

## NEWS

OF THE NATIONAL ACADEMY OF SCIENCES OF THE REPUBLIC OF KAZAKHSTAN  
SERIES OF SOCIAL AND HUMAN SCIENCES

ISSN 2224-5294

<https://doi.org/10.32014/2019.2224-5294.57>

Volume 2, Number 324 (2019), 121 – 129

UDC 336.7

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## PROJECT MANAGEMENT IN THE PUBLIC FINANCE OF THE REPUBLIC OF KAZAKHSTAN

**Abstract:** The study of world and domestic experience in managing state and commercial projects shows the effectiveness of its application and necessitates the introduction and further development of this institution in other sectors of the economy and public relations.

The relevance of project management is due to new challenges to the state financial management system in Kazakhstan. In modern conditions, the ability of the executive office to implement planned projects and tasks and achieve goals in time and within established budgets becomes critical. Project management techniques are designed to mobilize and structure the organization's resources to achieve project objectives. For this, the article analyzes the theoretical foundations of the project and process activities, identifies their main features and differences. For the competent construction of project management, the principles of organization of project management systems are formulated and the areas in which design methods are most common are given.

**Keywords:** project, project management, finance, resources, process, management system, public administration, project office, project committee.

**Literature review** – The historical roots of project management are related to the works of management classics G. Gantt, A. Fayol, F. Taylor. Subsequently, the science of project management was developed in the works of foreign authors C. Gray, E. Larson, G. Ditzhelm, X. Reschke, X. Schelet, Martin P., Teit K., Galperina Z.M., Shapiro V.D., Kochetkov A.I. and others. Among the Russian scientists of project management are the works of A. Oinarov, D. Eshimova, A. Omar B. K. and others.

In the context of rapid globalization of the economy and all the processes that are occurring, both in the world and in our country, the Government of the Republic of Kazakhstan is actively introducing and using a program-target approach in state management, the essence of which is that the country's development strategy is now supported indicators, which, in turn, are transformed into a list of executable state programs covering all aspects of the life of society and the state as a whole. Each state program contains an interrelated list of major activities - projects. In order to achieve the goals set and in modern conditions it is more efficient to spend budget funds, it is necessary to introduce and use new management tools - project management.

The idea of mastering the management approach in Kazakhstan received the support of President N.A. Nazarbayev in May 1993 at the First Congress of Engineers of Kazakhstan. Addressing the representatives of the engineering corps of the republic, he stressed: "We would like to draw your attention to one important aspect of modern engineering education and activities. We mean that aspect of the organization of engineering work, which was called "project management" or "project management". Its feature and advantage is that it focuses on continuous tracking and engineering support of the entire investment cycle from the search for an idea to a profit"[1].

The role of project management in the formation of national innovation systems (NIS) is great. World practice shows that the creation of national innovation systems of the leading economies of the world has

always been preceded by the adoption of national standards for project management. And this is justified, since the process of the formation of NIS is the implementation of a large set of unique projects. Therefore, the absence of officially adopted Project Management Standards in Kazakhstan may cast doubt on the creation of an effective national innovation system. Moreover, attempts to implement innovations without applying Project Management standards lead to excessive enthusiasm for technology commercialization. As a result, project results, as a rule, are not achieved either in terms, in content or in value.

Today, in the course of implementing the Strategic Plan 2020 - the Kazakhstani path to leadership, the State Program of Forced Industrial-Innovative Development of the Republic of Kazakhstan and the "Business Road Map 2020" program practically all sectoral ministries and departments develop their own program documents.

In Kazakhstan companies and organizations one can more often hear the expressions "project management", "project management", "project management". Today it has become fashionable to transfer management in companies to the principles of project management. However, not everyone understands what «project management» means. First, you need to define the project itself.

A project is a temporary enterprise aimed at creating a unique product, service or result. At the same time, unique means not one of a kind, but different from other products according to certain characteristics. Based on this definition, it is clear that, firstly, the project has a beginning and completion, and secondly, the project involves creating something concrete as a result - whether it is an apartment renovation or a celebration of the event. Further, each project goes through four successive stages, or phases: initiation, planning, execution, and closure.

As noted Efremov VS in their statements, project management as a concept includes a set of methods, tools and techniques aimed at achieving the project goal while balancing between workload, resources (money, labor, time, materials), quality and risk [2].

