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КАЗАХСТАН  
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## **PUBLIC CONFIDENCE AS ONE OF THE ASPECTS OF REPUTATION MANAGEMENT OF PUBLIC SERVICE OF THE REPUBLIC OF KAZAKHSTAN**

**Abstract.** The article analyzes the state policy main developments to increase public confidence. Currently the government makes strides toward to the dialogue between the state and people. A number of framework documents covering development of local governance, public service, transparency of policy making decisions are adopted. However, some of those transformation steps are resisted in a way and are not implemented in full. The article discusses main directions of challenging the existing stereotypes of distrust for the ruling authorities and decision making in Kazakhstan.

The purpose of the article is to analyze carefully the measures taken by the government to ensure public confidence in a government and its bodies (officials). The authors concluded that the steps taken by the government are adequate, but not fully implemented and met a certain reluctance among a certain category of the civil servants. At the same time, most of the servants are aware for need of changes due to positive effect it brings to the reputation of public administration. This article presents the results of a sociological survey regarding the level of public confidence in the state apparatus, as well as an assessment of the openness of state bodies, according to the population.

The study consistently analyzed the legislation which ensures the involvement of citizens in decision making, important issues, the transparency of decisions made, the openness of the servants to dialogue with the population of Kazakhstan. The practical significance of the article lies in the fact that the attention of authorized persons will be drawn to the problems highlighted in the work and the proposals will be implemented to the state programs and regulatory documents.

**Key words:** civil service; society; trust; credibility institution; state management; open government, reputation management.

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### **ХАЛЫҚТЫҢ СЕНІМІ – ҚАЗАҚСТАН РЕСПУБЛИКАСЫ МЕМЛЕКЕТТІК АППАРАТЫНЫҢ БЕДЕЛ МЕНЕДЖМЕНТІ АСПЕКТІЛЕРІНІҢ БІРІ РЕТІНДЕ**

**Аннотация.** Мақала халықтың сенімін нығайту бойынша мемлекеттік саясаттың негізгі бағыттарын сыни тұрғыдан талдауға арналған. Қазіргі кезде мемлекет пен қоғам арасындағы диалог институтын қалыптастыруға байыпты қадамдар жасалуда. Жергілікті өзін-өзі басқаруды дамыту, мемлекеттік қызмет көрсету, мемлекеттік шешімдер қабылдаудың ашықтығын қамтамасыз ету саласында бірқатар тұжырымдамалық құжаттар қабылданды. Алайда, бұл трансформациялардың бәрінде белгілі бір қарсылық кездеседі және толық орындалмайды. Мақалада Қазақстанда қабылданған мемлекеттік институттарға және басқарушылық шешімдерге сенімсіздік пен қоғамда қалыптасқан стереотипті жоюдың негізгі бағыттары қарастырылады.

Мақаланың мақсаты - халықтың жалпы мемлекетке және оның органдарына (шенеуніктерге) сенімін нығайтуды қамтамасыз ету үшін үкіметтің қабылдаған шараларына сыни талдау. Авторлар қабылданған қадамдар адекватты деп қорытындылады, бірақ олар толық орындалмайды және мемлекеттік қызметшілердің белгілі бір санатының белгілі бір құлықсыздығына сәйкес келеді. Бұл ретте қызметкерлердің негізгі

бөлігі мемлекеттік басқару беделіне оң әсер ететін өзгерістердің қажеттілігін біледі.

Зерттеудің құндылығы: мемлекеттік органдарға халықтың сенімін қамтамасыз етудің негізгі критерийлеріне жүйелі түрде талдау қазіргі кезеңдегі енгізілген жүйелі шаралар кешені ретінде қазіргі Қазақстанның мысалында жүргізілді. Талдау азаматтардың саяси маңызды мәселелерді шешуге қатысуын, қабылданған шешімдердің ашықтығын, қызметкерлердің Қазақстан тұрғындарымен диалогқа ашықтығын қамтамасыз ететін қабылданған заңнаманы зерттеуден тұрды.

Мақаланың практикалық маңыздылығы: уәкілетті адамдардың назары жұмыста көрсетілген мәселелерге аударылады және ұсыныстар мемлекеттік бағдарламалар мен нормативтік құжаттарға түзетулер енгізу арқылы жүзеге асады.

