**D.S. Bekniyazova[1*], A.Zh. Kaliskarova[2], G.A. Reshina[3]**
[1]Toraighyrov University, Kazakhstan
[2]Innovative University of Eurasia, Kazakhstan
[3]Baltic International Academy, Latvia
*(e-mail: dana.bekniyazova@mail.ru)

## Methodological bases for assessing the quality of implementation of state programs of the Republic of Kazakhstan in the field of employment

**Abstract**

*Main problem:* one of the officially recognized problems of the system of state planning and regional development is imperfection of the methodology for assessing the effectiveness and efficiency of the implementation of the activities of state bodies. In fact, there is no assessment of economic and social efficiency and an assessment of the impact on society. In this regard, the authors have developed methodological approaches to assessing the quality (effectiveness) of state programs (on the example of the program of the Republic of Kazakhstan "Employment Roadmap – 2020") that is the urgent task for theory and practice of regional development.

*Purpose* of the research is the investigation of the methodological foundations for evaluating the quality of implementation of state programs of the Republic of Kazakhstan in the field of employment (based on the materials of program of the Republic of Kazakhstan "Employment Roadmap 2020").

*Methods:* the article uses a systematic approach to solving problems that ensures the unity of qualitative and quantitative methods: qualitative content analysis; a monographic method; the method of economic and statistical research.

*Results and their significance:* the value of the study lies in the fact that methodological approaches to the evaluation of programs in the public administration system are identified. For an economic assessment involving the calculation and analysis of unit costs per program participant, the authors propose to conduct dynamic and comparative analysis of the values of unit costs for achieving final results in directions of "DKZ-2020" program. This will allow to compare individual projects and program areas by costs in dynamics and further to identify those factors that work for their unjustified growth. The calculation of presented indicators is also important in regional context, since it allows considering those.

*Keywords:* quality assessment of state programs, monitoring, industry program of the Republic of Kazakhstan "Employment Roadmap – 2020", economic and social effectiveness of the program.

**Introduction**

The paper presents methodological approaches to assessing the quality of state programs of the Republic of Kazakhstan (on the example of the employment sector) in the public administration system. Based on the study of the general and special characteristics of the controlling system in business and in the public sector, the author determines the content of different types of assessment and its principles in the public administration system. The study of the results of the implementation of state programs of the Republic of Kazakhstan (using the example of the "Employment Roadmap – 2020" program) shows that the assessment of the economic and social effectiveness of the "Employment Roadmap - 2020" program from the standpoint of the methodology of the best world practice is not carried out. To improve the methods of evaluating the effectiveness of state programs, the authors have developed proposals to expand the methods of analyzing the economic efficiency of programs (using the example of the results of the implementation of state programs of the Republic of Kazakhstan (using the example of the "Employment Roadmap – 2020" program).

**Materials and methods**

The system of initial ideas about the evaluation of the state program, which has developed in the world science and practice of regulating socio-economic processes in the country, defines it as a systematic analysis of the content, types of activities within the framework of the state program, as

well as its results [1; 261]. The set of methods used for this purpose, focused on determining the significance of the public goods produced by the program and the resources of the public sector spent for this purpose, is an assessment methodology. The basic methodological provisions of modern concepts of evaluation are the combination of quantitative and qualitative methods, the use of the institute of independent experts, the use of audit methods and the adjustment of plans and programs based on the results of such a comprehensive assessment. The evaluation of the program is based on the content of the program itself, monitoring data, specially collected data, expert assessments of processes and is intended to give an opinion on the intermediate results, final results and achievement of the program's goal [2; 112]. If we consider the stages of evaluation in the public administration system, the evaluation accompanies the process of creating and implementing the program at virtually all its levels:

1) at the stage of creating (writing) the program, forming its activities and projects;

2) at the stage of program implementation (from the point of view of resource efficiency, compliance with regulations and service quality standards, direct results of program productivity);

3) at the stage of the actual evaluation of interim results for the adjustment of the program;

4) at the stage of completion of the program, an assessment of its final results should be carried out and a decision should be made to close or continue the program.

Due to the need for a variety of such assessments, each of them has its own methodology or a set of methods by which it is implemented, i.e. we can say that there are several different approaches to assessment. The classification of assessments can be made by the assessment subjects for the object.

1. The content of the program. The evaluation of the program content is done from the standpoint of a systematic approach, the dynamism of the system, the logic of the interrelationships of the goal, target indicators, tasks, indicators, tasks, etc. The goal is to assess the quality of the program preparation (assessment of the socio-economic conditions that prove the need for the creation and implementation of the program, assessment of the composition and competence of developers, analysis of methodological materials used in the development, the logical scheme of the program and examination of the content and resource availability of the program).

2. Implementation of the program's activities and achievement of the program's indicators and target indicators. The purpose of the assessment is to find out to what extent the tasks of the program are fulfilled on the basis of determining the deviations of the achieved values from the planned ones. Evaluation results-measuring the achievement of direct and final results of the program, adjusting its tasks if necessary, taking into account the pros and cons of the program when launching other programs.

