

Methodology – analysis of the regulatory and legal acts of the Republic of Kazakhstan; examination of international digitalization indices (EGDI, GovTech); comparative legal and content analysis; collection and processing of secondary data; elements of modeling and analytics based on the practices of the UN, World Bank, and World Economic Forum.

Originality / value – An original model of digital competencies for public servants is proposed by the author, consisting of the following structure: 1) Digital planning and design; 2) Digital management, implementation, and service orientation; 3) Data utilization; 4) Digital security and ethics. Each competency area includes a set of skills with three proficiency levels: basic, intermediate, and advanced.

Research findings – it is shown that the development of mechanisms and methods for assessing the performance of civil servants in Kazakhstan on the basis of digital technologies is constrained by two groups of factors: first, the uneven development of digital competencies and the differentiation of levels of digital literacy; second, the absence of unified legal and methodological approaches to defining the content of digital training for civil servants in specific areas of activity, which ultimately makes an objective assessment of their digital competencies impossible.

Keywords: public service, performance evaluation tools for public servants, digitalization, digital transformation, digital competencies.

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PUBLIC-PRIVATE PARTNERSHIP AS A TOOL FOR GOVERNANCE MODERNIZATION: LESSONS FROM THE PAST AND CHALLENGES FOR THE FUTURE

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ABSTRACT

Purpose of the research. Public-private partnerships (PPPs) play a vital role in sustainable development. In line with development strategies such as Qazaqstan 2050, PPPs are essential tools for promoting sustainable economic growth and improving the quality of life for the population. Global experience, especially in Europe and the United States, demonstrates the effectiveness of PPPs as a collaborative form between government and industry. For Qazaqstan, it is essential to adapt these models to local conditions. Since the enactment of the Law "On Public-Private Partnerships" in 2015, PPP mechanisms have been actively developed in the country. Analysing international experience and adapting it to Qazaqstan's context can improve project results and strengthen the public administration system.

Methodology. The study employed data collection and analysis methods, including content, historical, and comparative analyses.

Originality/value. This paper offers a historical overview of PPP development in Qazaqstan, highlights the strengths and weaknesses of the legislative framework, and provides recommendations to enhance the institutional environment. The novelty of the study lies in the integration of empirical statistical analysis with institutional and legal analysis, which enabled us to identify systemic limitations to the effectiveness of PPPs and to propose measures to improve their social and economic performance.

Findings. The analysis revealed a notable decrease in the number of PPP agreements since 2018, indicating systemic inefficiencies and over-regulation. The shift from quantitative to qualitative indicators was accompanied by stricter procedures for evaluating economic feasibility, risk sharing, and centralised oversight. A comparative analysis indicated that successful PPP models in developed countries depend on transparent digital platforms, equitable risk distribution, and long-term financial sustainability-elements that still need further development in Qazaqstan.

Keywords. Public-private partnership, concession, trust management, history of PPP development, economics, law, infrastructure.

INTRODUCTION

Public-private partnerships (PPPs) are long-term collaborations between government and business to deliver projects across various sectors, sharing risks, responsibilities, and benefits. Globally, PPPs have been widely adopted within the new public management paradigm, which emphasizes efficiency, value for money, and the mobilization of private capital and expertise in public service delivery [1]. In this context, PPPs are regarded as an important institutional mechanism for reducing budgetary pressure and accelerating infrastructure development, particularly in countries facing fiscal constraints [2]. Classic contributions to the economic theory of organizations show that private-sector participation can improve governance outcomes by introducing competitive incentives, innovation, and managerial efficiency [3][4]. During periods of systemic reform, public administration increasingly requires flexible instruments to improve service quality and infrastructure provision, and PPPs are often positioned as such tools [5][6]. O. Williamson's institutional theory emphasises the importance of allocating rights and responsibilities to minimise transaction costs [3], while J. Donahue emphasizes the potential of partnerships to enhance the management of public assets [4]. Empirical studies on mixed ownership further support the argument that, under certain conditions, private involvement in the provision of public goods may yield superior outcomes compared with exclusive public ownership [7].

Despite these theoretical advantages, the practical potential of PPPs remains only partially realized in many countries, including Qazaqstan. Scholars note that PPP mechanisms are often used predominantly in socially oriented sectors that yield limited financial returns, while regulatory uncertainty and imbalanced risk allocation constrain investor participation [8]. In practice, PPPs have been criticized for resembling quasi-budgetary financing of private projects, undermining trust in the instrument and slowing the pace of reform. International experience suggests that reforming PPP systems is typically a lengthy process that requires a clear strategic vision and consistent implementation [9][10].

The relevance of this study lies in the need to modernize public administration in Qazaqstan through PPP mechanisms, while accounting for accumulated experience and emerging challenges. Although numerous PPP projects have been implemented in recent years, persistent issues of efficiency, transparency, and risk distribution remain unresolved. Business interest in PPPs has declined due to regulatory ambiguity and heightened implementation risks [11]. This necessitates a critical reassessment of past practices and the identification of future development pathways for PPPs as a public policy instrument [12].