**Түйін сөздер:** мемлекеттік қызмет; қоғам; сенім институты; мемлекеттік басқару; ашық күй; беделді басқару.

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## **ДОВЕРИЕ НАСЕЛЕНИЯ, КАК ОДИН ИЗ АСПЕКТОВ РЕПУТАЦИОННОГО МЕНЕДЖМЕНТА ГОСУДАРСТВЕННОГО АППАРАТА РЕСПУБЛИКИ КАЗАХСТАН**

**Аннотация.** Статья посвящена критическому анализу основных направлений политики государства по укреплению доверия со стороны общества. В настоящее время предпринимаются серьезные шаги по формированию института диалога между государством и обществом. Принят ряд концептуальных документов в области развития местного самоуправления, государственной службы, обеспечения прозрачности принятия государственных решений. Однако, все эти преобразования встречают определенное сопротивление и не внедряются в полной мере. В статье исследуются основные направления по преодолению сложившегося в обществе стереотипа недоверия к государственным институтам и принимаемым управленческим решениям в Казахстане.



Целью статьи является критический анализ мер, предпринимаемых правительством для обеспечения укрепления доверия населения государству в целом и его органам (должностным лицам). Авторами сделан вывод о том, что предпринимаемые шаги являются адекватными, но реализуются не в полной мере и встречают определенное нежелание отдельной категории госслужащих. Вместе с тем, основная масса служащих осознает необходимость изменений, что положительно сказывается на репутации государственного управления.

Ценность исследования заключается в том, что впервые системно проведен анализ основных критериев обеспечения доверия населения органам государственного управления на примере современного Казахстана, как системного комплекса мер, внедряемого поэтапно.

Анализ заключался в исследовании принимаемого законодательства, обеспечивающего вовлечение граждан в решение политически важных вопросов, прозрачность принимаемых решений, открытости служащих к диалогу с населением Казахстана.

Практическое значение статьи заключается в том, что на выделенные в работе проблемы будет обращено внимание уполномоченных лиц и внесенные предложения будут реализованы посредством внесения корректировок в государственные программы и регламентирующие документы.

**Ключевые слова:** государственная служба; общество; институт доверия; государственный менеджмент; открытое государство; репутационный менеджмент.

**Introduction.** The issues related to reputation are becoming more and more relevant in the context of modern management.

If issues of trust or confidence were considered necessary for the business environment, then in the conditions of the 21st century, the state apparatus of Kazakhstan faced this problem too.

High level of credibility is among necessary requirements of international organizations as well which also acknowledge that “Kazakhstan has made substantial progress in improving almost all areas. However, a number of governance issues continue to inhibit long-term sustainable economic development, including an overly centralized governance system, politicization of decision-making, limited devolution of powers to regional administrations, lack of transparency, and corruption. The legacies of Soviet administrative practice remain clearly visible in Kazakhstan’s public governance, particularly its slow and highly formalized bureaucratic procedures” (Reforming Kazakhstan: Progress, Challenges and Opportunities, 2015).



The 2019 statistical survey of the Center for strategic initiatives showed that “39.2% do not trust the President, 60.8% do. 67.2% do not trust parliament, 32.8% trust, 64.6% do not trust the government, 35.4% of respondents do. It is only 37.3% who trust Akimats and 62.7% do not trust them; 64.2% do not trust the media, 35.8% do; 41.2% trust the Ministry of Health, 58.8% do not trust; 41.1% trust the Ministry of Education, 58.9% do not. The level of confidence in the Ministry of Internal Affairs - 31.6%, distrust - 68.4%. 33.8% trust the prosecutor’s office, 66.2% do not trust, 32.4% trust the courts, 67.6% do not trust” (Trust rating, 2019). At the same time, it should be noted that 2020 made serious adjustments in light of a number of scandals related to the Social Health Insurance Fund, the Ministry of Social Protection and local executive bodies during the pandemic.

In general, the results allow us to speak of a low level of citizens’ trust in the state administration. And that statistics were obtained during the actions taken by the government to improve interaction with the population.

Based on the theory of psychology, trust is interpreted as “a specific subjective phenomenon, the essence of which consists in the specific attitude of the subject to various objects or fragments of the world, which consists in experiencing the actual significance and a priori safety of these objects or fragments of the world for a person” (Skripkina, 2000).

