

гуманистической и демократической альтернативы общественного развития, желание изменить сложившуюся структуру межнациональных отношений и путь осуществления национального и социального равенства людей. Концептуальный подход к проблеме национального развития намечен. Конкретно-практическое осуществление этой платформы носит комплексный и поэтапный характер.

Национальное развитие имеет надиндивидуальное и общечеловеческое измерения. Его нельзя отделять от общественных отношений и социальной структуры общества, от самосознания и интеллектуально-духовного потенциала самого народа и от уровня развития социальной практики данного социума. Это означает установление целостности национальной самобытности, следуя объективным тенденциям общественного развития, с другой стороны, расширение интеграционного начала в национальном согласии.

В заключении, подводя итоги, можно сказать, что необходимо создание дальнейших благоприятных условий для развития всех этнических групп Казахстана, усиление консолидационных тенденций в этом процессе, сохранение и развитие культурной самобытности, прогрессивных ценностей и традиций жителей всех регионов обеспечат более полное и разнообразное приобщение населения республики к духовным сокровищам национальной и мировой культуры. Здесь можно отметить своевременность и значимость реализации государственной программы ««Рухани жангыру» в этнокультурном пространстве нашей страны, где отражены важнейшие аспекты нашей жизни: образование, саморазвитие, национальной идентичности, культурном и духовном уровне нации. Собственно культурная политика государства должна быть направлена на защиту традиционных, специфических для данного общества форм искусства, образа жизни, быта - «различий», того, что делает их интересными друг для друга, создает основу для взаимного диалогического и дружеского существования. Бережное отношение к духовному и культурному наследию является гарантом сохранения национальной самобытности и межкультурного диалога народов.

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### **PUBLIC POLICY PERFORMANCE MANAGEMENT ON SHAPING PUBLIC OPINION: METHODOLOGICAL ASPECTS**

#### *Abstract*

The article analyzes the methodological foundations of the study of performance management of public authorities on shaping public opinion. The Author considers various definitions of the concept of “public opinion”, considering that public opinion is an expression of certain morals and ethics of society and the attitude of social communities to the phenomena of public life, and social-psychological communicative phenomenon. Special attention is paid to strategies, concepts and approaches to the problem of public policy performance management.

**Keywords:** public opinion, public policy and public policy performance management, strategies, concepts and approaches.

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## **ҚОҒАМДЫҚ ПІКІРДІ ҚАЛЫПТАСТЫРУДАҒЫ МЕМЛЕКЕТТІК САЯСАТТЫҢ ТИІМДІЛІГІН БАСҚАРУ: ӘДІСНАМАЛЫҚ АСПЕКТІЛЕРІ**

*Аңдатпа*

Бұл мақалада қоғамдық пікірдің қалыптастырудағы мемлекеттік органдардың тиімділігін басқару бойынша зерттеулердің әдіснамалық негіздері талданады. Автор қоғамдық пікір белгілі бір моральдың, қоғамның моральдық көрінісі, әлеуметтік қауымдастықтардың қоғамдық өмір құбылыстары мен әлеуметтік-психологиялық коммуникативті құбылыс ретінде әрекет ететінін ескере отырып, «қоғамдық пікір» ұғымының әртүрлі анықтамаларын қарастырады. Мемлекеттік саясаттың тиімділігін басқару проблемаларына арналған стратегиялар, тұжырымдамалар мен тәсілдерге ерекше назар аударылады.

**Түйін сөздер:** қоғамдық пікір, мемлекеттік саясат, мемлекеттік саясатты басқару, стратегия, тұжырымдама мен тәсілдер.

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## **УПРАВЛЕНИЕ ЭФФЕКТИВНОСТЬЮ ГОСУДАРСТВЕННОЙ ПОЛИТИКИ ПО ФОРМИРОВАНИЮ ОБЩЕСТВЕННОГО МНЕНИЯ: МЕТОДОЛОГИЧЕСКИЕ АСПЕКТЫ**

*Аннотация*

В статье анализируются методологические основания исследования управления эффективностью деятельности органов государственной власти по формированию общественного мнения. Автор, учитывая, что общественное мнение выступает и выражением определенной морали, нравственности общества, и отношением социальных общностей к явлениям общественной жизни, и социально-психологическим коммуникативным явлением, рассматривает различные определения понятия «общественное мнение». Особое внимание уделяется стратегиям, концепциям и подходам к проблеме управления эффективностью государственной политики.

