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### HUMAN CAPITAL AS A MECHANISM FOR THE EFFECTIVENESS OF THE «NEW PUBLIC ADMINISTRATION»

*Taking into account the global trends in modern conditions, the economy of Kazakhstan should develop taking into account the advanced world requirements, accepting a level playing field. The most significant of the world requirements are "new states" with new knowledge and new skills. In this regard, the only way to fully master the new requirements and enter into tough competition in the world is a strong "human capital".*

*It is well known that the quality factor of human capital in the public service is a direct guarantee of a country's prosperity. Quality provision of public services, availability of quality and effective management of the country's economy directly depend on the level of human capital of civil servants. Due to the high intellectual rank of civil servants provides quality service, honesty, positive influence on the population of the country, and he, in turn, paves a direct path to the formation of general civic literacy and a highly qualified civil society.*

*The purpose of the work is to discuss the current state of human capital in the public administration system of the Republic of Kazakhstan, to propose ways to improve the quality of human capital development. The practical significance of the results lies in the development of new approaches to improving mechanisms for improving the quality of human capital in the public service system of the Republic of Kazakhstan by improving the methods and means of human capital development based on the theory of public administration. The study used general scientific, theoretical and empirical approaches. General scientific methods - analysis, abstraction, generalisation, induction, analogy, modelling, system approach, statistical and graphical methods of analysis - allowed a comprehensive study of the problem posed, and empirical research methods made it possible to assess the practical application of developments in the work.*

**Keywords:** human capital, intellectual capital, quality of human capital, human development index, state, management, mechanism, method, improvement, efficiency.

**Кілт сөздер:** адами капитал, зияткерлік капитал, адами капиталдың сапасы, адам дамуының индексі, мемлекет, басқару, тетік, әдіс, жетілдіру, тиімділік.

**Ключевые слова:** человеческий капитал, интеллектуальный капитал, качество человеческого капитала, индекс человеческого развития, государство, управление, механизм, метод, совершенствование, эффективность.

**JEL classification:** J24

**Introduction.** In modern conditions of acute competition, the problems of assessing the quality of specialists in public administration from the point of view of human capital parameters are of high relevance, moreover, it is directly related to the peculiarities of the current situation in the country. These conditions require comprehensive decisions on measures to improve the quality of human resources in order to optimize the welfare of the country and ensure the further sustainable development and growth of human factors. The optimal and correct implementation of the concept of "New Kazakhstan" directly depends on the correct formation and development of human capital in the country. The above-mentioned issues actualize the problem of formation of human capital of a state body as a structure-forming resource for public service.

So far, the issues of formation, development and use of human capital at the micro and macro levels at each stage have been studied by many scientists-economists. Among them we can distinguish Becker G.S., Schulz T.W., Fischer S., etc., who gave in their works the definition of the notion «human capital».

The assessment of human capital is devoted to the works of such foreign authors as Petty W., Mankew G., Fisher S., Becker G. and others.

Among them, we can mention the work of the author Becker G., who devoted many of his research specifically to the field of «human capital», and in some of his works a fundamental study is observed [1].

The study object is a human capital in the system of public administration of the Republic of Kazakhstan, civil service, professionalism of civil servants, the quality of human capital in public service. The subject of the study is the totality of socio-economic and organizational and managerial relations arising on the path of the formation of human capital and its further optimal development, which meets modern requirements in the system of Public Administration.

The hypothesis of the study is that the main guarantee of the correct establishment and implementation of the concept of «New Kazakhstan» is directly related to the increase in human capital factors of civil society, including civil servants.

**Materials and methods.** The article uses such methods as statistical analysis, the method of aggregate (integral) potential, review-analysis. In addition to the existing methods in a wide variety of studies found within the framework of the topic, the article defines the conclusions that serve as the basis for assessing the human capital potential of the public administration system in Kazakhstan using the method of analysis of statistical data, determination of the process on them, as well as integral potential. During the writing of the article, the methods used by other scientists were analyzed, as a result of which it was possible to create resumes based on the adaptation of an integrated method for determining the potential of human capital adapted to the characteristics of Kazakhstan.