It is worth joining the opinion that “institutional trust is the basis for the existence of a complex society, here trust acts as a kind of generating apparatus that supports the “rules of the game”. It represents not only trust in individual institutions and their representatives, but also in the functions that this institution performs” (Kozyreva, 2008). In this way, trust is encapsulated in the trustee’s interest to fulfil the trust - citizens trust the government if they believe that it does share their concerns and interests and is capable to further their well-being (De Vries et al, 2018).

In this case, we are talking about such a social institution as the state, in the framework of our study, that is Kazakhstan.

The above brief analysis of the directions for finding ways to increase public confidence indicates that this task is always relevant and a constant and systematic policy of achieving it being pursued. Obviously, this task is always relevant due to the fact that the search for new mechanisms to ensure the stability of society remains relevant due to constant changes caused by objective and subjective reasons taking place within the country and in the foreign policy.

Today, governments around the world undergo coronavirus busting and social and economic consequences of it. Trust is the key concept speaking about the quality of many societal issues – community, public governance,

social welfare (Eglė Vaidelytė et al., 2021). It is agreed that the world has changed and will never be the same. And it is government institutions that play a huge role in determining direction of changes.

As was indicated above the level of public trust in Kazakhstan has significantly decreased during the pandemic. This significantly actualizes the need to search for more effective ways within the already outlined directions.

**Materials and methods.** During the research process, general methods of scientific knowledge and approaches were used, including institutional, structural-functional and systemic. The use of the above approaches made it possible to consider the public confidence as a separate social institution.

The purpose of this study is to determine the level of public confidence in the state apparatus of the Republic of Kazakhstan and to identify factors influencing the increase in public confidence in state organizations.

In order to achieve the above goal, the authors conducted a sociological survey among the population aimed at determining the level of public confidence in the state apparatus and the degree of openness of state bodies. The survey was created using the Google forms program and sent out by mailing via messengers.

The empirical basis of this study were the results and materials of research conducted by leading researchers in the field of reputation management. In the research process, the method of dialectical materialism, the method of analysis and synthesis were used, which allowed us to develop results related to the influence of reputation on public confidence in public sector, aimed at improving the effectiveness of the formation of the reputation of the public service.

**Results.** In the theory of management, confidence to management is expressed by the following elements of the manager's behavior: 1) informing, i.e. providing staff with information on key issues of organizational life; 2) the openness of the manager's consciousness to the opinions, assessments and suggestions of subordinates, ensuring the availability and effectiveness of feedback channels, the participation of personnel in the development and adoption of managerial decisions, the awareness of managers about the activities of subordinates. These elements are quite measurable and can be the basis for making rational decisions (Yakhontova, 2003).

By agreeing with these theoretical conclusions and taking them as the basis for ways to increase confidence in state institutions, we consider it necessary to analyze the current state and prospects for the implementation of this policy on the example of the Republic of Kazakhstan.

So, as part of the current study, we conducted a sociological survey among the population to identify the level of public confidence in the state bodies of

the Republic of Kazakhstan. According to the majority of respondents, the level of public confidence in the state apparatus is at a low level, so 40% of respondents believe that it is more low than high, and another 26% answered that the level of trust is low. A much smaller proportion of respondents noted a higher level of trust among the population – only 19% of respondents note that it is still at a level higher than low, and only 10% of respondents believe that the population has a good level of trust in the state apparatus. Only 5% of respondents note an excellent level of trust in the state apparatus (Figure 1).

The level of public confidence in the state apparatus of the Republic of Kazakhstan

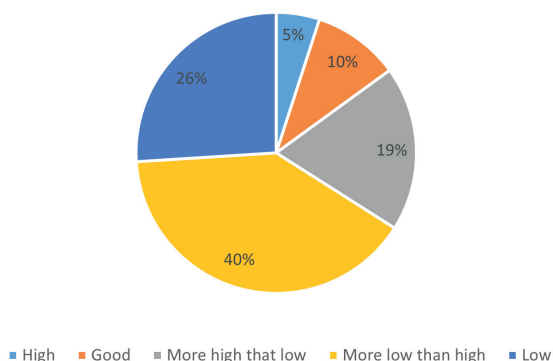


Figure 1.

The problem of low trust in government structures is an important area of modern government management. The President of the Republic of Kazakhstan K. K. Tokayev devoted to the problem in his Address “Constructive public dialogue is the basis of stability and prosperity in Kazakhstan” which was based on his election program. This document disclosed sufficient details of main directions of reforms in the field of ensuring interaction between state and public institutions.