The objective of the study is to examine how PPP contributes to the modernisation of public administration in Qazaqstan and to formulate recommendations to enhance the effectiveness of PPP projects. To achieve this aim, the following objectives were established: 1) analyse the evolution and current trends in PPP development in Qazaqstan, 2) review international practices in applying PPP for public administration modernisation, 3) evaluate the regulatory framework and institutional conditions for implementing PPP in Qazaqstan, 4) conduct an empirical analysis of how socio-economic factors (such as gross regional product and employment) influ-

ence the distribution of PPP projects across regions, 5) identify the key challenges and constraints that hinder PPP effectiveness, and 6) propose evidence-based recommendations to improve PPP policies and practices.

In Qazaqstan, the institutional framework for PPPs began to develop with the adoption of the first regulations in the mid-2000s, broadly following global trends in transition economies seeking to attract private capital to infrastructure under constrained public budgets [20]. A key milestone was the enactment of the Law of the Republic of Qazaqstan "On Concessions" in 2006 and the subsequent special Law of the Republic of Qazaqstan "On Public-Private Partnerships" in 2015, which established the legislative basis for various forms of PPP development. However, enforcement issues remain urgent: experts highlight legal inconsistencies, a lack of transparency, and the risk of corruption-especially at regional levels-which undermine project outcomes. Qazaqstan's experience demonstrates that most PPP projects are carried out in socially oriented sectors, such as education and healthcare, characterised by relatively low returns but high social importance. This causes private investors to show decreasing interest in participating in PPPs when clear rules and government guarantees are absent. Consequently, there is an urgent need to improve approaches to PPP implementation, drawing on both national and international lessons.

A historically informed legal analysis is essential because the structural features of earlier legislation (the 1991 Law on Concessions for Foreign Investors; the 2006 Law on Concessions; the 2015 Law on PPPs; and the tightening of secondary legislation in 2019-2022) directly affect current incentives, risk distribution, and the assessment of unsolicited proposals. Recognising these doctrinal turning points helps explain why PPPs in the social sector became widespread (2016-2018), why quality criteria have been strengthened (2019-present), and which provisions (guarantees, availability payments, information disclosure) remain insufficiently defined in terms of bankability and social value.

Literature review. The concept of public-private partnership has been developed in the academic literature since the late 20th century, reflecting the search for new models of public administration. The theoretical foundations of PPPs are based on contract theory and the principal-agent model, in which the key to success lies in the proper distribution of risks and responsibilities between the state and the private partner [5][11]. Western economists view PPPs as a tool for overcoming state and market failures in the provision of public goods [13]. Thus, T. Besley and M. Ghatak demonstrated that, under certain conditions, private ownership of public goods may be preferable to state ownership, provided incentives are properly structured [7]. J. Delmon summarised the experience of infrastructure partnerships and emphasised the importance of careful project preparation, including risk allocation and financing [13]. In addition to concession models, academic research highlights trust management and PFI/availability payments as hybrid risk-sharing forms suitable for low-margin social infrastructure projects. When combined with calibrated government guarantees and commitments throughout the lifecycle, these forms can align incentives while maintaining the accessibility and quality of services, provided tenders and performance monitoring are digitally transparent and contract templates are standardised across recurring sectors such as schools and primary care [14]. The PPP concept is also actively explored in Russian and Qazaq literature. Gubernatorov identifies various models and forms of public-private partnerships, including concessions, trust management agreements, leasing, and others, and explains their theoretical features [15]. In her works, Kazakovtseva emphasises the importance of clearly defining the conceptual framework of PPP and specifying the roles of the state and the private sector [16]. Some authors view PPP within the context of institutional economics. For example, V.I. Yudin observed that the success of public administration reforms largely depends on the introduction of new forms of interaction between the state and business [5]. S.yu. Glazyev highlighted the role of public-private mechanisms in implementing economic growth strategies, underlining the importance of innovation and investment [6].

International experience demonstrates the variety of approaches to implementing PPPs and highlights the importance of considering national specifics. In the UK, the Private Finance Initiative (PFI) programme has evolved since the 1990s, demonstrating both benefits (such as attracting investment and meeting construction deadlines) and drawbacks (such as a long-term debt burden on the budget). Canada and Australia have accumulated positive experience in using PPPs to develop transport and social infrastructure, with the establishment of specialised agencies and unified methodological centres for PPPs playing a key role. EU countries have adopted transparency standards and competitive procedures to minimise corruption risks in the selection

of private partners [15]. Research indicates that successful PPP examples (for instance, in Australia's infrastructure sector or France's social housing) often involve a well-developed regulatory framework, political backing, and effective risk sharing among parties. At the same time, it is noted that inadequately developed projects can increase government obligations and social tensions, as observed in some PPP projects in Eastern Europe [20].