Undoubtedly, the human capital factor affects the development of both the labor market and the economy as a whole, but according to Christopher professor Pissarides, winner of the Nobel Prize in economics, professor at the London School of economics, it is not an easy task to accurately measure this effect. According to Professor Pissarides, «several empirical studies have not been able to establish a clear relationship between the growth of human capital and GDP (gross domestic product).» What is the reason? After all, it is important not only the availability of human capital, but also how people use that capital. The incentive tools that motivate people to use their knowledge and skills to achieve certain goals are important. These incentives, in turn, are mainly determined by the institutional structure of the economy, but they vary from country to country.

Since different countries have different levels of education and economic development, the return on investment in human capital is also different. Empirical research shows that countries far from» technologically advanced «countries grow primarily by copying simple technologies from developed countries. In this regard, retraining of civil servants will be one of the ways to increase the value of human capital. At the same time, investments can be the main basis for ensuring return.

**Literature Review.** A significant input into conceptual development of a human capital was made by such famous economists as Sch. Klaus [2], Shults T.U., Becker G.S., Kuznetsov S.S., Solow R.M [3]. Later the theory was expanded and supplemented by works of such major researchers as Blaug M., Bowles S.S., Ben-Porat J., Kendrick J.V., Korchagin Y.A., Yunusov R.M., Glazyev A.A. and many others. Their works provide various definitions of human capital, study the peculiarities of its formation and functioning in the economy, propose methodological approaches to its comprehensive assessment.

The concept of «human capital» was introduced into the broad scientific turn of modern neoclassical economic literature in 1958 by the American economist J. Mincer, using in his article «Investment in Human Capital and Personal Income Distribution». Although some scientists have done their research on the role of the human factor in the economy, it can still be said that it is not enough [4]. That is, we know that this is the opinion of the critics of the 60s of the last century. We can also say that at the moment it is very relevant and supplemented by a number of studies.

B.Kiker is a scientist who has conducted a number of studies on the importance and role of human capital in the economy. In particular, he is one of the scientists who especially sought to reveal the meaning of the term human capital and its nature in economic and political life. In his works, he revealed the importance of the concept of human capital in the terminological and apparatus nature [5].

Also, one of the authors who created research of this nature was Theodore Schultz. He greatly contributed to the formation of the theoretical basis of the concept of human capital. In the works of Schultz, one can see a number of points that prove that human capital is from the category of a factor of production. T. Schultz was able to show and prove that the main results of investments in individuals are the accumulation of working capacity of people, their effective creative activity in society, maintaining health,

etc. He believed that human capital has the necessary attributes of productive character, capable of accumulation and reproduction. According to Schultz T., as noted in most theories of reproduction of the twentieth century, for the accumulation of human capital is used not  $\frac{1}{4}$  of the total product produced in society, but  $\frac{3}{4}$  of its total amount [6].

Gary Becker was one of the first to change the concept of human capital to the micro level. The human capital of an enterprise is defined as the sum total of human skills, knowledge and abilities. As an investment in them Becker mainly considered the costs of education and training [1]. Becker has done a number of studies in the field of microeconomics, in particular in relation to the theory of firm economics, including strategies and increasing competition of firms. In his works, Becker pointed out that investments in human capital, including general and special investments, have a direct impact on the prosperity of the firm's economy.

In modern conditions, there are a lot of studies on this topic in the world economic literature. In particular, in this area, the advanced works of modern authors such as Marco Di Cintio, professor at the Italian University of Salento [7], as well as Douglas J., Cumming G., Shaker A. Z. American scientists dedicated their works [8]. Many modern studies on the role of human capital are closely related to the name of the scientist M.Patrick [9]. However, the role and features of human capital in the public service sector of Kazakhstan have not been sufficiently studied.

