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INTERACTION BETWEEN THE STATE AND NGO IN THE CONTEXT OF DIGITALIZATION: BARRIERS AND SOLUTIONS

Abstract: Nowadays the determining element of innovation in the interaction of the state and non-governmental organizations (hereinafter referred to as NGOs) is the digitalization of public administration. This article examines the issue of improving the mechanism of their interaction based on the use of digital tools that will promote accountability, openness and transparency of the state to civil society. The results of the study analysis revealed that the existing information systems (hereinafter referred to as IS) and databases have not significantly affected the effectiveness of their interaction. In addition, the analysis of both NGO reporting forms submitted to government agencies and relevant legislation regulating their activities showed duplication of statistical data in the reports. To solve these problems, the authors propose a mechanism for integrating the IS of state bodies. This will allow the Ministry of Culture and Information of the Republic of Kazakhstan (hereinafter referred to as MCI RK) to have access to the database on the activities of NGOs. Moreover, there is a proposal to unify and reduce the number of NGO reporting forms for improving the effectiveness of interaction with NGOs within the framework of the concept of the "hearing" state implementation.

Keywords: state bodies, non-governmental organizations, interaction, innovation, transparency, de-bureaucratization, digitalization.

INTRODUCTION

Digital transformation is a catalyst for changes in approaches to government and public activities. It should be noted that there are certain achievements in this area. Thus, Kazakhstan ranks 8th in the online services index and 28th in the e-government development index [1]. In addition, the Concepts for the Development of Civil Society and Public Administration until 2030 are being implemented, facilitating the increased involvement of NGOs in making government decisions and a "human-centric" behavior model where feedback from the population and the third sector through IS of government bodies is important [2].

Despite the achieved successes, there is a number of problems. Firstly, the lack of integration of the information systems of authorized bodies regulating the activities of NGOs. Thus, the authorized body represented by the MCI RK does not have access to the database on the number and forms of registered, active and inactive NGOs of the Ministry of Justice (hereinafter referred to as the MJ RK). Secondly, today NGOs submit almost identical reports to the tax authority, the unified accumulative pension fund, the territorial body of the State Social Insurance Fund, reports to the MCI RK and the Bureau of National Statistics of the Republic of Kazakhstan (BNS RK). In our opinion, the reasons for these problems are conflicts in regulatory acts and the lack of complete and objective information on the activities of NGOs in general.

The purpose of this article is to develop recommendations for the integration of the information systems of state bodies and optimization of reporting forms of NGOs based on the automation of their business processes.

This will eliminate duplicate functions, reduce the number of NGO reports, provide access to information on the activities of NGOs of the authorized body of the MCI RK and other interested parties.

METHODOLOGY

The empirical study is based on data obtained from official information systems and databases of government agencies that ensure the reliability and representativeness of the collected information. Thus, the State Database "Legal Entities" of the Ministry of Justice of the Republic of Kazakhstan (SDB "LE") was used to obtain up-to-date information on registered legal entities, which made it possible to determine the number of active NGOs and their legal status. The Database of NGOs of the Ministry of Culture and Information of the Republic of Kazakhstan (DB NGO) is the main source of information on the areas of activity of NGOs and their participation in state social projects. The resources of the Bureau of National Statistics of the Agency of Strategic Planning and Reforms of the Republic of Kazakhstan (BNS RK) served to analyze the number and structure of NGOs and the volume of financing. The Taxpayer's Cabinet of the State Revenue Committee of the Ministry of Finance of the Republic of Kazakhstan (SRC MF RK) was used to analyze the tax reporting of NGOs. The Public Procurement Portal of the Ministry of Finance of the Republic of Kazakhstan (PPP MF RK) - to assess the participation of NGOs in public procurement procedures. National Register of Identification Numbers of the Ministry of Internal Affairs of the Republic of Kazakhstan (NRIN) - to compare data between different IS and ensure correct identification of research subjects. In general, the use of government databases made it possible to ensure the objectivity and reliability of the research results, as well as to identify duplication of functions and reporting forms provided by NGOs.

The methodological foundation of the article is the analysis of scientific works of domestic and foreign authors on the interaction of the state and NGOs based on the application of the method of analysis and synthesis. The study is based on the study of primary and secondary sources of information as well as official government documents, regulatory legal acts in this area. Based on the method of comparative analysis, an assessment of the current forms of reporting of NGOs in Kazakhstan is given, including tax (form 100), for social projects in the NGO Database (hereinafter referred to as the NGO DB) and a statistical report on the organization. A sociological survey was conducted among government agencies and NGOs. The goal was to develop proposals to improve interaction between the state and non-governmental organizations. The survey was conducted from 18.10.2023 to 22.11.2023. The total number of respondents was 879, including 225 respondents among NGOs and 654 respondents among government agencies.

