ELIT
Economic Laboratory Transition
Research Podgorica

Montenegrin Journal of Economics

For citation:

Lukpanova, Z., Jumabekova, A., Kazhmukhametova, A., Dairabayeva, A., Bekzhanova, T. (2026), "Analysis of Inclusive Governance for Public Authorities Within the Framework of a Human-Centered Model of Public Administration", *Montenegrin Journal of Economics*, Vol. 22, No. 2, pp. 207-219.

Analysis of Inclusive Governance for Public Authorities Within the Framework of a Human-Centered Model of Public Administration

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ARTICLE INFO

Received April 14, 2025
Revised from May 15, 2025
Accepted June 15, 2023
Available online April 15, 2024

JEL classification: H75, H76

DOI: 10.14254/1800-5845/2026.22-2.16

Keywords:
inclusive growth,
sustainable development,
public policy,
human-centered management,
public services,
public administration

ABSTRACT

The transition to inclusive and sustainable growth is a key strategic goal of the state policy of the Republic of Kazakhstan and is consistent with the country's international commitments in the field of sustainable development. Inclusive growth is aimed not only at achieving high rates of economic growth, but also at ensuring its quality in terms of social impact, justice and equal access to opportunities for all citizens. Particular attention is paid to vulnerable and socially disadvantaged groups of the population, whose interests should be taken into account in the process of forming state policy. The implementation of an inclusive model requires the introduction of principles of good governance, including transparency, accountability, citizen participation, as well as effective digital transformation of public services, creating the prerequisites for the formation of a socially oriented economic system in which each person has equal conditions for realizing their potential and achieving well-being. The purpose of the study is to identify and quantify the impact of socio-economic and digital factors on the development of inclusive governance in the public administration system of the Republic of Kazakhstan in the context of the transition to a human-centered model. Research hypothesis. Socioeconomic and digital factors, such as the

level of youth employment in public administration, salaries of civil servants, the volume of electronic services provided and the level of digital infrastructure, have a significant impact on the development and quality of public services, and also contribute to the formation of an inclusive and human-centered model of public administration. The result of the study is the fact that, based on statistical and factor analysis, key determinants have been identified that contribute to increasing the accessibility, efficiency and fairness of public services, as well as the development of recommendations for the implementation of inclusive approaches to governance, taking into account digitalization and the needs of various groups of the population. The results of the study confirmed the significant influence of socioeconomic and digital factors on the development of inclusive governance within the framework of a human-centered model of public administration. It was revealed that such indicators as the level of salaries of civil servants and the volume of electronic services provided play a key role in ensuring the accessibility, quality and equality of public services for all categories of the population.

INTRODUCTION

Modern processes of public administration transformation are aimed at enhancing its openness, adaptability and efficiency in the context of rapid social, economic and technological changes. At the center of these transformations is a human-centered model of public administration, focusing on the needs, rights and interests of citizens as the main goal and resource for development. One of the key components of this model is inclusive governance, which involves the active involvement of all groups of the population, including vulnerable and marginalized segments of society, in decision-making processes, the formation of public policy and control over its implementation. Inclusive governance ensures equal access to participation in governance processes, promotes social justice, increases the level of trust in government institutions and promotes sustainable development. However, the implementation of the principles of inclusiveness requires not only regulatory consolidation, but also institutional changes, the development of feedback mechanisms, digital solutions and the readiness of government agencies for intersectoral interaction. The purpose of this study is to analyze practices and approaches to inclusive governance in the context of a human-centered model of public administration, identify barriers and opportunities for greater citizen involvement in governance at various levels, and offer recommendations for improving the effectiveness and inclusiveness of public policy.

In the context of public administration modernization, the Republic of Kazakhstan is actively implementing a human-centered approach aimed at meeting the needs of citizens, ensuring their rights and freedoms, as well as involving society in the processes of developing and implementing public decisions. Kazakhstan's path from poverty reduction to inclusive growth demonstrates significant achievements, but also highlights the importance of targeted policies to address persistent imbalances. Improving the quality of education, especially for vulnerable groups, is critical to leveling the playing field and preparing Kazakhstan's workforce for future opportunities.

