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EDUCATIONAL PUBLIC-PRIVATE PARTNERSHIP: FACTORS, TERMS AND PROSPECTS

Abstract. In terms of formation of a knowledge-based society, of an innovative economy development, the importance of education sector for the socio-economic development of the country significantly increases. The role in the modern society of the education sector is determined by the fact that competencies are formed in it, knowledge is created and disseminated - the key resources of modern society. The effectiveness of education sector functioning increasingly determines the success of socio-economic development.

The concept of public-private partnership (PPP) has proven effective in applying its principles in such a socially significant sphere of the economy as education. Therefore, one of the priority tasks of the development of national education is to create conditions for formation of an effective partnership mechanism between representatives of business structures and educational institutions while providing economic support to educational institutions, managing the content of the educational process, as well as in terms of research activities.

The relevance of this issue for the domestic economy is also due to the fact that in a crisis, the distinguishing features of which are financial and economic instability and insufficient budget funds attracted for the implementation of socially significant projects and programs, there is a need to form motivational incentives and create opportunities to attract extra-budgetary sources of financing, as well as other resources of the private sector.

The article is devoted to the study of the advantages and disadvantages of PPPs, the search for mechanisms of business structures interaction with educational institutions and the state, adequate to modern conditions, as well as the preparation of recommendations on the trends and prospects for the development of this cooperation in the education sector.

Key words: public-private partnership, education sector, entrepreneurship, projects, budget funds, private-sector finance.

Introduction. As socio-economic relations become more complicated, the state as a regulator of social relations, including legal, economic and others, is increasingly faced with problems the solution of which requires the involvement of substantial financial, managerial and human resources. In conditions of insufficient public resources to meet all public needs, in a number of industries that were previously exclusively in the field of state responsibility (transport, electric power, as well as social sectors, in particular, education, science, healthcare), the resources of entrepreneurial structures are being attracted. One of the forms of partnership between the state and business is public-private partnership (PPP).

As a rule, projects implemented in the framework of PPP are focused on solving problems related to the provision of services to the population, the development of state and municipal property, including in the field of higher professional education. A significant advantage of this approach is the long-term nature of partnerships, which is the guarantee of the industry development. Such a partnership allows you to implement projects even in those sectors of economy that are unprofitable, in particular, in the sectors of the social sphere (education, science) due to the possibility of attracting private sector resources.

Education, as a system for the formation of intellectual capital of a nation and as one of the main areas of innovation production, creates the basic conditions for the intensive growth of markets based on the rapid updating of technologies and products. Education is the first link in the innovation cycle "education - research - mass capture of innovations" [1]. At the same time, the educational sector acts as the dominant element of economic growth, which determines the stability of the external and internal competitive advantages of national economic systems. From the ability of the national economy to reproduce individual and social intellectual capital; implementing the level of economic thinking of the nation, the economic potential, well-being, the choice of its strategy and the trajectory of subsequent development within the framework of the global world order are largely determined. In this regard, the modern education system must survive institutional changes in connection with the development of an innovative model of the national economy, formed by the social orders of suppliers and consumers of educational services, the growing requirements of global competition in the markets of innovation, labor and education. Social design of the educational services sphere is associated with the globalization of the educational space based on the knowledge economy, which determines the vector of reforming socio-economic systems, the historical logic of the structural and functional modernization of institutional mechanisms, and the implementation of dynamic changes in the educational services market.

Methods. In domestic literature, there are various synonyms for the PPP term, which include: public-private partnership, public-socio partnership, cooperation of the government and private enterprise, public-private cooperation, socio-private cooperation. In this study, the term "public-private partnership" will be used to emphasize the leading role of the state in these relations. The term "государственно-частное партнерство" itself is translated as "public-private partnership", i.e. in this case, "public" is interpreted as a state in the broad sense of the word, and it is understood as a set of all public institutions at all three levels of government that exercise their power and have a direct impact on the development of social processes, including educational, cultural and other public institutions sectors [2].

