

## ORGANISATION PROBLEMS AND AUDIT OF THE EFFECTIVENESS OF INTERBUDGETARY RELATIONS

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**Abstract.** *The development and implementation of budgetary policy is impossible without effective financial control, which is a tool for ensuring effective management of resources and property of the state in compliance with the principles of economy, efficiency, performance, and transparency. It becomes even more relevant nowadays, when new trends in the development of financial control emerge in the Republic of Kazakhstan. The state financial control sphere narrows down, while non-state control expands. There is a shift from the next to the previous financial control. The object of financial control gradually transforms. Scientific novelty of this study lies in the development of theoretical and methodological provisions and practical recommendations for defining the nature of financial control, its subject matter, goals, and classifications for studying the effectiveness of low-budget organisations in the Republic of Kazakhstan (RK). Rules, regulations, procedures, and costs are being replaced by planned goals, results, and efficiency. This*

*requires a new conceptual approach to the essence of financial control and its place in the public finance management system. The practical significance of the study results lies in their use for the efficiency improvement of budgetary institutions' cooperation.*

**Keywords:** *financial support, material resources, control, state, institutions.*

## **Introduction**

In the process of management, the combination of a number of performed functions creates a closed loop of the management process. First of all, these include planning, which provides the goal setting and measures for their accomplishment; organisation of performance of the decisions taken; stimulations to ensure the motivation to achieve goals; control, which determines the level of achievement of goals set and enables their adjustments to set new ones (Addink et al., 2010). Control manifests itself in all sectors of public life. However, the essence of control cannot be covered comprehensively outside of the management sector, which is serviced by it (Toleubayev et al., 2007). Depending on the management sector that control covers, there are such areas as technical control; energy control; environmental control; sanitary control; financial control, etc. (Dosmanbetova et al., 2018; Ridic et al., 2021). Basic conceptual approaches to understanding the essence of control were obtained as a result of the development of scientific thought.

Eight main conceptual approaches are distinguished through the evolution of the development of interrelated terms “control” and “financial control”: management approach, social approach, financial approach, accounting approach, legal institutional approach, cybernetic approach, and systemic approach (Zhumanova et al., 2016). The phenomenon of financial control is multifaceted (Dulatbekov, 2014). Thus, there are many different ideas in academic literature regarding its purpose, goals, objectives, and mechanism of implementation (Kari, 2015). The financial control is viewed as regulated by current legislation and constituent documents practice of state, regional, sectoral bodies, the public, self-regulatory organisations, business entities that verify the correctness of financial planning, the validity, completeness and timeliness of cash receipts, as well as the legality and efficiency of their use (Baidybekova et al., 2016).

It is argued that financial control is a system of dynamic actions that are performed by state authorities, local governments, and citizens of the Republic of Kazakhstan regarding monitoring the functioning of any management object in terms of its creation, distribution, and use of financial resources in order to evaluate the economic efficiency of economic activities, identify and block deviations that impede the legal and efficient use of property and funds, expanded reproduction of production, satisfaction of state, collective and private interests and needs, as well as improving economic management (Lukhmanova et al., 2018; Makushev et al., 2021). Financial control is a system of measures to verify the legality and expediency of a set of actions in the field of creation, distribution, and consumption of financial resources by all participants in the control process in order to ensure the effective socio-economic development of the country, regions, and individual enterprises (Kassymbekova, 2015).

## Materials and Methods

Financial control is one of the main tools for developing financial policy and decision-making that ensure the normal functioning of the budget system and the achievement of the set goals in the long term as well as in resolving issues of operational and financial management (Kenzhina et al., 2019). Financial control, which is one of the final stages of financial management, an integral part of the financial activities of the state, local authorities, and a necessary condition for the effectiveness of financial relations management, can be perceived from a several points of view: as a control function of finance; as one of the types of state control; as the activities of various regulatory bodies and the system of their supervision; as a function of the financial relations management system; as a set of activities carried out by regulatory authorities (Kari, 2015).

Financial control is the function of state agencies and non-governmental organisations, endowed with appropriate powers, aimed at ensuring the rule of law, financial discipline, rationality in the course of mobilisation, distribution, and use of state financial resources (Igibayeva et al., 2020). State financial control can only exist as a system. Its main components, which ensure its stable functioning and the completion of assigned tasks, include: the regulatory and legal framework, agencies that exercise state financial control, its forms and methods.