Economic progress between 2006 and 2021 significantly improved living standards and reduced poverty in Kazakhstan. However, since 2014, economic growth has slowed and the pace of poverty reduction has fallen. The COVID-19 pandemic has exacerbated the problems, highlighting the need for sustainable and inclusive economic strategies. Kazakhstan actively demonstrates its commitment to the Sustainable Development Goals (hereinafter - SDGs), integrating them into the State Planning System and striving to achieve 88 national SDG indicators by 2030, aligned with national projects and regional development programs. However, the success of the state depends not only on institutional and legislative decisions, but also on adequate financing. Kazakhstan is taking steps to expand public participation mechanisms, develop digital feedback platforms, create conditions for intersectoral interaction and involve citizens in public administration. However, these processes are accompanied by a number of challenges - limited institutional maturity, underrepresentation of vulnerable groups, low levels of digital literacy in certain regions and weak coordination between different levels of government.

1. RESEARCH METHODS

The study is based on the integration of an interdisciplinary approach that combines elements of public policy, digital transformation, economics and human resource management. The study used both qualitative and quantitative methods of analysis aimed at a comprehensive assessment of the factors influencing the development and effectiveness of public administration services in the context of a human-centered and inclusive approach.

A. Analysis of statistical data

B Correlation and regression analysis:

- the multiple linear regression method was used to determine the degree of influence of various factors (X1–X6) on the volume of public administration services (Y);
- the regression model allowed us to identify significant predictors, as well as to assess the strength and direction of relationships between variables

C. Factor analysis (PCA) - the principal component analysis was used to reduce the dimensionality of the data and identify hidden latent factors reflecting groups of interrelated variables:

- socio-economic scale (wages, employment, ICT costs);
- digital accessibility (electronic services, Internet infrastructure).

D. Visualization and conceptual modeling

E. Interpretive and comparative-analytical approach:

- comparative analysis of data by years allowed to identify dynamics and trends;
- qualitative interpretation of factors within the framework of a human-centered model of public administration was carried out, taking into account the principles of accessibility, transparency, participation and motivation.

2. LITERATURE REVIEW

Certain governance issues continue to impede sustainable economic growth in the long term, including excessive centralization of power, politicized decision-making, limited powers of regional authorities, lack of transparency and corruption. In line with the global push for inclusive and sustainable growth, Kazakhstan has adopted national and regulated development programs and strategies to pave the way for sustainable development, laying the institutional and legal foundations for the transition to green growth in Central Asia, adopting a number of legislative documents, including:

- Law on Environmental Protection dated 9th of January 2007 No. 212. Repealed by the Code of the Republic of Kazakhstan dated 2nd of January 2021 No. 400-VI (Law);
- Law on Support of the Use of Renewable Energy Sources dated 4th of July 2009 №165-IV, (with amendments and additions as of 07.03.2022) (Law);
- The Concept of Transition to a Green Economy (Decree of the President).

The transition to green growth requires effective coordination between government agencies, national and international investors and society as a whole. There is a clear gap in a holistic and reliable framework for analyzing sustainable development performance in order to measure and improve sustainability indicators. The study by Chrisovalantis Malesios, Debashree De Andreas Maursellas, Prasanta Kumar Dey, Konstantinos Evangelinos (2021) addresses this knowledge gap by addressing two research questions - what practices and performance criteria are considered for sustainability performance analysis in a broad environmental, economic and social context, how are they related and what methods are used to determine the relationship between sustainable development practices and performance.

The effectiveness of the state depends on a well-functioning bureaucracy, in which competent civil servants are motivated to carry out their duties (Bertrand et al., 2021; Matei & Camelia, 2015). In Europe, sustainable development policy is the subject of numerous initiatives, as reflected in the Water Framework Directive 60/2000/EC (Karasaki et al., 2023). Lucendo-Monedero et al. (2018), Ruiz-Rodríguez et al. (2018) focus their research on the digital divide, which indicates the global scale of this phenomenon and

its impact on various economic scenarios. Recently, the consideration of the impact of information technology on the effectiveness of public administration in the Republic of Kazakhstan has gained particular importance in the context of digitalization development (Orazgalieva & Tazhieva, 2023). Digital platforms providing public services are essentially a portal with wide and unlimited access at any time of the day (Panova, 2020).

Digitalization in the public sector contributes to the achievement of sustainable development goals, based on the assumption that the use of digital technologies can lead to improved efficiency of public services and, therefore, contribute to sustainable development (Fleron et al., 2021). B. Bokayev et al. (2021) analyze the digitalization policy in Kazakhstan in the context of the introduction of e-government, with special attention to the role of citizens and their satisfaction with the quality of services provided.