For Qazaqstan, analysing the experience of countries with transition economies that include PPP in the modernisation of public administration is especially relevant [10]. In Russia, active PPP development began between 2005 and 2010, with the creation of a legislative framework and the initiation of regional projects. However, similar issues emerged: bureaucratic barriers, a lack of local skills, and conflicts of interest among parties. The Russian experience highlights the need for institutional support for PPP (such as establishing a PPP Centre and developing regulatory documents) and involving the banking sector in project financing. In other post-Soviet nations (e.g., Uzbekistan, Kyrgyzstan), PPP is at an early stage, adopting models like those of Qazaqstan and Russia, including the development of specialised laws and pilot projects in social sectors. Therefore, the literature affirms that successful PPP implementation requires comprehensive measures: legislative improvements, personnel training, transparent procedures for selecting and overseeing projects, and political commitment to sharing authority with the private sector [2][15][20]. In our subsequent analysis, we utilise these theoretical and practical insights to evaluate Qazaqstan's experience in PPP within the framework of modernising public administration [13].

Methodology. The research methodology combines qualitative legal analysis and quantitative statistical techniques. Initially, a systematic study of the Republic of Qazaqstan's PPP legislation and related regulations was carried out. The key legislative documents defining partnership terms were examined: the 2006 Law "On Concessions," the 2015 Law "On Public-Private Partnership," and the relevant bylaws. To evaluate the regulatory framework's alignment with the objectives of modernising public administration, a legal analysis method was employed: the provisions of Qazaqstan legislation were compared with international PPP standards (recommendations of the World Bank, OECD, etc.) [9][10]. Attention was given to legislative changes across different stages, reflecting the evolution of the state's PPP approach. A review of previous studies and publications on PPP issues was also undertaken (the literature review appears in the last section) to identify key issues and knowledge gaps. Based on this analysis, hypotheses were formulated regarding the factors influencing the success of PPPs and the reasons for the recent decline in PPP activity in Qazaqstan.

For the empirical part of the study, we applied quantitative methods to regional data. Data collected included the number of PPP contracts concluded in each region, the gross regional product (GRP), and employment levels as of 2023 [17][18]. Public statistical reports from the Bureau of National Statistics and QazCenter PPP JSC were used as data sources. Based on this data, Pearson correlation coefficients were calculated between the number of PPP projects and regional socioeconomic indicators. To examine the influence of these factors, a multiple regression analysis was performed, with the number of PPP projects as the dependent variable and the GRP and employment levels as independent variables. Calculations utilised standard statistical software; the significance of the regression model and individual coefficients was tested at the 0.05 significance level.

Ethical standards were upheld: the data used was aggregated, anonymised, and publicly available, and the results are presented generally by region without disclosing confidential information. The combination of qualitative (legal and content analysis) and quantitative (correlation and regression) methods enables a comprehensive assessment of PPP as a tool for governance modernisation, while triangulation of legislative analysis, expert opinions, and statistical indicators enhances the robustness of the findings [17][18].

We analyzed statutory and by-law provisions across five dimensions commonly used in international PPP assessments [23][24]: (i) scope and definitions (PPP types, eligible assets/services); (ii) procurement and competition (unsolicited proposals, tendering rules, evaluation criteria); (iii) risk and finance (construction/availability risk, demand risk, guarantees, termination payments); (iv) transparency and disclosure (contract publication, performance dashboards); and (v) supervision and remedies (central review powers, audit triggers, dispute resolution). Amendments adopted during 2019–2022 were examined within this framework to identify shifts from quantity to quality in PPP policy and the narrowing of full budget-compensation models [26].

Results and Discussion. The development of public-private partnerships in the Republic of Qazaqstan can be divided into several stages, reflecting changes in the legislative and institutional environment. Figure 1 shows a diagram of PPP evolution in Qazaqstan, highlighting five main stages. Stage 1 (1991-1993): Early Concession Law for Foreign Investors. The 1991 law (5 sections, 22 articles) was geared toward foreign investors but had significant doctrinal gaps: vague definitions (unclear distinction from leases), lack of detailed procedures for concluding/executing/terminating contracts, fragmented oversight between government agencies, lack of standardized tender criteria, weak provisions to protect investors from regulatory changes, and limited environmental and social safeguards [17]. It placed greater emphasis on subsoil use than on infrastructure, set a 40-year cap without a well-thought-out review system, and did not provide for tax/subsidy incentives, demonstrating openness but insufficient legal certainty [19]. Similar “first-generation” concession laws were adopted in several transition economies in Eastern Europe and the CIS and were later substantially revised as PPP practice evolved [9].

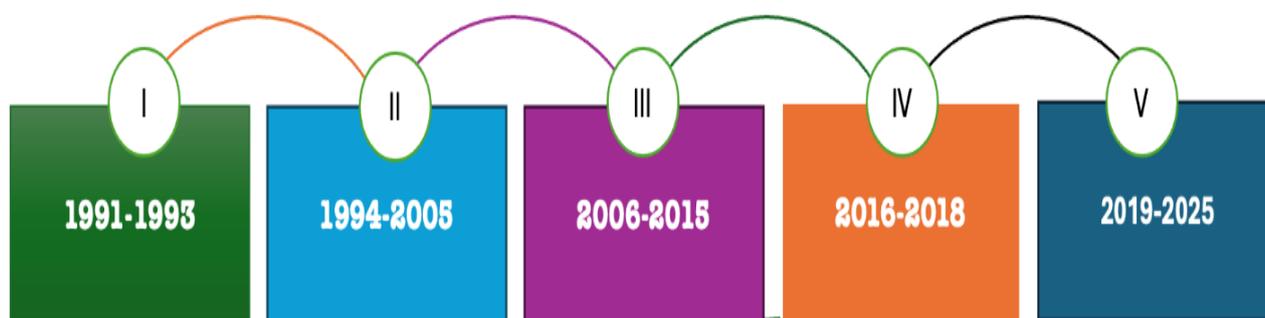


Figure 1 – Stages of PPP development in Qazaqstan

Note: authors' compilation based on the Law on Concessions (2006), the Law on Public-Private Partnership (2015), secondary legislation adopted in 2019–2022, statistics of QazCenter PPP JSC, and analytical reports by the World Bank and OECD [16–20], [23–25].