The system of state financial control is understood as integral interconnected and interdependent, hierarchical and dynamic complex of models, types, functions, principles, goals, objectives, matters, subjects, objects, stages, forms, methods, and means of ensuring state financial control designed to measure legality, expediency, effectiveness, and efficiency of the use of state financial resources and state property and the implementation of financial, budgetary, tax, customs, monetary, foreign exchange, debt, investment, antimonopoly policy and pricing policy; financial intelligence of the processes associated with the “shadow” economy, policies for combating (preventing) legalisation of profits gained by illegal means and financing of terrorism; development and implementation of preventive and corrective measures necessary for improvement.

## Results and Discussion

### *Characteristics of financial control as a complex financial and legal activity*

The study considers financial control as a complex financial and legal activity carried out by legislative and executive authorities on all levels, as well as by specially established institutions, to ensure the legality and efficiency of the provision, distribution, redistribution, and use of financial resources in order to protect the financial interests of the state, local government, business entities and citizens, as well as the successful achievement of goals in the field of finance (Amanova et al., 2016). Based on the obtained results, the authors of this study consider the most complete definition of the term “financial control” to be as follows: it is a system of dynamic actions implemented by public authorities and local governments, business entities, and citizens of the Republic

of Kazakhstan to supervise the operation of any management object in terms of creation, distribution, and use of financial resources in order to assess the economic efficiency of economic activity, identify and block those deviations that impede the legal and effective use of property and funds; expanded reproduction of production; satisfaction of state, collective, and private interests and needs; improvement of economic management (McCrimmon et al., 2018). According to this interpretation, the subjects of control here are state and local authorities, business entities, and citizens of the Republic of Kazakhstan.

The main features of financial control are as follows: 1) the activities of authorised bodies (therewith, they can include both exclusively financial bodies and other state bodies, and in a broader sense, other authorised bodies, including non-state bodies); 2) control is carried out in the financial sphere, which means that it covers all spheres of relations connected to the financial activities of both state and non-state actors; 3) control is directed primarily towards the financial activities of the state, while the control of non-state financial activities is not excluded; 4) the purpose of control is to preserve and efficiently use the financial resources of the state, while also drawing attention to the corresponding resources of business entities (Khuanysh, 2017).

The importance of financial control in the economy of the state is defined by its place and role in all spheres of social reproduction. On the one hand, it is a medium in communication between financial planning and financial accounting (statistics), and, on the other hand, it is a prerequisite for the implementation of the functions of financial analysis and regulation, which allows the control to play an integrating role. Notably, the theoretical research in the field of financial control cannot be considered fundamental without addressing the economic content of this concept, its classification, characteristics of its varieties and forms of implementation. It is necessary to distinguish between the concepts of “types” and “forms” of control, since a certain type of control can be implemented in different forms and carried out by different methods at the same time.

The types of state financial control directly refer to its key features in relation to the controlled object that are external and internal. Control actions can have two directions with respect to the object of control: internal, when the subject of control is also its object, which means that the location of these elements coincides, and external, when the subject of control over identification does not coincide with its object. Notably, the subject of control can simultaneously manifest these two types of control: 1) external, when control actions are directed towards the objects of control from outside their system; 2) internal, when control actions are directed towards their subdivisions or subordinate objects of control.

### ***Internal financial control analysis***

The purpose of internal control is to ensure sufficient confidence of the budgetary institutions management in achieving the appropriate level of economy, effectiveness, and efficiency in accordance with the tasks of the agencies; reliability of financial, statistical, and management reporting; in following the provisions and rules established by legislation and management; proper protection of assets from loss. In other words,

internal control is managerial control that helps management in managing and performing tasks on an ongoing basis. Therefore, internal control should not be considered as a separate system of public and utility sector bodies (Lashchuk, 2021). Internal control should also provide the ability to communicate managerial judgment and be proactive in order to improve effectiveness and efficiency and reduce costs.

