

## NEWS

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**FOREIGN EXPERIENCE OF DEVELOPMENT  
OF THE PUBLIC-PRIVATE PARTNERSHIP AND THE  
POSSIBILITIES OF ITS APPLICATION IN KAZAKHSTAN**

**Abstract.** The current trends in the development of the economy demonstrate the intensification of relations between the state and private business, and, as a result the influence of the private sector on the world economy is expanding. The constructive interaction between business and government institutions is becoming an essential condition for the development of modern market structures and relations. In this regard, the study of the formation and development of partnership institutions and the systematization of foreign experience is of high importance while developing the projects using the tools of public-private partnerships (PPP).

The purpose of the article is to study the main trends of PPP development in foreign countries and the formation of ideas on the possibilities of its use in Kazakhstan. The study in terms of the use of PPP tools in the implementation of socially and economically significant projects in developed and developing countries revealed the characteristics of the development of PPP in these groups of countries. The results of a detailed analysis of two large PPP projects in Bangkok and Manila revealed the key points of their successful implementation, which in the first case consisted in sharing the risks between a large number of private sector entities and the state, in the second, in attracting private operators to create artificial competition monopolies under state control. It was concluded that the considered practices of PPP tools using are fully applicable in Kazakhstan if some institutional issues that highlighted in the article are solved.

**Key words:** public-private partnership, international experience, projects, investments.

**Introduction.** The public-private partnership (PPP) is a relatively new practice on improving the social and economic situation in society. If earlier it was considered that a State was responsible for provision of social benefits as profit from this benefits use, as rule, was of public, but not economic character, the last quarter of XXI revealed a way to attract the private capital for the same goals. As business has more experience in competitive medium existence, its managing methods are distinguished by more efficiency and profitability than the state management methods. Especially this relates to post-Soviet countries as in the times of the USSR the state not ruled according to market laws could not improve the management methods to the extent that could be achieved by market agents. The result is that the government share in economics in these countries is higher, but the efficiency of the projects functioning under the government management is lower. All this generates interest in attracting business to manage the socially important projects, and PPP is one of the most popular forms of this attraction.

**Methods.** The research methodology is based on attracting the integrated approach and dialectical principles that could reveal the essential features of the investigated processes, the forms of its appearance, highlight the inherent contradictions, and determine the tendencies of its development. The research also uses the methods of logical, comparative, and statistical analysis.

**Results and discussion.** According to the definition given by the National Chamber of Entrepreneurs of RK “Atameken”, the public-private partnership (PPP) is a form of joint work of public and private sector [1]. As a rule, the PPP is typical for sectors traditionally considered as the zones of the governmental responsibility for balanced distribution of risks, expenses, and profits. The PPP goal in this

case is increase of accessibility level and quality of public benefits and services through strengthening of cooperation between the public and private sector.

The PPP tasks are:

- Involvement of the private sector into the public resources management;
- Decrease of budget load;
- Attraction of investments;
- Improvement of interaction model between the government and business [2].

The PPP is used almost all over the world – in developed and developing countries. A lot of countries of the world and integration unions have functioning international institutes of PPP development, among them are:

- European Public-Private Expertise Centre;
- The National Council for Public-Private Partnerships;

In addition, there are more widely specialized institutes that promote the PPP practice:

- International Bank for Reconstruction and Development (IBRD);
- European Bank for Reconstruction and Development (EBRD);
- Islamic Development Bank (IDB);
- International Development Association (IDA).

In the world, the PPP practices are widespread in socially important fields: poverty reduction, development of technologies, energy, transport, healthcare, education, waste disposal [3].

One of the first countries adopted the PPP practice was Great Britain that, in 1992, established the Private finance initiative that provided the concession agreements for regional development, construction of schools, hospitals, roads [4].

