured, for example, reputation, technical competence, communications, marketing techniques, influence, etc.” (Raisberg et al., 1999). According to the definition, given in Appendix A to IFRS 3, goodwill is the future economic benefits arising due to assets that cannot be individually identified and separately recognized. Based on this, most experts in the field of accounting and evaluation of intellectual property come to the conclusion that the concept of goodwill is defined as a well-deserved assessment of all intangible qualities of organizations that are direct components of their success and formed within the organization during its activities (Table I).

One of the concepts that is widely used to characterize the image of an organization is the concept of a brand. According to K. Bove and W. Arens, authors of the first encyclopedia of marketing and advertising, a brand is a set of values, that is, a set of various benefits, attributes or qualities satisfying the buyer, the value of which depends on the specific desires and needs of stakeholders (Table I). Therefore, a brand is understood as a set of values designed to satisfy functional, social, psychological, economic and other needs of the consumer” (Sharkov, 2010). The brand appears at the will of the goods producer and it is created consciously and purposefully (Table I), it is designed for unilateral impact with the help of advertising and marketing technologies.

Publicity (English – publicity, openness) is a concept widely used in the framework of the formation of an organization’s reputation, implying positive fame on a large scale and recognition of the organization, its employees and activities, arises as a result of the organization's work with the mass media (Table I). Some experts find similarities in the concepts of “image” and “publicity”. Publicity is understood as one of the areas of PR activity, which is aimed at creating awareness and location to the organization, services, products or personality (Sharkov, 2010). However, publicity, to a greater extent, is external fame for the general public and to a greater extent is a component of the image (Dauling, 2006). Publicity provides organizations with numerous opportunities of forming the awareness about their activities or the produced goods and services in the eyes of stakeholders (Sharkov, 2010).

Image identifies “what comes to mind when a person hears the name or sees the logo” (Gray and Balmer, 1998) of the particular organization. The image can be formed through advertising and promotion in the mass media, but not controlled by the organization (Table I, Table II), since such factors as coverage in mass media, government regulation and other external factors also affect the perception of the organization. Each individual can have his own unique point of view on the image of the organization (Table II). Figuratively speaking, the image is a superficial understanding of the organization and has a subjective, short-term character (Table I, Table II). The image of organizations is very susceptible to possible crises and can fluctuate depending on ongoing external and internal changes (Table II). In any case, the image is necessary for any organization, as an addition to the established reputation.

Reputation implies a collective ingrained notion in the minds of stakeholders about the past activities and results of the organization, describing the ability of the firm to provide valuable results (Table I, Table II). According to the researches of American sociologists J. Landberg, K.

Schreg, O. Larsen, reputation is one of the most valuable assets for both an individual and an organization as a whole (Shkolin, 2004). The reputation of an organization arises and develops without any desire of its owner and is the result of a two-way relationship between the organization and the target audience (Tul'chinskij, 2018), (Table I). Reputation fills the internal component of the organization and reflects the assessment of the organization by society, thus, it is considered that reputation is quite resistant to crisis situations (Table II).

At the same time, the concepts of “image of the organization” and “reputation of the organization” are interrelated, but they are not identical. The reputation of an organization depends on the formation of its image, but the difference is manifested in the degree of influence of the organization on the result. The creation of the image is due to the targeted efforts of the organization itself, and the reputation is formed as a reaction of the target audience to which the organization's activities are directed (Sharkov, 2010) (Table II).

Table II - The main differences between the concept of image and reputation

A sign of difference	Image	Reputation
Assessment	Subjective assessment, personal opinion of each individual	Assessment of a group of stakeholders or a society based on the organization's past results in various fields of activity
Mass media influence	The image of the organization can be changed through advertising, publications in the mass media and social networks	Advertising and promotion in the mass media do not have a significant impact on the reputation of the organization
Types of perception	Each individual can have his own unique understanding of the image of the organization	Reputation is the average value of stakeholders' opinions about the organization
Period of exposure	The short-term image of the organization in the minds of stakeholders	The ingrained image that has been formed by the stakeholders of the organization since its existence
Stability	Fluctuates The perception of the image may fluctuate in crisis situations, the image of the organization is not stable and may collapse in an instant	Stable A strong reputation does not undermine the trust of stakeholders in the organization in crisis situations

All of the above definitions are an auxiliary link in the formation of the reputation of organization, they can be formed independently of each other, and affect the formation of an organization's intangible asset. Based on the above, it can be concluded that the concept of "reputation" and "image" are considered broader concepts and have more tasks in the development of the organization. In addition, it should be noted that the formation of the reputation of organization is considered impossible without the formation of a positive image, brand and publicity.