The second stage (1994-2005): Pilot projects under civil-law freedom of contract. In the absence of sector-specific laws on PPPs, three significant concessions were implemented under the Civil Code and the 2003 Investment Law (e.g., the North Qazaqstan-Aktobe power transmission line, the Shar-Ust-Kamenogorsk railway, and the Aktau airport). These projects revealed deficiencies in planning and the financial model, prompting the development of a comprehensive concession law. This pattern corresponds to international experience with ad hoc contractual solutions before the adoption of specialised PPP legislation, as observed, for example, in Russia and several Eastern European countries [24][25].

The third stage (2006-2015) was characterised by the development of a comprehensive legal and institutional framework: the adoption of the Law "On Concessions" (2006) and the creation of the Qazaqstan PPP Centre, which facilitated the realisation of several projects, mainly concession projects in sectors such as education, healthcare, and energy [27]-legal details of the second stage. The 2006 law introduced key elements (definitions of the grantor/concessionaire; eligible objects; terms of 3 to 30 years or more; open tenders with evaluation; private financing obligations; risk-sharing and state-support instruments) [11]. The 2008 amendments improved procedures and institutional roles. However, in practice, problems emerged: bureaucratic red tape, uneven risk distribution, and limited capacity, especially at the regional level [22]. In international terms, this phase brought Qazaqstan closer to the “second generation” of PPP regimes that combine dedicated legislation with central advisory units, comparable to developments in Central and Eastern Europe [23][24].

The fourth stage (2016-2018) was characterised by active development of PPPs, aimed at increasing the number of projects: after the adoption of the new PPP law in 2015, procedures were significantly simplified, leading to a sharp rise in agreement numbers across most regions- legal details of the third stage (PPP Law of

2015). The law (eight chapters, 59 articles) expanded the forms of PPPs (lifecycle, institutional PPPs, service contracts), simplified the approval process, and enabled private financial initiatives (unsolicited proposals) [10][13]. KPI-based decentralisation sparked a surge in small, standardised social projects (schools, clinics, sports facilities) [24]. However, limited digitalisation and uneven capacity distribution resulted in opaque contracts and "paper PPPs," prompting scrutiny from the prosecutor's office (2016) and calls for the introduction of standard templates, full-cycle electronic procurement, and transparent information disclosure [29].

The fifth stage (2019 to present) involved course correction and tighter requirements: building on previous experience, the state adopted a more selective approach to project approval and strengthened monitoring, shifting the focus from quantity to quality in PPPs. This period saw a decrease in the number of new contracts, revisions to standard terms and conditions, and centralised monitoring of project performance. Legal details of the 4th stage (regulations 2019–2022) included tightening the selection of unsolicited proposals; prioritising 'user pays' and 'operating expenses only' compensation models to limit contingent liabilities; enhancing central oversight by the Ministry of National Economy; strengthening transparency requirements (publication of tenders/contracts); and using risk allocation matrices more systematically [31]. The key factors were bankability, fiscal prudence, and measurable service results compared to project baselines. This shift reflects a broader international trend toward more fiscally responsible and performance-oriented PPP policies, similar to reforms undertaken in the UK, Canada and Australia after critical reviews of earlier PPP waves [20][24][25].

According to the National Chamber of Entrepreneurs «Atameken», the number of new PPP contracts has fallen sharply in recent years. Over the past five years, the number of PPP agreements signed has decreased by more than seven times [1]. While 274 contracts were signed in 2018, by 2023, only about 40 agreements were being signed each year. Experts link this trend to the emergence of systemic issues following the initial project surge, which require solutions [28]. These include insufficient project development at the local level, legal contradictions, and risks for investors, all of which have reduced the attractiveness of the PPP mechanism for businesses. Government agencies, for their part, have become more cautious in selecting initiatives, aiming to avoid ineffective and unfeasible projects. This is evidenced by the increased proportion of projects rejected at the expert review stage and the focus on predominantly socially significant projects with guaranteed state support [21].

To identify patterns in PPP development at the local level, a project distribution analysis by region in Qazaqstan was conducted. Table 1 shows aggregated indicators by region and city of national significance: the number of active PPP projects, the gross regional product (GRP) for 2023, and the number of employed people. The data reflect the situation as of the start of 2024.