Trust issues are not new. To one degree or another, this problem was raised and resolved from a certain angle at all stages of public administration reforming in Kazakhstan. If the first stage was associated with the organization of state building, then at the second stage already (1997 - 2007) the first mechanisms of the indicative system of public services were introduced and the decentralization of state functions began.

But the greatest attention to the issues of interaction between the state and citizens was given at the III and IV stages (1991-2007), which are associated with the establishment of a sufficient level of economic development of

sovereign Kazakhstan and the solution of most social problems. At this time, the first tools for digitalization and public services delivery in electronic format were introduced, and the implementation of the Open Government initiatives began.

An audit and assessment system of the public service effectiveness were introduced, and the Concept of a new model of the civil service was adopted on July 21, 2011 No. 119 which consolidated the “professionalization of the public services based on the principles of meritocracy, efficiency, effectiveness, transparency and accountability to society” (The Decree of the President “On the Concept of new civil service model in the Republic of Kazakhstan”, 2011). The currently going V stage is designed primarily to provide a system of constructive public dialogue.

The Concept for the development of public administration in the Republic of Kazakhstan until 2030 highlights a number of issues that are acute at the current stage of development of the public administration system:

- lack of effective cooperation between citizens and the government;
- lack of efficacy in strategic planning and reforms policy;
- lack of population and business-oriented functions of the state apparatus;
- the administrative nature of public services;
- uncompetitive civil service;
- inefficient quasi-public sector;
- low-developed local self-government;
- excessive regulation that hampers business development;
- low level of public confidence to justice and law enforcement (The Decree of the President “On state administration development concept in the Republic of Kazakhstan”, 2021).

Provision of information about the activities of state bodies to public use is an important component of such a positive reaction as trust.

The Open State policy, which is adopted in all democratic states with a professional government apparatus, is based on 3 important elements: transparency, participation and interaction.

The concept of the “Open State” is based, first of all, on the policy of open information. The availability of all the necessary conditions for the availability of complete information for public comment is a paramount condition for effective and good governance.

The legislation of the Republic of Kazakhstan establishes certain conditions to ensure the availability of information. The Law of the Republic of Kazakhstan “On State Secrets” dated March 15, 1999 establishes a range of information that is not subject to classification (Art. 17). The Law of the Republic of Kazakhstan “On Access to Information” dated May 6,

2015 establishes a range of information that cannot be limited (Art. 6). And first of all, this normative act regulates public relations arising from the implementation of the constitutional right of everyone to freely receive and disseminate information in any way not prohibited by law. It defines the objects of information owners, which include all state and quasi-state bodies, legal entities that are recipients of budget funds - in terms of information regarding the use of funds allocated from the state budget; subjects of the state monopoly, as well as legal entities - in terms of the environmental information they possess, information about emergency situations, natural and man-made disasters, their forecasts and consequences, the state of fire safety, sanitary-epidemiological and radiation conditions, food safety and other factors that provide negative impact on health and safety of citizens, settlements and production facilities.

In so doing the main bodies are covered information on the activities of which is often of interest to citizens and public organizations in the light of control over the process of public administration. And at the same time, it should be noted that the domestic legal regulation enshrines the right of everyone not only “to receive and disseminate information in any way not prohibited by law”, but also the right to appeal against the illegal restriction of the right to access information and to demand as prescribed by law compensation for material damage and moral harm caused by violation of the right to access information.

The Law of the Republic of Kazakhstan “On Access to Information” in Art. 16 determines that information holders are obliged to “post” information on official websites: of a general nature; on policy-making; information on budgetary funds; public services; staffing; licensing activities; control authorities; the results of analytical activities and information that is highly requested by population (based on the results of requests) (The Law of the Republic of Kazakhstan “On Access to Information”, 2015).

This legal norm is strengthened by the requirement of the Administrative Procedure Code of the Republic of Kazakhstan (APC of RK) dated June 29, 2020, where effective and transparent public administration, including through the participation of persons in making managerial decisions is among the main objectives of it. At the same time, APC of RK introduced the concept of “administrative body”, significantly expanding and detailing the range of subjects whose responsibilities include delivery of information. Also “Electronic government” is actively operating in order to provide public services in electronic format, including on the provision of certain types of requested information.

