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PUBLIC-PRIVATE PARTNERSHIP IN GAINING SUSTAINABLE DEVELOPMENT GOALS IN KAZAKHSTAN

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ABSTRACT

Purpose of research. In recent years, the mechanism of public-private-partnership (PPP) has advanced as an effective approach in developing social and infrastructural projects. Improving sustainability performance in PPP projects is an important strategy for pursuing not only the mission of sustainable development but also economic goals of developing countries. This paper aims to review and combine what we know about PPP projects in Kazakhstan and to present future directions for research and practice.

Methodology. This article has been composed using descriptive methodology. An explorative and unstructured literature review was performed, later was subsequently paired with a structured literature review. This article joins several research areas on literature relating to problems, perspectives of PPP projects and their role in gaining SDG.

Originality / value of the research. The research focus was concentrated on the study and analysis of public-private partnership projects in Kazakhstan and their role in achieving sustainable development goals.

Findings. PPPs in Kazakhstan require comprehensive consideration to improve the legislative aspects and approach the forms of PPPs common in Western countries, improve conditions for the private sector and public involvement.

Keywords: public-private-partnership (PPP), project management, sustainable development goals (SDG).

INTRODUCTION

Historically, Public-Private Partnerships (PPP) were used as a mechanism to realize infrastructure projects. Since the introduction of PPP under the term private finance initiative (PFI) by the Conservative Government in the UK in 1992, the scheme has been adopted by many other countries including France, China, India, Singapore, Thailand and also Malaysia [1]. PPs are a unique type of collaboration between the public and private sectors intended at accomplishing long-term investment projects in the social and infrastructure fields with the setup of “value for money”.

Starting from 2016 PPP has been implemented by the UN as an important tool to achieve the 17 SDGs and therefore new models of PPPs are declared as “value for people” or People-first PPP model [2].

Despite the increasing adoption of PPPs, the experiences of many countries are not always positive due to controversies, failures, delays, and revocation of concessions agreement that characterized its successful implementation, particularly in developing countries [3]. This statement is also true for Kazakhstan where the number of PPP projects has increased rapidly since 2005. The aim of this paper is to take stock of what we know about the field of PPP projects in Kazakhstan, to provide a comprehensive overview of the main problems and perspectives, to present directions for future research to stimulate enhancing of this kind of projects efficiency, and provide implications for practice. We thus formulated the following research questions: (1) What are the main topics and debates in the literature on PPP projects in Kazakhstan? (2) How does this affect the achievement of the sustainability goals? (3) How can future studies expand this field of research?

This paper is organized as follows: Section 2 describes the theoretical background for this paper, which is followed by the research approach in Section 3. We present the results of the literature analysis in Section 4 followed by the directions for future research and the implication for practice making up Section 5, while Section 6 presents the conclusion.

Literature review. The first PPPs in Kazakhstan were implemented in 2005 as pilot concession projects (railway Shar – Ust-Kamenogorsk, power transmission line North Kazakhstan – Aktobe region) based on Civil Code. One year later The Law of Kazakhstan Republic "On Concessions" was created and it was amended in 2008, 2010 based on concession projects' execution experience [4]. According to A. Soltangazinov [5] the evolution of PPP organizations in Kazakhstan is at the forming phase and a lot of work in policy, conceptual provisions, environment has been done, however there are still different unsolved issues that require further legislation improvements. The successful implementation of public investment projects through the PPP mechanism requires an effective legal and institutional framework and highly skilled staff. In this case Report 3 of the World Bank Group [6] observes that in spite of significant progress founding friendly environment for the implementation of public infrastructure comparable responsible public institutions to support PPPs, particularly Kazakhstan Public Private Partnership Center (PPPC) and Public-Private Partnership Advisory Centre (PPPAC), Roadmap for PPP Projects and services through public-private partnerships (PPPs), actions were finite. While there are more than 100 projects in the government's Master PPP Pipeline, implementation has been very limited.