For the Republic of Kazakhstan, the internal control is a new concept. Thus, its implementation faces such problems as insufficient perception of the essence of internal control by the heads of budgetary institutions, insufficient development of the theoretical and methodological basis for the implementation, provision, and consistent implementation of measures to restructure the system of state financial control. During internal control, budgetary institutions financed from state or local budgets should aim not only to compare the expenses incurred with the revenues received, but also to find the effective and targeted use of budgetary funds, as well as to control expenditures. Therefore, internal control is a system that ensures the planning, analysis, distribution, use, and control of financial resources in order to effectively and efficiently achieve the institution's set goals. The implementation and realisation of this system involves not only heads of institutions but also all employees.

The basic principle of state internal financial control is a clear distinction between internal control and audit. The basis of internal control (in EU terminology – financial management and control) is the responsibility of the chief executive for the management and development of the body in general. The main functions of the chief executive include the development of an adequate structure of internal control, oversight of the implementation of internal control and risk management to achieve reasonable confidence that the purpose and objectives of the body will be achieved, and decisions, including financial ones, will be carried out taking into account the principles of legality, economy, efficiency, effectiveness, and transparency.

Internal state financial control should be considered as a process of public finance management, which provides for the inspection by the relevant state authorities of the activities of the controlled object for certain purposes and is aimed at identifying violations of the legality, effectiveness, economy, efficiency, and transparency of the use of public financial resources and providing recommendations for overcoming the consequences of such violations and preventing their recurrence in the future (Dumchikov and Pakhomov, 2021; Sokolova and Diachenko, 2021). Internal state financial control is an important tool of public administration that provides an opportunity to accomplish the relevant tasks related to the activities of the state and communal sectors, and contributes to financial and economic balance in the event of a certain exogenous impact on the development of society.

State internal financial control is a system for exercising internal control through internal audit, inspection, as well as carrying out activities to harmonise them in order to ensure high-quality management of state resources based on the principles of legality, economy, efficiency, effectiveness, and transparency. Generally, the specificity of internal state financial control is determined by the specific features of its subjects. Firstly, they can be officials and structural units of all subjects of state power and public administration

exercising financial control of their activities; secondly, that part of the subjects of state and local government and administration that exercises financial control over the activities of other subjects of financial and economic regulation on behalf of the government.

For internal state financial control on all levels of the power hierarchy, the triad of main tasks through which its essence is manifested are as follows: identification of deviations from the established rules in the procedures for managing state financial flows and in the financial and economic activities of economic entities that initiate state financial flows; ensuring the elimination of the identified deviations by taking corrective actions based on the results of control and audit and expert-analytical measures by the relevant authorities or control objects (if this is within the competence of the control objects); analysis of factors, motives, and conditions giving rise to the possibility of these deviations, and the development of preventive measures to prevent them in the future (Slobodianyuk and Halas, 2020). The establishment of a modern system of state internal financial control requires taking into account the state's traditions in the field of public administration, state, and administrative-territorial structure and the process of its improvement, harmonisation with the general principles and priorities of financial and property policy, as well as with the process of reforms carried out in this area (Barna and Ruschysyn, 2020). At the same time, it should be considered that its main forms are sighting, observation, identification, licensing, examination, verification, revision, financial investigation, audit (Husejinović, 2019). It is advisable to group the assessment in the context of the types of control activities of monitoring, expert, inspection and audit.

Thus, under the internal financial control of the expenditures of budgetary institutions the authors of this study understand a set of actions and operations carried out by state and local authorities, as well as by specially created subdivisions of budgetary institutions with an audit of its activities in order to help ensure the legality, expediency, and effectiveness of the creation, distribution, and use of state financial resources. For a holistic view of the essence of financial control as a category, it is necessary to use a systematic approach. Outside the system, there is no management, therefore, there is no control.