At the same time, the issues of completeness of information on the official

websites of state bodies, especially at the regional level, cause serious dissatisfaction of individual citizens and public organizations. Thus, as part of the sociological survey conducted by the authors, when assessing the openness of state bodies, it was revealed: the majority – 36% of respondents indicated that the openness of state bodies is at a low level (more closed than open), 23% of respondents believe that state bodies are sufficiently open and more open than closed. Thus, 6% believe that they are closed to the public at all. At the same time, 12% of respondents consider state bodies to be completely open (Figure 2).

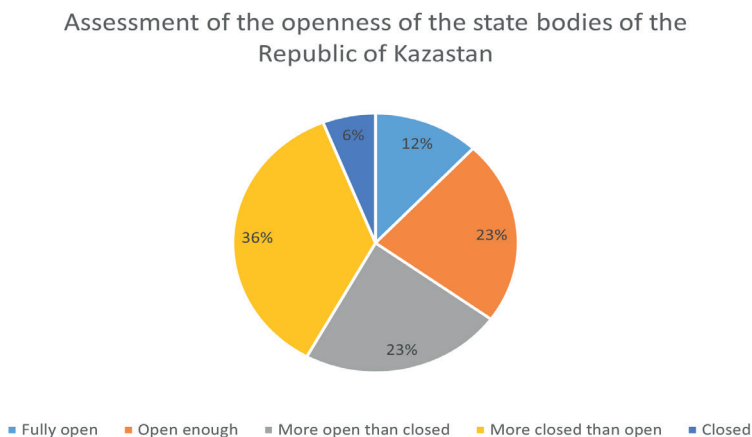


Figure 2.

The solution to the issue is seen in the application of the norms of the APC of the Republic of Kazakhstan which will stimulate the public to respond to the reluctance of state bodies to provide the necessary information. In addition, since 2019, work has begun on the formation and implementation of an electronic system “e-appeal”, which provides for the creation of a unified information environment for all state bodies, working on the principle of “one window” that is of further promotion of “Electronic government”.

**Discussion.** The Government of Kazakhstan faces a number of tasks in this direction, among which:

- validity, consistency and clarity of the actions taken and decisions made.

This should be achieved by constant communication with the public or a specific individual in relation to whom the acts of state administration are adopted. In addition, it is a painstaking and constant work of civil servants on accountability, visiting hours, working in social networks, as well as in unhindered ensuring the right of citizens to make inquiries to government agencies.

The experience of recent months showed that the implementation of the President's command for explanatory work of public personnel in social networks plays an important role. The remark of the President Tokayev that "They can take part in online discussions, answer the questions of the population and society online. Social media, rather than traditional media, have become the main source of information for people today. As a result, people remain in dark and are content with speculation or outright disinformation. It leads to a shortage of truthful, reliable information" is absolutely correct.

The most active were the Ministry of Internal Affairs (one of the closed law enforcement agencies, previously), which constantly appears in social networks and the media, for example, with a warning about fraudulent actions, with explanations about the dispersal of riots (Almaty, Zhanaozen, etc.) and much more. It should be especially noted that such bodies as the Ministry of Foreign Affairs of the Republic of Kazakhstan, the Ministry of Internal Affairs of the Republic of Kazakhstan, the National Security Committee of the Republic of Kazakhstan have taken it as a tradition to shoot short films about the most significant events, for example, films and videos about Operation Zhusan, about operations to seize organized criminal groups, about drug trafficking, banned religious movements, and much more that are spread in the most popular social networks and evoke positive responses from the population and involve them in the preventive and sometimes in the process of operational-search activities.

At the same time, other authorities remained passive, for example, the Ministry of Justice of the Republic of Kazakhstan was subjected to serious criticism in connection with the amendments made to the Law of the Republic of Kazakhstan "On the advocating" and "On legal aid", which caused serious opposition from practicing lawyers. In fact, the opinion of representatives of the Public Council is confirmed, which stated that "the interest of state bodies is more manifested in the implementation of the law and, with a few exceptions, very rarely, in order to improve their work and meet the needs of people" (Shaukenova, 2017). It means that nearly a year only revealed problems in the readiness and openness of government agencies for dialogue, which automatically affected the KPIs of both political and administrative employees, and the assessment of the effectiveness of government agencies.

– improvement of quality and availability of public services is currently at a high level. Since the beginning of the New Public Management, it has been argued that governments should deliver public services by using flexible, transparent, customer-oriented, access free, managerial approaches (contracting-out; public services one-stop-shops). Indeed, mobile technologies allow the government to provide the services 24/7 (Dvorak et al, 2019).