3. Program management. In this case, the quality of the programs is evaluated. The purpose of the evaluation is to develop and propose options for managing the program, that is, the institutional norms of the program (for example, the quality of the entry barrier or its absence, etc.), its organizational mechanisms (the procedure for using the program's services, the timing of decision-making in the program, etc.). The results of the evaluation are conclusions about the degree of success of the program through the prism of management decisions, adjustment of procedures and management decisions.

4. Satisfaction of the consumer or the beneficiary of the program, or the social effectiveness of the program (effectiveness evaluation). The goal is to evaluate the program in terms of the opportunities and prospects that it offers to the beneficiary. It is also possible to measure the positive results and other benefits provided by the program, per recipient (beneficiary of the program), which is called the productivity of the program.

5. The economic efficiency of the program, its cost side (efficiency evaluation). The goal is to compare the results of the program with the resources spent during its implementation. Results - determination of the most economical option for solving the problem; identification of deviations from the planned cost indicators, finding out the reasons for such deviations. The evaluation can be carried out at the stage of program development, or at the stage of completion of a separate stage of the program or the program as a whole.

6. Effects on society or the secondary effect of assigning the results of the program to the whole society or some community (impact evaluation) - an impact assessment, the purpose of which is the impact of the program on the beneficiaries and society as a whole, a kind of public effect of assigning the results of the program. The goal is to evaluate the program in terms of its effect on society and long-term consequences.

These five types of evaluation are basic, and all other types are actually derived from them. For example, the need for evaluation may arise even during the development of the content of the program and then the evaluation has a specific narrow purpose. If there is a need to choose between two or more points of view on the content, the further course of the program implementation, management decisions in the program, while the points of view are incompatible with each other, then there is a need to choose one of the proposed alternatives. Such an assessment can be defined as an assessment focused on the choice of one of the alternative options. There is also a classification of program evaluations by the time of their implementation:

- Preliminary assessment carried out before the start of the program. The task of such an assessment is to determine the need for the implementation of the program for the country (region, city), analyze the quality of the program, the resources involved in the program and the predicted assessment of its results and effectiveness.

- An interim assessment carried out at the stage of the program implementation and intended for analyzing the program, evaluating the quality of the results already obtained. At this stage, the public administration system evaluates the implementation of the standard and regulations of services, resources spent on the provision of services. During the interim assessment, the goal is to identify weaknesses, threats of failure to achieve the intended results, deviations from the set indicators and other discrepancies between what is desired and what is valid during the implementation of the program. All these issues are identified for adjustment and subsequent successful completion of the program, i.e. achieving its target indicators and task indicators.

- A generalizing (actual) assessment is carried out after the completion of the program to obtain adequate conclusions about the results achieved as well as the reasons for not achieving or exceeding the planned indicators, economic and social efficiency, and conclusions about administrative decisions.

From the standpoint of public administration tools, all these three stages of assessment are necessary stages of monitoring the process of providing services, the result of this process for both the beneficiary and the company from the standpoint of the costs of providing these services. At the same time, the ratio of the functions of control and obtaining new knowledge about the program, its methods, capabilities and limitations when using the evaluation institute is the closest to the scientific results that give new knowledge [3, p. 332]. For the evaluation of programs, monitoring data is needed, which provides an information base for evaluation.

Methods of evaluating state programs are traditionally divided into quantitative and qualitative ones. Qualitative research methods are usually represented by in-depth and expert interviews. As a rule, they have a small coverage and cannot claim to be statistically representative. But they are very important for developing hypotheses, evaluating the procedures and results of the program "from the inside" (if it is a program participant) or "from the outside" (if it is an expert from the community).

This method involves a "multi-stage analysis", when the interviewer first identifies common questions, and then proceeds to the personal experience of the respondent being interviewed.

Both the beneficiaries of the program and its managers can act as a respondent. Within the framework of an in-depth interview, the method of "identifying hidden problems" (the respondent's personal experiences) and the method of "symbolic analysis" (the respondent's opinion about some alternative experience obtained not in the program, but on the side) can be used.

Expert analysis involving the identification of assessments and opinions that exist in the professional community, allows us to obtain hypotheses and explanations of cause-and-effect relationships based on long-term professional experience in conducting scientific or applied research in this field. The social effectiveness of the program or "effectiveness evaluation" can be evaluated only by this method.

At the same time, if a sufficient sample of respondents is obtained, statistical processing is possible using the accepted methods used in sociological research. Thus, the evaluation of the content of the program and the impact assessment (social effect) are carried out using mainly qualitative methods.

Quantitative methods are used in the formation of program indicators (specific weights, various indices) and in assessing the economic efficiency and productivity of the program. Even at the stage of determining the final results of the program, various indicators (statistical or calculated) are proposed that can characterize the effectiveness of the program in the future. Direct indicators of the program include, for example, the number of participants in the program, the amount of benefits they

receive, etc. The productivity of the program is understood as its ability to pass through the beneficiaries per unit of costs, formula (1).

$$E_{prod} = \frac{L_i}{V_i} \tag{1}$$

where,
$E_{prod}$ - program productivity;
$V_i$ - costs for the *i-th* direction in the program;
$Li$ – number of participants of the program.