The critical examination of PPPs in Russia and Kazakhstan by N. Mouraviev [7] has highlighted discrepancies between the Western literature and government approaches in Russia and Kazakhstan. Hence, In OECD countries, it is sharing of some elements (namely, resources, responsibilities, risks, and costs), by both government and a private party, that transforms their collaboration in a partnership type of an arrangement. Many PPP features are missing in practical approaches employed by Russia and Kazakhstan, and the academic discussion in these countries is silent about key partnership features such as shared resources and responsibilities. This leads to substantial growth of risks and costs involved with PPPs may be substantially higher than they appear. Current approaches may undermine the overall goal of PPPs, including concessions. Ye. B. Domalotov [8] proposes that unequal power relations between the members of the partnership can also be attributed to the significant problems of PPP development tools in Kazakhstan. This trend is contrary to the basic principles of PPP formation. The essence of the principle of equal rights and economic responsibility concludes in identical rights as well as responsibilities and reaching scope and aims of such collaboration among all participants. One of the typical arguments in favor of PPPs is possible improvements in the delivery of public services but there are no public discussions in Russia and Kazakhstan of standards for these services.

MAIN PART

As of the beginning of 2021 there are 1355 projects recorded by Kazakhstan PPP center. Graph of sector distribution shows (Figure 1) that more than half of all recorded projects are in the education sector, 716 out of 1355. It might be connected to the fact that this sector is still largely government run. Second probable reason is the high level of dissatisfaction with the education system among citizens (total investment can't be counted since most of the projects didn't have data) and the aim of the government to avoid «resource curse». Report 3 of the World Bank Group [6] notes that last year's public-private partnership helped to improve access to pre-primary education, although Kazakhstan still couldn't reach the OECD average: 73 percent in comparison to 90 percent in OECD members.

Healthcare and social service, energy, the housing and utilities sectors account for 459 projects. Probable explanation for that is that they are also mostly publicly run sectors. So, investments in these sectors are mostly politically motivated. Another possible reason can be the awareness of government “that the 2030 Global Agenda for Sustainable Development and its 17 SDGs are an excellent instrument that can help Kazakhstan to effectively achieve its development aspirations as articulated in Strategy 2050 [9] and the subsequent reform agenda”.

As it is shown in Figure 2, PPP projects in Kazakhstan are not evenly distributed. Collected data reveals that two regions with the greatest number of projects are East Kazakhstan region and Turkestan region, while West Kazakhstan region has 17 projects, Nur-Sultan, capital of Kazakhstan has 42. Probable explanation is the periodization of the least-developed regions with highest population growth. Turkestan in the context of other regions of Kazakhstan has big problems with UN Sustainable Development Goals: gender inequality, low quality of education, poverty, low level of infrastructure. Number of projects also correlates with income levels

in different regions. West Kazakhstan region and Aktobe region see the least number of projects. Probably the reason is that these regions have a high amount of well-paid jobs in the oil industry aligned with this assessment. N. Mouraviev [11] argues that national budget of Kazakhstan is heavily dependent on oil sales and its price in the world market. When the revenue side of the national budget grows because of the higher than forecasted price of oil, expenses for social programs also increase. When oil revenues fall, all kinds of government expenses, including those for PPP projects, should contract. Oil revenue creates an optimism that encourages the government to launch partnerships; however, oil revenue will not make the power struggle between regions for national funds easier.