**Main part.** The main source of labor resources of the public administration system are civil servants. In world practice there are no specific indicators that determine the optimal number of civil servants. According to world experience, there is no common methodology for any state, such as how many civil servants should be in them. That is, it directly depends on the research problems and the pace of their development in each state. Therefore, according to the generally accepted methodology, we can make comparisons, analyzes with data on the number of civil servants per 1000 people in the country (Table 1).

Table 1

#### Share of civil servants in the total population \*

№	Indications	2019	2020	2021
1	Number of people, thousand people	18 395	18 631	18 852
2	Number of civil servants, people	98 706	98 726	88 409
3	The number of civil servants per 1,000 people, people.	5,4	5,3	4,7
4	Share of civil servants in the total population, %	0,54	0,53	0,47

\* Compiled by the authors based on the source [10]

According to the results of the analysis of world-class experts, Kazakhstan is one of the countries that receives relatively low indicators in terms of the share of civil servants, which is 4.7 units per 1000 inhabitants. In 2019, this indicator was 5.4 units (i.e. 0.54% of the total population), and in 2020 - 5.3 units (0.53% of the total population). This indicator of Kazakhstan, according to the results of the analysis of the performance of functional duties of state bodies in order to create a professional government, is explained by the reduction of the state apparatus by 10% in 2021 (Table 2). And in 2022 it was planned to reduce by another 15%.

Table 2

#### Constitution of civil servants of the Republic of Kazakhstan\*

№	Constitution of civil servants	Total	Men	Women
1	Politics	728	663	65
2	Mayor office, including	87681	38715	48966
3	Unit «А»	79	70	9
4	Unit «Б»	87602	38645	48957
5	Total	88409	39378	49031

\* Compiled by the authors based on the source [11]

At present, the state apparatus of the Republic of Kazakhstan employs 88,409 civil servants. Of these, 728 are political (the share is 0.8%), the remaining 87,681 are administrative civil servants (the share is 99.2%). In the «А» unit 0.1 per cent of all administrative civil servants and in the «Б» unit 99.9 per cent. Regarding the gender composition, there are more women among civil servants, i.e. 55.5% are women, the remaining 44.5% are men.

We can say that the main source of human capital of the public administration system of the Republic of Kazakhstan are civil servants. This is due to the fact that the accumulation of human capital depends on the availability of education, health and professional development of civil servants, etc [12].

In 2021, the average age of civil servants was 38.7 years, the average age of political civil servants was 47.8 years, and this indicator of administrative civil servants was 42.9 years. For example, in 2018 and 2019, the average age of civil servants was 38-39 years, while the average age of political civil servants was 47-48 years, and the age range of administrative civil servants was 42-43 years.

If we talk about the age-based composition of civil servants, we see that in general, the age characteristics of personnel in public positions are significantly higher than those of lower age. Having studied the dynamics of growth in the number of civil servants in terms of age groups and their growth dynamics from the total number of civil servants and their specific weight in the total number of civil servants, we can state that the largest group is between the ages of 30 and 40 years (30,722 people, 34.7% of the total number of civil servants). In 2021, the number of young civil servants was 976 people, the share of which was 1.1% of the total number of civil servants, and the group aged 23 to 30 years was 18,131 people and the share of the total number was 20.5%. The number of civil servants aged 40 to 50 was 20,322 (share-23%) and the number of those aged 50 and over was 18,258 or 20.7% (Figure 1).

