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**ACTUAL ASPECTS OF ASSESSING THE LEVEL
OF SOCIAL EFFECTIVENESS OF NGO PARTICIPATION IN
REALIZATION OF THE STATE SOCIAL ORDER IN KAZAKHSTAN**

Abstract. The article shows actual aspects of the level of social effectiveness of NGO participation in the implementation of the state social order in the Republic of Kazakhstan. While writing the article, the method of comparative analysis, the study of expert opinions, questionnaires were used.

For now, the problem of assessing the level of social effectiveness of NGO participation in the implementation of the state social order in the Republic of Kazakhstan is becoming one of the important tasks of the country's leadership in the social sphere. In this regard, the searching for new methods for assessing the level of social effectiveness of NGO participation in the implementation of the state social order in the Republic of Kazakhstan can improve the current difficult situation in the sphere of intersectoral interaction. The article is addressed to scientific workers, state bodies for assessing the level of efficiency of the implementation of the state social order.

Keywords: non-governmental organizations, state social order, interaction between different sectors.

Introduction. Intersectoral cooperation in Kazakhstan has become more active since 2005. During this period the top leaders of the country made a decision on the introduction and implementation of the state social order, adopted the law of the same name, which was designed to regulate the legal side of state social order process. In the first years of the implementation of the state social order, there was a certain distrust in the possibility of realization of the state order in the social sphere by the non-governmental organizations from the government side. But now doing the state order is practicing by carrying out in the form of electronic purchases.

According to the data of the Ministry of Finance of the Republic of Kazakhstan, “the volume of financing of social projects of NGOs in the republic within the framework of the state social order in 2016 was 9441.1 million tenge” [1, 12].

The main problem of the implementation of the state order is the unevenness, non-transparency of its distribution among non-governmental organizations in the conduct of tenders for public electronic procurement. In general, the very idea of holding such contests through e-procurement is dictated by the determination of the country's top leaders to speedily liberalize the social sphere, accompanied by its simultaneous demonopolization, the withdrawal of the state as a direct participant in the social sphere, with the transfer to the state sector of the functions of a mediated government order operator. However, this reform on the ground is accompanied by a number of obstacles.

Of course, this innovation in the center and in the localities, both from non-governmental organizations and state bodies, was met ambiguously, because of the shortage of specialists in the field of public procurement affects, the inadequate elaboration of the mechanism for implementing the state social order in the form of electronic purchases. However, the idea itself is quite progressive, contributes to the renewal of the social sphere.

Moreover, the main weakness of the procedure of public electronic procurement is the inefficiency of the implementation of the public controlling procedure. The tenders are declared electronically, held and

assessed by the state organs, and also are controlled by the state sector. It creates a problem for corruptions. So, in order to prevent the corrupt practices in the state sector, the procedure of public electronic procurement have to be given the possibility of imposition of public control by the high qualified experts in tender commissions.

Apart from other tenders, to state social orders the non-governmental organizations participate for free.

From the other side, it's difficult to monitor the statistics of tenders of state social orders on public electronic procurement site. However, there are a few sites of the Civil Society Forum and other organizations, that are reporting this information officially. Although, in this connection, there is a question about the objectivity of the information given by that non-governmental organizations. Thereby, the analysis of the public electronic procurement site shows a lot of defects and obstacles, that obstruct non-governmental organizations to submit applications for participation in the state social orders and to use funds for their implementation.

The degree of topic development. Researching and evaluating the activities of NGOs was carried out earlier by researchers in the following areas:

- from the point of view of measuring the effectiveness of economic activities of the non-governmental sector subjects (Afonso A., Schuknecht L., Tanzi V., Dixit A., Lillis C., Shaffer P., Murillo-Zamorano L., Rojas R., Roos P., Rose-Ackerman S., Rotschild M., White L.) [2], [3], [4], [5], [6], [7], [8], [9];

- from positions of an estimation of social efficiency of subjects of enterprise sector (Price J.) [10];

- assessing the comparative effectiveness of public actors (Athanasopoulos A. D., Shale E.) [11];

- from positions of management and measuring the organizational effectiveness of subjects' activity (Borisova E.I., Polishuk L.I., Cameron K., Charnes A., Cooper W., Rhodes E., Connolly T., Conlon E., Deutsh S., Glisson C., Martin P., Hayes T.) [12], [13], [14], [15], [16], [17], [18];

- from the position of contributions of civil society actors to the social development of society through the implementation of social capital (Durlauf S., Franke S.) [19], [20];

- assessing the effectiveness of inter-sectoral interaction between the state and the non-governmental sector in the framework of the implementation of the state social order (Gusarova A.) [21].