This is how the project management of I. I. Mazur, V. D. Shapiro and N. G. Oldergogge is defined: "Project management is the methodology of organization, planning, management, coordination, labor, financial and material and technical resources throughout project cycle, aimed at the effective achievement of its goals through the application of modern methods, equipment and technology, management to achieve the results of the project in terms of the composition and scope of work, cost, time, quality and satisfaction of the project participants" [3].

In the work of P. Martin and K. Tate, the definition is more capacious: "Project management is a set of tools, technologies and knowledge, the use of which in your project helps to achieve the best results" [4].

Yu. I. Popov considers project management as the art of management and coordination of human and material resources throughout the project life cycle by applying modern management methods and information technologies to achieve the results defined in the project in terms of the composition and scope of work, their cost, terms and quality [5].

Project management (in English, "project management") - in accordance with the PMBOK definition, is the application of knowledge, skills, tools and methods to the project work to meet the requirements for the project [6]. This is the area of activity during which the project's clear objectives are determined and achieved while balancing between the scope of work, resources (such as money, labor, materials, energy, space, etc.), time, quality and risks. A key factor in the success of project management is the presence of a clear predetermined plan, minimization of risks and deviations from the plan, effective change management (as opposed to process, functional management, service level management).

As for neighboring countries, in the CIS, project management began to actively develop in various fields about 10-20 years ago. VN pounds highlights the main reasons for this lag:

- first, the information vacuum that existed in the CIS countries until the middle of the 1990s;
- secondly, caution and skepticism, which, as is customary, companies of these countries differ, with difficulty perceiving and introducing any innovations [7].

In their scientific publications Oynarov A.R. notes that in the current, not simple conditions for the development of the national economy under the influence of external factors, the special significance of a more rational and efficient use of budget funds allocated for the implementation of state projects and programs increases. This requires the use of effective methods for their implementation, which, of course,

includes project management. According to experts, in Kazakhstan the principles of project management today are poorly used in the management of programs and projects. The introduction of this system can increase the efficiency of the implementation of state programs by 20-30% [8].

**Methodology** – The application of the project management system at the state level is an impressive prospect for state effective management. The peculiarity of modern Kazakhstani state structures is a large amount of work, limited resources and deadlines for performing tasks, a strictly regulated activity, but no personal responsibility has been recorded. The project approach allows you to systematize the tasks, as well as assign personal responsibility for the result to managers.

Project management is a tool that will allow to introduce better structural changes in the economy of our country. In other words, project management should improve the efficiency of government agencies, and therefore, the effectiveness of the implementation of state programs. The traditional linear-functional scheme in the Republic of Kazakhstan implies that a plan of measures for its implementation is attached to each state program, these activities are distributed among the ministries, they are already distributed among the departments. Departments begin to fulfill them, as a result, the plan is fulfilled, and the program objectives are far from being achieved, and there is no person responsible for this. This is certainly a simplification, but the essence is preserved. The focus of the project approach is to achieve the goal.

Currently, a significant number of investment projects are being implemented in the Republic of Kazakhstan using Project Management, and a certain amount of experience has been accumulated. According to various project management methodologies (PMBOK, PRINCE2, DIN 69901, P2P, ST RK ISO-21500, etc.), as described by Eshimova A., Amanbaev E.A. and Kapysheva A.K., project management is implemented through five processes: initiation, planning, execution, monitoring and control, closure [9].

According to the International Corporation PMI (Project Management Institute), one of the directions of activity of which is to conduct research on the importance, value and place of project management in business, 70% of managers confirm the value of project management in achieving business results. Companies using standards, tools and methods of project management achieve their goals in 74% of projects, while companies that do not use project management methodology achieve goals only in 54% of projects [10].

When analyzing the results of projects, it can be concluded that the reasons for the failure of projects or their low efficiency are related to the insufficient determination of requirements (34%), 20% - lack of qualified personnel, 17% - poor risk management, 15% - not- sufficient monitoring of project activities; 14% - poor communication (Figure 1).

According to the data presented in Figure 1, it can be said that managing the cost of the project includes not only proper planning and budget allocation, but also entry into the budget framework at the end of the project. Reasonable allocation of these funds during the project, allows to achieve the goal and avoid the risk associated with a lack of money. One more important stage is connected with the analysis of project performance. The method of mastered volume allows you to see not only the efficiency of the use of invested funds, but also to predict the terms and costs, taking into account the rates that are characteristic of the current moment [11].