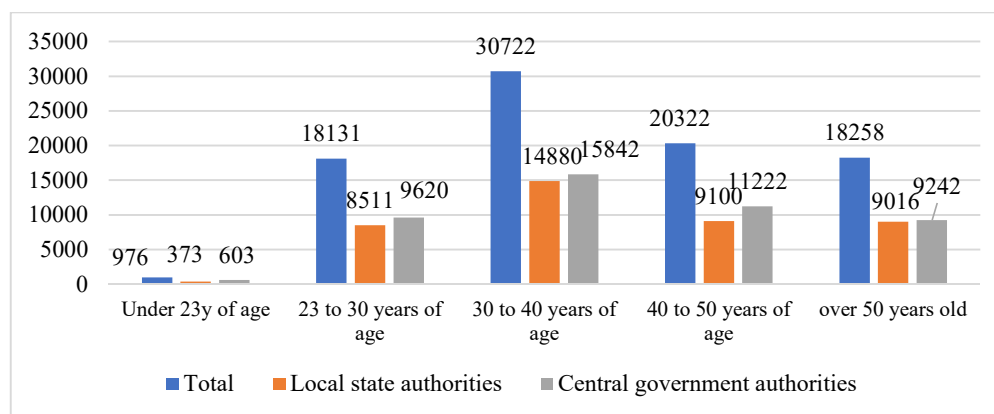


Figure 1. Age Composition of Civil Servants in Kazakhstan, 2021\*

\* Compiled by the authors based on the source [13]

A large proportion of civil servants with more than 20 years of service, their number is 12,945, representing 14.6% of the total number of civil servants. And the smallest share of civil servants with 9 to 11 years of service. Its number is 5369 people, the share in the total number of civil servants - 6%.

In the context of national economic competitiveness, education has become an important factor in the formation of human capital. The role of education in ensuring sustainable socio-economic development, increasing the competitiveness of states and strengthening their positions on the world market and in the global economic community is increasing. The education system, human capital and national economy are the components of a complex interconnected system [14].

The share of civil servants with higher education remains high. The number of civil servants with secondary education, including secondary vocational education, decreases annually. The number of civil servants with a degree from graduates of the Academy of Public Administration under the President of the Republic of Kazakhstan and the «Bolashak» program has increased (Table 3).

Table 3

Level of education of civil servants\*

№	Indicators	2019	2020	2021		
				Total	LSA	CSA
1	Share of employees with higher education	90,3%	91,4%	92,4%	85,3%	93,2%
2	Share of civil servants with econdary vocational education	9,6%	8,5%	7,6%	8,0%	6,7%
3	Share of civil servants with secondary education	0,1%	0,1%	0,06%	0,01%	0,1%

\* Compiled by the authors based on the source [11]

As shown in Table 3, in 2021, 92.4% or 81,650 civil servants in the apparatus of state agencies have higher education. If we classify them according to the level of executive bodies, local government bodies have 38,265 people, which is 43.9% of the total number of civil servants with higher education. At the same time, the bodies of the central government have 43,385, which is 53.1% of civil servants with higher education (Figure 2). If we compare with previous time intervals, we can see that in recent years the number of personnel with higher education in the Civil Service has been growing. For example, in 2019, the share of civil servants with higher education was 90.3%, and in 2020 - 91.4%.

The number of civil servants with secondary vocational education decreases annually. If in 2019 their share was 9.6%, in 2020 - 8.5%. And in 2021 this indicator decreased by another 9%, the total number was 6707 people (the share - 7.6%). This indicates the desire of civil servants to qualitatively improve their personnel potential.

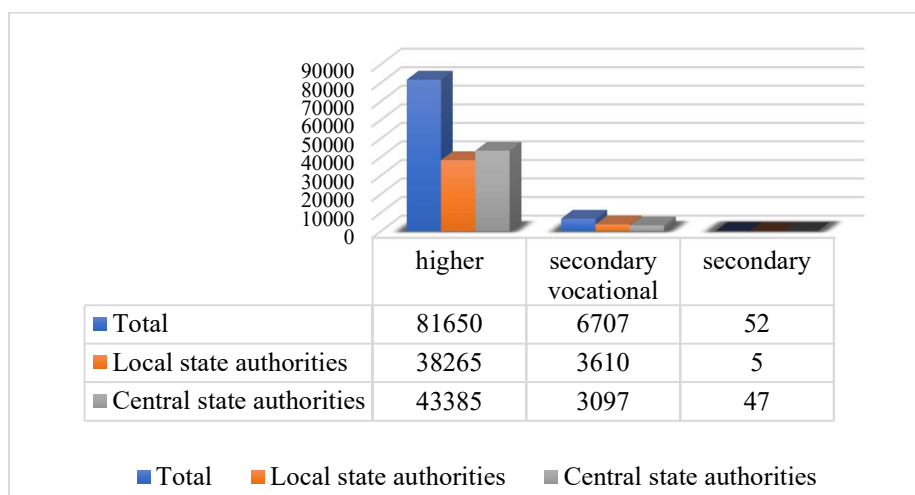


Figure 2. Level of education of civil servants\*  
\* Compiled by the authors based on the source [11]