A good image and a recognizable brand are an integral part of the corporate reputation of the organization, and all together this constitutes an intangible asset of the organization. Reputation, brand, image, goodwill and publicity are directions of communication influence that are in close interaction with each other, and have a direct and indirect impact on each other.

While corporations manage their reputation to achieve maximum profitability, state organizations need to attract a variety of economic, political and social audiences to meet the public interest (Wæraas. 2020).

Working on reputation among many stakeholders in different ways is an important job in which achieving absolute success is not possible. Nevertheless, state managers at all levels of the organization spend most of their time, trying to build a reputation, which will allow them to gain independence in decision-making (Carpenter. 2001). Daniel Carpenter, in his fundamental work on this topic, "The formation of bureaucratic autonomy", revealed that the independence of some American organizations was due to their ability to separate the tasks assigned to them, which allowed them to look in a positive light in front of many stakeholders. As a result, the established reputation gave them the possibility to remain independent, despite the pressure of the political sphere.

Reputation is a systematic process, which ideally aims at acquiring "a good name" by the organization through its self-improvement. A complex of measures, taken to achieve a reputational "ideal" in the organization, acts as a basis for informing the audience about the positive qualities, achievements and capabilities of the organization, forming a positive public opinion.

At the same time, many organizations of state sector are implementing the strategies of the reputation building, such as image and brand events. Recent studies show how institutions of various types and levels in a number of OECD countries, such as ministries and central state bodies (Luoma-Aho, 2007; Maor, 2007; Maor, 2010; Carpenter, 2010), local governments (Ryan, 2007; Salomonsen, 2008), educational institutions (Chapleo, 2004; Gustafsson and Porsfelt, 2009; Wæraas and Solbakk, 2009) and the Offices of Public Health (Arnold et al., 2003) recognized the potential benefits of

good reputation. A strong reputation not only serves as a competitive advantage, increasing sales, profits, increasing productivity (Rhee and Valdez, 2009), increasing the level of trust for state organizations, it is also “valuable political capital – which can be used to gain support, to achieve independence in decision-making and freedom of actions of politicians, to recruit and retain valuable personnel (Carpenter, 2002).

The legacy of Soviet administrative practice is clearly visible in the public administration system of Kazakhstan, in particular in slow and highly formalized bureaucratic procedures (Ayubayeva et al., 2022; OECD, 2017). At the same time, the basis of integration of the Kazakh society into the world community should be public service, the main principles of which should be democratism and legitimacy as well as professionalism, competence, initiative, honesty and commitment (Ospanova et al., 2019). Over the past 10 years, the Republic of Kazakhstan has created a sufficient legal framework in the field of public service, aimed, among other things, at building a positive reputation of the state apparatus. Thus, we have identified three key regulatory legal acts that, in our opinion, need to be finalized within the framework of the topic of our research: The Law of the Republic of Kazakhstan “On Combating Corruption” dated November 18, 2015 (The Law on Combating Corruption, 2015); Decree of the President of the Republic of Kazakhstan dated December 29, 2015 No.153 “On measures to further improve ethical standards and rules of conduct for civil servants of the Republic of Kazakhstan” (Decree, 2015); Law of the Republic of Kazakhstan “On the Civil Service of the Republic of Kazakhstan” dated November 23, 2015 (The Law on the Civil Service of the Republic of Kazakhstan, 2015).

To date, the Law of the Republic of Kazakhstan “On Combating Corruption” (The Law on Combating Corruption, 2015), in article 6 “System of anti-corruption measures” contains the main anti-corruption measures, as which provides for the need for: anti-corruption monitoring; analysis of corruption risks; formation of the anti-corruption culture, etc.

We believe that in article 6 of the Law, the legislator did not fully outline measures to combat corruption. In particular, the main focus of both the fight against corruption and improving the reputation of the state apparatus (and we consider these processes inseparably from each other) is ethical support, that is, the application of the principles of ethics in the state apparatus. Unfortunately, article 6 of the above-mentioned regulatory legal act does not say anything about the ethical aspects of combating corruption (Table III).