According to S. Prokofiev, it is extremely important for state bodies, whose scope of activity includes a large variety of functions, goals, and tasks, to determine where the boundary between project and process activities lies. Today, one of the most pressing problems is still not enough high efficiency of the authorities. Often, the work of employees of an authority is to perform an endless stream of various tasks and assignments. In this stream it is difficult to understand and understand what purpose this or that assignment belongs to. The main profit from the introduction of project management is to increase the likelihood of achieving goals and minimizing risks, a clear structuring of activities and budgetary effect, because the project approach helps to plan financial costs more accurately [12].

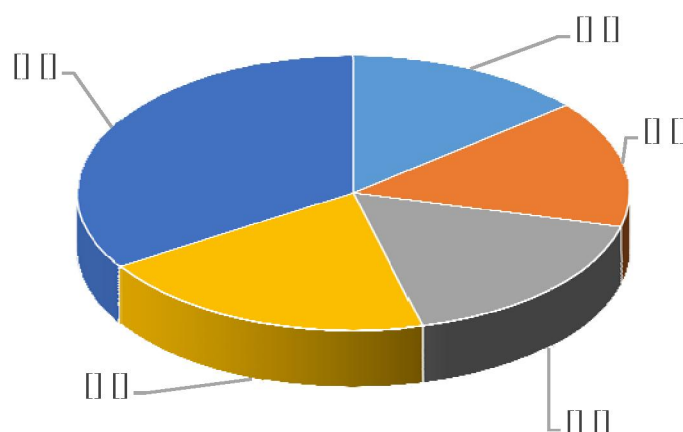


Figure 1 - The reasons for the low efficiency of projects

Note - Compiled by authors from the source: Official Project Management Institute.

Let us highlight the features of project management inherent in the public sector:

- 1) implementation of activities in a strict legal framework;
- 2) accountability to higher authorities;
- 3) financing of projects at the expense of budgetary resources;
- 4) public reporting and public scrutiny;
- 5) ambitious project goals;
- 6) the versatility, archivalism and scale of state projects;
- 7) focus on the social effect, rather than on obtaining benefits from investing funds.

Algiev S.K. in his research on the project management system in the state programs of the Republic of Kazakhstan, notes that the success of Kazakhstan projects of all sectors depends largely on the methods of project management, that is, management through projects. The competitiveness of Kazakhstan can be achieved by intensively introducing the best practices that in project management contribute to the implementation of certain special tasks within the existing structure of the enterprise or between different enterprises. That is, project management should be considered primarily as a convenient tool for the quick and effective implementation of certain tasks at all levels [13]. These beliefs are also shared by world business leaders, who define project management processes as an ideal mechanism for investors to organize customer service, banks and pension funds. Investment companies receive a risk management mechanism in investment periods, as well as transparency of tenders and costs, which is key for any business.

In the current, not simple conditions of development of the national economy under the influence of external factors, the special significance of a more rational and efficient use of budget funds allocated for the implementation of government projects and programs increases. This requires the use of effective methods for their implementation, which, of course, includes project management. According to experts, in Kazakhstan the principles of project management today are poorly used in the management of programs and projects. The introduction of this system can increase the efficiency of the implementation of state programs by 20-30%.

So, active training and implementation of project management today is going on in such large business structures as Kazakhstan Garysh Sapary, JSC BTA Bank, Alcatel LLP, KazMunayGaz JSC, KazMunayTeniz JSC, Trans Asia Construction LLP, Kazakhmys Corporation, SEC NK Saryarka, JSC Investment Fund of Kazakhstan, JSC PetroKazakhstan, JSC AK Altynalmas, Corporation VEK, JSC Kazakhtelecom, GSM Kazakhstan, KaR-Tel LLP, Center for Engineering and Technology Transfer, JSC New Age Technologies, National Center for Integrated Processing yrya RK et al.

**Results of a research** - As we see, the widespread use of project management in the business environment today is happening in all areas at a fairly rapid pace. Unfortunately, it should be noted that the introduction of modern management technologies in the socio-political sphere is not as fast as in business.



An example of successful use of the project approach in the implementation of social projects can be the projects “Internet monitoring of the implementation of the state social order” and the project “SIN-reducing information inequality”.

The peculiarity of the project “Internet monitoring of the implementation of the state social order in Kazakhstan” is that its stakeholders are, on the one hand, government bodies, on the other, non-governmental organizations, and on the third, representatives of various social groups of the country’s population. The large number and territorial distance of the executors of the state social order from the resource distribution center create a serious problem of adequate assessment of the effectiveness of the use of budgetary funds.