These indicators made it possible to see the qualitative picture of employees in public administration bodies in the country. And it, in turn, characterizes (to some extent) the quality of human capital in government agencies.

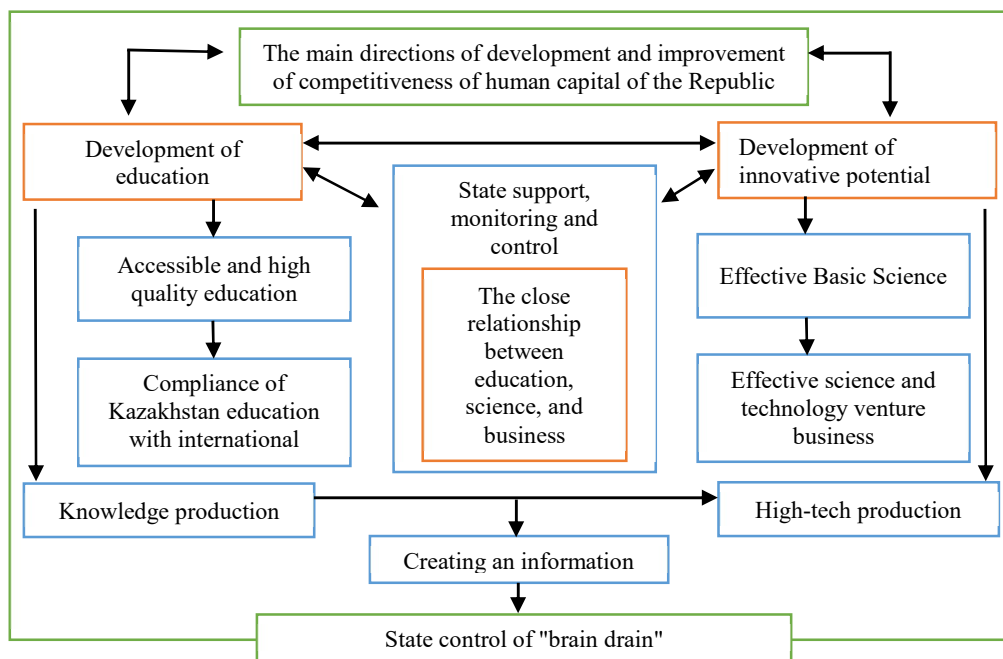


Figure 3. Main directions of development and improvement of competitiveness of human capital of the Republic of Kazakhstan\*  
\* Compiled by the authors based on the source [12]

One of the most important directions for the economy of Kazakhstan today is to increase the factor of human capital in the country as a whole. The main directions of the formation and improvement of the competitiveness of the Republic of Kazakhstan's educated and qualified personnel, capable of forming a developed human capital of the nation and increasing its competitiveness, are presented in Figure 3.

In addition, the issue of turnover of civil servants is also one of the main indicators of the quality of Human Resource Management. As a rule, 3-6% volatility is a normal trend. One of the main technologies for organizing personnel work is the replenishment of vacant places with new specialists on retirement, resignation or other grounds. It should be noted that Kazakhstan takes into account only a complete departure from the public service system as a pure transition. Until recently, the net turnover of civil servants was much higher than the average, characterizing the outflow of personnel from the public sector.

In terms of spending on science as part of GDP, Kazakhstan lags far behind world indicators. In particular, the value of this indicator in 2022 amounted to less than 1% of GDP (0.3%), for example, in Israel-4.3%, in South Korea-4.24%, in Switzerland - 3.37%, in Sweden - 3.25%, in Taiwan - 3.16% and in Russia - 1.2%. These statistics give reason to believe that the share of spending on science in our country is several times lower.