S. Orazgaliyeva et al. (2023) examine the role of e-government in improving the efficiency of public administration in Kazakhstan, analyzing its current state and offering recommendations for further development. In world practice, various indicators are used to assess the development of human capital, including the human development index (hereinafter referred to as HDI) or the human development index (hereinafter referred to as HDI). The increasing importance of human capital as a driving factor in economic development has led to the emergence of the concept of sustainable development, within the framework of which the formation of a human capital management strategy becomes one of the key factors in development (Sukharev, 2017).

The solution to practical problems of assessment and formation of a systems approach in the structure of human-centered public administration, a reasonable choice of the necessary methods, techniques and technologies directly depends on the methodology taken as a basis, which contains the basic principles of the study, taking into account its essence and content, forms of manifestation in behavior, characteristics of personnel and the results of its interaction. The formation of such a system is necessary so that it becomes service and customer-oriented. In this regard, it is necessary to ensure de-bureaucratized and unhindered access of citizens to government services.

The introduction of a ban on the request for information available in information systems has made it possible to exclude certain reference services over the past three years. In foreign science, various issues of digital public administration in the interests of sustainable development are devoted to scientific works: S. Burlacu et al. (2021). Of significant interest was the study of the works of H. Seo and S. Myeong (2020), devoted to the topic of priority factors in building a government as a platform with an analytical hierarchical analysis of processes.

Public participation is a key element of modern public administration, and its importance is emphasized in a number of international and national strategic documents, including the SDGs. The study allows us to conclude that the transition to an inclusive and human-centered model of public administration in the Republic of Kazakhstan is not only timely, but also objectively necessary in the context of increasing social, demographic and technological transformation.

A modern state should not just provide services, but act as a partner for citizens, ensuring equal access to opportunities, taking into account the interests of all social groups, especially vulnerable categories - youth, the elderly, people with disabilities, residents of remote regions. However, the most important condition for the implementation of an inclusive model is not only the availability of resources, but also the presence of political will and institutional flexibility that allow the governance system to be adapted to the expectations of society.

According to the authors, inclusive public administration cannot be implemented solely through digitalization or process reform. It requires a cultural reorientation of the entire system: from a hierarchical, departmental-closed approach to open, dialogic and human-oriented interaction. Inclusivity should not be viewed as an additional element of modernization, but as a basic principle of state thinking, built into all stages: from policy design to its implementation and feedback with society. Therefore, it is important:

- to develop mechanisms for public participation (through digital platforms, councils, surveys);
- to strengthen the transparency and accountability of government agencies;
- to stimulate youth participation and intergenerational continuity in governance;

– to build a governance system based on the values of equality, openness and trust.

3. ANALYSIS

In the context of sustainable development of the state apparatus, systematic improvement of business processes is of crucial importance. It not only improves work efficiency, but also promotes more rational use of resources, which is an important factor in the implementation of the principles of sustainable development. Modern trends in human resource management (HRM), aimed at increasing the efficiency of human capital, include the implementation of the principle of human-centeredness, taking into account the characteristics and needs of each employee with the formation of a favorable organizational environment.

The state planning system, taking into account the introduction of new and reboot of existing documents, has retained a three-level hierarchical system that ensures the implementation of the Strategy "Kazakhstan-2050" in modern conditions and with existing trends in global development. The Strategy "Kazakhstan-2050" remains the key document of the country (or a document of the highest level), defining the long-term vision of the state's development, where the national priorities are such areas as:

– the well-being of citizens;
– the quality of institutions;
– a strong economy. The main principles of public administration are:
– a listening state - people first;
– an effective state - focused on achieving results, not progress;
– an accountable state - information openness, accessibility and accountability to society;
– a professional state - continuous improvement of the state apparatus and readiness for change;
– a pragmatic state - long-term and sustainable development, rational use of resources, total digitalization.

A fairly significant increase in Kazakhstan's position in the sustainable development rating is associated with the launched public administration reform. In 2020, as part of the President's address "Kazakhstan in the New Reality: Time for Action", an appeal was announced to mobilize the population around the state planning system. During the year, the Concept for the Development of the Public Administration System and the National Development Plan of Kazakhstan until 2025 were launched, where the transition to an inclusive, "human-centric" economic model was announced. Over the past year, Kazakhstan has made no progress in achieving the UN Sustainable Development Goals (SDGs), which our country joined in 2015.