### ***Development of recommendations for improving the financial control system***

Financial control extends not only to financial relations but also economic relations that are connected to them. The authors of this study agree that control activities that do not provide for the control of financial resources and relations that arise in the process of their circulation should not be called financial control. However, financial resources are not an object but a subject matter of control. From the authors' perspective, the object of financial control is a business entity (entities), which are influenced by the control actions of a certain type of activity. They can be public authorities and local governments, business entities, state funds, etc. (Bobrovska et al., 2020)

At the present stage of economic development of the Republic of Kazakhstan and its integration into the global economic space the establishment of market relations determine the changes in the paradigm of public sector entities management. Almost 56 thousand budgetary institutions of the Republic of Kazakhstan (14106 – managers

of budget funds for the state budget; 42139 – managers of budgetary funds for local budgets) are the direct objects of this reform. Such institutions operate at the expense of appropriations from the state and local budgets, which are irrevocably given to them and are provided for them by the relevant laws about the state budget and decisions of the sessions of the respective councils.

An important condition for the functioning of the national economy is the rational and effective use of budget funds allocated for the maintenance of non-production sectors. At the current stage, the particularly interesting fact is that the economic activity of budgetary organisations and institutions is becoming an important object of control. Depending on the sources of funds, the financial and economic activities of budgetary institutions should be divided into activities to meet statutory requirements (main) and activities to provide paid services. The financial and economic activity of budgetary institutions as business entities is characterised by a number of features that affect the construction of the accounting:

- budgetary institutions operate based on a state or communal form of ownership, which determines the procedure for acquiring equity capital as the basis for the start and further implementation of activities, alienation of property;
- budgetary institutions belong to non-profit organisations – the purpose of their activities is not to make a profit but to provide intangible services, which are not carriers of a material substance and do not come to the warehouse unlike finished products. There is no concept of a manufacturing defect, and obtaining a negative result can also be considered as a result;
- budgetary institutions in the process of providing intangible services carry out costs that differ in economic content from the costs of business entities. Expenses are government payments that are not refundable, which means payments that do not create or compensate for financial claims;
- budgetary institutions have a tendency to a constant lag in labour productivity in comparison with the subjects of material production. This situation occurs due to the very limited possibilities of replacing manual labour with technology in public services. Technical means can only expand the professional capabilities of such workers. Therefore, the production of services is characterised by high labour intensity and a large share of wage costs;
- budgetary institutions are not endowed with working capital. Their financial position is determined by the timeliness and completeness of the receipt of appropriations from the relevant budgets or the payment of bills in accordance with the assumed obligations.

Since economic activity unexceptionally encompasses all processes and operations, as well as economic assets and sources of their provision, which are used to ensure the provision of funds of a special fund, its recognition as an object of control is quite reasonable and logical. Financial and economic activity as an object of control in budgetary institutions should be viewed from the standpoint of a phenomenon that has specific connections, relationships and properties, which requires knowledge and adequate reflection in systemic accounting. In this case, the choice of the object area should be

determined by such factors as the objectivity of existence, compliance with time intervals (implementation period), the presence of a structured frame with a certain number of elements, a sufficient level of identification of constituent elements in the content of economic activities of budgetary organisations and institutions, as well as in the object of academic knowledge (accounting), the prospects for the development of financial and economic activities (as an object of control and as a subject of research), etc. Almost all accounting operations in large budgetary organisations are currently carried out using the appropriate software, which creates objective prerequisites for the application of new technologies and accounting for the achievements of such sciences as cybernetics, information theory, modelling, and systems analysis.

The main source of information about the object of financial control is accounting data for the financial and economic activities of a budgetary organisation. This system can act as an information source not only for external users (authorities and administration, controlling entities, etc.), but also for internal users. Moreover, the latter can quickly influence all processes occurring with the subject of management, since, according to researchers, more than 80% of all information generated in budgetary institutions belongs to accounting. In this context, accounting should ensure the return of communication in the system of managing the economic activities of budgetary organisations and institutions, generate information about its actual state in such a way that could be used to justify a more effective management decision without additional processing.

Economic activity is determined by statutory documents based on funds from the state or local budgets in accordance with the estimated income and expenses according to the codes of the economic classification of expenses. The activities of budgetary institutions for the provision of paid services are limited by the requirements of their established legislative list and have features when reflected in the accounting system. Recently, due to the chronic underfunding of the recipients of budgetary appropriations the volume of paid services of budgetary institutions has grown significantly. Specifically, budgetary institutions are actively developing rental, consulting and other operations, educational, medical and other services. All income received from this is reflected in the accounting not as revenue but as income of a special foundation. Generally, funds received from such activities should not be used for purposes that are supported by the budgetary appropriation. However, during the funding delay period the funds of the special foundation should be directed towards meeting the costs of the corresponding budget allocations. Unfortunately, this approach negates the management entities' interest in developing the system of paid services. It would be much more expedient to use the income received from the special foundation for the needs of solving social issues to improve working and rest conditions for personnel as well as solutions to production problems associated with the modernisation of material and technical support.