Due to the fact that the concept of PPP originated abroad, first it is advisable to consider the definitions adopted in international practice. Thus, the World Bank defines PPP in the broad sense as "medium or long-term agreements between the public and private sectors, within the framework of which services are provided that are the responsibility of the public sector, but which are implemented by the private sector, while there is a clear separation of tasks between issues of infrastructure development and (or) the provision of public services"[3].

In the United States, for example, PPP is "an agreement between the state and the private sector, which is fixed in a contractual form and enables businesses to participate in state ownership in an agreed form and carry out functions that are traditionally in the area of public authorities' responsibility" [4]. At the same time, the role of the parties in projects implemented under the PPP framework may vary from the adoption of certain risks by the private sector and with the consent to the system of penalties to complex projects, including construction, modernization, operation and management of facilities.

An analysis of the scientific literature leads to the conclusion that there are two approaches in world practice to the definition of the PPP concept. On the one part, PPP is understood as a system of relations between the state and business, which is widely used as an instrument for regulating international, national, regional, municipal economic and social development, and on the other part, PPP is considered as specific projects implemented jointly by state bodies and private companies on the objects of state and municipal property.

The results of the study. The form of PPP in the education sector is determined by the allocation of the management object: institutional - the management object is an organization or structural unit; software and project - the initiative of the partners is aimed at the project, program. It seems that the basis of public-private partnerships are the features of the methods for implementing partnership initiatives (table). Cooperation between education and business, as international practice illustrates, is built on the basis of concessions. The state supports the cooperation of regional business and universities. Graduates are sent to work at regional small and medium-sized enterprises with the support of the head of the university. Thus, the activities of universities are very close to the specifics of the socio-economic development of the region. Information and marketing support at the national level helps to create a solid foundation for mutual cooperation between education and business, contributing to the development of regions.

Classification of forms of educational public-private partnership

		Forms of public-private partnership	
		Institutional	Program-project
Forms of educational PPP	Financial	Endowment-fund Arenda Lizing concession Tax loans Educational voucher Issue of stocks, data bills	Educational loan Government guarantee Grants Loans Scholarship program
	Organizational-administrative	Technoparks Technology Transfer Centers Recourse centers Association of graduates Accreditation of Higher Education Ranking	Joint programs Program accreditation and independent quality assessment Industrial R&D Internship Teachers' Internship at enterprises Development of standards and regulations
	Legal	Contracts on property management	Investment Contract

Endowment is a specific capital fund, and another form of PPP actively used abroad has come from the United States. In 1938, John Harvard bequeathed half his havings to the founding of a university in the town of Newport, Massachusetts. [5] Today, the Harvard Support Fund is one of the largest in the world, its volume exceeds 25 billion dollars. In America, universities have succeeded in creating and accumulating such funds, actively working both with parents of applicants, students, and with their graduates. Today, there are well-established cooperation schemes with a large number of donors, and the amounts available to their funds reach tens of billions of dollars. A culture of donations to universities formed over hundreds of years is also supported by a tax base. In charity work, Americans (both individuals and companies) receive significant tax benefits. In addition to the traditional endowment fund at Harvard, for example, a whole program of annual donations has been created that are not sent to the fund, but can be spent on the needs of the university immediately [6]. However, most often donors who make donations impose certain restrictions on the use of their money, whether it be targeted funding for research, support for a university museum, or the construction of a new dormitory building. One of the fundamental aspects of managing relations with graduates is maintaining constant communication, informing the donor about how much money they managed to collect during the reporting period, what they were spent on, and finding out the motives of the donor when donating one or another amount of money. Examples of the American endowment fund can also be considered the D.D. Rockefeller Foundation, the Yale University Foundation in the United States, and the D.W. Sterling Foundation for Special Teacher Positions [7].

In developed countries, there is a tendency toward the desire of educational institutions to cooperate with business entities, which allows them to assess the needs of the economy in specialists of high demand, update educational programs, create new teaching methods, and predict innovative directions.