**Ключевые слова:** общественное мнение, государственная политика, управление эффективностью государственной политики, стратегии, концепции и подходы.

### ***Relevance***

Study of public opinion has always been relevant in the field of social sciences, such as political science, sociology, philosophy, economic theory and psychology. Each of them allocates its own subject for analysis. In modern political and social and economic realities, in the context of global challenges and the increased role of the Mass Media and the Internet, attention at different levels to public opinion has significantly increased. It is studied, formed, the results of surveys are published and used in practices. There is a reason for that. After all, public opinion performs important social, political and academic functions, is a concrete expression of the population's assessment of the social and economic problems being solved and helps to connect various organizations with life and people's interests.

In this regard, bodies of state management have an increasing need to form a competent public opinion about the state, the political system and the political regime. And these is, in turn, necessitates for a comprehensive study of public opinion management mechanisms. After all, ultimately, relying on a single opinion ensures the successful solution of tasks related to achieving the goals and objectives of state management.

The relevance of scientific analysis of mutual influence and interaction of public opinion and structures of state power and civil society is also determined by the policy articles of the President N.A.Nazarbayev “Looking forward: spiritual renewal. Modernization of social consciousness” and “**Seven faces of the great steppe**”, in which the Head of state shared his vision of “how we can take a step towards the future together, change social consciousness” [1 p.105].

### *Concept and scientific interpretations of public opinion*

In the scientific literature, there are about 30 different definitions of the concept of “public opinion”, which reflects the complexity and multidimensionality nature of this phenomenon. Each of the definitions usually place greater focus on a particular aspect or manifestation of public opinion and is associated with a certain approach to its analysis. The following important aspects of the interpretation of public opinion can be distinguished: Psychological definitions; Ethical interpretations of public opinion; Relational (French word “relation”) interpretations. This understanding of public opinion allows us to reveal its structure, the main components of which are its object, subject, forms, mechanisms and ways of manifestation.

The phenomenon of public opinion has a long tradition and is considered by many foreign scientists (G.Tard, G.Lebon, Ye.Fromm, U.Lippman, E.Noel-Neumann, S.Moscovici, J.Baudrillard, Yu.Levada, B.Grushin, S.Kara-Murza, M.Gorshkov, V.Franz, and others), whose works can serve as a methodological basis for study.

In the book of G. Tarda “Public opinion and the crowd” contains a lot of noteworthy private provisions on the content of public opinion, the social-psychological mechanism of its formation and - manifestation. According to Tard, the Creator of public opinion is a certain “public, with very mobile and indistinct boundaries, rooted in especially mass spiritual and psychological processes” [2 p.104].

French social psychologist and sociologist Gustave Le Bon wrote his book “Mass psychology” at the very beginning of the twentieth century – that is, more than a hundred years ago. But it has not only lost its relevance, but on the contrary it has become a kind of initial mark for the authors of all known technologies of manipulation of public opinion today. G.Lebon considered the determinative factor in all social processes not reason, but emotions. Public life, in his opinion, is largely determined by the behavior of the crowd, which is always a destruction force. Knowledge of the mass psychology is the most important tool in the hands of politicians, emphasizes G.Lebon [3].

The monograph of the famous journalist, political scientist and sociologist, one of the architects of American neoliberalism, Walter Lippman examines the nature, forms of existence and expression, models of formation and functioning of public opinion, the competence limits of public opinion, and the mechanisms of influence on it by the media [4 p.192].

The original view of the problem of public opinion was formulated by the French philosopher Jean Baudrillard, according to whom “head counts are placed on the other side of any public opinion - development. They now refer only to the simulacrum of public opinion. A mirror of public opinion according to its structure, similar to mirror gross national product — an imaginary mirror of the productive forces, regardless of their social purposiveness or anti-purposiveness; the main thing is that “it” be reproduced, - in the same way in public opinion the main thing is that it is constantly duplicated by its reflection, this is the secret of mass representation” [5 p.192].