Competent performance of functional duties by personnel in each civil service directly affects the increase in the level of human capital in the public administration system. Research conducted by the organization of the APA under the president of the Republic of Kazakhstan is also carried out with the participation of civil servants (Table 4).

Table 4

**Activities of civil servants in research, educational and publishing activities\***

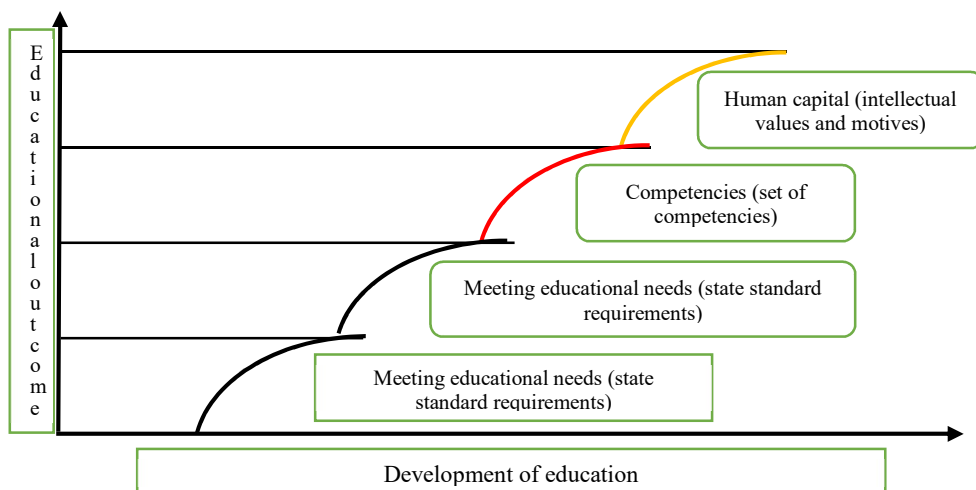
<b>№</b>	<b>Name of events organized by the Academy of Public Administration under the President of the Republic of Kazakhstan in 2021</b>	<b>Number of works performed</b>
1	Participation in grant and program-targeted financing competitions	1
2	Competitions.at participation in grant funding within international organizations	6
3	Indicators of publication of articles by teachers in scientific journals	28
4	Organization of methodological seminars	3
5	Communication with foreign research centers within the objectives of the Academy	4
6	Implementation of joint research with foreign research centers within the goals of the Academy	2
7	Internships and professional development of the teaching staff	71

\* Compiled by the authors based on the source [13]

In order to provide the state apparatus with professionals, the new law established that civil servants are subject not only to requirements for education and work experience, but also to the competencies necessary for effective professional activity in a particular public position, including the ability to make independent decisions, responsibility for them. Managers should have the competence to manage the team and motivate employees to achieve their goals.

Fundamental understanding of human capital includes a set of characteristics that include a person's ability to learn, mental, physical, intellectual abilities, work capacity, health, and psychopathic abilities. However, the most important element in them will be the level of knowledge, because the conscious development of other elements is provided qualitatively only in «educated» people.

The concept of human capital is based on definitions in two directions: on the definition of human capital of a resource nature and on definitions as a certain "system". These principles provide opportunities to reduce or bridge the gap between social and economic approaches in the education system. From an economic point of view, education is the basis for the growth of the country's economy. The development of education directly affects the proper accumulation of human capital (Fig.4).