Table 1 – A quantitative analysis by correlation of economic indicators of the regions with gross regional product, employment level and PPP projects

Region	PPP projects (1 February 2024)	GRP (first half of 2024)	Employed population (thousand people, Q3 2024)
Akmola	75	1 604 314,2	422,7
Aktobe	22	2 291 102,2	483,6
Almaty	55	2 406 534,8	753,8
Atyrau	58	6 661 463,3	370,0
West Qazaqstan	22	2 146 896,1	354,3
Zhambyl	71	1 403 328,4	572,0
Karaganda	56	3 296 690,9	575,6
Kostanay	49	1 771 516,7	463,9
Kyzylorda	68	1 300 409,7	351,0
Mangistau	34	2 217 360,6	367,1
Pavlodar	37	1 815 468,0	405,1
North Qazaqstan	47	965 108,2	288,2
East Qazaqstan	121	1 906 711,0	385,8
Astana city	20	5 454 843,9	717,0
Almaty city	65	10 651 833,5	1 135,0

Shymkent city	62	1 812 102,6	468,7
Turkestan	178	1 757 351,2	850,0
Zhetisu	36	781 003,4	311,5
Ulytau	8	798 910,2	100,7
Abay	83	1 299 791,4	306,6

Note – GRP - gross regional product; GRP data rounded to the nearest 10 billion tenge; employment – the average number of people employed in the economy per year. The table was compiled by the author based on the following sources, 32-35.

Using data from 20 regions of Kazakhstan (Table 2), we found that a multiple linear regression with the dependent variable "number of PPP projects" (as of 1 February 2024) and the factors "gross regional product (GRP) for the first half of 2024" and "employee population (Q3 2024)" is characterised by a moderate relationship but low explanatory power. The multiple R value is 0.525 (determination coefficient $R^2 = 0.276$; adjusted $R^2 = 0.191$), explaining only approximately 27.6% of the variance in the dependent variable. The model is borderline significant ($p = 0.064$), meaning that at the $\alpha = 0.05$ level, it does not reach the significance threshold.

Table 2 – Regression analysis

Variable	GRP	Employed population	PPP projects
GRP (first half 2024)	1,000000	0,671050	-0,040461
Employed population	0,671050	1,000000	0,361191
PPP projects	-0.40461	0,361191	1,000000

Statistics	Meaning
Multiple R	0,525347596
Multiple R2	0,275990096
Corrected R2	0,190812461
F (2,17)	3,2401709
P	0,06422433688
Senior Grades	34,45001334

Note – The calculation was performed using the Statistica program

An analysis of pairwise correlations reveals almost no relationship between the number of PPP projects and a region's economic potential. The correlation coefficient with GRP was negative, close to zero ($r \approx -0.04$), and statistically insignificant, indicating a very weak and irrelevant relationship. In contrast, a moderate positive correlation was observed with the social indicator—the employed population—($r \approx +0.36$). This suggests a trend: regions with higher employment rates tend to have slightly more PPP projects. In other words, the data confirm the hypothesis that the number of PPP projects in Kazakhstan is not statistically linked to the level of regional economic development (GRP). However, it may be associated with socio-demographic factors, such as employment status.

From a substantive perspective, the relationships identified indicate that public-private partnership projects in Kazakhstan primarily focus on addressing social issues rather than directly boosting regional economic potential. Until recently, the PPP mechanism in the country was primarily used to build socially important facilities, such as kindergartens, schools, and hospitals. According to data from the Kazakhstan PPP Centre, over half of all local PPP agreements by number are in the education sector (330 out of 595 projects), with a notable portion also in healthcare (121 projects). In comparison, significantly fewer PPP projects have been completed in sectors directly linked to industrial infrastructure or regional gross domestic product growth. Consequently, the findings emphasise the social emphasis of Kazakhstan's PPP projects: they mainly aim to address public needs and develop social infrastructure, while efforts to stimulate regional economic growth through PPPs are less evident.

As a result, it was concluded that regions with high GRP have more PPP projects, and areas with larger employed populations undertake more projects. PPP projects were classified based on the financial significance

to the state (full coverage of expenses from the budget, coverage of only operating costs, or projects with no budget compensation). After the implementation of the active project operation mechanism in the fourth stage of PPP development in the country, there was a sharp increase in small projects, many of which lacked sufficient economic feasibility, prompting the state to reduce redundant obligations. New projects began to undergo more thorough economic feasibility assessments and compliance checks with the strategic priorities set by the country's leadership and the President [27].

The issues of adjustment in the by-laws were considered, namely the role of centralised control, namely the mechanisms for the selection, evaluation, and monitoring of the implementation of PPP projects, and the expansion of the powers of the Ministry of National Economy and other authorised bodies in this area. The precise distribution of risks between the parties to the contract, and the provision of checks and analysis of the sustainability of projects, including financial and social benefits, were considered. This period saw the prioritisation of large infrastructure projects in the transport, energy, health and education sectors. Additional measures were introduced to increase transparency, including the publication of tender and agreement data in the public domain and stricter requirements for concessionaires. Today, it is observed that new approaches have reduced the risk of unjustified debt obligations, and the PPP policy focuses on the interests of people (the proposal of the Economic Commission for Europe of the United Nations Organisation), that these projects should be related to public needs and include accessibility for socially vulnerable groups of people.