Researching methods. To study the participation of NGOs in the implementation of state social order, researchers use the following quantitative (questionnaires) and qualitative (focus groups) methods of sociological research.

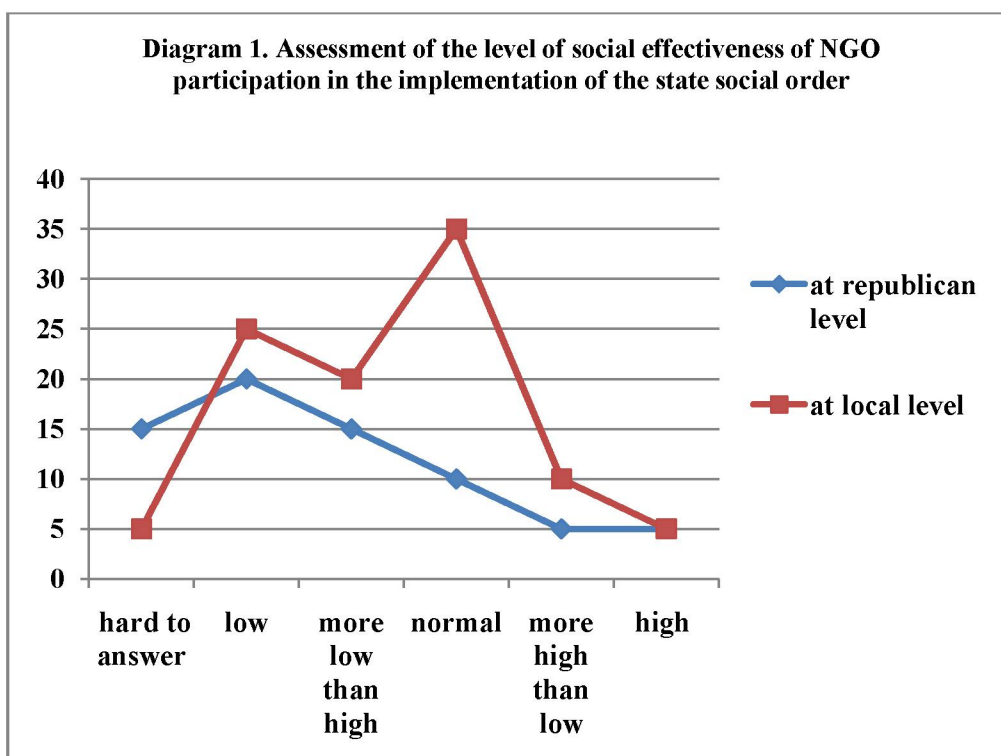
In addition, to determine the level of social effectiveness of NGO's participation in the implementation of state social order, researchers use the Western methodology for the analysis of Kazakhstan's specifics: "Weisbrod's social indicator is the social efficiency index, can be included in social profitability indicators. The social index (literally the index of the publicness) PI (publicness index) was introduced by the American scientist Weisbrod to determine the level of production of social effects in non-commercial organizations" [22, 147].

The results of the study. In order to identify the attitude of NGOs to the conduct of the state social order in December 2016, the author of this article conducted a survey among experts-representatives of different NGOs in Kazakhstan on the evaluation of the social effectiveness of the participation of non-governmental organizations in the state social order. The expert survey was conducted using the e-mail questionnaire among experts - NGO representatives. 40 experts were interviewed. During the processing of the questionnaires, the following results were obtained.

To the question of NGO participation in the state social order, 55% of respondents gave a positive answer, 35% of respondents answered negatively, 10% had difficulty with answering. Among those who participated in the contest, 40% of winners were constantly winning, 15% were rejected, the other 45% who did not participate also had difficulty with answering. This may indicate that out of the majority of participating NGOs (55%), only 30% of participants become winners of the competition, 10% become winners less often, 15% of respondents who rejected, most likely have a negative opinion about the competition.