**Figure 4.** Changes in the educational outcome  
 \* figure compiled by the author based on source [13]

Linking the assessment of the effectiveness of the activities of civil servants only with the system of paying them wages is a misconception. Of course, the importance as the main motivating tool is undeniable, however, the role that such assessments play in building a professional apparatus is much broader. The results of the assessment can fully serve as a basis for identifying professionals, forming a pool of talented employees. The use of an automated electronic Personnel Management System «E-kyzmet» in government agencies also contributes to the optimization of work with personnel. For this purpose, special training programs for Personnel Service Employees are also being conducted. It is known that the institutional reforms provide for the involvement of foreign workers in state bodies. For its implementation, the resolution of the Government of the Republic of Kazakhstan «on approval of the rules for attracting foreign workers to state bodies of the Republic of Kazakhstan» approved the procedure for attracting foreigners [15]. Of course, such a decision is made only if there are no specialists in the necessary field in the country or in order to access some of the best technologies. Foreign managers live in accordance with an employment contract for work that does not belong to a public position. Payment of wages to them is planned at the expense of the state body itself and is attracted through a general competition.

In addition, it is known that the institution of mentoring plays a special role in ensuring the adaptation of those who first entered the civil service to the professional environment. Before the institutional reforms were carried out in Kazakhstan, there was no official form of internship progress, and even statistics on it were not carried out. Currently, taking into account the place of mentoring in the formation of a professional state apparatus, the appointment of mentors from among experienced specialists to young personnel has become a mandatory procedure.

**Conclusion.** In ensuring the continuity of professionalization, as in the developed models, three main components are important: workplace development, such as internships, mentoring, rotation, coaching, participation in projects, social development, in particular experience exchange platforms, opinion sharing platforms, professional networks, meetings, self-development and the third component, ensuring the unity and close interconnection of formal training. The elements of formal training include such forms as training, retraining, advanced training, seminars, conferences.

To form the responsibility of civil servants for their positions and the desire for professional growth, it is necessary to ensure social development in the workplace, as well as constantly develop a special training system for incentives based on compensation, because there are still problems with the lack of qualified specialists in government agencies. At the same time, we can say that at present it is necessary to increase cooperation between educational organizations and government agencies. In turn, it will allow improving the professional qualifications of civil servants, and for educational organizations it will provide opportunities to exchange experience in training civil service specialists.

Professionalization of specialists - improving the level of education on the basis of retraining and improving the modern composition of civil servants. That is, we believe that it is necessary to create other mechanisms for improving the quality of human capital than the education system. If civil servants are at a low level of qualification, then they create socially significant problems, such as increased distrust of the

authorities on the part of the population, an increase in violations of the law, dissatisfaction with the quality of public services and this, in turn, leads to misunderstandings between government agencies and the population, the consequences of which are one of the reasons for the instability of civil servants in relation to the place of work.

The readiness of society for an Open government can be measured by the criteria of values of human capital factors. Media and information literacy are one of the key values of the quality of human capital within the three components of Open Government - transparency, participation, cooperation. Media and information literacy are associated with such factors as: education, skills, information asymmetry, culture. In this regard, the Government should monitor the balance in social policy in order to ensure the conditions for the necessary qualification of human capital when implementing Open Government.

In the field of human capital management, it is advisable for Kazakhstan:

- Create a model of values and competencies for the central authorities and link the search, evaluation and staff development systems to them.
- Implement a project management culture, goal management and strategic management tools.
- To introduce the procedure of open competition for positions in government.
- Create a single database of vacancies – a single personnel portal.
- Introduce the ability to hire for public service through a contract.
- Introduce mandatory rotation as a career management tool.
- Develop and implement an efficiency management system based on competencies, goals and key performance indicators, develop a motivation system.
- Implement a reputation management system and corporate culture, develop a standard for internal communication.

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### **АДАМИ КАПИТАЛ «ЖАҢА МЕМЛЕКЕТТІК БАСҚАРУ» ТИІМДІЛІГІНІҢ МЕХАНИЗМІ РЕТІНДЕ**

#### **Андатпа**

Қазыргі жағдайдағы әлемдік қарқындарды ескере отырып, Қазақстан экономикасы тең жағдайларды қабылдап, озық әлемдік талаптарды ескере дамуы тиіс. Әлемдік талаптардың ішіндегі ең маңыздысы-жаңа білімі мен жаңа дағдылары бар " жаңа мемлекеттер" болып табылады. Осыған байланысты жаңа талаптарды толық игерудің және әлемде қатаң бәсекелестікке түсудің жалғыз жолы-мықты "адами капитал.