Thus, paragraph three of article 6 deals with the formation of an anti-corruption culture. However, there are some ambiguities in article 9 of the Law of the Republic of Kazakhstan “On Combating Corruption”. Moreover,

the above-mentioned law does not contain the concept of “anti-corruption culture” (Table III), the law also considers only the possibility of forming an anti-corruption culture in society by strengthening values aimed at instilling intolerance to corruption. Thus, the Law of the Republic of Kazakhstan “On Combating Corruption” of 2015 has a big drawback – it is the lack of a mechanism for implementing the above-mentioned regulatory legal act (Ayubayeva et al., 2021).

Taking into account that, according to Transparency international, in the recent past, the Republic of Kazakhstan was ranked 140th out of 180 countries as one of the most corrupt countries in the world, and today ranks 93rd in the list of the least corrupt countries in the world, of course, this is a great achievement for our state. At the same time, it should be noted that Kazakhstan has strengthened its position in the ranking since the adoption of the new law “On Combating Corruption”, when the country was ranked 123 on the corruption perception index (Transparency international, 2024).

The next stage in improving the legislation of the Republic of Kazakhstan in the field of promoting and maintaining a positive image and reputation is the addition of the Decree “On measures to further improve ethical standards and rules of conduct for civil servants of the Republic of Kazakhstan”, the Code of Ethics for Civil Servants (Decree, 2015). Thus, paragraph 1 of the Code of Ethics of Civil Servants of the Republic of Kazakhstan, “General Provisions”, is proposed to be supplemented by the obligation of civil servants in their activities to preserve and strengthen the image and reputation of the civil service, the state and its institutions (Table III). In terms of the attractiveness of the public sector, its image and reputation play an important role. Regarding the concept of “unattractive image”, which is considered to have a public service in the United States, encourages many talented students to pursue a career in the private sector (OECD, 2007), while a similar situation is currently observed in Kazakhstan.

Subparagraph 5 of paragraph 6 of this document “on the requirements for civil servants”, we suggest to state as follows: “to observe business etiquette and rules of official conduct, to maintain and strengthen the image and reputation of state bodies, to prevent the commission of actions that clearly undermine the dignity and authority of the state bodies in the eyes of citizens, of which they are representatives” (Table III). The need to introduce these innovations is also confirmed by the “Strategy to increase the competitiveness of the state apparatus of some OECD member countries” (2000) (New Zealand, Norway, Sweden), which states the need for public authorities to monitor, enhance and maintain the image and reputation of the institution of public authorities (OECD, 2001).

The Presidential Decree “On measures to further improve ethical standards and rules of conduct for civil servants of the Republic of Kazakhstan”, 2015 also contains a Provision on the Ethics Commissioner. So, in Chapter 2 of the Provision on the Ethics Commissioner, “The main functions of the ethics commissioner”, paragraph 4, subparagraph 9 we suggest to add the next: “in order to prevent violations of the legislation of the Republic of Kazakhstan in the areas of public service, anti-corruption and the Code of Ethics, as well as the formation of the positive image and reputation of the civil service, the Ethics Commissioner interacts with civil society institutions and state bodies”.

In Chapter 2 “To perform the assigned functions, the Ethics Commissioner”, paragraph 5 of subparagraph 3, we propose to supplement as follows: “he makes the suggestion to the head of the state body to encourage persons who have made a significant contribution to the formation of a positive image and reputation of the state body and a positive climate in the team”.

Speaking about the Law “On the Civil Service of the Republic of Kazakhstan” (The Law on the Civil Service of the Republic of Kazakhstan. 2015), in article 1 of this Law it is recommended to set out the definition of the concept of “reputation” (Table III). Based on the totality of interpretations of this definition, “reputation” is defined as an assessment and public opinion about an individual or organization based on their past and current actions and characteristics. Thus, civil servants will have a clear vision and understanding of the qualities and values necessary for the formation of a stable positive reputation, both of the state apparatus and themselves.

In this Law, Article 6 “Basic principles of public service” is recommended to set out the “Basic principles and values of public service”, to supplement it with paragraph 2 “Basic values of public service”. In this paragraph, it is recommended to outline the basic values of the civil service of the Republic of Kazakhstan: integrity, honesty and accountability, impartiality, improvement in their activities, serving for the benefit of the people, based on the experience of countries such as Singapore and the United Kingdom.

Touching upon the rights and duties of civil servants, which are defined by the Law “On Civil Service”, it is recommended to supplement Article 10 of the above-mentioned Law – “Basic duties of civil servants” with the paragraph “strengthen and enhance the reputation of the civil service” (Table III). As S. Kaparov notes, based on the data of a World Bank study, strengthening the image of the civil service is one of the motivations for public service reforms in most countries (Kaparov, 2010). In general,

according to the Hungarian experience, one of the main duties of civil servants is to preserve the image (reputation) of the civil service (Sigma Papers, 1997).