The economic factors of partnership development In Kazakhstan, depend on the effectiveness of public reproduction, namely: the presence of an institutional structure, the development of science and education system, the level of small and medium-sized businesses development, the stability of financial and monetary institutions, the stability of the economy, the level of education and professional training of partnership participants.

All these conditions form the external environment in which business is operating. Non-economic conditions reflect the political and social systems. Attraction of resources, including financial, for the implementation of projects of such a partnership depends on the level of political risks. Social conditions are associated with the quality of functioning of social institutions and the level of development of community's social sphere. Of particular importance in this context is human capital, which is characterized by the level of intellectual and spiritual development, qualifications, innovative abilities, and professional skill. Conditions can be classified as positive - increasing the economic effect of using PPPs, and negative - preventing the development of partnership between the state and the business community. Favorable conditions include a developed competitive environment, equal conditions for participation in partnerships, predictability and stability of the market conditions, activity of civil society, scientific and innovative potential [8].

Obstructive conditions are the follows:

- underdevelopment of competitive mechanisms;
- high economic and political risks;
- low qualification of labor resources;
- depreciation of capital resources and corruption.

The main factors hindering the development of PPPs in education are the factors hindering the involvement of private sector business entities in the field of educational services on the basis of mutually beneficial partnerships for both parties.

The high risk for the implementation of projects is also represented by the unsustainable annual budget financing of universities, which reduces the possibility of sustainable planning of project costs for business structures and reduces their interest in investing in long-term projects. Private sector risks arising from PPP projects can be divided into the following groups: administrative risks; business risks of PPP projects; risks associated with the negative opinion of public and international organizations [9].

In our opinion, the following circumstances are a deterrent to attract private capital for educational facilities financing:

- insufficiently clearly formulated educational standards and the national qualification system, which should take into account the qualification requirements and competencies for professions presented by employers and the labor market;
- low efficiency of business participation in the management of vocational educational institutions of primary, secondary and higher education, educational centers, which does not allow to determine the usefulness of specific educational institutions for employers;
- lack of effective financial mechanisms for the implementation of PPPs. The lack of financial interest in the private sector is associated, among other things, with an increase in the production cost, which transfers the expenses of commercial economic entities for training and retraining, advanced training of personnel, for registration and financing of educational institutions for training entrepreneurial personnel
- a public and objective system for assessing the activities of educational institutions with the active participation of business together with a professional expert community has not been formed.
- lack of highly qualified specialists in the field of creation and project management within PPP.

The reasons for the slowed partnership between the state and small and medium-sized businesses are determined by a combination of factors, including the lack of a set of measures, primarily aimed at increasing the motivation for cooperation in this area - determining the benefits for the participants of integration-state, educational institutions and entrepreneurship (figure).

But, despite the numerous problems in development of public-private partnerships, the feasibility of public-private partnerships in the system of training and retraining of personnel for small and medium-sized businesses, it seems, is due to several factors:

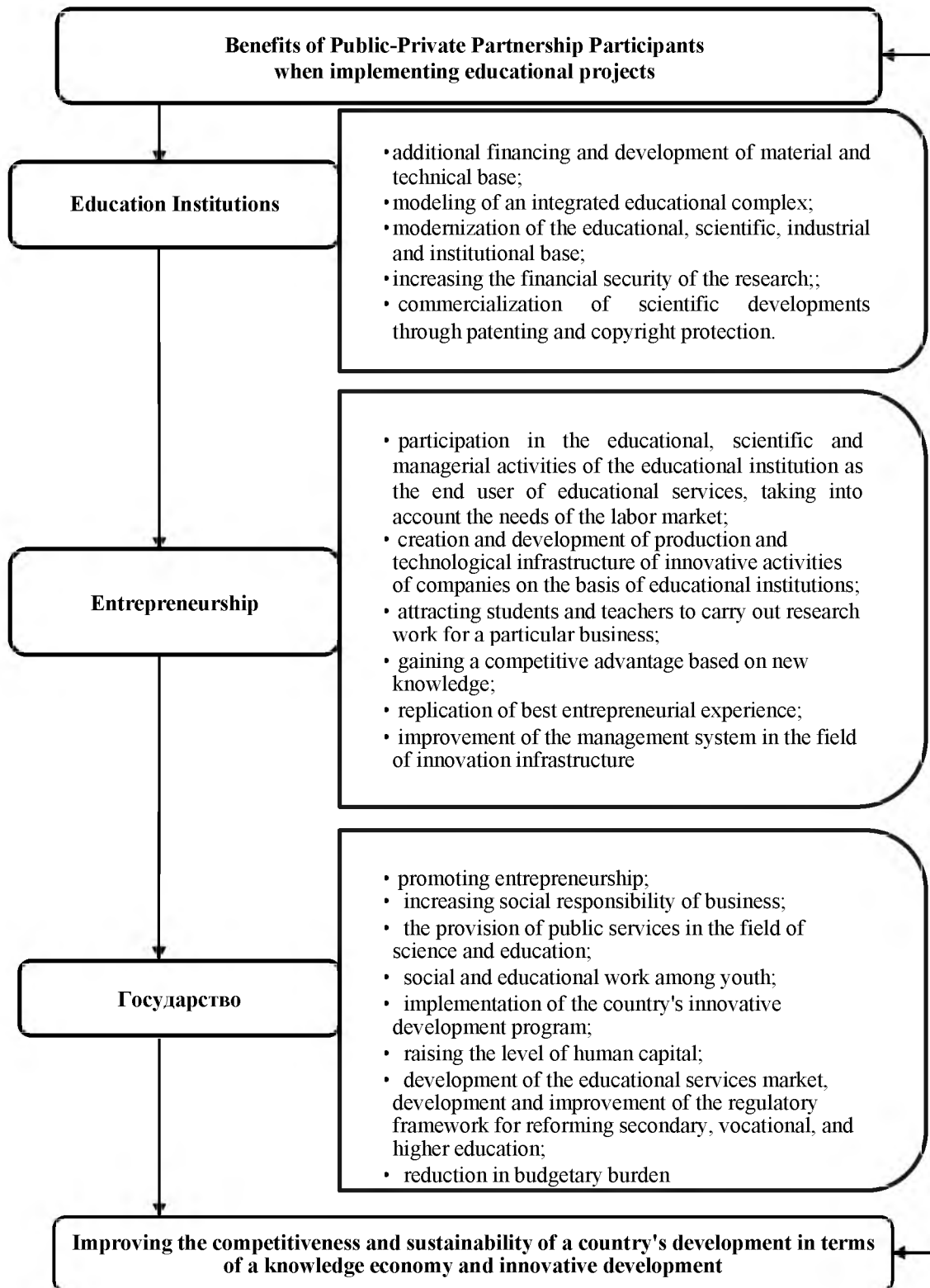
- the resulting gaps in the system of relations "education labor market";
- the dominance of private ownership in the economy, the effective use of which requires partnerships between government, business and society;
- insufficient presence of business in government, which has liquid resources, modern intellectual, organizational and economic potential;
- increasing the efficiency of the use of educational services by the state as a strategic resource through cooperation with business, in order to form a market social structure (middle class); cover costs and increase the profitability of the state budget.

In the analysis of supply and demand in the market of educational services, it should be noted as the most significant differentiated factors the follows:

- traditional - the cost of educational services, an increase or decrease in consumer income, a change in the prices of goods - substitutes and complementary goods, the image of the manufacturer;
- specific - the form of organization ownership, accreditation status, the degree of individualization of training, the degree of new teaching technologies usage [10].

According to our studies, measures to implement the partnership strategy between educational public and private sectors should be carried out in the following areas:

- development of a national socially-oriented model of PPP in education sector;
- formation of the legal basis of PPP in vocational education sector;



Benefits of Public-Private Partnership Participants when implementing educational projects. Note – compiled by authors

- practical use of partnership mechanisms;
- determination of the prospects for forms of partnerships taking into account the national policies, developed methodological base;
- systematization of measures to regulate, monitor and stimulate PPP in education sector through the creation of an institutional system in the field of educational services, an optimal model of information flows about PPP projects, a system for controlling and monitoring the implementation of PPPs.