Мемлекеттік қызмет саласындағы адами капиталдың сапалық факторы елдің өркендеуінің тікелей кепілі екені белгілі.

Сапалы мемлекеттік қызметтерді ұсыну, ел экономикасын сапалы және тиімді басқару, мемлекеттік қызметшілердің кадрлық әлеуетінің деңгейіне тікелей байланысты.

Мемлекеттік қызметкерлердің жоғары зияткерлік дәрежесінің арқасында ел халқына қызмет көрсету сапасы, адалдық жағынан оң ықпалын қамтамасыз етеді, ал ол өз кезегінде жалпы азаматтық сауаттылық пен жоғары білікті азаматтық қоғамды қалыптастыруға тікелей жол ашады.

Жұмыстың негізгі мақсаты-Қазақстан Республикасының Мемлекеттік басқару жүйесіндегі адами капиталдың қазіргі жай-күйін талқылау мен оны дамыту сапасын арттырудың жолдары мен бағыттарын ұсыну.

Зерттеу нәтижелерінің практикалық маңыздылығы мемлекеттік басқару теориясына негізделген адами капиталды дамыту әдістері мен құралдарын жетілдіру жолымен Қазақстан Республикасының Мемлекеттік қызмет жүйесінде адами капиталдың сапасын арттыру тетіктерін жетілдірудің жаңа тәсілдерін әзірлеу болып табылады.

Тақырыпты зерттеу кезінде жалпы ғылыми, теориялық және эмпирикалық тәсілдер қолданылды. Жалпы ғылыми әдістер - талдау, абстракциялау, жалпылау, индукция, аналогия, модельдеу, жүйелік тәсіл, статистикалық және графикалық талдау әдістері - мәселені жан - жақты зерттеуге мүмкіндік берді, ал эмпирикалық зерттеу әдістері - салыстыру, сипаттау және өлшеу-жұмыста әзірлемелердің практикалық қолданылуын бағалауға мүмкіндік берді.

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## **ЧЕЛОВЕЧЕСКИЙ КАПИТАЛ КАК МЕХАНИЗМ ЭФФЕКТИВНОСТИ «НОВОГО ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ»**

### **Аннотация**

Учитывая мировые тенденции в современных условиях, экономика Казахстана должна развиваться с учетом передовых мировых требований, принимая равные условия. Наиболее значимыми из мировых требований являются "новые государства", обладающие новыми знаниями и новыми навыками. В этой связи единственным способом в полной мере освоить новые требования и вступить в жесткую конкуренцию в мире является сильный "человеческий капитал".

Известно, что качественный фактор человеческого капитала в сфере государственной службы является прямым залогом процветания страны. Качественное предоставление государственных услуг, наличие качественного и эффективного управления экономикой страны напрямую зависят от уровня кадрового потенциала государственных служащих. Благодаря высокому интеллектуальному рангу государственных служащих обеспечивается качество обслуживания, честность, положительное влияние на население страны, а он, в свою очередь, прокладывает прямой путь к формированию общей гражданской грамотности и высококвалифицированного гражданского общества.

Основная цель работы - обсудить современное состояние человеческого капитала в системе государственного управления Республики Казахстан, предложить пути и направления повышения качества развития человеческого капитала. Практическая значимость результатов исследования заключается в разработке новых подходов к совершенствованию механизмов повышения качества человеческого капитала в системе государственной службы Республики Казахстан путем совершенствования методов и средств развития человеческого капитала, основанных на теории государственного управления. При проведении исследования темы использовались общенаучные, теоретические и эмпирические подходы. Общенаучные методы - анализ, абстрагирование, обобщение, индукция, аналогия, моделирование, системный подход, статистический и графический методы анализа - позволили всесторонне изучить поставленную проблему, а методы эмпирического исследования - сравнение, описание и измерение - дали возможность оценить практическое применение разработок в работе.