In the Law “On the judicial system and the status of judges of the Republic of Kazakhstan”, in Article 29 “requirements for candidates for judges”, subparagraph 2 of paragraph 1 states that a person “with higher legal education, high moral qualities, impeccable reputation and work experience in the legal profession for at least five years can be appointed as a judge”. Also, paragraph 1 of article 35 of this Law mentions the need for an impeccable reputation for the retirement of judges (termination of the powers of a judge in the form of honorable retirement from office) (The Constitutional Law of the Republic of Kazakhstan, 2000). We consider it advisable to apply the requirement of impeccable reputation not only for candidates for judges of the Republic of Kazakhstan, but also for political civil servants.

Thus, article 14 “Admission to political public service” should be supplemented with paragraph 5: “The occupation of a political public position is subject to the availability of an impeccable reputation, as well as the moral character of the candidate, formed on the basis of his previous official and off-duty activities” (Table III).

All of the above, at the same time, will contribute to the specification of regulatory documents. As stated in the article by Y.B. Abdrassulov (Abdrassulov et al., 2023) in law enforcement, concretization leads to an increase in the effectiveness of legal regulation.

Table III - Suggestions for amendments and additions to regulatory legal acts

Regulatory legal act	Current edition	Suggested edition
The Law “On Combating Corruption”, 2015	Article 6 “System of anti-corruption measures”	Article 6 “The system of anti-corruption measures” should be supplemented with a paragraph - the application of the principles of ethics in the state apparatus.
	Article 9 “Formation of an anti-corruption culture”	Article 9 “Formation of an anti-corruption culture” should be supplemented with an explanation of the concept of “anti-corruption culture”.

“On measures to further improve the ethical norms and rules of conduct of civil servants of the Republic of Kazakhstan”, Code of Ethics of Civil Servants of the Republic of Kazakhstan, 2015

“On measures for further improvement of ethical norms and rules of conduct of public servants of the Republic of Kazakhstan”, Regulation on the Ethics Commissioner, 2015

Paragraph 1, Chapter 1 “General provisions”, Civil servants in their activities should be committed to public policy and consistently implement it, strive to preserve and strengthen public confidence in the civil service, the state and its institutions.

Paragraph 6, subparagraph 5 of Chapter 3 “The following requirements are imposed on civil servants”:

5) to observe business etiquette and rules of official conduct, to prevent the commission of actions that clearly undermine the dignity and authority of state bodies in the eyes of citizens, of which they are representatives

Chapter 2 “The main functions of the Ethics Commissioner”, paragraph 4, subparagraph 9 - in order to prevent and prevent violations of the legislation of the Republic of Kazakhstan in the areas of public service, anti-corruption and the Code of Ethics, as well as the formation of a positive image of the civil service, interacts with civil society institutions and state bodies

Chapter 2 “To perform the assigned functions, the Ethics Commissioner”: paragraph 5, subparagraph 3 - makes a suggestion to the head of the state body to encourage persons who have made a significant contribution to the formation of a positive image of the state body and a positive climate in the team

Paragraph 1 “General provisions”, Civil servants in their activities should be committed to public policy and consistently implement it, strive to preserve and strengthen the trust of society, the *image and reputation* of the civil service, the state and its institutions

Paragraph 6, subparagraph 5 of Chapter 3 “The following requirements are imposed on civil servants”:

5) to observe business etiquette and rules of official conduct, *to support and strengthen the image and reputation of state bodies*, and prevent actions that clearly undermine the dignity and authority of the state bodies they represent in the eyes of citizens.

Chapter 2 “The main functions of the Ethics Commissioner”, paragraph 4, subparagraph 9 should be supplemented - in order to prevent and prevent violations of the legislation of the Republic of Kazakhstan in the areas of public service, anti-corruption and the Code of Ethics, as well as the formation of a positive image and *reputation* of the civil service, interacts with civil society institutions and state bodies

Chapter 2 “To perform the assigned functions, the Ethics Commissioner”: add paragraph 5, subparagraph 3 - makes a suggestion to the head of the state body to encourage persons who have made a significant contribution to the formation of a positive image and *reputation* of the state body and a positive climate in the team