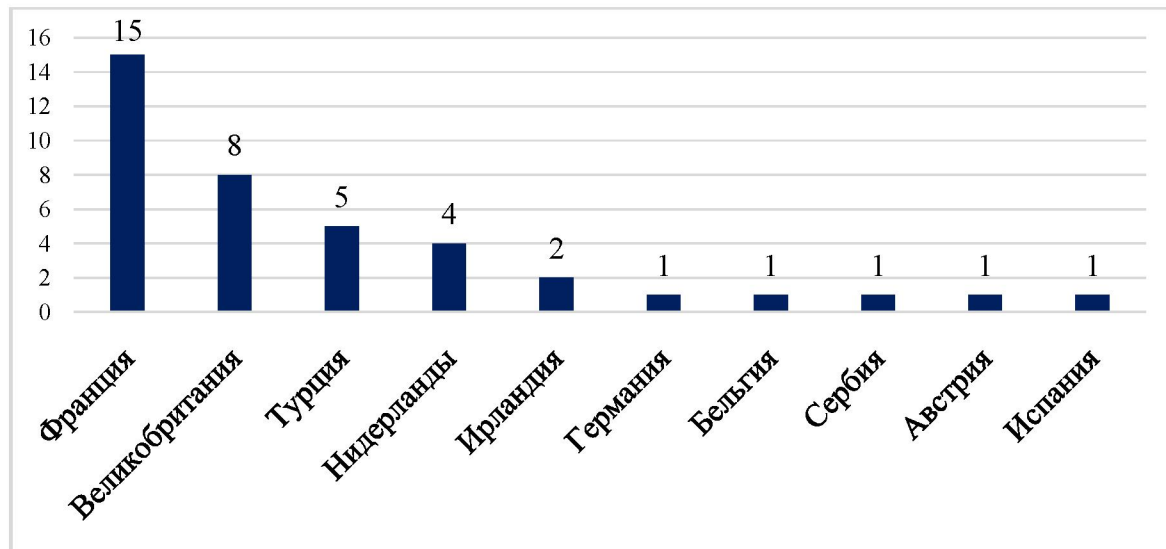
Nevertheless, the application of the initiative was limited until 1997 due to distrust to business in socially important fields of activity. However, the program showed its best ability and limits were removed. Later, in 2012 the second program named PF2 was adopted; it was a logical continuation of the first one. The common scheme for both initiatives is that the private sector designs, constructs, finances and exploits the assets according to specifications given by the government – most often it constructs large public facilities and then exploits them during a definite period.

Under PF2 several projects related to the development of public infrastructure were implemented: construction of schools in Reading, Hertfordshire, Luton, Midland, Yorkshire; construction of a hospital in Midland. Until 2012, about 80 contracts were concluded every year that allowed saving up to 17% of budget funds [5].

However, in 2019 it was announced that PF2 would not be used any more new contracts that will be concluded using other schemes. These schemes were divided into several types according to the UN methodology:

- Build-Own-Operate – a business-partner constructs and uses volumes or render services without transfer of property to the State.
- Build-Operate-Transfer – a business-partner constructs a facility for goals agreed with the government and then uses it during a definite period of time, and then transfers to the State.
- Buy-Build-Operate – the government sales the available facility to a business-partner that renews and enlarges it, and then operates effectively.
- Design-Build-Operate – a business-partner designs, creates and uses governmental facilities with ownership right in the public sector.
- Build-Develop-Operate – a business-partner on leases or purchases a facility owned by the government, renews or modernizes it, and then operates by agreement [6].