The economic efficiency of the program is usually understood as the unit cost of obtaining a unit of the final result, formula (2).

$$E_{\cos t-benefit} = \frac{V_i}{K_i} \tag{2}$$

where,
$E_{cost-benefit}$ - economic efficiency of the program;
$V_i$ - costs for the *i-th* direction in the program;
$K_i$ – the number of beneficiaries of the program who assigned its final result.

Quantitative methods are used to evaluate the program and the composition of its participants. If all the monitoring data is collected, it is possible to evaluate the general population of program participants using traditional statistical methods (find the arithmetic mean, coefficient of variation, determine the social groups of program participants and the ratio between them, etc.). In addition, when evaluating programs, it is possible to use more complex qualitative and quantitative methods that combine a qualitative analysis of the phenomenon and use various kinds of scales for typing outcomes.

Thus, the methodological foundations for the evaluation of programs in the public administration system were the following:

1. The multiplicity of types of assessment to meet the different needs of the public administration process in the regulation of socio-economic processes: at the stage of forming the program (similar to the development of a business plan); at the stage of implementing the program in terms of meeting the indicators of tasks, managing its projects, satisfaction of beneficiaries from participating in the program (analogous to the business process), after the end of the program (economic, social efficiency and impact assessment).

2. The evaluation uses not only qualitative and quantitative methods of processing and interpreting the results of the program, but also joint qualitative and quantitative methods if they allow us to give a multifaceted assessment of the implementation of the program and its results.

**Results**

Modern trends in the development of the world and domestic economy put forward certain requirements for regulating the labor market, promoting employment and reducing unemployment through the active implementation of state programs in the field of employment of the population to preserve existing jobs or create new ones, training and retraining of specialists in the labor market. One of the methods of adapting state regulation to meet these requirements in the Republic of Kazakhstan is the state program "Employment Roadmap – 2020", which is a logical continuation of the pilot Road maps of Kazakhstan in 2009 and 2010, the Employment Program 2020 and the Employment Roadmap 2020 in the Republic of Kazakhstan, realized in 2013-2014, 2015-2019. The purpose of the program is to promote productive employment of the population through vocational training, subsidizing jobs for target groups (youth and disabled people), providing jobs at infrastructure facilities, micro-loans for doing their own business. From the point of view of the forms of employment, we can say that the program is aimed at creating conditions for the participants of the program to gain permanent employment and conclude labor contracts for at least one year.

To assess the evaluation of the realization of this program, the authors were based on the Methodology for evaluating the effectiveness of budget management of the state body of the Republic of Kazakhstan [3].

It should be noted that the application of these methods is difficult and there are no performance evaluation indicators in the final reports. Thus, the methodological support for the activities of Employment Centers, which should include the development of key performance indicators, is only mentioned in the Information and Methodological support of the Employment Roadmap 2020 Program, but the performance indicators themselves are not presented. When compiling reports on the realization of the "Employment Roadmap – 2020", only absolute indicators are used. For example, the indicators of the use of funds allocated for the implementation of a particular direction of the "Employment Roadmap – 2020" program. Performance indicators are not calculated or analyzed. Also, the existing methodology for evaluating the efficiency of budget management of the state body of the Republic of Kazakhstan doesn't allow to evaluate the efficiency of the "Employment Roadmap – 2020" program.

In this research, the evaluation of the efficiency of the "Employment Roadmap – 2020" program (hereinafter referred to as the "DKZ – 2020") will include:

- research of the dynamics of the volume of funding for the program and the coverage of employment by the program;

- evaluation of the results of the "Employment Roadmap – 2020" program, including a comparative characteristic of the unit costs per participant in the program directions.

1. The dynamics of the volume of financing of the program and the coverage of employment by the program of the population.

197.45 billion tenge was allocated from the republican budget for the implementation of the "Employment Roadmap – 2020" program from 2017 to 2019 (table 1).

Table 1 - The amount of funding and coverage of the "Employment Roadmap – 2020" program in 2017-2019 years

| № | Indicators | 2017 | 2018 | 2019 | Total for 2017-2019 |
|---|---|---|---|---|---|
| | The amount of funding for the program directions | | | | |
| 1 | 1st direction "Ensuring employment through the development of infrastructure and housing and communal services", billion tenge | 52,9 | 51,9 | 13,7 | 118,5 |
| 2 | 2nd direction "Creating jobs through the development of entrepreneurship and supporting villages", billion tenge | 24,3 | 20,89 | 10,4 | 55,59 |
| 3 | 3rd direction "Assistance in employment through training and resettlement within the framework of the needs of the employer", billion tenge | 10,96 | 9,1 | 3,3 | 23,36 |
| | Total for the program areas (billion tenge) | 88,16 | 81,89 | 27,4 | 197,45 |
| | Employment program coverage | | | | |
| 5 | Submitted application | 107 566 | 195552 | 136009 | 439 127 |
| 6 | Became participants | 106 397 | 194417 | 136009 | 436 823 |
| 7 | Costs per one participant of the program, thousand tenge | 828,6 | 421,2 | 201,4 | 452,01 |
| 8 | Total number of people employed, including: | 134 093* | 167 217 | 155 746 | 457 056 |
| | - for permanent jobs | 73 806 | 151 580 | 142 264 | 367 650 |
| | - for infrastructure projects | 12 430 | 12 721 | 4 490 | 29 641 |
| | - for social jobs | 24 334 | 18 719 | 10 431 | 53 484 |
| | - for youth practice | 23 523 | 17 523 | 10 276 | 51 322 |
| 9 | Received a micro-loan | 11 181 | 9 607 | 4 385 | 25 173 |
| 10 | They have passed professional training, including: | 23 425 | 22 151 | 13 323 | 58 899 |
| | - employed after training | 18 661 | 17 152 | 10 422 | 46 235 |
| 11 | Relocated, people | 4 579 | 3 456 | 1 020 | 9 055 |