The objects of financial control include monetary relations arising from the provision and use of financial resources in material production and in the non-production sphere as well as in the financial system in general. This concept is also presented as extended reproduction of a socially necessary product; types of activity and phenomena and processes of economic life; the activity of economic systems that ensure the existence

and development of economic agents and society as a whole; legal entities and individuals whose activities are related to the use of public property; directly government and local government bodies, business entities, government funds, etc., as well as the operations they carry out with funds, tangible and intangible assets.

To a certain degree, business operations of budgetary institutions are related to the accounting of expenses. The expenses of these entities are in the centre of all and unite all types of activities. Until now, there have been different discussions inside the academic community on the delineation and identification of the concept of “expenses” in budget accounting. The issues of cash and accrual methods when accounting for expenses are relevant. The introduction of national accounting regulations (standards) and the implementation of measures provided for by the Strategy for the Modernisation of Accounting in the Public Sector leads to the emergence of new unresolved issues in terms of the economic essence as well as in the actual accounting of costs and expenses of budgetary institutions.

Within the regulatory framework, the interpretation of the essence of costs and expenses also causes a number of contradictions. In particular, according to Article 2 of the Budget Code of the Republic of Kazakhstan (Budget Code..., 2008), budget costs are defined as “...funds allocated on the implementation of programmes and activities provided for by the relevant budget. The budget expenditures do not include: debt repayment; granting loans from the budget; placement of budget funds on deposits; purchase of securities; return of taxes and fees (mandatory payments) and other budget revenues paid to the budget in excess, carrying out their budgetary reimbursement”, meanwhile budget expenses are “budget expenditures, granting loans from the budget, debt repayment and placement of budget funds on deposits, valuable papers”. Thus, the concept of costs is covered through the essence of expenses, and expenses, on the contrary, through costs.

Next, the authors clarify the essence of the costs of budgetary institutions in greater detail. Upon the conditions of a shortage of financial support, accounting for expenditures in budgetary institutions serves as the basis for achieving their rational use. For this, one should actively use all possible ways to control costs inherent in the accounting system as well as actively search for ways to optimise the named accounting object. Scientifically, attention is often paid to the study of categorical definitions and interpretations of the terms “costs” and “expenses” for this purpose. However, in general, the authors either identify these concepts or avoid using one of them. The most acceptable is the delimitation of both terms in accordance with their essence, the specifics of financial support for the functioning of budgetary institutions, expediency and economic logic.

## Conclusions

1. The economic classification of expenditures provides a clear delineation of expenditures according to the economic characteristics with a detailed distribution of funds according to their visual features. The economic classification of expenditures demobilises the use of funds according to their subject characteristics, which are wages, payroll, utility bills, all types of economic activities, payments

to the population and other categories. It provides an opportunity to highlight protected budget expenditures and provides a unified approach to all administrators and recipients funds. In our opinion, such a distribution provides a possibility for singling out protected budget items and providing a unified approach to planning and cost accounting by budgetary institutions.

2. There are capital expenditures (expenditures that are directed towards the acquisition of fixed capital (equipment and durable goods), fixed assets (including land, intangible assets, etc.), capital investments, capital repairs; to create state stocks and reserves; to acquisition of capital assets, gratuitous payments, compensation for losses associated with damage to fixed capital. Criteria (cost and time indicators) of capital expenditures are regulated by current legislation) code 3000 and current expenditures (expenditures that are directed towards the implementation of budget programmes and ensure the current functioning of budgetary institutions, research, development, activities and the provision of current transfers to the population and enterprises (institutions, organisations)) – code 2000. The budget includes institutions whose main activities are carried out in whole or partially due to appropriations from the budget based on cost sheets that are irrevocably provided to them and are stipulated by the relevant laws on the state budget and decisions of the sessions of the respective councils.

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