It is 504 public services out of 720 that have been switched to online mode ensuring transparency and control over their implementation. At the same time, issues of an organizational nature arise when discrediting the online nature of the service, for example, at the regional IT level due to the illiteracy of the population, the lack of high-quality Internet and technology leading to the fact that services are provided in the traditional format and by that significantly increasing corruption risks as it took place in the Turkestan region (misuse of budgetary funds for feed). So the Government faces a number of serious tasks ranging from the completion of the program for providing high-quality Internet and training in IT literacy, ending with bringing all services to an online format.

– fighting corruption is the biggest problem for Kazakhstani society. According to Transparency International 2020 Kazakhstan ranked 94th sharing this place with Brazil, Ethiopia, Peru and others (Transparency International, 2020).

Searching and finding fundamentally new solutions for social, economic and other issues is possible through the involvement of citizens, civil society institutions, professional experts, etc. in the development and adoption of such decisions. Everything out of this ensuring the availability and effectiveness of actions is possible with the openness of the consciousness of managers; feedback channels; assessment of personnel.

A very important element of increasing public confidence is the formation of openness of government bodies and its employees. If the concept of the “Open State” is based on the availability of information, which is often achieved by technical or procedural means, then the openness of the administrative apparatus is a more complex phenomenon that requires a real desire to hear critics.

Accordingly, the next factor in the process of ensuring public confidence is the openness of the consciousness of a civil servant for the opinions, assessments and proposals of the population, as well as ensuring the involvement of citizens in the process of developing and making managerial decisions.

In our opinion, this factor is the most important and complex. This issue was repeatedly raised with the state programs, at the same time, any cardinal results were not achieved, which is largely determined by the old approaches that were formed back in the Soviet period. Accordingly, the breakdown of the existing system should be of systematic approach in all directions of the functioning of the state apparatus.

It covers selection of new personnel, and the formation of a new generation of political civil servants, the introduction of a new system for monitoring

the work and incentives of civil servants, the introduction of elective akims and, most importantly, the introduction of new approaches to government decision-making.

The most important direction in this area is the granting of a certain independence, the so-called autonomy in making state decisions. The division of powers with an emphasis on taking into account the specifics of the regions makes it possible to solve matters more efficiently at the local level. The policy of transferring powers from the center to the regions is being carried out gradually and has now shown fairly high performance in the economy, in the coverage of the population with social benefits, in attracting foreign and domestic regions. Here one cannot but agree with Lipsky's opinion that "Decision autonomy allows employees to work according to their ideals, professional competencies, and ethical norms" (Lipsky, 2010).

In this direction, the initiative of the President of the Republic of Kazakhstan K.K. Tokayev to form a "Hearing State" plays an important role, and is mainly aimed at ensuring the full participation of citizens in the development and implementation of managerial decisions, as well as creating a system of constant information access and dialogue.

The formation of the "Hearing State" is moving forward in a number of directions. These are, first of all, measures to create real opportunities for the citizens of Kazakhstan to hold peaceful rallies, processions and demonstrations. And we agree with the point of view of V.A. Tyuleneva that freedom of peaceful assembly is one of the essential ingredients of democracy, pluralism, tolerance and freedom of expression (Tyuleneva, 2012).

K.K. Tokayev initiated the adoption of the Law of the Republic of Kazakhstan "On the procedure for organizing and holding peaceful assemblies in the Republic of Kazakhstan" dated May 25, 2020 No. 333-VI which is aimed at "realizing the right of citizens of the Republic of Kazakhstan established by the Constitution of the Republic of Kazakhstan to assemble peacefully and without weapons, to hold meetings, rallies and demonstrations, processions and picketing" (The Law "On the procedure for organizing and holding peaceful assemblies in the Republic of Kazakhstan", 2020). The law secures the right for participants in peaceful processions, rallies and assemblies to declare demands and express opinions, as well as collect signatures in support and participate in discussion and decision-making.

This legal act was adopted of under careful public scrutiny being involved into discussions. Alongside, the great stare regulation of continuous character due to the issues of national security in the adopted version of the act faced strong dissatisfaction. The new Law, despite the assurances of the President

of the Republic of Kazakhstan, continues to add regulatory approval system, which has received a new name – conciliation process, instead of the promised notification process. At the same time, the local executive body, considering the application, may decide to overrule the event, or propose to postpone the meeting to another place. In fact, the new Law did not allow achieving the real goals of ensuring the constitutional right of citizens to peaceful assembly. This is also stated by representatives of a number of public organizations, which were banned from holding any events.