The new UN Sustainable Development Report 2024 states that Kazakhstan ranked 66th out of 167 countries in the SDG index in 2023. Kazakhstan’s success in achieving the SDGs has a significant impact on its international status. At the beginning of 2024, the country ranked 66th out of 163 in the SDG ranking. This trend is due to the fact that problems persist in areas such as malnutrition (SDG 2), clean energy (SDG 7), climate change (SDG 13), terrestrial ecosystems (SDG 15), peace and justice (SDG 16), and sustainable partnerships (SDG 17- Figure 1).

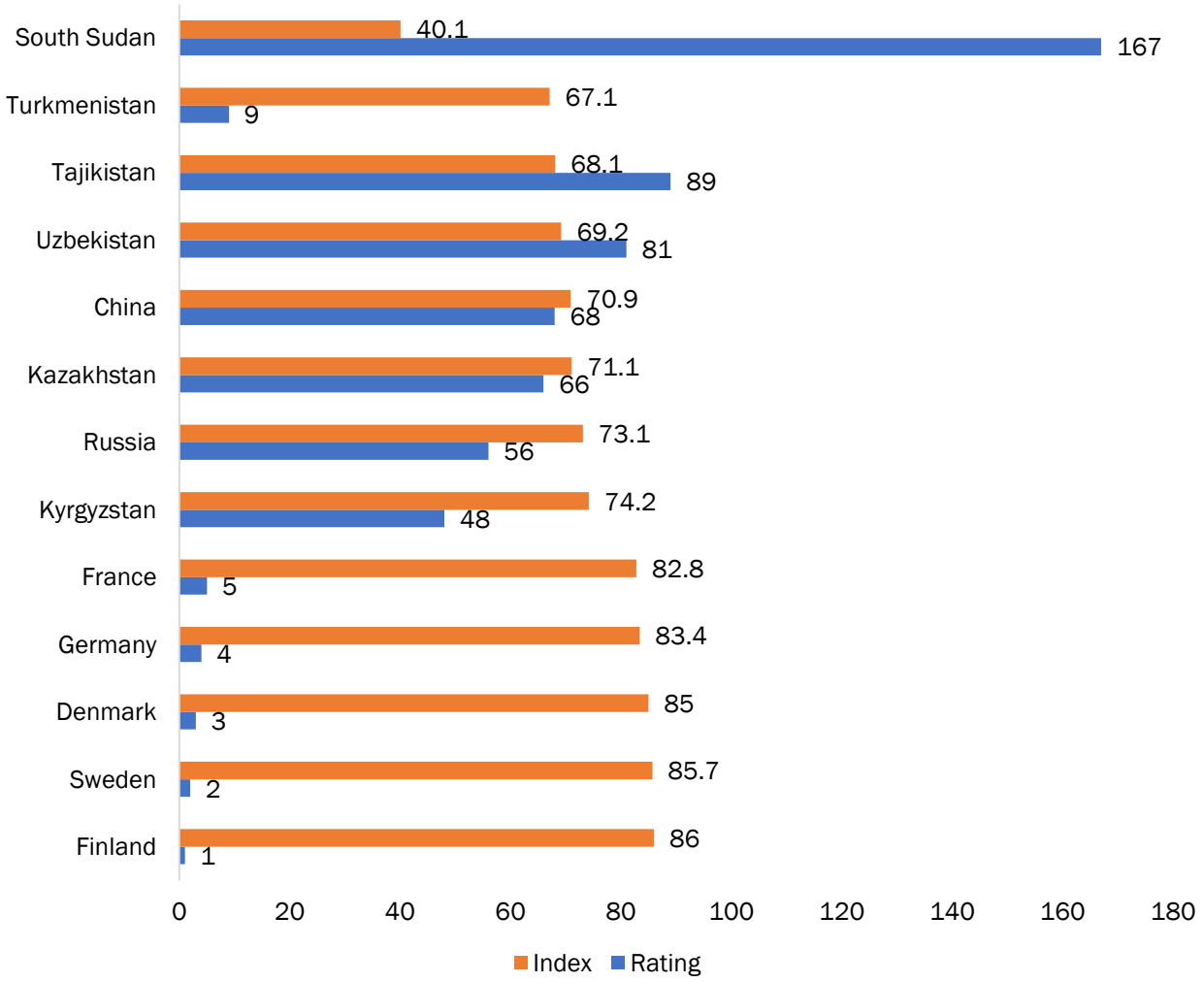

Figure 1. Rating of countries by SDG index, at the beginning of 2024, points
Source: compiled by the authors according to https://ranking.kz/reviews/world/kazahstan-ne-prodvinulsya-v-dostizhenii-tseley-ustoychivogo-razvitiya.html