This project was initiated “under the formed team”, i.e. and the manager and team members are fairly well-known, both among NGOs and in the professional environment of project managers. The main customer of the project - the Ministry of Culture and Information of the Republic of Kazakhstan, in connection with the novelty of the topic and the workload of its specialists with operational work, did not intrude into the project implementation process. This ensured a high degree of autonomy in decision making by the project manager.

The project was managed using the ANSI PMI PMBOK Guide 3rd Edition Knowledge Base. Internet monitoring in the developed system is carried out on the basis of a web resource with network access. The system ensures openness and transparency of the use of state budget funds allocated for the implementation of socially significant projects. At the same time, the rating assessment of the activities of NGOs in the implementation of projects is automatically determined. At the same time, a database and a grant history of NGOs participating in the implementation of the state order are being formed [14].

The effectiveness of the use of the project approach in the work of state structures was demonstrated by the changes that occurred in the General Prosecutor’s Office of the Republic of Kazakhstan (GP RK). The project office has developed a program of changes for the prosecutor’s office of Kazakhstan “The Prosecutor’s Office for the People”. Its implementation implied three stages: we began work with analyzing the problems and identifying their causes, continued with the development and implementation of projects, and at the third stage we evaluated the results and the sustainability of the program. After systematization of problems, 52 tasks were divided into ten projects, each of which was assigned a curator from among the staff of the department, a manager, a general manager, a manager, and a regional manager. Thus, responsibility for the project results was personalized.

The objectives of the program are met through the implementation of four key areas: the formation of a new organizational culture, the improvement of processes and the introduction of a service approach, the improvement of technology and the creation of a system of continuous improvement.

The visible result of the changes is electronic criminal cases. Recall that the electronic format allows you to avoid falsifications and losses of criminal cases, to speed up the investigation; process participants can see online at what stage their case is; in the event of complaints about the actions of the investigator, the prosecutor can check his actions online. Projects of the State Enterprise of the Republic of Kazakhstan were highly appreciated by project management professionals: five of them were awarded at the Project Olympus project management professional competition in the public sector (conducted by the analytical center under the Russian government). These projects are: “10 measures to reduce the prison population”, “The Prosecutor’s Office. Smart management”, “Zandylyk”, “Kazakhstan without domestic violence”, “To the prosecutor’s office - the best personnel”.

The experience of the Prosecutor General’s Office has shown that Kazakhstan’s state structures have the potential in the field of project management. In the summer of 2017, the “Project Management Regulations in the Government of the Republic of Kazakhstan” was adopted. The reason for looking at project management and starting its large-scale use was the strategic task set by the president, declaring the Third Modernization: to go out ahead of the development trajectory, rather than catch up. The goal is to ensure annual GDP growth rates of 5.5% by 2025 (according to the Strategic Development Plan of Kazakhstan until 2025, which Nursultan Nazarbayev signed in early 2018, the republic needs to achieve an average annual GDP growth rate of 20% by 2025). Recall, according to the updated socio-economic development forecast for 2018–2022, GDP growth in 2018 is expected to be 3.8%. Project management should ensure the achievement of the desired indicator.

For project management, 12 areas were selected that cover industries that provide 80% of GDP in terms of value. The focus is on the development of the agro-industrial complex, trade, the fuel and energy complex, transport and logistics, education, health, the development of mass entrepreneurship and productive employment, digitalization and technological renewal of economic sectors, financial sustainability, tourism and basic industrialization. Eight of these areas are industry-specific, and four are cross-cutting: mass entrepreneurship, productive employment, digitalization and technological renewal, financial sustainability [15].

Also an effective example are projects in the field of public procurement - Esep 2, FUPF, IBE, Code, General Ledger, which allow you to effectively solve the daily routine tasks of civil servants.

CEC JSC provides its customers with services for developing high-load Internet services and applications, technical support for users, system-technical administration of software and hardware for data centers, consulting in the field of informatization of state (public), personal and commercial finance, training in public procurement and finance, IT project management.

More than 250 thousand Kazakhstani users daily solve their tasks by means of information systems developed and managed by CEC LLP. So, as of January 1, 2018 on the new platform:

- 20 670 customers and 107 039 suppliers were registered;
- placed annual plans for public procurement in the amount of 3 367.7 billion tenge;
- concluded electronic contracts in the amount of 1 309.1 billion tenge;
- savings increased, if for the whole 2017, the savings amounted to 51.6 billion tenge, for the same period in 2015 - 59.2 billion tenge, then for 2017 the savings amounted to more than 127 billion tenge, which is 2.5 times more.