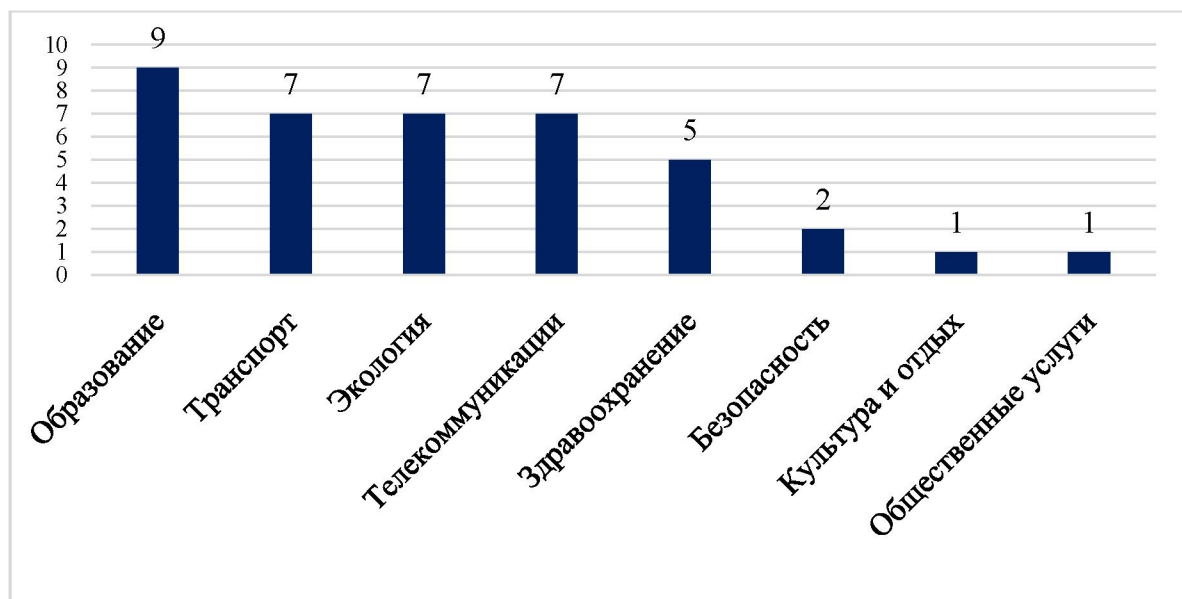
In addition to the Great Britain, the positive experience of the PPP use has Turkey, France, and Netherlands. In 2018, France outperformed the Great Britain by the number of PPP projects (Figure 1).



Note – source [7].

Figure 1 – Number of PPP projects by countries in 2018

In sectorial structure of projects the domineering are educational, ecological, transport projects (Figure 2). The interest is also noted to development of telecommunications and health care.



Note – source [7].

Figure 2 – number of projects by sectors in 2018 (units)

The indicative is investigation of several PPP cases in the world.

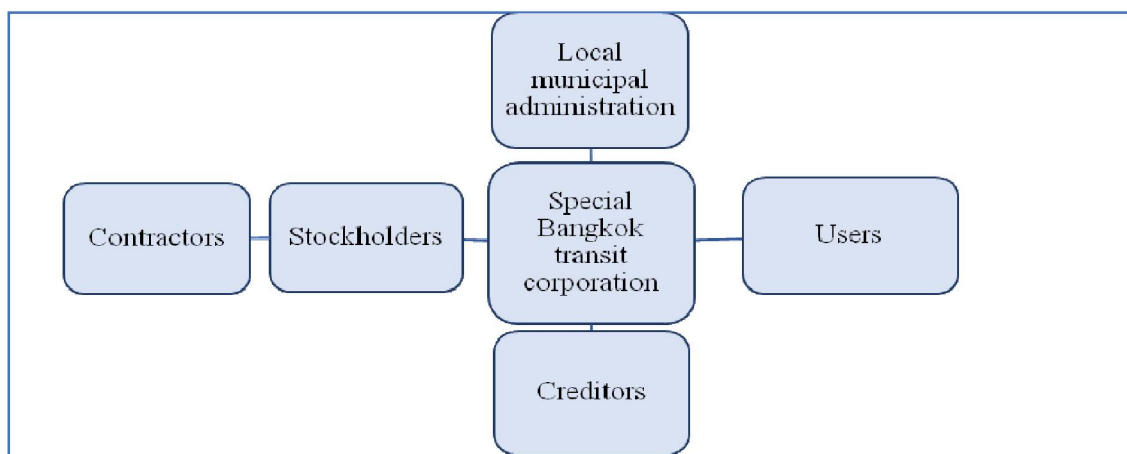
**Case #1 – Creation of SkyTrain system in Bangkok.** Bangkok, the capital of Thailand, has gained significant number of problems related to overload of streets with public and private transport. This overload generated the problems with urban logistics and urban air contamination. Several conducted researches resulted in the recommendation to construct a rail transit system for the city. Such system would allow for simultaneous decrease of private transport amount and develop the suburbs [8].