Prioritizing SDG-oriented budgeting is critical to Kazakhstan's sustainable development by promoting coherence, accountability, and efficiency in resource allocation, bringing the country closer to achieving the SDGs and fulfilling its sustainable development commitments. Therefore, the following recommendations are proposed to strengthen SDG-oriented budgeting in Kazakhstan (Figure 2).

Figure 2. Recommendations for strengthening SDG-oriented budgeting in Kazakhstan

Source: compiled by the authors according to https://www.undp.org/ru/kazakhstan/stories/platforma-cur-dlya-centralnoy-azii-finansiruemaya-evropeyskim-soyuzom-sodeystvie-byudzhetirovaniyu-cur-v-kazakhstane

Kazakhstan’s overall assessment of SDG achievement over time is shown in Figure 3.

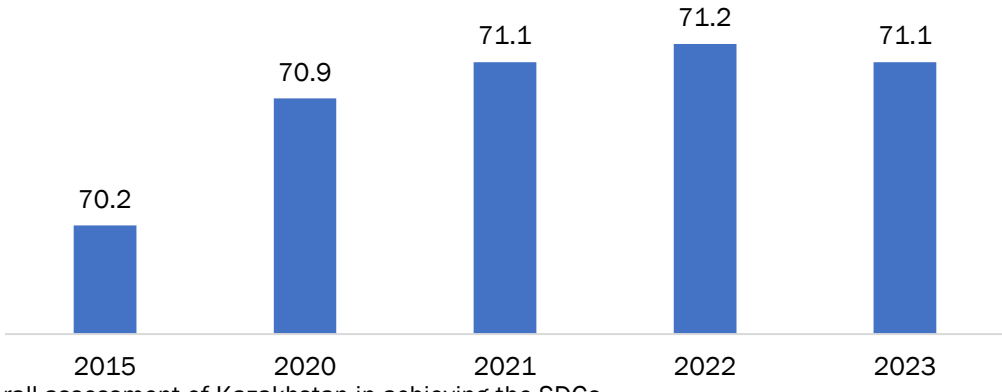

Figure 3. Overall assessment of Kazakhstan in achieving the SDGs

Source: compiled by the authors according **to** https://ranking.kz/reviews/world/kazahstan-ne-prodvinulsya-v-dostizhenii-tseley-ustoychivogo-razvitiya.html

To assess progress in achieving the SDGs, UN experts have made a country review for each state. All SDGs are divided into four categories based on their proximity to achieving the global target by 2030. They are marked in different colors:

- the best option is green - indicating that the country is close to achieving the goal. Kazakhstan has only one of the seventeen goals in the green zone, which is "Eradication of Poverty";
- in the yellow zone, which characterizes the lack of progress, Kazakhstan has only two SDG indicators - "Quality Education" and "Reduced Inequality";
- the intermediate orange zone indicates that the country is moving towards its goals, but it still has many unresolved problems. Kazakhstan has almost half of its goals in the orange zone;
- the most problematic is the red zone. It includes SDGs whose results are far from the indicators set by the UN.

4. RESULTS

For factor analysis of inclusive governance in the context of the human-centered model of public administration in Kazakhstan, it is possible to use indicators reflecting different aspects of citizen participation, accessibility and efficiency of public services, as well as institutional openness. Using factor analysis, the author identified several key factors influencing the resulting feature, which can explain the complex relationships between variables and contribute to the development of a strategy for their management (Table 1).