Continuation of table 1

| | - including the able-bodied | 2446 | 1 586 | 506 | 4 538 |
|---|---|---|---|---|---|
| Note-Calculated by the authors from sources [4], [5], [6], [7] | | | | | |
| * The employed persons from among the participants of the program in the past periods are taken into account | | | | | |

According to table 1, the number of participants in the program is increasing in the period from 2017 to 2019. So, if in 2017 106397 people became participants of the program, then in 2018 194,417 people, which is 82.73 % more than in 2017, in 2019 136009 participants, which is 27.8 % more than in 2017. In 2019, the volume of funding for all areas was reduced due to the economic crisis: in the first direction - by 3.8 times, in the second - by 2.3 times, in the third - by 3.3 times.

In total, 436,823 people became participants of the program during the specified period, each of them accounts for 452.01 thousand tenge of budget expenditures.

According to the structure of costs for participants in the Program areas, the largest part of the program costs falls on the first direction – 60 % of all costs (on average for the period). The shares of participants in the second and third directions were 28 % and 12 % respectively.

2. Evaluation of the process and results of the implementation of the "Employment Roadmap – 2020" Program.

To assess the process and results of the implementation of the "Employment Roadmap – 2020" Program, the author conducted an analysis separately for each direction. The first direction "Ensuring employment through the development of infrastructure and housing and communal services" is aimed at ensuring employment of the population through the implementation of infrastructure projects in rural settlements with medium or high potential for socio-economic development, and small towns. In this direction during the period from 2017 to 2019, 4258 projects for the development of rural infrastructure were implemented, during which a total of 55969 jobs were created (table 2).

Table 2 - Economic indicators of the implementation of the first direction "Ensuring employment through the development of infrastructure and housing and communal services" within the framework of the "Employment Roadmap – 2020" program in the Republic of Kazakhstan, for 2017-2019

| № | Indicators | 2017 | 2018 | 2019 | Total for 2017-2019 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 2 | Total projects (fact), units | 1714 | 1979 | 565 | 4258 |
| 3 | Jobs created, people | 23568 | 23800 | 8601 | 55969 |
| 4 | Employed from among the participants of the program, people | 12430 | 12721 | 4490 | 29641 |
| 5 | The proportion of employed participants to all employed, as a percentage | 52,7 | 53,4 | 52,2 | 52,9 |
| 6 | The number of employed program participants per implemented project, people | 7 | 6 | 8 | 7 |
| 7 | Costs for the construction of infrastructure and housing and communal services, billion tenge | 52,9 | 51,9 | 13,7 | 118,5 |
| On average for the period | | | | | |
| 8 | Unit costs per employed person for the construction period, million tenge * | 4,26 | 4,08 | 3,05 | 4,00 |
| Note-Developed and calculated by the authors according to the sources [4], [5], [6], [7] | | | | | |
| * The indicator isn't included in the report materials and is calculated by the authors | | | | | |

29641 participants of the program are employed in these places, the share of which is 52.9 % of the total number of employees at the facility under construction. On average, seven people are employed for one project. This direction is interdepartmental, since the initiative to implement infrastructure projects comes from other ministries and allows you to create jobs in the construction of infrastructure projects for health, culture, education, etc. It is difficult to assess the effectiveness of these costs due to the fact that the effect of the construction and launch of such facilities is observed

not only in the field of employment, but also in other areas (culture, education, etc.). On the other hand, it is obvious that the effect of employment is temporary, since after the end of the construction period, the employment of its employees ends. In fact, all these employees have a contract for a certain period or a certain amount of work.

From the point of view of the effect on employment, the costs for the construction period on average for the period are determined in the amount of 4 million tenge per employed person. During the period, the dynamics of a decrease in unit costs is observed. This indicator is not presented in the materials of the official report on this area. In the author's opinion, an additional efficiency indicator that would characterize the employment of program participants at the facility after its launch into permanent operation would allow assessing the effect of permanent employment.

The second direction "Creating jobs through the development of entrepreneurship and the development of supporting villages" is aimed at increasing the economic activity of citizens through the organization of their own business. The participants of the Program can be citizens who want and have the opportunity to organize their own business. Priority is given to those who want to do business in rural areas. Support measures in this area include: provision of consulting services, training in the basics of entrepreneurship, provision of micro-loans, development and arrangement of the missing engineering and communication infrastructure.