However, it is worth to note that some measures have been undertaken. In particular, a special place is now assigned to the institution of petition. The head of state emphasizes that: “Thanks to social networks, problems that cannot be solved locally become known throughout the country. It is necessary to create a single legitimate institution of online petitions for citizens to initiate reforms and proposals. The government, in cooperation with civil society, will have to develop a regulatory framework and resolve all technical issues related to this important project” (Trust rating, 2019).

Currently, the Office of the President of the Republic of Kazakhstan is working on the development of administrative procedures for the acceptance and consideration of petitions from citizens of Kazakhstan. The Ministry of Digital Development of Innovation and Aerospace Industry of the Republic of Kazakhstan has created a single platform for the online petition “otinish.kz” thanks to which the most important problems of society are brought to the President of the Republic of Kazakhstan, so the platform will be launched in the second half of 2021. And practice shows that online appeals, as well as online petitions, are the most effective means of citizen participation in decision-making.

The next step of the government was the creation of the National Council of Public Confidence (NCPC), created in 2019, which is designed to develop proposals and recommendations on top issues of public policy based on broad discussions with representatives of the public, political parties, and civil society. Currently, the Council is working on a number of proposals to improve housing policy, policy for the development of alternative energy, training of medical and pedagogical personnel, etc.

At the same time, the work of the Council showed that all proposals in areas were initiated by the President of the Republic of Kazakhstan - the Chairman of the National Council. So, the feedback is weak, while it is the National Council that is to form effective vertical ties between the state and society and bring serious problems to the President, and not vice versa. The members of the Council do not demonstrate strong initiating activities and discrediting by doing so the essence of the work of the current composition.

The Public Councils' initiatives deserve some confidence in Kazakhstan. They are designed to ensure "the implementation of state policy on the formation of a state accountable to the population, ensuring broad participation of non-profit organizations, citizens in decision-making at all levels, as well as in national managing holdings, national holdings, national companies" (The Law of the Republic of Kazakhstan "On public councils, 2015). So it is consultative, advisory, supervisory bodies, which should take an active part in decision-making process. Namely, the powers of public councils include: discussion of draft strategies and development plans; reports and monitoring of the implementation of strategies and development plans; results of financial and economic activities; development and submission of proposals to state bodies for improving the legislation of the Republic of Kazakhstan.

The Public Councils are involved in the process of public discussion of advisory documents and draft laws. This is especially relevant as to the laws relating the rights, freedoms and duties of citizens.

In our opinion the Public Councils are an important institution for ensuring the quality of decision-making process covering the interests of society. At the same time, we should be aware that the quality of the councils' work is based on the life and professional positions of its members. At the same time, it is worth to note that the decisions of the councils are of recommendatory nature and their aim is to express the opinion of civil society on socially significant issues.

The recommendatory nature of the councils' activities does not allow the councils to fully demonstrate their capabilities, as well as the results of the scientific anti-corruption expertise, which was first introduced in 2020.

It is hoped that the role of the new institutions will be appreciated and fully implemented, otherwise their role will remain nominal.

Another tool "to hear" the opinion of citizens is the opportunity to take part in a public discussion of open regulatory legal acts adopted by state bodies of all levels on the Internet portal.

At the same time, at present, little attention is paid to mechanisms for involving the population in solving problems at the regional, territorial level. The Akimats and Maslikhats have little interest in involving the public, especially in control mechanisms. Whereas it is the local level that allows solving social issues - the most common and important for the citizens of modern Kazakhstan. In foreign practice, it is believed that it is the local level that is the starting point for involving the public in solving political issues.

In this regard, we consider it necessary to hire marketers for the civil service, namely social marketers, who would develop models for further promoting the state's action to improve the factors of trust between the

population and the government. This path is already used in a number of countries and according to scientists “Hitech business marketers then may act as external influencers or social marketers for MGov if only both sides are in good relationship or co-operation. The model of Public Private Partnership (known as PPP) may work in this case” (Jackson et al, 2016).

**Conclusion.** Currently, Kazakhstan is experiencing the stage of forming new approaches to the interaction of state and public institutions. New institutions of interaction have been developed, as well as those previously introduced have been revived. These efforts are largely driven by political will and are poorly implemented on the local level. However, the paths and dialogue platforms between state and public institutions have already been clearly outlined.