The Russian sociologist Yuri Levada, who for many years led the ARPORC (All-Russian Public Opinion Research Center, later Levada Center), wrote in his article “CONSCIOUSNESS AND MANAGEMENT IN SOCIAL PROCESSES” written in 1966: “The life of society is, first of all, the functioning, change, development of certain systems of social relations in which individuals, groups, institutions, etc. not only interact with each other, but act as elements of a whole. A significant aspect of this activity is the multivarious management processes. Conscious actions of people and groups, if approach them from the point of view of their social significance, can be considered as one of the forms (or as a series of forms) of the management of social processes” [6 p.242].

Russian scientist V. Franz in his work “Public Opinion Management” reveals the principles and methods of public opinion management in the modern world. In his opinion, this is “... a simulation of free choice, the creation of pseudo-events and specifically simulated virtual reality using the Mass Media.” [7 p.73].

Kazakhstan researchers A.Sadokasova, S.Konovalov, S.Bokayev, G.Ibrayeva, S.Rysbayeva, A.Abulkasova, revealed various aspects of the phenomenon of public opinion, the influence of political communications on its formation. Some aspects of the role of the Mass Media in shaping public opinion were considered in the works of Ye.Aliyarov, S.Bokayev, G.Ibrayeva, M.Tazhin, M.Tazhimbetov [8

p.89]. Collection of scientific works of the Kazakhstan Institute of Strategic Studies under the President of the Republic of Kazakhstan was devoted to the problems of forming public opinion [9 p.118]. It should also be noted the publication of the Research Institute “Public Opinion”, formed in 2013. The Institute specializes in the study of public opinion, conducts marketing and sociological studies, both in Kazakhstan and in other countries of the world. Institute sociologists have experience in conducting study in the countries of Central Asia, Western Europe, Russia, China, Mongolia, Turkey, the USA, Canada, etc. The regular publication of the Institute is the magazine “INTERNATIONAL STUDIES. Society. Policy. Economics” is published quarterly in three languages - Kazakh, English and Russian.

Giving full marks to the contribution of domestic scientists to the development of the problem we are studying, it should be noted that a holistic analysis of public opinion management technologies in Kazakhstan has not been carried out. This direction has not received in the domestic literature of the socio-humanitarian nature of special development.

### *In the search for methodological foundations*

For study in the field of effectiveness of political management, and forming process management of public opinion in particular, there are certain methodological foundations and extensive empiric material. At the same time, it can be affirmed that in this area there are quite a few fundamental unresolved issues requiring theoretical understanding.

According to a prominent expert in the study of public opinion E. Noel-Neumann, the nature of direct and feedback between them has not been sufficiently studied [10 p.62]. According to the American psychologist Brewster Smith, the researchers “have not yet seriously dealt with the problem of how the opinions of individuals cause social and political changes” [11 p.50]. And, although the statements of distinguished scientists were made back in the middle of 1990, they remain relevant as of today. One of the reasons is the presence of a number of methodological problems. Some of them are considered in the works of P.Bourdieu [12].

Meanwhile, the problems actualization of the methods of forming public opinion also dictates an increase in study interest in the issue of the public policy **performance management** in this direction. Thus, the problem of effectiveness of political management has gained relevance both practical and methodological.

Performance management of public authorities is a management system that includes a set of management processes (planning, organization of implementation, control and analysis) that allow to define strategic goals and then assess and manage activities to achieve the goals with optimal utilization of available resources.

The first references to performance management are found in the treatise “The Art of War”, which is still the most influential strategy book in the world, compiled more than two thousand years ago by the mysterious philosopher Sun Tzu. Sun Tzu claims that in order to win the war, the emperor should have complete information about his strengths and weaknesses, as well as the strengths and weaknesses of his opponents. One who wins by preliminary calculation before the battle, has many chances; One who does not win by calculation before the battle, has few chances. One who has many chances - wins, and one who has few chances - loss; same deal with that, who has no chances. One who is the first on the battlefield and waiting for the enemy is full of strength; who appears on the battlefield after, being late and throw into battle, that warrior is already tired. Therefore, one who fights well, controls the enemy and does not allow him to control himself.

Parallels between the objectives of government and war include:

- A) data collection - both internal and external;
- B) data analysis (recognition of systems, structures, models, and data values);
- C) *making decisions and shaping impacts* in accordance with the results of analysis [13].