Issues concerning by-law modifications were reviewed, especially those related to centralised control, including mechanisms for selecting, evaluating, and monitoring PPP projects. The powers of the Ministry of National Economy and other authorised bodies were expanded. The clear assignment of risks between contractual parties and provisions for audits and assessments of project sustainability, including financial and social benefits, were also addressed. During this period, focus was on major infrastructure projects in transport, energy, health, and education sectors. Measures were introduced to improve transparency, such as the public publication of tender and agreement data and stricter requirements for concessionaires. Currently, new approaches have lessened the risk of unjustified debt obligations, and the PPP policy has shifted towards prioritising public interests (as proposed by the United Nations Economic Commission for Europe), emphasising that these projects should meet public needs and be accessible to socially vulnerable groups [30].

Simultaneously, a moderately positive relationship was identified between the number of employed individuals (which indirectly reflects the region's population size) and the number of PPP projects. In practice, this suggests that areas with larger populations (such as Southern Qazaqstan and the Almaty region, including Almaty city) tend to implement more projects, likely due to higher demand for social services and infrastructure. This trend is supported by multiple regression analysis. The regression model, which includes GRP and employment as variables, demonstrated a statistically significant influence of the demographic factor: the coefficient for the employment variable is positive and significant at $p < 0.05$. Conversely, the coefficient for GRP is negative and only marginally important. The R^2 value of approximately 0.28 indicates that these two factors account for 28% of the variation in the number of PPP projects. Therefore, it can be concluded that in Qazaqstan, the number of PPP projects in a region depends more on the size and needs of the population (social factor) than on the level of economic development. PPPs serve as a tool for addressing social issues where they are most acute, even if the region's economic base is relatively weak. This aligns with the broader context: most of Qazaqstan's PPPs are implemented in the education, healthcare, and cultural sectors, which have a clear social focus and aim to meet the population's needs.

The study results enable us to identify several key conclusions about the role and future of PPPs in modernising public administration in Qazaqstan. Firstly, the development of PPPs in Qazaqstan shows a gradual shift from an extensive model (more projects) to an intensive model (enhanced quality and effectiveness of partnerships). In the initial phase (2016-2018), there was a rapid rise in the number of PPP projects, driven by legislative liberalisation and the removal of barriers, which aligned to saturate the economy with basic infrastructure. However, this quantitative approach led to some projects being poorly prepared: some facilities were built without sufficient demand justification, risks were not properly allocated, and many agreements needed revision. Recognising these issues, the government tightened controls and increased requirements for new initiatives. Data shows that since 2019, the number of projects has declined, while their average size and level of

development have increased. For instance, instead of dozens of small standard projects (such as kindergartens, medical centres), significant concessions and public-private partnerships at the national level, particularly in transport infrastructure and energy, are now planned for the region, subject to a rigorous selection process. This shift aligns with global trends: for the long-term effectiveness of public administration, the quality of PPP institutions is more important than the number of agreements concluded.

Secondly, it was revealed that the PPP model in Qazaqstan primarily focuses on addressing social issues. Most projects in education and healthcare, alongside relatively low returns, demonstrate the government's effective use of the PPP mechanism to attract extra-budgetary resources to the social sector [32]. The social focus of PPPs is confirmed by the regional distribution: the highest number of projects is carried out in areas with a significant need for schools and hospitals, that is, in densely populated and less prosperous regions. On one hand, this demonstrates the flexibility of the PPP mechanism, as it is utilised where the need is most urgent. On the other hand, such projects are less appealing to private partners due to low returns, which prompts the government to create additional incentives. Our analysis revealed a weak link between economic motivation (GRP level) and PPP activity, suggesting that private sector participation is primarily driven by government support and social contracts rather than profit. This aligns with the reviewers' view that most PPP projects in Qazaqstan are focused on socially oriented, low-profit sectors, which, lacking adequate guarantees and support measures, diminish business interest. This situation calls for more strategic government policies: it is essential to balance interests by offering reasonable guarantees, co-financing, and other measures to attract businesses even to low profit but socially valuable projects. International experience points towards solutions such as "Availability Payments," state minimum income guarantees, or long-term life-cycle contracts, which could make social PPP projects more attractive [15].

The third key aspect is the state of the regulatory framework and institutional environment for PPPs. Qazaqstan has made notable progress by establishing necessary legislation and institutions, such as a PPP centre and project appraisal mechanisms. However, based on expert and reviewer feedback, there are gaps in the regulatory framework regarding procedural transparency, risk allocation, and digitalisation of processes. For example, until recently, many regional PPP agreements were concluded without sufficient competition, often initiated by private partners, which introduced risks of inflated costs and corruption. In 2020-2021, requirements for transparency and tenders were implemented, but their adoption remains inconsistent. Additionally, the unified PPP information platform is still under development, with not all information available to the public. To modernise public administration, PPP projects must be conducted as transparently as possible. Vice-Minister of National Economy M. Takiyev emphasised the need to enhance the PPP methodology, strike a balance between state and private-sector interests, and attract investors through a "one-window" service. These measures aim to improve transparency and reduce bureaucratic hurdles. Our research affirms the necessity of these actions, as businesses cite procedural complexity and ambiguity as significant deterrents. Addressing this issue requires further digitalisation, specifically the creation of an online platform covering the entire PPP cycle, from proposal submission to monitoring contract performance, thereby reducing subjectivity and facilitating faster interaction [33].