Thus, when determining strategies for using PPP in training personnel for entrepreneurship, it must be taken into account that small and medium-sized enterprises are not always able to respond to changes in the information field quickly due to their isolation. The participation of the state, namely the use of PPP mechanisms, will allow to intensify the process of effective development of personnel training for entrepreneurship in terms of innovative economic development.

Conclusion. According to the results of the study, the main conditions for ensuring the implementation of a training system in a public-private partnership are the creation of:

- methodological, methodic and organizational basis of the system;
- modern material and technical base, providing for the widespread use of technical training aids;
- an information base that ensures the filling of the information space;
- системы опережающей подготовки преподавательских кадров, их ориентация на передовые методы обучения;
- экономического и мотивационного механизма, правового обеспечения системы.

Also, the effectiveness of the educational institutions functioning in the system of training for business directly depends on two basic conditions. The first is the correspondence of their activities to the economic interests of the region - the staffing needs of the regional and local labor markets (in structural, quantitative and qualitative terms). The second is the correspondence to the social interests of the region - the satisfaction of the needs and interests of its residents in education sector.

The economic motivation of public and private partners is different, which determines the legal structure of public-private partnerships. From the point of view of the state partner, this is the transfer of knowledge, provided with the necessary documentation, on the part of the private partner, it is the lower cost of the project associated with state financing throughout the entire period of the project. Such financing is possible only with a stably oriented and predictable macroeconomic policy, reliable legislative power protecting the partnership interests.

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БІЛІМ БЕРУ САЛАСЫНДАҒЫ МЕМЛЕКЕТТІК-ЖЕКЕ СЕРІКТЕСТІК: ФАКТОР, ШАРТ ЖӘНЕ ПЕРСПЕКТИВАЛАР

Аннотация. Білім негізіндегі қоғамның қалыптасуы және инновациялық экономиканың дамуы жағдайында елдің әлеуметтік-экономикалық өркендеуі үшін білім беру саласының маңызы айтарлықтай арта түседі. Қазіргі қоғамдағы білім беру саласының рөлі ондағы құзыреттіліктің қалыптасуы, қазіргі қоғамның негізгі ресурстары – білімнің қалыптасуы және таратылуы негізінде анықталады. Білім беру саласының қызмет ету тиімділігі табысты әлеуметтік-экономикалық даму деңгейін айқындайды.

Мемлекеттік-жеке серіктестік (МЖС) тұжырымдамасы қағидаттарын қолдану білім беру сияқты экономиканың әлеуметтік маңызы бар саласында тиімді екендігін дәлелдеді. Сондықтан отандық білім беруді дамытудың басым міндеттерінің бірі оқу орындарына экономикалық қолдау көрсету, білім беру үдерісінің мазмұнын басқару кезінде, сондай-ақ ғылыми-зерттеу қызметін жүзеге асыруда бизнес-құрылымдар мен білім беру мекемелерінің өкілдері арасында серіктестіктің тиімді тетігін қалыптастыру үшін жағдай жасау болып саналады.

Аталмыш мәселенің отандық экономика үшін өзектілігі дағдарыс жағдайында ерекше білінетін әлеуметтік маңызы бар жобалар мен бағдарламаларды жүзеге асырудағы қаржы-экономикалық тұрақсыздық пен бюджет қаражатының жеткіліксіздігі кезінде мотивациялық ынталандыруды қалыптастыру және бюджеттен тыс қаржыландыру көздерін, сондай-ақ жеке сектордың өзге де ресурстарын тарту үшін мүмкіндік жасау қажеттілігі пайда болатын мән-жайларға да негізделеді.