Micro-crediting of the population is an effective measure to reduce unproductively self-employed persons and reduce the number of unemployed in rural areas. The loan is provided on a refundable basis, for a period of no more than five years in the amount of up to 3 million tenge. The norms and rules for granting loans under the Program ensure their availability to financial loans with a low interest rate for socially vulnerable segments of the population from the village and are a unique opportunity for such citizens to start their own business. Through the Program, loans became available to residents of remote villages, which aroused the interest of the population.

At the expense of the funds provided for under the program, 22408 people were trained free of charge in the basics of entrepreneurship between 2017 and 2019 (table 3).

Table 3 - Economic indicators of the implementation of the second direction "Creating jobs through the development of entrepreneurship and supporting villages" within the framework of the Employment Roadmap 2020 program in the Republic of Kazakhstan, for 2017-2019

| № | Indicators | 2017 | 2018 | 2019 | Total for 2017-2019 |
|---|---|---|---|---|---|
| 1 | The costs of creating jobs through the development of entrepreneurship and supporting villages, billion tenge, of which: | 24,3 | 20,89 | 10,4 | 55,59 |
| | - the cost of funds for microcredit, billion tenge | 23,9 | 20,6 | 10,3 | 54,8 |
| 2 | The number of people who have been trained in the basics of entrepreneurship, people | 10310 | 9288 | 2810 | 22408 |
| 3 | The number of people who have received micro-loans, people | 11182 | 9607 | 4385 | 25174 |
| 4 | Employed for additional created jobs, people | 9169 | 10700 | 6134 | 26003 |
| | | | | | On average for the period |
| 5 | Unit costs for the employment of one employee for the created jobs through the development of entrepreneurship and supporting villages, million tenge * | 2,65 | 1,95 | 1,70 | 2,14 |
| Note-Developed and calculated by the authors according to the sources [4], [5], [6], [7] * The indicator isn't included in the report materials and is calculated by the authors | | | | | |

In 2019, the recipients of microcredits created 6,134 additional jobs (excluding the recipient of the microcredit himself). The main areas of business development under the Program in the republic as a whole are animal husbandry and crop production (mainly the production of meat products, growing vegetables and melons), processing of livestock and crop production, which accounts for more than 80 % of all loans issued. About 20 % of the projects are the opening of their own business in the field

of servicing and rendering services (opening sewing and repair shops, etc.) and processing (baking bakery products, processing meat and milk). From the point of view of the effect on employment, the costs for one employed workplace in the direction are determined in the amount of 2.14 million tenge. In the dynamics for 2017-2019, there is a positive trend of reducing costs. It should be noted here that this indicator is not presented in the materials of the official report on the direction.

The third direction "Assistance in employment through training and relocation within the framework of the needs of the employer" is aimed at ensuring sustainable and productive employment of citizens by facilitating employment at the place of residence, and will cover self-employed, unemployed and low-income citizens. Priority opportunities for participation in the Program are provided to rural youth.

The ratio of the directions of the program according to its productivity, i.e. the ability to pass through the participants is presented in table 4.

Table 4 - Comparison of directions and subdirectories (projects) of the Employment Roadmap 2020 program in the Republic of Kazakhstan, according to the indicator of unit costs for 2017-2019

| № | Indicators | 2017 | 2018 | 2019 | On average for the period |
|---|---|---|---|---|---|
| 1 Direction "Ensuring employment through the development of infrastructure and housing and communal services" | | | | | |
| 1 | Employment due to the construction of infrastructure and housing and communal services, million tenge per participant | 4,26 | 4,08 | 3,05 | 4,00 |
| 2 Direction "Creating jobs through the development of entrepreneurship and the development of supporting villages" | | | | | |
| 2 | Employment for jobs created by recipients of microcredits, million tenge per participant | 2,65 | 1,95 | 1,70 | 2,14 |
| 3 Direction "Assistance in employment through training and relocation within the framework of the needs of the employer" | | | | | |
| 3.1 | Professional training coverage, thousand tenge per participant | 587,6 | 532,2 | 308,4 | 476,1 |
| 3.2 | Subsidizing of social jobs, thousand tenge per participant | 200,0 | 190,9 | 160,0 | 183,6 |
| | social jobs plus vocational training, thousand tenge per participant | 787,6 | 723,1 | 468,4 | 684,7 |
| 3.3 | Subsidizing jobs for youth practice, thousand tenge per participant | 484,4 | 272,7 | 246,2 | 334,4 |
| Note - Developed and calculated by the author according to the sources [4], [5], [6], [7] | | | | | |