Table 1. Factors influencing the development and quality of public administration services in the context of resource provision, load on the system, level of demand for services and human capital

Coefficients	*Variable*	*Possible impact on government services*
X1	Average annual population, people	The larger the population, the higher the burden on government services, requiring more institutions and digital solutions
X2	GDP at current prices	Indicates the economic potential of the state - affects the financing of public services
X3	Demographic indicators (natural population growth)	Population growth = growth in demand for services (health care, education, social support)
X4	Average monetary expenditure of the population per capita, tenge	An indirect indicator of the standard of living that may correlate with expectations of the quality of public services
X5	Number of hospital organizations, units	Reflects the availability of one of the key public services - healthcare. Can be a proxy indicator of the breadth of service coverage
X6	Labor force, thousands of people	Reflects potential economic activity and employment of the population - affects the need for services related to employment, education, taxes, etc.
X7	Employed population, thousands of people	May indicate the stability of the social structure and the required level of support from government agencies
X8	Education level index, %	Directly affects digital literacy, the ability to use electronic government services, and participate in decision-making

Source: compiled by the authors

Indicators required for factor analysis (Table 2).

Table 2. Indicators required for studying the relationship between socio-economic factors and public administration services, million tenge

y	*X1*	*X2*	*X3*	*X4*	*X5*	*X6*	*X7*	*X8*
1814341,0	17 794 055	54 378 857,8	261 253	46 319	853	8 999	8 553,40	0,809
1948244,8	18 037 776	61819536,4	267 351	51 198	788	9 027	8 585,20	0,817
2316089,2	18 276 452	69532626,5	269 182	55 791	749	9 139	8 695,00	0,822
2564828,8	18 513 673	70649033,2	265 491	59 701	773	9 222	8 780,80	0,84
2678921,3	18 755 665	83951587,9	267 295	67 440	773	9 181	8 732,00	0,817
2660146,0	19 000 987	103765518,2	268 791	77 602	818	9 257	8 807,10	0,83
2755463,2	19 634 983	119442289,7	270 287	87 764	872	9 430	8971,5	0,823

Source: compiled by the authors according to http://www.stat.gov.kz

A table with factor loadings for the two extracted factors shows which variables contribute most to each latent factor (Table 3).

Table 3. Table with factor loadings for two extracted factors

Coefficients	*Variable*	*Socio-economic potential and scale of the system*	*Quality of human capital and infrastructure*
		Factor 1 (X1, X2, X4, X6/X7	*Factor 2 (X8, X5)*
X1	Average annual population, people	0.97744416225525	-0.1951848873762794
X2	GDP at current prices	0.93711347034872	-0.3410383942387499
X3	Demographic indicators (natural population growth)	0.688466218744667	-0.1762943343921437
X4	Average monetary expenditure of the population per capita, tenge	0.95278309905174	-0.302041245190589
X5	Number of hospital organizations, units	0.3158701489625248	-0.3442627627553554
X6	Labor force, thousands of people	0.9996177660276078	0.023094173960792903
X7	Employed population, thousands of people	0.9990318943001893	0.0422473627402008
X8	Education level index, %	0.5347777010690016	0.4778100156851339

Source: compiled by the authors

Factor 1 can be interpreted as the size and economic power of a region or country, which affects the need for public services and the resource base of governance.

Factor 2 can be associated with the level of infrastructure development and the quality of human capital, which affect the availability and efficiency of services.

The graph of factors (two-dimensional projection) is presented in Figure 4.