We believe that today it is necessary to conduct systemic studies to determine the level of trust, both at the level of the entire state system (trust in the Government), government bodies at all levels (sectoral problems), and in relation to each individual civil servant (both political and administrative).

Indicators of credibility should be entered into the system of state and regional planning, social and economic policies, and become the basis for personnel decisions in the public sector. This measures, in turn will strengthen the reputation of the public service

Lack of real practice of involving the public in government decision-making is becoming a serious problem for the public’s self-awareness and for the quality of government decisions. Accordingly, the modern system faces the task of not only finding new ways to increase trust in the state apparatus, but also removing obstacles to the implementation of those that are already created.

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## ПАМЯТИ

доктора юридических наук, профессора, академика НАН РК

**БАЙМАХАНОВА МУРАТА ТАДЖИ-МУРАТОВИЧА**



**01.11.1933 – 04.06.2022 гг.**

4 июня 2022 года ушел из жизни крупный казахстанский ученый, доктор юридических наук, профессор, академик НАН РК Баймаханов Мурат Таджи-Муратович.

Мурат Таджи-Муратович родился 1 ноября 1933 года в г. Алматы. После окончания школы поступил на юридический факультет Московского государственного университета им. М. В. Ломоносова, который с отличием окончил в 1957 году. В 1973 году защитил диссертацию на тему «Противоречия в развитии правовой надстройки социалистического общества и пути их разрешения».

Мурат Таджи-Муратович работал в Министерстве юстиции Казахстана, а после окончания аспирантуры полностью посвятил свою жизнь науке, пройдя путь от научного сотрудника, научного секретаря, заведу-



ющего отделом, заместителя директора до директора одного из ведущих научных организаций Казахстана – Института философии и права.

Основные направления научных исследований ученого были вопросы конституционного права, теории государства и права, политологии.

Учитывая его глубокие знания в области государственного права, большой опыт, он был назначен председателем Конституционного Суда Республики Казахстан, проработав на этой должности с 1992 по 1995 годы.

С 1995 года – проректор университета «Кайнар» и Высшей школы права «Әділет». Принимал участие в создании Конституции Казахстана и законопроекта об органах государственного управления.

В 1978-1993 годах выступал с докладом на международных конгрессах в США, Франции, Бразилии и других странах.

Мурат Таджи-Муратович внес большой вклад в развитие и становление юриспруденции независимого Казахстана. Ему принадлежат разработки общей теории и методологии права, теории государства, основ конституционного права (сочетание Конституции и текущего законодательства, влияние Основного закона на закрепление, защиты и обеспечения приоритетности прав и свобод человека и гражданина), концепции правового государства и гражданского общества.

Наиболее крупными научными достижениями ученого являются: комплексная разработка проблем противоречий в развитии правовой надстройки при социализме, а также исследование вопроса о становлении правового государства и конституционном процессе в Республики Казахстан.

Мурат Таджи-Муратович оставил бесценное научное наследие: он автор более 300 научных работ, в том числе монографий «Становление суверенитета Республики Казахстан»; Взаимодействие правового сознания с моралью и нравственностью в обществе переходного периода, которые служат неисчерпаемым источником знаний для студентов, магистрантов, преподавателей-юристов.

Вся жизнь Мурат Таджи-Муратович, его научно-педагогическая, организаторская и общественная деятельность служит прекрасным примером умелого сочетания теории и практики, глубоких научных изысканий с активным участием в решении как фундаментальных, так и практических задач.

За большие заслуги перед страной ему было присвоено звание Лауреата премии имени *Чокана Валиханова*, имеет медали и Почетные

грамоты РК, а в 2020 году Указом Президента РК награждён *орденом «Парасат»*.

Президиум НАН РК скорбит о невосполнимой утрате, выражает глубокое соболезнование родным и близким Мурата Таджи-Муратовича.

В нашей памяти Мурат Таджи-Муратович навсегда останется талантливым организатором науки, выдающимся ученым-юристом, безгранично преданным своей профессии и избранному пути, соратником, патриотом Казахстана, оставившим яркий и незабываемый след в истории отечественной науки!

Светлая память о Баймаханове Мурате Таджи-Муратовиче навсегда сохранится в наших сердцах!

**Президиум НАН РК**

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Заң ғылымдарының докторы, профессор, ҚР ҰҒА академигі Баймаханов  
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