The main challenge remains to achieve social efficiency goals without significantly increasing public debt and liabilities. According to the Ministry of Finance, the volume of contingent state liabilities for PPPs and concession projects has exceeded 2 trillion tenge, and if not managed properly, could become a future budgetary burden. This necessitates careful project selection—priority should be given to initiatives that demonstrate the greatest social impact relative to investment (e.g., reducing waiting lists for kindergartens, increasing healthcare accessibility, etc.). Additionally, analytical work should be strengthened during the planning stage: international organisations (such as the World Bank and OECD) recommend using multivariate cost-benefit analysis to avoid low-impact projects [24],[25]. Our analysis of regional correlations revealed that a larger number of projects does not necessarily equate to better development quality; what truly matters is the quality itself. For instance, in East Qazaqstan, the number of projects is high, but evaluations of their actual impact on service quality are necessary. In the long term, the focus should be on monitoring project implementation and target achievement (Service Output) [34].

The changes to the PPP policy introduced by the Qazaq government since 2019 primarily follow modern principles such as modernising public administration, improving spending efficiency, and increasing accountability and oversight of private partners. However, it is important not to burden businesses with excessive regulation. Experts note that some new requirements, such as stricter qualification standards and lengthy approval processes, might diminish investor interest. A balance must be found between ensuring project quality and reliability and keeping PPPs attractive. A customised approach may be most effective: for complex, costly projects, a rigorous method with oversight; for smaller social projects, a simplified contracting process in which the state can assume common risks. Countries like the UK employ this strategy, in which contracts for schools and hospitals are standardised, speeding up their completion.

CONCLUSION

The study provided a comprehensive review of PPPs as a tool for modernising public administration in Qazaqstan, including theoretical perspectives, international experience, and empirical data from Qazaqstan. The main findings and recommendations are summarised below.

1. PPPs in Qazaqstan have evolved through various stages, from creating the legal framework to now focusing on project quality. Analysis shows that government policy has shifted from emphasising the quantity of partnerships to a more selective, responsible approach. This shift should be supported by an ongoing focus on project justification, alignment with national priorities, and effectiveness in improving infrastructure or services.

2. PPPs have proven effective in tackling social issues but need ongoing support from the government. Most projects are carried out in sectors of high social importance and limited financial returns; therefore, without government assistance, such as guarantees, co-financing, or concessional finance, private companies will lack the motivation to get involved. It is recommended to broaden the scope of state guarantees for return on investment for vital social projects, as well as to implement the principle of profit or savings sharing among partners to boost incentives for the private sector.

3. Regional analysis revealed a disparity between economic development and PPP activity, emphasising the social purpose of PPPs. Projects tend to be located where there is public demand rather than in areas with higher gross regional product (GRP). While this promotes balanced regional development, it also highlights the need to level the playing field: less developed regions require methodological and resource support to prepare PPP projects. Improving the capacity of regional PPP teams is crucial, either by establishing branches of the PPP Centre or by deploying mobile expert groups.

4. Further enhancement of the PPP regulatory framework is necessary to improve transparency, eliminate bureaucratic hurdles, and clearly allocate risks. Detailed methodological guidelines for assessing the risk-benefit ratio, standard contracts for different industries, and mandatory independent expert evaluations of large projects should be introduced. It is vital to embed transparency principles into law: publishing all agreements and implementation reports will strengthen public oversight and foster trust in PPPs.

5. Capacity building and experience sharing are crucial for the effective development of PPP as a tool for modernising public administration. It is advisable to organise regular training sessions for civil servants on PPP topics, involve international experts to advise on complex projects, and actively participate in international PPP initiatives and ratings. Building a professional community of PPP specialists in the country (through conferences and associations) will promote the dissemination of best practices and innovations [35].

In conclusion, we observe that public-private partnerships in Qazaqstan hold significant untapped potential. By addressing current challenges—such as enhancing transparency, fostering a balanced environment, and making the PPP more attractive to businesses—PPP can drive the modernisation of public administration. They utilise the resources and expertise of both the state and private sectors to deliver socially important outcomes, aligning with the strategic goal of improving efficiency and accountability in public administration. Learning from past experiences and demonstrating a willingness to adopt innovation and the best international practices will help elevate PPPs in Qazaqstan, transforming them from occasional tools into a vital part of the public administration system that prioritises society's needs.