LITERATURE REVIEW

The digital transformation of government-NGO interactions is a complex process that requires strategic and collaborative partnership [3]. The goal of this transformation is to increase the level of involvement of public organizations and citizens in the implementation of reforms as well as recognition of the independent role of NGOs [4].

Interactions between government bodies and NGOs within the framework of digital governance are built in accordance with the government-NGO (G2N) model. This model is aimed at creating a digital information society that facilitates communication outside of government, promotes community development, stimulates government partnerships and strengthens civil society. The G2N model recognizes the importance of various associations and interest groups in improving living standards. This model is based on the principle of open access to government information, providing all participants with equal opportunities to exchange information. The G2N model includes information exchange, the Internet and transactional communication. It covers internal workflows for exchanging policies, decisions, data and knowledge management [5].

A form of public relations where citizens actively participate in the process of forming, making decisions and monitoring their implementation at the level of state authorities using modern digital technologies is an element of digital democracy. The main goal of digital democracy is to strengthen government bodies and increase the effectiveness of citizen participation in government [6].

UNESCO notes that digitalization is an effective means of improving the lives of citizens and society as a whole. The Organization for Economic Cooperation and Development (OECD) believes that this new stage in the development of digital technologies and their use indicates a paradigm shift that includes the transition from e-government to digital. The main point is that digital government is more than just providing services on the Internet and improving work efficiency. It includes the introduction of a new concept of information and communication technologies which is a key component of public sector transformation. The people-centered model is based on open government, open data and the introduction of “digital by default” - that is the idea that people should have access to digital services [7].

A paradigm shift in public services is expected due to the increased citizen awareness, participation in public life and the use of technology. The use of digital technologies and e-government platforms contributes to increased transparency in this area [8].

On the other hand, the digital environment provides NGOs with numerous opportunities for community development, fundraising, operational efficiency and rapid achievement of goals. NGOs seek to use IS for creating new methods of development and mobility. This is achieved by adapting the NPO communication strategy to changes in digital tools and promotion channels [9].

Nowadays in Kazakhstan, “public councils” have been created in each department. These public councils represent a new approach with significant potential. In the context of preliminary budget planning and analysis of regulatory documents, the participation of public councils becomes an important tool for assessing the opinion of residents in the interaction of the state and civil society of the country [10].

In Europe, the non-governmental sector is associated with the expansion of state intervention. The non-governmental sector has become the source of a number of action models that have led to the creation of public services [11].

The authors have studied the experience of NGOs’ accountability to government agencies. Thus, in the studies of M. Hall, social motives, values and goals for financing, attracting various stakeholders prevail in the activities of NGOs [12]. An important component is the mission of the NGO aimed at a certain group of people or beneficiaries. For example, a local community of people with special medical indicators or social needs. By providing services to certain groups or beneficiaries, the NGO occupies a special position in front of various stakeholders.

In the countries of Western and Central Europe, as well as the USA, non-governmental organizations provide reports on financial activities as part of tax reporting. For example, in France, the USA and Canada, NGOs with tax privileges and government funding provide additional reporting to tax reporting. A special type of reporting is provided when NGOs conduct general fundraising among the population. The purpose of reporting is to encourage open charity and eliminate the illegal use of accumulated funds. This type of reporting involves information about the fundraising algorithm and is used in France, Canada, Great Britain, the USA and Ireland [13]. By contrast, in Kazakhstan, NGOs submit several forms of reporting to various government agencies.

RESULTS

In Kazakhstan, the main problem of NGO activities as a civil society institution is the low level of transparency and efficiency of interaction with government bodies. This is affected by a number of reasons, two of which authors propose to study: the lack of integration of the information systems of government bodies regulating the activities of NGOs, as well as bureaucratization in terms of monitoring and control over their activities.

Firstly, when the state provides financial support to NGOs in the form of state social procurement, grants and awards, not all processes are carried out through an electronic system. This negatively affects the transparency of competitive procedures and the efficiency of using budget funds [14].

Thus, according to the results of a sociological survey, 24% of respondents among government bodies noted the lack of transparency of NGOs when receiving funding from the state, and 26% - a low level of transparency, 28% - more transparent than opaque, 17% - transparent, 5% - did not answer the question. Among the NGO respondents to this question, 25.8% noted opacity, 24% - weak transparency, 31.1% - more transparent than opaque and 19.1% - transparent. As can be seen, among the respondents, almost 50.0% noted opacity and weak transparency in receiving financial support for NGOs.