Basing on this recommendation, the government decided to elaborate 30-years PPP plan under the model “Build-Operate-Transfer” to create this system. It was assumed to fund the project from the

governmental budget and by loaned funds at the ratio 1:2. The project was credited by the international and local banks. There were three main principles of the project funding:

1. The main part of loaned funds is given by local banks to protect the project against political interference and decrease the currency risks.
2. Establishment of consortium sharing the risks to ensure timely and qualitative implementation of the project.
3. Adaptation of the financial flows stipulating the subsidiary loans to consider high risks of the project at the early stage.

The cooperation structure is shown in Figure 3.



Note – source [8].

Figure 3 – A scheme of PPP cooperation in Bangkok

In the center of the scheme is the corporation established especially for this project. The government concludes with it a concession contract allowing creating the rail transit system. After that the corporation attracts the funds – it conclude contracts with creditors and stockholders. The stockholders in this case were the companies on the infrastructure development. After that, through the stockholders, the corporation attracts contractors to implement the project. When the construction is finished, the corporation operates the transit system and interacts with users on the right of service rendering gaining income during 30 years.

The Corporation was to develop, finance, construct and operate the transit system ensuring proper quality of service, and the municipal administration granted the right to operate the public good and provided the corresponding engineering infrastructure during the construction.

As a result the project can be considered as successful in view of goals achievement: the urban transport traffic decreased, in-city logistics became easier, and the project needed only 9 years to transfer from the initial stage to the commercial operation.

This case can be considered as an example in view of risks distribution at implementing large socially important project: the distribution of risks among a lot of private investors allowed implementing the large project the financing of which at the governmental level was too risky.

**Case #2 - Water supply and water disposal in Manila.** The urban population of Manila suffered from insufficient water supply and water disposal due to urban infrastructure worn-out, and illegal cuts-in to the water supply system. In addition, only 8% of urban citizens had access to central drain system [9].

The base of the governmental strategy to solve this issue was privatization of the urban water supply and disposal system using PPP mechanisms. It was decided to divide the urban infrastructure into two separate zones of concessions. Such division allowed comparing the effectiveness of the work of two companies with which the concession contracts were concluded to introduce competition in the field of traditional natural monopolies. Such approach had some disadvantages: complication of infrastructure managing processes, necessity to coordinate activities between two companies.



Under the contract conditions, two private operators selected on the competitive base were responsible for water supply and water disposal at the corresponding zones. They had a right to gain income from its activity, but were to incur expenses of the operation, invest into the systems development and pay a special governmental tax. They were also to meet the requirements of the system parameters on pressure and purity of water, time of constant access and population coverage. The service costs were set by a special body consisted of the private companies-operators and government officials.

To avoid speculations and overstatement of real values to meet the standards of the concession agreement there were constant unplanned inspections by a governmental body with participation of the opponent-operator officials interested in transfer of responsible zones if the competitor fails its work.

As a result, from 1999 to 2011 round-the-clock access to pure water was available for 99% of the controlled zones population comparing to initial value of 26% [9].

The experience of this case allows stating that the attraction of private operators for creation of artificial competition in the field of natural monopoly under governmental control can improve significantly the effectiveness of the engineering infrastructure operation even at poorly developed countries.

Kazakhstan is also interested in adopting the public-private partnership practices. In 2015, Kazakhstan adopted the Law “On public-private partnership”. It establishes the tasks and principles of PPP in the Republic of Kazakhstan, fields of its application, responsibilities of parties, and ways of PPP implementation, methods and rights of the government for PPP regulation. The separate article of the law regulates the PPP issues in the field of innovations, e-procurement system, and PPE [10].

There is the operating Kazakhstan Centre for public-private partnership. It functions as the analytical and expert Centre to develop PPP in RK. The Centre conducts researches, expertise and estimations of investment projects implementation under the PPP model [11].