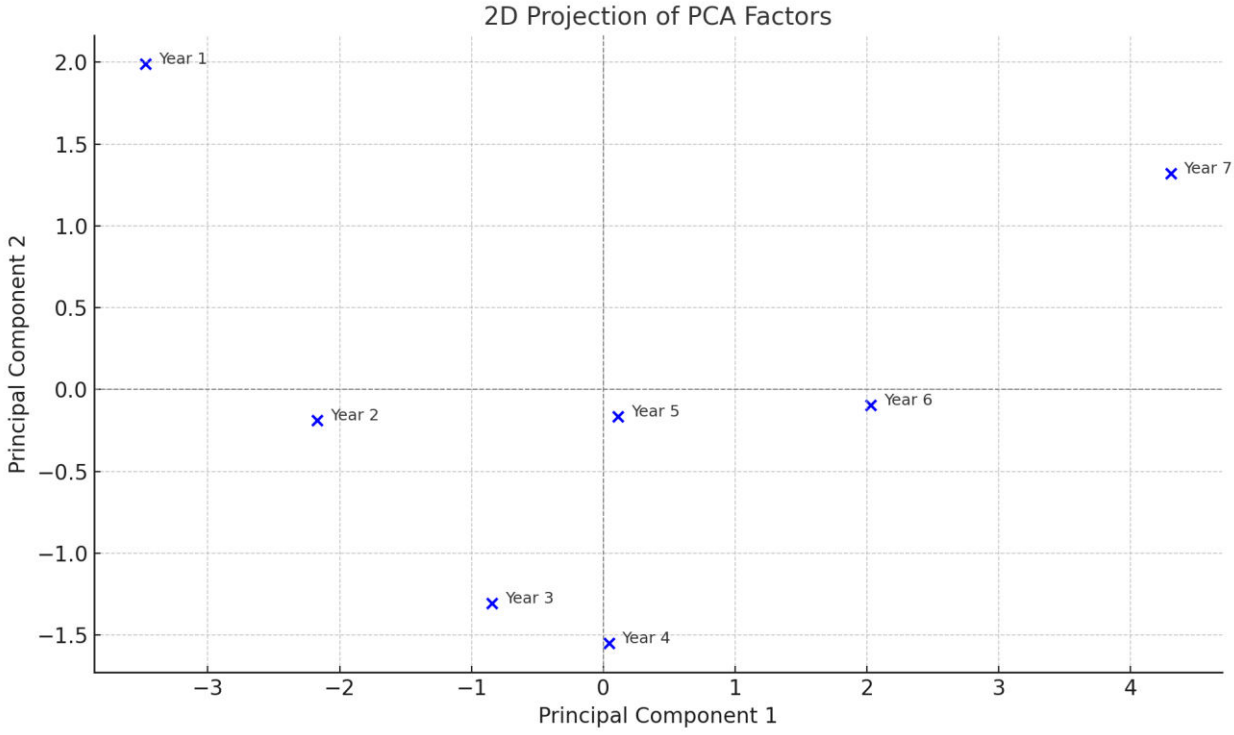

Figure 4. Two-dimensional projection of factors (factor analysis)
Source: compiled by the authors

It is also possible to consider the interpretation of factors and services in the field of public administration in the context of the analysis of inclusive governance within the framework of a human-centred model of public administration, with an emphasis on the principles of digitalization, accessibility, participation and efficiency (Table 4).

Table 4. Factors motivating civil servants taking into account the digitalization of the economy

Year	U, services in the field of public administration, million tenge	X1 Employed youth in the public administration system under 30 years old, thousands of people	X2 Average salary of civil servants, tenge	X3 Employed population in the civil service, thousands of people	X4 Total costs for ICT (including the organization of public administration), million tenge	X5 volume of government services via the Internet, million tenge	X6 organizations using the Internet (including government organizations), units
2010	815065,7	94,7	70437	376,5	147 538,3	54 271,0	45 354
2011	1009479,9	105,8	84987	391,9	214 179,7	65 264,0	48 064
2012	1225449,9	111,4	98293	385,8	309 821,2	69 387,0	49 853
2013	1386994,2	108,3	103467	402,4	220 847,7	71 256,0	58 456
2014	1516375,2	140,2	106000	467,7	237 079,4	73 488,4	52 630
2015	1708422,4	139,5	107924	470,8	375 600,4	39 156,4	65 186
2016	1645153,2	141,7	118868	472,8	269 526,7	80 198,4	75 779
2017	1814341,0	123,2	125247	479,3	349 943,6	70 356,2	79 658
2018	1948244,8	144,2	134835	500,5	305 217,4	136123,0	100 702
2019	2316089,2	123,2	157152	495,3	337 712,7	121153,7	105 531
2020	2564828,8	132,6	184704	489,3	388 928,5	209164,7	110 246
2021	2678921,3	124,5	195256	491,2	443 121,3	247928,6	107 121
2022	2860337.35	125,15	214308.0	489,15	495825.6	311316.05	107916.0
2023	3041753.4	125,8	233360.0	487,1	548529.9	374703.5	108711.0
2024	3223169.45	126,45	252412.0	485,05	601234.2	438090.95	109506.0

Source: compiled by the authors according to http://www.stat.gov.kz

The results of the regression analysis revealed that:

- the most important factor in the growth of public services is the salary of civil servants - it has a positive and statistically significant effect.
- the growth in the volume of Internet services (X5) in this model shows a negative relationship, indi(ICT costs)cating a decrease in the cost of providing services with the growth of digitalization;
- the remaining variables did not show a statistically significant effect (at $p > 0.05$), possibly due to multicollinearity or limited data volume (Table 5).