Table 1 – Indicators of public procurement for the period from 2015-2017

Period	Number of users	Number of suppliers	Number of purchases made on the web portal	Amount of purchases made on the web portal (in billion tenge)
2015	230 180	181 728	1 912 592	1 367,2
2016	270 023	214 055	1846 773	2 367,7
2017	127 709	107 039	3 611 731	1 930,1
Note - Compiled by authors on the basis of the source: Strategic Plan of the Ministry of Finance of the Republic of Kazakhstan for 2017-2021				

Automation of public procurement is one of the most effective tools to save budgetary funds and eliminate the causes of unjustified restraint of the public procurement process.

The activity of the Unified Government Procurement Organizer is aimed at further improving the efficiency and transparency of the public procurement system and reducing the corruption potential when choosing a winning supplier, by increasing mutual control between customers and the single procurement organizer and eliminating the risks associated with the lack of professionalism of tender and auction commissions when choosing a winning supplier expressed in insufficient legal and technical competence and the emergence of a hidden legal monopoly individuals with state participation in public procurement, as well as budget savings, ensuring fair competition among suppliers [16].

To make sure that project management at the state level in the Republic of Kazakhstan is really a change of substance, not of form, only the specific results of its implementation will help, and in addressing the identified pain points. GDP growth is a fairly abstract statistical indicator for the general public that is indirectly related to real life - Kazakhstan's GDP grows year on year, while the level of real incomes falls. Only a public demonstration of more specific goals, whose influence on people's lives is obvious, as well as a demonstration of how these goals are achieved or not achieved and who is responsible for this, will show that the approaches to public administration are indeed changing.

**Conclusions** - Historically, it has been proven that raising a society or a state to a qualitatively new level of development requires not only finding out the causes of acute problems in society, but also implementing ways and means to overcome them. To implement the strategic goals and objectives set by the President of our country – N. A. Nazarbayev, it is necessary to introduce in our practice the most

positive international experience in the modernization of economic systems, technological innovation, methods of management and regulation of socio-economic processes.

The public sector is undergoing significant changes. The situation in the world, as well as within a single country, is changing at a tremendous rate: the goals are set more and more ambitious, and the tasks are getting bigger and bigger, and the budgets are getting smaller. At the same time, the priorities of society are shifting: consumers of public services demand results, quality, speed. Moreover, today's society is not an indifferent, faceless mass of consumers. Citizens not only actively participate in the discussion of existing problems, but also take active steps. One example of this is public-private partnership in the form of a private financial initiative. Knowing about the shortage of places in kindergartens, an entrepreneur who owns a kindergarten or just a building can lease it to the state. The result is affordable services for the population, income for the entrepreneur, and a function of the state.

The introduction of project management is not just a tool for successful implementation of state investment projects, it is one of the tools for developing the country's economy, its competitiveness on the world stage, improving the quality of life of the population, and also a tool for changing outdated bureaucratic closed thinking. Project management is a new, team, collaborative way of interaction.

As we see, Kazakhstan is taking the first steps towards the formation of a national model of the Republic of Moldova, following the global trend of development of the original models and standards of the Republic of Moldova for individual countries and regions of the world [17]. The basis of the Kazakhstan model of the Republic of Moldova should be based on a number of postulates and restrictions:

- the degree of integration of the RM model with other national and international models is determined by the level of international economic cooperation; Western person-centered socialization system and culture are not so ideal in their historical manifestations to claim universal applicability without deep adaptation to the socio-cultural characteristics of other nations and ethnic groups; in this context, the priority for the Kazakhstan model of the Republic of Moldova is its compliance with the direction of development of the Eurasian Project Management Center, since the IPMA and PMI standards could not become the conceptual basis of the national standard of the Russian Federation [18];

- in these conditions it is senseless and harmful for the national economy to demand from Kazakhstani small and medium business enterprises a general transition to the Republic of Moldova, general certification according to ISO 21500 "Guide to project management" (and, in the long term, according to the standards of the Republic of Moldova "Program and Portfolio Management" and "Risk Management");

- the Kazakhstan model of the RM must necessarily contain the requirement of system goal-setting: in whose interests and for the sake of which projects are executed; The objectives of a business organization's project cannot be limited solely to the economic efficiency of a specific project - it is necessary to have them systemically linked, both with other projects of the organization, and with projects of larger scale, state ones with social and political effectiveness.