There are various methodologies for implementing performance management. Their use gives actors a structure that links goals, planning and execution, strategy and tactics. For example, in the context of economic theory, performance management includes three main types of activity (in all areas of management without exception):

1. setting goals;
2. analysis of the indicator values that characterizing the organization's achievement of its goals;
3. managing influences of managers according to the analysis aimed at improving the future activities of the organization to achieve its goals.

In political science, according to the Russian political scientist O.Shabrov, the effectiveness of political management can be assessed in different ways, depending on the position of the observer in the

hierarchy “society is the management entity”. In the long haul, it is associated with the presence of systematicity in the management itself. The criteria and conditions for the effectiveness of political management are the criteria and conditions for its systematic nature. The effectiveness of political management can be assessed by the degree to which system quality is realized A) the destination functions and B) to achieve the goals of political elites. Efficiency by purpose is assessed from the point of view of preservation and development of the society and is measured by its support. The effectiveness of goal achievement is measured by the degree of achievement of the goal [14].

In Kazakhstan, various aspects of public service, including the issues of managing the effectiveness of public authorities, have been studied at the level of legal, sociological, political science and other areas of social sciences. A significant contribution to the study of the formation of the Institute of public service in Kazakhstan and the improvement of its activities is made by the works of A.M. Baimenov, S.G. Kaparov, M.S.Nurtazin, A.Ye. Syzdykova, A.Z. Turisbek, Z.K. Turisbekov, V.N.Uvarov, G.A. Junusbekova and others [15].

World experience shows that governments seek to improve the efficiency of public administration by implementing a system for assessing the performance of public authorities. According to Kazakhstan researcher G.A.Junusbekova, “In this light, the institute for assessing the effectiveness of government bodies, designed to determine the degree to which strategic goals are achieved, the quality of public services provided to business and the public and the efficient use of budgetary funds, is called upon to become the main instrument for measuring the effectiveness and efficiency of government structures” [16].

One of the strategic tasks of the Government of the Republic of Kazakhstan and, at the same time, one of the technologies of government bodies to form public opinion, is to create a really working system of public administration based on the principles of effectiveness, transparency and accountability to society. The task of creating such a management system was set by the Head of state in 2006, when the necessary parameters of administrative reform were determined. In order to improve the efficiency of the Executive branch of government, it was decided to develop an annual system for assessing the effectiveness and quality of public authorities activities, approved by the decree of the Head in March 2010 [17].

E. Irgaliev writes about the system for assessing the effectiveness of public authorities. In particular, he notes that “in 2017, the assessment was carried out according to a new methodological model. The new model abandoned the evaluation of many procedures and focused on two aspects: performance measurement and supporting key public administration reforms. At the same time, the result of the work of the public authority should be considered as the achievement of some strategic indicators, as well as the provision of services to citizens. According to this logic, the two main blocks of assessment were: 1) Achievement of strategic goals and indicators of budget programs; 2) Interaction with citizens. These two blocks give 45% of the final score for each public authority.” [18].

The second block of the assessment system “Interaction with citizens”, which is important for understanding the topic we have chosen, supports the orientation of public authorities to meet the needs of citizens. It is estimated how well and on time the public authority provides services, how well, and to what extent, it considers and satisfies citizens' requests. The work on achieving transparency and “openness” of the public authority is also assessed: how much and what open data it publishes, how it maintains a dialogue with citizens (website, blogs, head counts, press conferences), how fully it discloses budget information and whether it publishes draft laws for discussion. As part of the assessment, public monitoring of the quality of services provided to the population is carried out through anonymous surveys. Additionally, the quality of feedback is assessed: responses to requests for any data from citizens, reaction to requests in the blog of heads of public authorities. In fact, for public authorities, this is one of the technologies for forming the public opinion.

In general, there are a number of theories, concepts and approaches in the context of this topic, but it should be emphasized that methodologies alone cannot provide a complete solution to the needs of an actor (in our case, public authorities) in performance management. They only work with close integration with fundamental performance management processes.

**Conclusion.** Studying the problem and searching for methodological grounds for dynamic interaction between public opinion and public authorities, mechanisms and channels of their influence on each other, and managing the effectiveness of public policy are necessary conditions for improving the efficiency of the state management system.

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