Secondly, within the framework of the development of electronic government, interested government bodies have created departmental information systems to provide information to NGOs, which are not integrated with each other.

This creates difficulties for MCI RK in terms of identifying truly functioning NGOs and their areas of activity, which does not have access to the database of other government agencies. For example, today 23,335 NGOs are registered in the electronic database of the Ministry of Justice of the Republic of Kazakhstan. However, not all registered NGOs are actively working. Thus, over the past five years, only about 40% of their total number have actually functioned across the country. [15] The lack of integration between the information systems of government agencies negatively affects the overall level of interaction between government agencies and NGOs. Nevertheless, NGO representatives have a positive attitude towards the digitalization process. Thus, the survey included a question about the advantages and challenges that may arise with the digitalization of interaction between the state and NGOs, which divided the respondents' opinions as follows. Advantages: 26% (101) - effectiveness of interaction, 25.2% - increased trust and transparency, greater opportunities for civic activism - 17.8% (69). Challenges: 12% (47) - insufficient technical training, 10.5% (41) - data protection and privacy, 8.5% (33) - difficulties in adapting to new technologies.

Thirdly, NGOs currently submit several reporting forms, in which most of the information about NGOs is duplicated. These include a report on social projects in the NGO Database (hereinafter referred to as the NGO DB), a tax report (form 100) and a statistical report on the organization, which are submitted annually. The authors analyzed the content of these reports, which allowed us to identify identical data (Table 1).

Table 1. Comparative analysis of duplicate information in NPO reporting forms

Report on social projects (NGO database)	Tax report (form 100)	Organization Statistical Report
Organization title	Organization title	Organization title
Organizational and legal form	Organizational and legal form	Organizational and legal form
Contact details (telephone, email)	Contact details (telephone, email)	Contact details (telephone, email)
Address	Address	Address
Types of income (11 points match)	Types of income (11 points match)	Types of income (11 points match)
Types of expenses (11 points match)	Types of expenses (11 points match)	Types of expenses (11 points match)
Information about founders	Information about founders	Information about founders
Reporting period	Reporting period	Reporting period
Business identification number (BIN)	Business identification number (BIN)	Business identification number (BIN)
	Assets	Assets

Note: created by the authors

As can be seen from Table 1, there are overlaps in all three reporting forms for 9 positions, only the NGO DB lacks information on assets. In our opinion, the type of reporting is burdensome for NGOs operating in the regions of Kazakhstan and is regulated by different government agencies and departments. This negatively affects the level of interaction between government agencies and NGOs. Thus, according to the results of a sociological survey among civil servants, 40.5% note weak interaction with NGOs, and 4.5% do not know about NGOs. Among NGO respondents, 45.1% noted weak interaction.

DISCUSSION

To solve the above mentioned problems, the authors have made the following recommendations.

1) *Lack of full digitalization of the processes of providing financial support to NGOs.* Currently, the Civil Society Committee of the Ministry of Culture and Information of the Republic of Kazakhstan together with the Ministry of Digital Development, Innovation and Aerospace Industry of the Republic of Kazakhstan are planning digitalization projects as part of the implementation of the digital architecture of MCI RK. The implementation of grant and award management information systems was planned in 2019. Due to the reorganization and amendments to the legislation on the exclusion of the service model of informatization, the projects were suspended. Implementation resumed in mid-2022.

2) *Lack of integration of information systems of government agencies regulating NGO activities.* Currently, electronic records and databases of NGOs in Kazakhstan function quite well. NGOs can improve data management, decision-making, and operational efficiency by using systems such as management information systems and integrated information systems [16].

These systems improve the reliability of activity data, facilitate accurate reporting, and enable data collection [17]. Integration of such systems not only simplifies reporting processes, but also improves the quality of humanitarian work, allowing NGOs operating in difficult conditions to achieve better results [18].

To increase the level of interaction between government bodies regulating the activities of NGOs, we propose the integration of existing information systems on the e-gov platform using the 'single-window' principle.

This will allow all interested bodies to have access to the necessary information, which will have a positive impact on openness and transparency.

3) *Bureaucratization of the process of monitoring and controlling the activities of NGOs in terms of providing various reporting forms and duplicating information in them.* As part of debureaucratization, Kazakhstan is pursuing a policy of applying the 'single window' principle to simplify procedures and their transparency related to the provision of digital government services. In this regard, the accountability of NGOs should not be a difficult and costly burden.