Table 5. Results of regression analysis

Variable	*Coefficient*	*P-value*	*Meaning*
X2 (average salary of civil servants)	+14,97	< 0.001	Significant positive contribution
X5 (Internet services)	-1,77	0.020	Significant positive contribution
X1 (youth under 30)	-355,74	0.878	It doesn't matter
X3 (employed population)	+2098,36	0.127	Moderate importance
X4 (ICT costs)	+0,31	0.390	It doesn't matter
X6 (organizations with internet)	+0,49	0.802	It doesn't matter

Source: compiled by the authors

$R^2 = 0.998$ Very high degree of explanation of the model - 99.8% variations Y explains X

Adj. $R^2 = 0.996$ Taking into account the number of variables, the model remains very accurate.

F-Statistic = 620.3 ($p < 0.001$) - the model is statistically significant overall.

Within the framework of the human-centric model and inclusive governance, the interpretation of factors reflects the scale and volume of public services provided for inclusiveness:

X1 – Employed youth in public administration under 30, thousand people:

- reflects the degree of youth participation in the decision-making system;
- is an indicator of rejuvenation and renewal of the state apparatus, which is important for long-term adaptability;
- support for youth employment contributes to the inclusion of the new generation in governance, expanding the representation of youth interests.

X2 – Average salary of civil servants, tenge:

- shows the motivation and prestige of working in the public sector;
- higher salaries help retain qualified specialists, which is important for sustainable governance that is oriented towards the needs of citizens;
- reduces the risks of corruption, increasing trust in government.

X3 – Total employed population in the civil service, thousand people:

- reflects the scale of the institutional infrastructure that ensures the provision of public services;
- a higher value indicates a wide coverage, but also requires optimization of personnel management to avoid bureaucratization.

X4 – Total ICT expenditure (including public administration), million tenge:

- an indicator of infrastructure digitalization - an important element of the availability and transparency of public services;
- ICT investments ensure inclusive access to services via the Internet, especially for remote regions and people with limited mobility;
- an increase in ICT expenditure, if implemented correctly, enhances efficiency and feedback with citizens.

X5 – Volume of public services sold via the Internet, million tenge:

- one of the most direct indicators of digital inclusion;
- an increase in volume indicates a reduction in barriers to obtaining services (time, geography, physical limitations);
- Internet services are a key channel for a human-centric approach, where the citizen is an active user and controller

X6 – The number of organizations using the Internet, including government agencies:

- widespread use of the Internet by institutions indicates a deep digital transformation;
- an increase in the indicator reflects the ability of the public sector to be technologically adaptive, enhancing inclusiveness and transparency.

Effective development of public administration services requires a balance between human capital, the level of motivation of civil servants and technological progress. Particular attention should be paid to digital tools, as they allow not only to expand access, but also to optimize costs and increase citizen satisfaction. Regression and factor analysis confirm that salaries, digitalization and competent distribution of ICT investments are key vectors within the framework of inclusive, transparent and human-oriented governance.

CONCLUSION

The conducted study confirmed the high importance of introducing an inclusive approach to the public administration system in the context of a human-centered model focused on the needs, participation and equal opportunities for all categories of citizens. Analysis of quantitative data showed that the key factors influencing the scale and quality of public services are:

- the level of salaries of civil servants, as an indicator of motivation and professionalism;
- digitalization and the volume of services provided via the Internet, as an indicator of accessibility and technological inclusion;
- the personnel composition and employment of young people in the public administration system, as the basis for the sustainability and renewal of the public sector.

Factor analysis made it possible to identify two dominant areas: socio-economic scale and digital transformation, corresponding to the modern priorities of the state policy of the Republic of Kazakhstan.

The practical significance of the study lies in the possibility of applying its results in:

- strategic planning and monitoring of reforms in the field of civil service;
- development of digital infrastructure and Internet services;
- assessment and promotion of the principles of inclusive and transparent governance.

Thus, inclusive governance is inextricably linked with effective human resources policy, digital transformation and a socially oriented system of public services, requiring a systematic approach and constant feedback from citizens as active participants in the public administration process.

ACKNOWLEDGEMENTS

This research is funded by the Committee of Science of the Ministry of Science and Higher Education of the Republic of Kazakhstan (Grant No.BR27100377- "Development of an inclusive governance model for government agencies within the framework of a human-centric model of public administration").

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