The dynamics of unit costs per participant in the directions of the Employment Roadmap 2020 program in the Republic of Kazakhstan for 2017-2019 is shown in Figure 1.
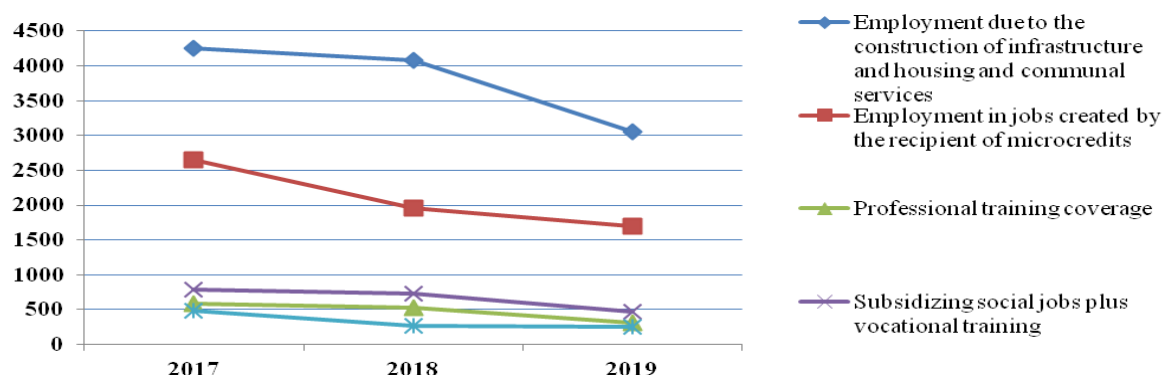


Figure 1 - Dynamics of unit costs per participant in the directions of the program "Employment Roadmap – 2020" in the Republic of Kazakhstan for 2017-2019, thousand tenge

The high level of costs for the first direction of the Program, as mentioned above, is due to the fact that the construction of facilities is financed within this direction. The second direction – microcredit also has a higher level of costs, since expanding or starting your own business is certainly a more capital-intensive occupation than in the first and second sub-directions (subsidizing wages or vocational training) of the third direction.

**Discussion**

In general, the problems of the directions of the program "Employment Roadmap – 2020", identified by the author on the basis of its quantitative estimates, are the following:

1) In the first direction "Ensuring employment through the development of infrastructure and housing and communal services" (construction of infrastructure facilities), the problem, in the author's opinion, is the lack of monitoring data on the placement of participants in permanent jobs after the launch of facilities in the functional field, which does not allow us to assess the sustainability of the results of this direction in the field of employment.

2) In the second direction, "Creating jobs through the development of entrepreneurship and the development of supporting villages" (microcredit), a significant problem is the lack of entrepreneurial abilities of some people who want to take out a loan, which are necessary to complete the project. Also, the information in the reports in this area does not show: how many people have completed training in the basics of entrepreneurship and successfully implemented their education in the form of doing their own business, as well as the share of those who have started repaying loans from among the final borrowers, the number of functioning projects for at least one year.

3) In the third direction "Assistance in employment through training and relocation within the framework of the needs of the employer":

- Low proportion of those who have completed vocational training (first sub-direction): on average for 2017-2019 – 59.8 %, which reduces the level of employment in relation to the total number of people involved in the first sub-direction "Coverage of vocational training". So, in 2019, the share of employed people out of the total number of those covered by training was 75.9 %, on average for the period - 47.3 %. As a result, the costs of professional training of one employed person ultimately cost 476.1 thousand tenge on average for the period. The subjective reasons that cause a participant to leave the program at the training stage are a low initial level of knowledge, which makes it difficult to retrain, as well as the incompatibility of studying with self-employment, which determines the loss of the usual income level for the self-employed.

- The unit costs for social jobs (the second sub-direction) on average for the period amount to 183.6 thousand tenge, for youth practice (the third sub-direction) - 334.4 thousand tenge. At the same time, if we sum up these unit costs with the costs of vocational training (with the first subdirection), then on average for the period we will get 994.1 thousand tenge. The analysis of unit costs by the author is made without taking into account the costs of operating Employment Centers, since the necessary information is not available. Calculating the full costs of providing a public service and comparing them with alternative costs (for example, for education at a university or college) is an essential part of evaluating programs.

According to the results of the implementation of the Program "Employment Roadmap – 2020" for 2017-2019, it is possible to note the effectiveness of the program due to the achievement of the following indicative indicators (according to the results of 2019): the unemployment rate is 4.8 % (the planned value is no more than 5 %); the female unemployment rate is 5.2 % (the planned value is no more than 5.5 %); the youth unemployment rate (15-28 years) is 3.8 % (the planned value is 4.6 %); the share of productively employed in the total number of self-employed population has reached 77.6 % (the planned value is 66.5 %).

**Conclusion**

Thus, it should be noted that the existing assessment of state programs does not objectively assess the effectiveness of the implemented state program of the Republic of Kazakhstan "Employment Roadmap – 2020".

According to the analysis of official reports on the implementation of the Program of the Republic of Kazakhstan "Employment Roadmap – 2020" for the study period, it was revealed that the analysis of the final results in relative form, unit costs (economic efficiency – efficiency evaluation) and satisfaction of beneficiaries (social efficiency - effectiveness evaluation) is not carried out. In addition, the data of the results obtained are not presented in the official reports. In this regard, the conducted research allows to compare individual projects and program areas by costs in dynamics and further to identify those factors that work for their unjustified growth. Calculation of presented

indicators is also important in regional context, since it allows considering those regions that significantly deviate from the national values in one direction or another.

## THE LIST OF SOURCES

1  Хитч Ч., Оптнер С. Системный анализ для решения деловых и промышленных проблем / Ч. Хитч, С. Оптнер. - М.: ИНФРА, 2018. – 340 с.