In Kazakhstan there are two PPP models: contractual and institutional. Under the contractual model the PPP conditions are regulated by a specific contract having several types, among them are:

- Under the leasing contract the governmental property is leased with further purchase (for example, the projects of “Kazagro” National Holding).
- The life cycle contract is concluded for development, implementation and financing of projects with its accompaniment during the life cycle of goods (for example, the projects of “KTJ” National Company).
- The concession contract implies the transfer of rights on operation of governmental infrastructure facilities, enterprises and other to the private sector on mutually beneficial terms.
- The R&D Contracts are concluded for implementation of scientific, scientific-research, and scientific-technical projects.
- The service contracts are concluded for service and modernization of equipment at facilities of public and industrial infrastructure belonged to the government (for example, service contract for municipal hospitals).
- The contracts for trust administration of governmental property allow transferring the management of some governmental property facilities to the private sector under specified conditions.
- Leasing of governmental property under the PPP is similar to leasing contracts terms, but without right of repurchase.

Under the institutional PPP, a joint enterprise with participation of the government and private sector is created. This kind of joint enterprise provides an alternative to capitalization of quasi-public sector with further withdraw of government partner from the project.

The information mentioned above shows that Kazakhstan regulation stipulates different forms of the public-private partnership.

As of 2017 the number of PPP projects, during the whole period of this practice in Kazakhstan, is 239. Table 1 shows its amount per cities.

Table 1 – Number of PPP projects per cities of RK until 2017 (unit)

City	Number of projects
Shymkent	74
Almaty	50
Aktayu	45
Pavlodar	23
Kostanay	18
Petropavlovsk	18
Nur-Sultan	13
Aktobe	13
Karaganda	12
Ust-Kamenogorsk	8
Taldykorgan	7
Taraz	6
Kyzylorda	6
Kokshetayu	5
Uralsk	4
Atyrau	2

Note – compiled basing on source [1].

The Ministry of the National Economics of RK, in its turn, provides the following data for 2019:

- Concluded agreements: 514 to the amount of 1762 billion tenge;
- Placed in operation: 361 facilities to the amount of 605,6 billion tenge;
- At the construction stage: 181 facilities to the amount of 878,1 billion tenge [12].

It is impossible to analyze in details the Kazakhstan experience in the field of PPP as the government does not gather statistics systematically for this issue.

**Conclusion.** The conducted research allowed concluding the following:

1. The PPP practices are used worldwide – in developed and developing countries. The developed countries, as a rule, conclude the agreements with local business, and the developing countries usually use the services of the international organizations.

2. The PPP practices showed its most effectiveness when the market rules of projects implementation are applied to public life in situations that could not operate under other terms releasing by this these fields from the problems inherent to the governmental management.

3. Kazakhstan already has the prepared base for the PPP application, and there are even several hundred implemented projects, i.e. it is possible to state on availability of the PPP in Kazakhstan. However, there is a range of problems that should be solved to enhance the PPP effectiveness:

1) As in Kazakhstan the largest share in the economics belongs to the government, the centralized, common strategy of the PPP development and application is needed. This will allow using the positive sides of the governmental management – namely the access to resource at governmental level, ability to coordinate the projects in different regions to achieve the synergetic effect.

2) This generates another necessity – development of institutes. Despite the availability of the legislative base the development of informal institutes is also necessary – culture of entrepreneurship and business, creation of market society of business-representatives having experience on using the advanced business models. Otherwise the business management methods will not differ from the governmental on its effectiveness.

3) The partial decentralization of the PPP agreements conclusion process will facilitate significantly the processes of the PPP agreements conclusion: this will allow the governing bodies to conclude the PPP contracts, for instance, to a definite amount without necessity of its approval on governmental level. Leave the centralized control under this process to avoid the growth of shadow economy.

4) Provision of governmental guarantees to private sector if the PPP projects implementation is successful.

5) Use of market rules of functioning in the fields of natural monopolies by example of Manila – this will allow generating the controlled competition benefited by consumers.