Summarizing the above, we note the main thing that project management in the public sector is:

- first, regular monitoring. Due to the fact that at the planning stage, all the requirements of the customer, the content of the project, its schedule, cost, risks, it becomes easier to achieve results, as well as to monitor the achievement of these results;

- secondly, the coordination of the parties. In project management, teamwork and the interaction of various stakeholders are important. The task of the project manager, on the one hand, is to ensure the interaction of the parties within the public sector, on the other hand, to build productive state relations with the private sector;

- thirdly, project management is aimed at achieving a quality result taking into account time constraints, cost and content of the project (the so-called project management triangle, where a change in one of the restrictions entails the inevitable change of another restriction). Therefore, the application of project management assumes that projects in the public sector can be implemented qualitatively, on time and in accordance with the budget allocated for it [19].

Problems of the functioning and development of the public sector as a whole, an important component of which is the health care sector, are revealed in the works of many well-known foreign researchers [20]. Thus, in general, the idea of implementing project management in the public sector, planned for implementation with the involvement of the expert potential of the staff of the project office of

the Kazakhstan Public-Private Partnership Center, seems not only promising, but also urgent. However, taking into account the lessons learned from the world experience of implementing project management in government agencies, it is necessary to take into account that successful implementation of project management requires strong political will and public support, orientation to specific problems of citizens, as well as adaptation to local peculiarities while borrowing experience from other countries.

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### **ҚАЗАҚСТАН РЕСПУБЛИКАСЫНЫҢ МЕМЛЕКЕТТІК ҚАРЖЫЛАРЫНДАҒЫ ЖОБАЛАУ БАСҚАРМАСЫ**

**Аннотация.** Мемлекеттік және коммерциялық жобаларды басқарудың әлемдік және отандық тәжірибесін зерделеу оны қолданудың тиімділігін көрсетеді және осы институтты экономиканың және қоғамдық қатынастардың басқа салаларына енгізу мен одан әрі дамыту қажеттілігін негіздейді.

Жобалық басқарудың өзектілігі Қазақстандағы қаржыны мемлекеттік басқару жүйесіне жаңа сын-қатерлерге негізделген. Қазіргі жағдайда атқарушы аппараттың жоспарланған жобалар мен міндеттерді іске асыру және белгіленген бюджеттер шеңберінде қойылған мақсаттарға қол жеткізу қабілеті өте маңызды болып табылады. Жобалық басқару әдістері жобаның мақсаттарына қол жеткізу үшін ұйымның ресурстарын жұмылдыруға және құрылымдауға арналған. Бұл үшін мақалада жобалау және процесс қызметінің теориялық негіздері талданып, олардың негізгі ерекшеліктері мен айырмашылықтары анықталды. Жобалық басқаруды сауатты құру үшін жобалық басқару жүйесін ұйымдастыру принциптері тұжырымдалған және жобалық әдістер кенінен таралған салалар келтірілген.

**Түйін сөздер:** жоба, жобалық басқару, қаржы, ресурстар, процесс, басқару жүйесі, мемлекеттік басқару, жобалық кеңсе, жобалық комитет.

УДК 336.7.

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### **ПРОЕКТНОЕ УПРАВЛЕНИЕ В ГОСУДАРСТВЕННЫХ ФИНАНСАХ РЕСПУБЛИКИ КАЗАХСТАН**

**Аннотация.** Изучение мирового и отечественного опыта управления государственными и коммерческими проектами показывает эффективность его применения и обуславливает необходимость внедрения и дальнейшего развития данного института в другие сферы экономики и общественных отношений.

Актуальность проектного управления обусловлена новыми вызовами к системе государственного управления финансами в Казахстане. В современных условиях критически важной становится способность исполнительного аппарата реализовать запланированные проекты и задачи и достичь поставленных целей в срок и в рамках установленных бюджетов. Методы проектного управления призваны мобилизовать и структурировать ресурсы организации на достижение целей проектов. Для этого в статье проанализированы теоретические основы проектной и процессной деятельности, определены основные их особенности и отличия. Для грамотного построения проектного управления сформулированы принципы организации систем проектного управления и приведены сферы, в которых проектные методы наиболее распространены.

**Ключевые слова:** проект, проектное управление, финансы, ресурсы, процесс, система управления, государственное управление, проектный офис, проектный комитет.

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