2  Patton M.Q. Utilization-focused evaluation. 4th ed. / M.Q. Patton. - Thousand Oaks: Sage Publications Inc., 2018. – 688 p.

3  Olsen J.P. Administrative Reform and Theories of Organization / Organizing Governance: Governing Organizations / J.P. Olsen, C. Campbell, B.G. Peters. - Pittsburg: University of Pittsburg press, 2018. - 454 p.

4  Отчет о реализации Стратегического плана Министерства труда и социальной защиты Республики Казахстан за 2014-2018 годы. - Астана, Министерство труда и социальной защиты Республики Казахстан, 2019. – С. 28. [Электронный ресурс]. – Режим доступа: http://www.enbek.gov.kz/ru/node/30287.

5  Отчет о реализации Стратегического плана Министерства здравоохранения и социального развития Республики Казахстан на 2017-2021 годы за 2018 год. – Астана, Министерство здравоохранения и социального развития Республики Казахстан, 2019. [Электронный ресурс]. – Режим доступа: http://pda.enbek.gov.kz/ru/node/323137.

6  Отчет о реализации Стратегического плана Министерства здравоохранения и социального развития Республики Казахстан на 2017-2021 годы за 2019 год. – Астана, Министерство здравоохранения и социального развития Республики Казахстан, 2020. – С. 28-29.

7  Заключение по мониторингу реализации правительственной программы «Дорожная карта занятости 2020» за 2019 год. Министерство национальной экономики Республики Казахстан. Астана, 2019. [Электронный ресурс]. – Режим доступа: http://economy.gov.kz/ru/pages/zaklyuchenie-po-monitoringu-realizacii-pravitelstvennoy-programmy-dorozhnaya-karta-zanyatosti.

## REFERENCES

1  Hitch, Ch., Optner, S. (2018). System analysis for solving business and industrial problems. Moscow: INFRA [In Russian].

2  Patton, M.Q. (2018). Utilization-focused evaluation. 4th ed. Thousand Oaks: Sage Publications Inc.

3  Olsen, J.P., Campbell, C., Peters, B.G. (2018). Administrative Reform and Theories of Organization. Organizing Governance: Governing Organizations. Pittsburg: University of Pittsburg press.

4  Otchet o realizacii Strategicheskogo plana Ministerstva truda i social'noj zashhity Respubliki Kazahstan za 2014-2018 gody [Report on the implementation of the Strategic Plan of the Ministry of Labor and Social Protection of the Republic of Kazakhstan for 2014-2018] (2019). – Astana: Ministry of Labor and Social Protection of the Republic of Kazakhstan - Ministerstvo truda i social'noj zashhity Respubliki Kazahstan. (n.d.). enbek.gov.kz. Retrieved from http://www.enbek.gov.kz/ru/node/30287 [In Russian].

5  Otchet o realizacii Strategicheskogo plana Ministerstva zdravoohranenija i social'nogo razvitija Respubliki Kazahstan na 2017-2021 gody za 2018 god [Report on the implementation of the Strategic Plan of the Ministry of Health and Social Development of the Republic of Kazakhstan for 2017-2021 for 2018] (2019). – Astana: Ministry of Health and Social Development of the Republic of Kazakhstan - Ministerstvo zdravoohranenija i social'nogo razvitija Respubliki Kazahstan. (n.d.). enbek.gov.kz. Retrieved from http://pda.enbek.gov.kz/ru/node/323137  [In Russian].

6  Otchet o realizacii Strategicheskogo plana Ministerstva zdravoohranenija i social'nogo razvitija Respubliki Kazahstan na 2017-2021 gody za 2019 god [Report on the implementation of the Strategic Plan of the Ministry of Health and Social Development of the Republic of Kazakhstan for 2017-2021 for 2019] (2020). – Astana: Ministry of Health and Social Development of the Republic of Kazakhstan - Ministerstvo zdravoohranenija i social'nogo razvitija Respubliki Kazahstan [In Russian].

7  Zakljuchenie po monitoringu realizacii pravitel'stvennoj programmy «Dorozhnaja karta zanjatosti 2020» za 2019 god [Conclusion on monitoring the implementation of the government program "Employment Roadmap 2020" for 2019] (2019). - Astana: Ministry of National Economy of the Republic of Kazakhstan - Ministerstvo nacional'noj jekonomiki Respubliki Kazahstan. (n.d.). economy.gov.kz. Retrieved from  http://economy.gov.kz/ru/pages/zaklyuchenie-po-monitoringu-realizacii-pravitelstvennoy-programmy-dorozhnaya-karta-zanyatosti [In Russian].