Білім беру саласындағы мемлекеттік-жеке серіктестікті ортақ мақсаттарға қол жеткізу үшін өзара мүдделер негізінде мемлекеттің, білім беру мекемелері мен бизнес-құрылымдардың келісімі ретінде ұсынуға болады. Басқаша айтсақ, мұндай серіктестік заңнамалық актілер мен арнайы келісімдер негізінде білім беру жобаларын іске асыру мақсатында мемлекет пен бизнес арасындағы одақ деуге болады.

Яғни, білім берудегі мемлекеттік-жеке серіктестік – білім беру қызметтерін құру және сапасын жақсарту үшін халықаралық, ұлттық және аймақтық әлеуметтік-маңызды жобаларды іске асыру мақсатында қалыптастырылатын пайда мен сыйақыны бөлу, білім беру құрылымын пайдалану, аралас қаржыландыру туралы келісімдер негізінде құрылатын одақ.

Мақала мемлекеттік-жеке серіктестіктің (МЖӘ) артықшылығы мен кемшілігін зерттеуге, кәсіпкерлік құрылымдардың білім беру мекемелері мен мемлекетпен өзара қатынасының қазіргі заманғы жағдайына баламалы тетіктерін іздеуге, сондай-ақ білім беру саласындағы осы ынтымақтастықтың даму үрдістері мен мүмкіндіктеріне қатысты ұсынымдар дайындауға арналады.

Түйін сөздер: мемлекеттік-жеке серіктестік, білім беру саласы, кәсіпкерлік, жобалар, бюджет қаражаты, жеке құрылымдардың қаржысы.

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ГОСУДАРСТВЕННО-ЧАСТНОЕ ПАРТНЕРСТВО В СФЕРЕ ОБРАЗОВАНИЯ: ФАКТОРЫ, УСЛОВИЯ И ПЕРСПЕКТИВЫ

Аннотация. В условиях становления общества, основанного на знаниях, развития инновационной экономики значительно возрастает значение сферы образования для социально-экономического развития страны. Роль в современном обществе отрасли образования определяется тем, что в ней формируются компетенции, создаются и распространяются знания - ключевые ресурсы современного общества. Эффективность функционирования сферы образования во всевозрастающей степени определяет успех социально-экономического развития.

Концепция государственно-частного партнерства (ГЧП) доказала свою эффективность в части применения ее принципов в такой социально значимой сфере экономики, как образование. Поэтому одной из приоритетных задач развития отечественного образования является создание условий для формирования эффективного механизма партнерства между представителями бизнес-структур и образовательных учреждений при оказании экономической поддержки учебным заведениям, управлении содержанием образовательного процесса, а также в части научно-исследовательской деятельности.

Актуальность данного вопроса для отечественной экономики обуславливается и тем обстоятельством, что в условиях кризиса, отличительными особенностями которого являются финансово-экономическая нестабильность и недостаточные объемы бюджетных средств, привлекаемых для реализации социально-значимых проектов и программ, появляется необходимость формирования мотивационных стимулов и создания возможности для привлечения внебюджетных источников финансирования, а также иных ресурсов частного сектора.

Государственно-частное партнерство в сфере образования можно представить как соглашение государства, образовательных учреждений и бизнес-структур на основе взаимных интересов для достижения общих целей. Иначе можно сказать, что это партнерство представляет собой альянс между государством и бизнесом в целях реализации образовательных проектов на основе законодательных актов и специальных соглашений.

Таким образом, государственно-частное партнёрство в образовании – это альянс, создаваемый на основе договоренностей о разделении выгод и вознаграждений, использовании образовательных структур, смешанного финансирования, формируемого с целью реализации международных, национальных и региональных социально-значимых проектов для создания и улучшения качества образовательных услуг.

Статья посвящается изучению достоинств и недостатков ГЧП, поиску адекватных современным условиям механизмов взаимодействия предпринимательских структур с образовательными учреждениями и государством, а также подготовке рекомендаций относительно тенденций и перспектив развития данного сотрудничества в сфере образования.

Ключевые слова: государственно-частное партнерство, сфера образования, предпринимательство, проекты, бюджетные средства, финансы частных структур.

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