During the survey, three groups were identified: pro-government (40% of respondents), opposition (15%) and a group of passive observers. Among the reasons obstruct the participation of NGOs in electronic procurement, the following were named:

- A shortage of specialists who is able to formalize an NGO application for participation in electronic procurement (25%);
- Inadequate knowledge of the legal framework for electronic procurement (15%);
- High competition among NGOs for receiving state social order (15%),
- Corruption (15%),
- Lack of regular financing (10%),
- Lack of permanent premises (10%),
- Localism (5%),
- Insufficient awareness of the activities of NGOs in the field (5%).



As can be seen from the Diagram 1, experts tend to assess the efficiency of NGO participation at the local level (from 25 to 35%) much higher than at the republican (20%). Perhaps, this is due to the localness and smaller coverage of target groups on the ground in certain regions, it is easier to organize and implement such social projects than in the whole country. But, it can be assumed that representatives of the opposition bloc will have the low level of social effectiveness of participation, and the representatives of the pro-government bloc will have higher level of social effectiveness of participation. The main reason of inefficiency is the reluctance to sacrifice own principles, accept the rules of the game created by public sector. Another reason is the passiveness of intersectoral interaction and passiveness of NGOs and governments dialogue, and also a low level of public sectors trust in NGOs.

Representatives of the non-governmental sector were inclined to identify the following types of funding:

- state social order (20%),
- state grants (5%),
- grants of international funds (15%),
- sponsorship (20%),

- charitable contributions, donations (15%),
- own contributions (15%),
- membership fees (5%),
- entrepreneurial activity of NGOs (5%).

In attempting an approximate calculation of the Weisbrod social index, which reveals the level of NGO self-financing, it should be noted that self-financing items include the last 3 positions on this list (own contributions, membership fees, entrepreneurial activities of NGOs), and do not exceed 25%. This allows NGOs to finance only a quarter of own annual budget, which, naturally, can not cover all expenses of NGOs. However, they can testify to the attempts of non-governmental organizations to gain financial independence.

The social index of Weisbrod "is calculated as the ratio of financial income from the creation of public goods to income from the release of private goods" [22, 147].

Accordingly, the social index of Weisbrod is the ratio of the top items of public revenues (state orders, state grants, sponsorship, charity) to the lower income items. In this case, the social index of Weisbrod is 3. The growth of this index may indicate the loss of the NGO's ability to self-finance its activities. All the top items of public revenues are not permanent and stable and cannot bring financial stability to NGOs, and therefore cannot ensure the possibility of implementing long-term socially significant activities of NGOs.

Forecasting future prospects for the development of the level of social effectiveness of NGO participation in the implementation of the state social order in Kazakhstan, experts are inclined to single out the following trends:

- the participation of NGOs remains at the same level, without much success (35%),
- the level of NGO participation will noticeably decrease, and NGOs will be on the brink of survival (30%),
- it is difficult to say unequivocally, everything will depend on politics and authorities, on increasing zero tolerance for corruption (20%),
- NGOs will achieve a higher level of participation and will function successfully (10%),
- it is difficult to say unequivocally, everything depends on the activity of society (5%).

The discussion of the results. According to the results of the survey, three groups were identified: pro-government (40% of respondents), opposition (15%) and a block of passive observers (45%).

The representatives of the pro-government bloc (NGOs with extensive experience in providing social services and a loyal position towards the public sector) are most actively choosing to participate in contests. Representatives of the opposition bloc participated in the contest, but were rejected. Perhaps the lowest level of confidence in state bodies - among representatives of the opposition bloc, the highest level of confidence - among representatives of the pro-government bloc. Representatives of the block of passive observers prefer to ignore and not participate in the competition.

Expert A.Gusarova in her study of state support for NGOs in Kazakhstan conducted a SWOT-analysis of inter-sectoral interaction between the state and the non-governmental sector, where the main reasons that hampered the growth of efficiency of intersectoral interaction were identified [21; 42,46,49]. In this study, the main attention was paid to assessing the level of social effectiveness of NGO participation in the implementation of state social order at the local and national level, identified the reasons for the decrease in the level of efficiency of intersectoral interaction within the framework of the state social order, and as well as for determining the level of self-financing of NGOs was made an attempt to calculate the Weisbrod's social index.