**Д.С. Бекниязова[1*], А.Ж. Калискарова[2], Г.А. Решина[3]**
[1]Торайғыров университеті, Қазақстан
[2]Инновациялық Еуразия университеті, Қазақстан
[3]Балтық Халықаралық академиясы, Латвия

**Халықты жұмыспен қамту саласында Қазақстан Республикасының мемлекеттік бағдарламаларын іске асыру сапасын бағалаудың әдіснамалық негіздері**

Мемлекеттік жоспарлау және өңірлік даму жүйесінің ресми танылған мәселелерінің бірі мемлекеттік органдар қызметін іске асырудың тиімділігі мен нәтижелілігін бағалау әдіснамасының жетілдірілмеуі болып табылады. Денсаулық сақтау және әлеуметтік даму министрлігі мен жергілікті уәкілетті органдардың есептері тікелей нәтижелердің абсолютті және кейде салыстырмалы мәндерін береді. Іс жүзінде экономикалық, әлеуметтік тиімділікті бағалау және қоғамға әсерін бағалау жүргізілмейді. Осыған байланысты авторлардың мемлекеттік бағдарламалардың сапасын (тиімділігін) бағалаудың әдістемелік тәсілдерін әзірлеуі (Қазақстан Республикасының «Жұмыспен қамту жол картасы – 2020» бағдарламасы мысалында) өңірлік дамудың теориясы мен практикасы үшін өзекті міндет болып табылады.

Жұмыстың мақсаты Қазақстан Республикасының халықты жұмыспен қамту саласындағы мемлекеттік бағдарламаларын іске асыру сапасын бағалаудың әдіснамалық негіздерін зерттеу болып табылады (Қазақстан Республикасының «Жұмыспен қамтудың жол картасы – 2020» бағдарламасының материалдары бойынша). Мақалада сапалық және сандық әдістердің бірлігін қамтамасыз ететін мәселелерді шешудің жүйелі тәсілі қолданылады: сапалы контент-талдау; ғылыми әдебиеттер мен заңнамалық базаны кең шолуға негізделген зерттеу объектісін егжей-тегжейлі зерделеуге мүмкіндік беретін монографиялық әдіс; экономикалық-статистикалық зерттеу әдісі.

Зерттеудің маңыздылығы мемлекеттік басқару жүйесінде бағдарламаларды бағалауға әдіснамалық тәсілдерімен анықталады. Бағдарламаның бір қатысушысына үлестік шығындарды есептеу мен талдауды көздейтін экономикалық бағалау үшін авторлар  «ЖҚЖК-2020» бағдарламасының бағыттары бойынша түпкілікті нәтижелерге қол жеткізуге арналған үлестік шығындардың мәндеріне динамикалық және салыстырмалы талдау жүргізуді ұсынады. Бұл бағдарламаның жекелеген жобалары мен бағыттарын динамикадағы шығындар бойынша салыстыруға және болашақта олардың негізсіз өсуіне әсер ететін факторларды анықтауға мүмкіндік береді. Ұсынылған көрсеткіштерді есептеу аймақтық бөлімде де маңызды, өйткені ол ұлттық мәндерден бір бағытта немесе басқа бағытта айтарлықтай ауытқитын аймақтарды көруге мүмкіндік береді.

Түйін сөздер: мемлекеттік бағдарламалардың сапасын бағалау, мониторинг, Қазақстан Республикасының «Жұмыспен қамту жол картасы – 2020» салалық бағдарламасы, бағдарламаның экономикалық және әлеуметтік тиімділігі.

**Д.С. Бекниязова[1*], А.Ж. Калискарова[2], Г.А. Решина[3]**
[1]Торайғыров университет, Казахстан
[2]Инновационный Евразийский университет, Казахстан
[3]Балтийская Международная Академия, Латвия

**Методологические основы оценки качества реализации государственных программ Республики Казахстан в сфере занятости населения**

Одной из официально признанных проблем системы государственного планирования и регионального развития является несовершенство методологии оценки эффективности и результативности реализации деятельности государственных органов. Отчеты Министерства здравоохранения и социального развития и местных уполномоченных органов приводят абсолютные и иногда относительные значения прямых результатов. Фактически не проводится оценка экономической, социальной  эффективности и оценка влияния на общество. В связи с этим авторами разработаны методические подходы к оценке качества (эффективности) государственных программ (на примере программы Республики Казахстан «Дорожная карта занятости – 2020») является актуальной задачей для теории и практики регионального развития.

Целью работы является исследование методологических основ оценки качества реализации государственных программ Республики Казахстан в сфере занятости населения (по материалам программы Республики Казахстан «Дорожная карта занятости – 2020»). В статье используется системный подход к решению проблем, обеспечивающий единство качественных и количественных методов: качественный контент-анализ; монографический метод, предоставляющий возможность детального изучения объекта исследования, основанного на широком обзоре научной литературы и законодательной базы; метод экономико-статистического исследования.

Значимость исследования заключается в том, что выявлены методологические подходы к оценке программ в системе государственного управления. Для экономической оценки, предполагающей расчет и анализ удельных затрат на одного участника программы, авторами предлагается проводить динамический и сравнительный анализ значений удельных затрат на достижение конечных результатов по направлениям программы «ДКЗ-2020». Это позволит сравнивать отдельные проекты и направления программы по затратам в динамике и в дальнейшем обозначить те факторы, которые работают на их неоправданный рост. Расчет представленных показателей имеет значение также в региональном разрезе, так как позволяет увидеть те регионы, которые значительно отклоняются от национальных величин в ту или другую сторону.

Ключевые слова: оценка качества государственных программ, мониторинг, отраслевая программа Республики Казахстан «Дорожная карта занятости – 2020», экономическая и социальная эффективность программы.