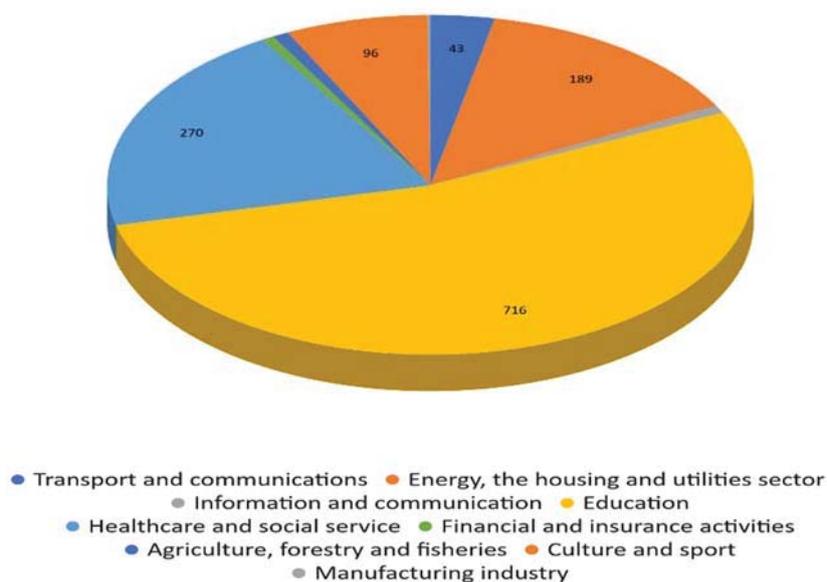


Figure 1 – PPP sectors in Kazakhstan.
 Note – Developed by authors based on the source [10]

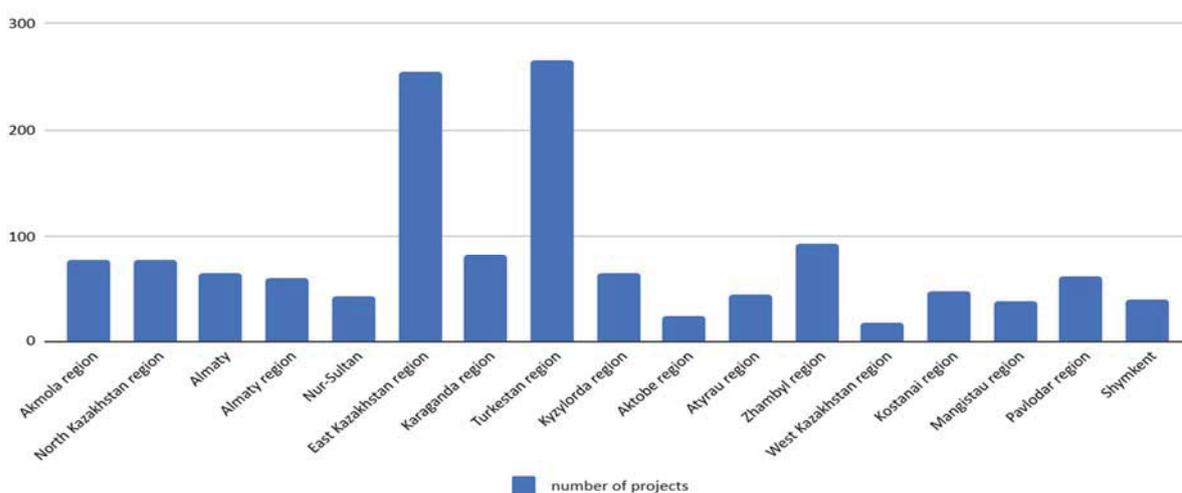


Figure 2 – Distribution of PPP in Kazakhstan.
 Note – Developed by authors based on the source [10]

According to A. Legostaeva [12] private investments in PPP projects of Kazakhstan are equivalent to 64 % of all attracted investments, while state obligations contain 36 % of all investments. N. Mouraviev [13] notes that in Kazakhstan PPP development is high on the government agenda and the governments are actively pushing for accelerated PPP formation because it is significant for the interplay between sustainability, entrepreneurship and innovation which increasingly becomes the driver of society's development and growth. Specifically, the governments deploy PPPs for solving certain environmental tasks, such as using private investment and technological innovation for building effective urban water treatment and water supply facilities or solid waste utilization plants. Hence, PPPs are increasingly substituting the government in its activities aimed at environmental sustainability. A. Abdymanapov [14] argues while establishing approaches for PPP, one should consider the features of social sphere PPP i.e. adding qualitative indicators in quantitative assessment of them.

The outcomes of their research demonstrated that there is a substantial difference in the ways of assessment of PPP projects. Both the state agenda and the financial interests of private sector are to be considered. Now, the general implementation issue is connected to the fact that there are only two types of information about the efficiency available: financial and economic efficiency. The former one provides information necessary for private project participants, while the latter one generally considers the outcomes of the project from the societal perspective. The social impact of the PPP project can be viewed as a beneficial outcome of the implementation for the public. This can include the expansion of supply of goods and services, increase in their availability and regularity.