Conclusions. Summarizing the results of the survey, several groups of respondents were identified: pro-government (40% of respondents), opposition (15%) and a block of passive observers (45%).

In addition, predictive assessments of experts may indicate the preservation of the state monopoly in the social sphere, the NGO sector will be forced to give up its positions to the public sector, intersectoral interaction will remain on the principle of vertical patron-client relations while maintaining state dominance.

In turn, only the development of social entrepreneurship in Kazakhstan can provide a stable basis for the activities of NGOs in the long term. In this regard, the creation of necessary legal framework by the state, effective socio-economic mechanisms for the development of social entrepreneurship would make it possible to turn the third sector into a sustainable partner in the intersectoral interaction, and would help to overcome the protracted systemic crisis in the social sphere.

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**ҚАЗАҚСТАНДА МЕМЛЕКЕТТІК ӘЛЕУМЕТТІК ТАПСЫРЫСТЫ
ЖҮЗЕГЕ АСЫРУҒА ҮКІМЕТТІК ЕМЕС ҰЙЫМДАРЫ ҚАТЫСУЫНЫҢ
ӘЛЕУМЕТТІК ТИІМДІЛІК ДЕНГЕЙІНІҢ НАҚТЫ АСПЕКТІЛЕРІ**

Аннотация. Мақалада Қазақстан Республикасында мемлекеттік әлеуметтік тапсырысты жүзеге асыруға ҰЕҰ-ы әлеуметтік тиімділік деңгейінің нақты аспектілері көрсетеді. Мақала жазу барысында салыстырмалы талдау, сараптамалық пікірлерді зерттеу, сауалнама әдістері қолданды.

Қазіргі кезде Қазақстан Республикасында мемлекеттік әлеуметтік тапсырысты жүзеге асыруға ҰЕҰ-дың әлеуметтік тиімділігі деңгейін бағалау мәселесі әлеуметтік салада ел басшылығының ең маңызды міндеттерінің бірі болып табылады. Осыған байланысты, Қазақстанда мемлекеттік әлеуметтік тапсырысты іске асыруға ҰЕҰ-дың қатысуының әлеуметтік тиімділігін бағалауды жаңа әдістерін іздестіру сектораралық өзара әрекеттесу саласындағы қазіргі күрделі ахуалды жақсартуы мүмкін. Мақала мемлекеттік әлеуметтік тапсырыстың әлеуметтік тиімділік деңгейін бағалау үшін ғылыми қызметкерлер, мемлекеттік органдарға арналған.

Түйін сөздер: үкіметтік емес ұйымдар, мемлекеттік әлеуметтік тапсырыс, сектораралық өзара әрекеттесу.

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**АКТУАЛЬНЫЕ АСПЕКТЫ УРОВНЯ СОЦИАЛЬНОЙ ЭФФЕКТИВНОСТИ
УЧАСТИЯ НЕПРАВИТЕЛЬСТВЕННЫХ ОРГАНИЗАЦИЙ
В РЕАЛИЗАЦИИ ГОСУДАРСТВЕННОГО СОЦИАЛЬНОГО ЗАКАЗА В КАЗАХСТАНЕ**

Аннотация. В статье показаны актуальные аспекты уровня социальной эффективности участия НПО в реализации государственного социального заказа в РК. При написании статьи были использованы метод компаративистского анализа, изучение экспертных мнений, анкетирование.

В настоящее время проблема оценки уровня социальной эффективности участия НПО в реализации государственного социального заказа в РК становится одной из немаловажных задач руководства страны в социальной сфере. В этой связи поиск новых методов оценки уровня социальной эффективности участия НПО в реализации государственного социального заказа в РК может улучшить сложившуюся непростую ситуацию в сфере межсекторного взаимодействия. Статья адресована научным работникам, государственным органам для оценки уровня социальной эффективности реализации государственного социального заказа.

Ключевые слова: неправительственные организации, государственный социальный заказ, межсекторное взаимодействие.