Below is a comparative analysis of Kazakhstan's reporting forms and foreign countries:

Table 2. Comparative analysis of NGO reporting forms

№	Name of country	Types of reports	Notes
1	Kazakhstan	Statistical data to territorial statistical bodies via IS - https://new.stat.gov.kz	In Kazakhstan, standard reporting forms are used, which are the same for all NGOs in the country.
		Information on projects to the authorized body via IS - Infonpo.gov.kz	
		Information on income to tax authorities via IS - https://cabinet.salyk.kz	

№	Name of country	Types of reports	Notes
2	The USA	1. Information on income to tax authorities via IS up to \$25,000 - "electronic postcard". The organization does not need an accountant to answer 7-8 simple questions by filling out an electronic postcard on the web page of the federal tax service	In the US, there are several categories of organizations that can report under a simplified system depending on their total annual income.
		2. \$25,000-\$100,000 - 990EZ form (simplified);	
		3. more than \$100,000 - 990 form (regular).	
3	France	Income information for tax authorities. NGOs that have received more than 153,000 euros from the state budget are required to draw up an annual financial statement, including a balance sheet and a profit and loss account, and publish it electronically in the "Direction des journaux officiels" - the official newspaper where all laws and regulations are published. In addition, they must carry out an annual independent audit and publish annual reports together with the auditor's report.	NGOs are required to submit financial statements based on their size, formal recognition of their public benefit status by regulation, significant amounts of government funding, and significant amounts of donations and public funds. Thus, the requirement for financial statements applies only to a small group of NGOs.
4	Great Britain	Incomes <£10,000, accounts approved by trustees only, no external verification required	The country regulates the activities of NGOs under the "Stationary Accounting and Reporting of Charities" (SORP), which governs their economic and financial reporting.
		£10,000-£250,000 Independent verification by a charity selection expert	
		Incomes between £250,000 and £500,000 include an independent assessment by a professionally qualified expert	
		Income above £500,000 requires audit by a registered auditor	

Note: created by the authors

As we can see from Table 2, the USA, France and the UK apply a differentiated approach to NGO reporting. While in Kazakhstan, a unified approach is applied to them. In addition, in France, in addition to submitting reports to the relevant authorities, NGOs publish declarations in the national media to increase the transparency of their activities, which Kazakhstani NGOs currently do not implement. In this regard, the introduction of a declaration in the media of reports on NGO activities in Kazakhstan could become one of the innovative approaches to the transparency of the third sector.

Using the capabilities of the developed e-government in Kazakhstan, especially taking into account the proactive types of public services, we propose unifying the reporting forms of NGOs submitted to government agencies. To do this, it is necessary to combine all reports into one, namely, the tax report (form 100).

Thus, NGOs will report only to the State Revenue Committee of the Ministry of Finance of the Republic of Kazakhstan, and the remaining statistical reports and information required for the NGO database will be automatically transferred from tax accounting data through the e-government gateway to other information bases. In foreign practice, representatives of the third sector report only to tax authorities.

In order to simplify the activities of NGOs in submitting reports and unifying reporting forms into a single form, it is necessary to revise the following laws and regulations:

1. Tax Code
2. Law of the Republic of Kazakhstan "On Non-Commercial Organizations"
3. Regulations of the MCI
4. Regulations of the BNS
5. Regulations of the SRC MF RK

6. Rules for NGOs on submitting information for the formation of a centralized database, approved by the Order of the Minister of Culture and Sports of the Republic of Kazakhstan dated February 19, 2016 No. 51.

In its turn, this provides the following opportunities:

- Elimination of duplicate functions of state bodies from their provisions;
- Exclusion from regulatory legal acts of burdensome rules for the activities of NGOs on reporting;
- development of a unified reporting form for NGOs;
- Savings in the budget for IS support costs in the event of liquidation of forms following amendments to legislative acts;
- Integration of information systems of government agencies;
- Reduction of correspondence to clarify information concerning NGOs;
- Increasing transparency of government agencies and NGOs.

In general, authorized state bodies regulating the activities of NGOs are recommended to clearly separate functions to eliminate conflicts in responsibilities, as well as simplify the types of reporting by NGOs, which should be unified.

Due to this, the interaction of the state and the civil sector of Kazakhstan is transformed through the introduction of innovative mechanisms such as the publication of NGO declarations in the media and the elimination of duplicate functions of state bodies, as well as the integration of information systems.