The Law “On Public Service of the Republic of Kazakhstan”, 2015	Article 1 “Basic concepts used in this Law”	Article 1 “The basic concepts used in this Law” should be supplemented with the definition of the concept of “reputation”.
	Article 6 “Basic principles of public service”	Article 6 “Basic principles and values of public service” Paragraph 2 Public service in the Republic of Kazakhstan is based on the following values: Integrity, honesty and accountability, impartiality, improvement in their activities, serving for the benefit of the people
	Article 10 “Basic duties of civil servants”	Article 10 “Basic duties of civil servants” - add the paragraph “to maintain and strengthen the reputation of the civil service”
	Article 14 “Admission to political public service”	Article 14 “Admission to political public service” should be supplemented with paragraph 5: The occupation of a political public position is carried out subject to the availability of an impeccable reputation, as well as the moral character of the candidate, formed on the basis of his previous official and off-duty activities.

Note: Compiled by sources (The Law on Combating Corruption, 2015; The Law on The civil service of the Republic of Kazakhstan, 2015; Decree, 2015).

Thus, summarizing the above, it would be noted the following: the legal direction of ensuring the positive reputation of the state apparatus is one of the key methods of establishing, in the understanding of civil servants, the importance of maintaining reputation, setting standards of professional behavior, establishing responsibility for the negative impact on reputation and ensuring reputation protection. The quality of the performance of the functional duties of civil servants also depends on the quality and accuracy of the presentation of the regulatory framework. In this regard, we believe that legal support for the formation of a positive reputation of the state apparatus and its employees should be implemented in parallel with organizational reforms in the public sector.

Conclusions

Reputation is clearly becoming fashionable these days, and heads of state

bodies and public figures in many countries are closely monitoring the development of this issue. Given that the state sector and many public organizations are struggling with a negative image associated with a focus on rules, bureaucracy and inefficiency, management of reputation is a promising tool.

An effective strategy of management of the corporate reputation is a useful investment that the organization will be able to use in the future. There are an impressive number of precedents demonstrating that a good reputation plays a positive role in the event of the organization's falls or crises.

Based on theoretical interpretations of the nature of reputation, it can be concluded that, despite the presence of different interpretations formed by various researchers, there is a common understanding that reputation is created over time and has a unique, inimitable character. Ultimately, reputation is a public opinion about the qualities, advantages and disadvantages of the organization in the field of its activities, which includes brand, image, publicity, and when selling it is expressed in the amount of goodwill.

A strong reputation can be useful in conditions of lack of resources and growing public expectations, and it is also useful from the point of view of preserving power and independence. However, without paying due attention to management of reputation, without focusing on uniqueness, consistency and improvement, there is a possibility of encountering problematic aspects that should not be underestimated and that government leaders and officials should be aware of. Nevertheless, the above discussion raises the question about – how management of reputation in the state sector should be understood more broadly, taking into account the above problems in the study of this topic.

A good reputation of the organization can influence a wide range of results, such as organizational legitimacy, organizational independence, and cooperation between organizations. It is noted that there is a need for additional researches on reputation at the individual level and researches on how stakeholders perceive and understand the reputation of the organization. Additional international researches and a comparative understanding of reputation in not only Western but also developing countries are also needed, since they are not available in the literature, which opens up wide possibilities for researches in the field of formation of reputation for scientists in the field of public administration.

It can be concluded from the results of the expert survey that not all interviewed employees understand the meaning of the term “reputation”, while confusing reputation with its components, which indicates a narrow understanding of this term by civil servants. The opinions of civil servants

also confirmed qualitative data that the reputation of state bodies is primarily positive in the eyes of the population, due to the presence of official powers of state bodies. In the same way, the results of the survey of respondents confirmed that there is a need to work on the formation of the reputation of state bodies among various groups of the population in order to meet the needs of different groups.

In view of the above, we consider it advisable to introduce the amendments and additions proposed in the article to some legislative acts of the Republic of Kazakhstan, taking into account the described problems in understanding and perceiving the reputation of the state apparatus. In addition, the advantages of working with reputation described in the article will have a positive impact on the development of the system of public administration, as well as serve as a driver for further scientific research in this industry.

Working on reputation helps to protect organizations from damage, achieve excellent results, or increase trust in administrative institutions and subjects (Capelos et al., 2016; Carmeli and Tishler, 2004; Christensen and Lægheid, 2020). On the contrary, poor reputation has significant negative consequences that can lead the state institution to a crisis of legitimacy or even to its termination (Etienne, 2015; Luoma-aho, 2007). Therefore, government managers need to pay close attention to stakeholders by attending relevant meetings, consulting with experts or improving strategic communication (Carpenter, 2004; Maor et al., 2013).

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