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### **МЕМЛЕКЕТТІК-ЖЕКЕ ӘРІПТЕСТІКТІ ДАМУТUDЫҢ ШЕТ ЕЛДІК ТӘЖІРИБЕСІ ЖӘНЕ ОНЫ ҚАЗАҚСТАНДА ПАЙДАЛАНУ МҮМКІНДІКТЕРІ**

**Аннотация.** Экономика дамуының заманауи үрдістері көрсеткендей, қазіргі уақытта мемлекет пен жеке бизнес қатынастарының белсенденуі байқалады, нәтижесінде жеке сектордың әлемдік экономикаға ықпалы арта түсуде. Бизнес пен мемлекеттік институттардың конструктивтік өзара әрекет етуі заманауи нарықтық құрылымдар мен қатынастарды дамытудың міндетті шартына айналады. Осы орайда әріптестік институттарының құрылуы мен дамуын зерттеу және шет елдік тәжірибені жүйелеу мемлекеттік-жеке әріптестік (МЖӨ) құралдарын қолданатын жобаларды әзірлеуде маңызы жоғары.

Мақаланың мақсаты – шет елдердегі МЖӨ дамуының негізгі үрдістерін зерттеу және оларды Қазақстанда қолдану мүмкіндіктері бойынша ұйғарымдар қалыптастыру болып табылады. Мақалада дамыған және дамушы елдердегі әлеуметтік-экономикалық маңызы бар жобаларды іске асыруда МЖӨ құралдарын қолдануын зерттелген, оның нәтижесінде осы елдер топтарындағы МЖӨ дамуының ерекшеліктері бөліп көрсетілген. Манила және Бангкоктағы екі ірі МЖӨ жобаларына жүргізілген жете талдау олардың сәтті жүзеге асуының маңызды сәттерін анықтауға септігін тигізді. Олар бірінші жобада жеке сектордың көптеген субъектілері мен мемлекет арасында тәкекелдерді бөлістіру тәсілінде болса, екінші жағдайда мемлекет бақылауымен табиғи монополиялар сферасында жалған бәсекелестік орнату мақсатында жеке операторларды тартуда жатыр. МЖӨ құралдарын қолданудың қарастырылған тәжірибесін Қазақстанда да қолдануға болатындығы туралы қорытынды жасалған, алайда ол үшін мақалада көрсетілген бірқатар институционалдық мәселелерді шешу қажеттігі көрсетілген.

**Түйін сөздер:** мемлекеттік-жеке әріптестік, шет ел тәжірибесі, жобалар, инвестициялар.

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### **ЗАРУБЕЖНЫЙ ОПЫТ РАЗВИТИЯ ГОСУДАРСТВЕННО-ЧАСТНОГО ПАРТНЕРСТВА И ВОЗМОЖНОСТИ ЕГО ПРИМЕНЕНИЯ В КАЗАХСТАНЕ**

**Аннотация.** Как демонстрируют современные тенденции развития экономики, в настоящее время происходит активизация отношений государства и частного бизнеса, в результате чего расширяется влияние частного сектора на мировую экономику. Конструктивное взаимодействие бизнеса и государственных институтов становится неотъемлемым условием развития современных рыночных структур и отношений. В этой связи исследование становления и развития институтов партнерства и систематизация зарубежного опыта имеет высокую значимость при разработке проектов с использованием инструментов государственно-частного партнерства (ГЧП).

Цель статьи - исследование основных тенденций развития ГЧП в зарубежных странах и формирование представлений о возможностях его использования в Казахстане. Проведенное в статье исследование в части применения инструментов ГЧП в реализации социально-экономически значимых проектах в развитых и развивающихся странах позволило выявить особенности развития ГЧП в этих группах стран. Результаты детального анализа двух крупных проектов ГЧП Бангкока и Манилы позволили выявить ключевые моменты их успешной реализации, которые заключались в первом случае в распределении рисков между большим количеством субъектов частного сектора и государством, во втором – в привлечении частных операторов для создания искусственной конкуренции в сфере естественной монополии под контролем государства. Сделан вывод, что рассмотренные практики использования инструментов ГЧП вполне применимы в Казахстане с условием решения некоторых институциональных вопросов, которые были выделены в статье.

**Ключевые слова:** государственно-частное партнерство, зарубежный опыт, проекты, инвестиции.

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