CONCLUSION

The interaction of the state and NGOs in the field of integration of information systems is crucial for improving the efficiency of service delivery and impact on society [18]. This study examined various issues on the role of digital tools to improve interaction between the state and civil society institutions.

The solution to this problem lies in the creation of clear procedures for coordinating the transfer of information, which requires the development of policies and practices. In addition, government agencies need to control access to data and their joint use throughout the life cycle of the information system.

Also, debureaucratization of public administration through the introduction of digitalization is a successful element of innovation for highly effective data management. This enables NGOs in Kazakhstan to provide information on their activities through a single e-government architecture, which will create a unified database, ensuring openness and eliminating the burdensome nature of reporting to government agencies. In this regard, it can be said that digitalization will have a positive impact on transparency and accountability, to optimize and improve cooperation in the interaction of the state and NGOs.

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ВЗАИМОДЕЙСТВИЕ ГОСУДАРСТВА И НПО В УСЛОВИЯХ ЦИФРОВИЗАЦИИ: БАРЬЕРЫ И РЕШЕНИЯ

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Аннотация: В настоящее время определяющим элементом во взаимодействии государства и неправительственных организаций (далее – НПО) является цифровизация государственного управления. В данной статье рассматривается вопрос совершенствования механизма их взаимодействия на основе использования цифровых инструментов, что будет способствовать повышению подотчетности, открытости и прозрачности государства перед гражданским обществом. По результатам анализа исследования выявлено, что существующие информационные системы (далее – ИС) и базы данных не оказали существенного влияния на эффективность их взаимодействия. Кроме того, анализ форм отчетности НПО в государственные органы, а также законодательных актов, регламентирующих их деятельность, показал дублирование статистических данных в отчетах. Для решения этих проблем авторами предлагается механизм интеграции ИС государственных органов. Это позволит обеспечить Министерству культуры и информации Республики Казахстан (далее – МКИ РК) доступ к базе данных о деятельности НПО. Кроме того, предлагается унифицировать и сократить количество форм отчетности НПО для повышения эффективности взаимодействия с НПО в рамках реализации концепции слышащего государства.

Ключевые слова: государственные органы, неправительственные организации, взаимодействие, инновации, прозрачность, дебюрократизация, цифровизация.

ЦИФРЛАНДЫРУ ЖАҒДАЙЫНДАҒЫ МЕМЛЕКЕТ ПЕН ҮКІМЕТТІК ЕМЕС ҰЙЫМДАРДЫҢ ӨЗАРА ІС-ҚИМЫЛЫ: КЕДЕРГІЛЕР МЕН ШЕШІМДЕР

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Аңдатпа. Қазіргі уақытта мемлекет және үкіметтік емес ұйымдардың (бұдан әрі – ҰЕҰ) өзара іс-қимылының айқындаушы элементі мемлекеттік басқаруды цифрландыру болып табылады. Бұл мақалада цифрлық құралдарды пайдалану негізінде олардың өзара іс-қимыл тетігін жетілдіру мәселесі қаралады. Бұл мемлекеттің азаматтық қоғам алдындағы есептілігін, ашықтығын және айқындығын арттыруға ықпал ететін болады. Зерттеуді талдау нәтижелері бойынша қолданыстағы ақпараттық жүйелердің (бұдан әрі – АЖ) және деректер базасының олардың өзара іс-қимылының тиімділігіне елеулі әсер етпегені анықталды. Бұдан басқа, ҰЕҰ-ның мемлекеттік органдарға есептілік нысандарын, сондай-ақ олардың қызметін реттейтін заңнамалық актілерді талдау есептерде статистикалық деректердің қайталануын көрсетті. Бұл мәселелерді шешу үшін авторлар мемлекеттік органдардың АЖ ықпалдастыру тетігін ұсынады. Бұл шара Қазақстан Республикасы Мәдениет және ақпарат министрлігіне (бұдан әрі – ҚР МАМ) ҰЕҰ қызметі туралы дерекқорға қол жеткізуге мүмкіндік береді. Бұдан басқа, «халық үніне құлақ асатын» мемлекет тұжырымдамасын іске асыру шеңберінде ҰЕҰ-мен өзара іс-қимылдың тиімділігін арттыру үшін ҰЕҰ-ның есептілік нысандарының санын біріздендіру және қысқарту ұсынылады.

Түйін сөздер: мемлекеттік органдар, үкіметтік емес ұйымдар, өзара іс-қимыл, инновациялар, ашықтық, дебюрократизация, цифрландыру.