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**МЕМЛЕКЕТТІК БАСҚАРУДЫ ЖЕТІЛДІРУДІҢ ТЕТІГІ РЕТІНДЕГІ
МЕМЛЕКЕТТІК-ЖЕКЕМЕНШІК ӘРІПТЕСТІК: ТАРИХ САБАҚТАРЫ
МЕН БОЛАШАҚТАҒЫ СЫН-ТЕГЕУРІНДЕР**

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АНДАТПА

Зерттеудің мақсаты. Мемлекеттік-жекешелік әріптестік (МЖӘ) Қазақстанның экономикасы мен инфрақұрылымын дамытуда шешуші рөл атқарады. "Қазақстан-2050" сияқты Даму Стратегияларына сәйкес МЖӘ тұрақты экономикалық өсуге және халықтың өмір сүру сапасын арттыруға жәрдемдесудің аса маңызды құралдары болып табылады. Әлемдік тәжірибе, әсіресе Еуропа мен Америка Құрама Штаттарында, Үкімет пен бизнес арасындағы ынтымақтастықтың бір түрі ретінде МЖӘ тиімділігін көрсетеді. Қазақстан үшін бұл модельдерді жергілікті жағдайларға бейімдеу маңызды. 2015 жылы "мемлекеттік-жекешелік әріптестік туралы" Заң күшіне енген сәттен бастап елде МЖӘ тетіктері белсенді дамып келеді. Халықаралық тәжірибені талдау және оны Қазақстан жағдайына бейімдеу жобалардың нәтижелерін жақсартып, мемлекеттік басқару жүйесін нығайта алады.

Әдіснамасы. Зерттеуде деректерді жинау және талдау әдістері, соның ішінде клиппинг, мазмұнды талдау, тарихи талдау және салыстырмалы талдау қолданылды.

Түпнұсқалық / құндылық. Бұл мақалада Қазақстанда МЖӘ дамуының тарихи шолуы ұсынылған, заңнамалық базаның күшті және әлсіз жақтары қамтылған және институционалдық ортаны жақсарту бойынша ұсыныстар берілген. Зерттеудің жаңалығы эмпирикалық статистикалық талдауды институционалдық және құқықтық талдаумен біріктіру болып табылады, бұл МЖӘ тиімділігінің жүйелі шектеулерін анықтауға және олардың әлеуметтік-экономикалық көрсеткіштерін жақсарту жөніндегі ұсыныстарды қолдауға мүмкіндік берді.

Нәтижелер. Талдау 2018 жылдан бастап МЖӘ келісімдерінің айтарлықтай төмендеуін анықтады, бұл жүйелік тиімсіздікпен шамадан тыс реттеуді көрсетеді. Сандық көрсеткіштерден сапалық көрсеткіштерге көшу экономикалық орындылықты бағалау, тәуекелдерді бөлу және орталықтандырылған қадағалау рәсімдерін қатаңдаумен қатар жүрді. Салыстырмалы талдау дамыған елдердегі МЖӘ - нің табысты модельдері ашық цифрлық платформаларға, тәуекелдерді әділ бөлуге және ұзақ мерзімді қаржылық тұрақтылыққа-Қазақстанда әлі де одан әрі дамуды қажет ететін элементтерге тәуелді екенін көрсетті.

Түйін сөздер: Мемлекеттік-жекешелік әріптестік, концессия, сенімгерлік басқару, МЖӘ даму тарихы, экономика, құқық, Инфрақұрылым.

**ГОСУДАРСТВЕННО-ЧАСТНОЕ ПАРТНЕРСТВО КАК ИНСТРУМЕНТ
МОДЕРНИЗАЦИИ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ: УРОКИ ПРОШЛОГО
И ВЫЗОВЫ БУДУЩЕГО**

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АБСТРАКТ

Цель исследования. Государственно-частное партнерство (ГЧП) играет ключевую роль в развитии экономики и инфраструктуры Казахстана. В соответствии со стратегиями развития,

такими как "Казахстан-2050", ГЧП являются важнейшими инструментами содействия устойчивому экономическому росту и повышению качества жизни населения. Мировой опыт, особенно в Европе и Соединенных Штатах, демонстрирует эффективность ГЧП как формы сотрудничества между правительством и бизнесом. Для Казахстана важно адаптировать эти модели к местным условиям. С момента вступления в силу Закона "О государственно-частном партнерстве" в 2015 году в стране активно развиваются механизмы ГЧП. Анализ международного опыта и его адаптация к условиям Казахстана могут улучшить результаты проектов и укрепить систему государственного управления.

Методология. В исследовании использовались методы сбора и анализа данных, включая клиппинг, контент-анализ, исторический анализ и сравнительный анализ.

Оригинальность/ценность. В данной статье представлен исторический обзор развития ГЧП в Казахстане, освещаются сильные и слабые стороны законодательной базы и даются рекомендации по улучшению институциональной среды. Новизна исследования заключается в интеграции эмпирического статистического анализа с институциональным и правовым анализом, что позволило выявить системные ограничения эффективности ГЧП и поддержать предложения по улучшению их социально-экономических показателей.

Результаты. Анализ выявил заметное сокращение числа соглашений о ГЧП с 2018 года, что указывает на системную неэффективность и чрезмерное регулирование. Переход от количественных показателей к качественным сопровождался ужесточением процедур оценки экономической целесообразности, распределения рисков и централизованного надзора. Сравнительный анализ показал, что успешные модели ГЧП в развитых странах зависят от прозрачных цифровых платформ, справедливого распределения рисков и долгосрочной финансовой устойчивости - элементов, которые все еще нуждаются в дальнейшем развитии в Казахстане.

Ключевые слова: Государственно-частное партнерство, концессия, доверительное управление, история развития ГЧП, экономика, право, инфраструктура.

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