The absence of integrated approach to national projects is one of the main issues restraining local PPP project implementation opportunities, according to A. Oinarov [15]. Other contributing factors include: (1) inadequate professional skills of human resources handling the project (2) inadequate management skills.

Legostaeva [12] came to the conclusion that the basis of the control mechanism of PPP projects in Kazakhstan is based on common principles and phases of project management. However, management of integrated, complex projects with a high level of uncertainty and rapidity of technological, political and other changes, which includes the PPP require significant changes and improvement of processes of traditional project management, as well as the evaluation of the results and consequences of its implementation for all potential beneficiaries. In this case, authors observe the following gaps in the implementation and management of PPP projects:

- Limitations in the application of legislation and insufficient legal regulation, lack of a formed legal scheme for interaction in the framework of PPP;
- Shortage of mechanisms aimed at increasing the quantity of PPP projects;
- The presence of administrative barriers and corruption risks;
- The lack of competence in managing the execution of PPP projects;
- Lack of experience and specialization of partners in project management;
- Lack of qualified management personnel;
- The absence of a regulatory framework for project management based on PPP principles, including in part:
 - Planning of a project;
 - Financial analysis of efficiency of project implementation;
 - High expectations of the amount of state support;
 - Unity of approaches in project preparation;
 - Management tools for project implementation;
 - Management of the potential risks and threats to projects;
 - Lack of quality guarantees for all stages and phases of project implementation.

In this study, we see the project management approach in assessment of PPP, which aligns with trends in worldwide management. Unfortunately, Kazakhstan PPP literature does not cover stakeholder management, social value and risk management between public and private partners as well as the value of different stakeholders and the contribution of stakeholders to project efficiency.

Data analysis shows that despite the low degree of development of PPP in Kazakhstan, they have more social rather than infrastructural focus, corresponding to the People-first PPP model (Table 1). These data

may indicate a clear link between PPP projects and their role in achieving sustainable development goals. N. Mouraviev also argues that [13] PPP social value, created by partnerships' engagement in sustainable entrepreneurship, may effectively serve as the core of a new set of PPP assessment criteria at the time of deployment and also at the time of performance evaluation.

Table 1 – Examples of “People first PPPs” realized in Kazakhstan

Goal 2: Zero Hunger	Agro blank production shops in Almaty region Construction, transmission and operation of an integrated network of 7 wholesale distribution centers.
Goal 3: Good Health and Well-being	Construction of clinics in rural areas Construction and operation of feldsher-obstetric points Construction and operation of multidisciplinary hospital in Aktau, Mangistau region. Construction and operation of children's city hospital in Semey, East Kazakhstan
Goal 4: Quality Education	Construction and operation of kindergartens Construction of a student hostels Digitalization of education projects
Goal 6: Clean water and Sanitation	"Ak-bulack" project "Drinking Water" program
Goal 7: Affordable and Clean energy	Solar PV Power Plants Zhanatas Wind Power Plant Big Almaty Ring Road Almaty waste sorting and recycling plant
Goal 11: Sustainable Cities and Communities	Construction of residential buildings Construction and operation of bridge across Bukhtarma reservoir in Kurchum district of East Kazakhstan region Construction of a bypass railway line pass railway junction of Almaty station Project description Construction and operation of a bypass road in Shymkent Construction and operation of light rail line in Almaty
Goal 5: Gender quality	Construction and operation of feldsher-obstetric points
Goal 12: Responsible consumption and production	Removal, processing, disposal of decommissioned office equipment and furniture of a state institution of the Karaganda region Construction of waste-free processing of hazardous waste facilities in the city of Nur-Sultan
Note – Developed by the authors based on the source [16]	

Regarding sustainable development goals (SDGs) assessment in Kazakhstan Y. Huan [17] indicated that during the years 2000–2016, the SDG scores for Kazakhstan in all dimensions presented an upward trend, among which the performance of social SDGs grew the most, increasing by 1.61703, followed by economic SDGs, whose score increased by 1.33987. During the years 2016–2017, the SDG scores in all three dimensions exhibited an evident downward trend, among which the environmental trend fell the most (decreasing by 1.73977), followed by social SDGs (decreasing by 0.86695). During 2000–2017, among the SDGs in all three dimensions for Kazakhstan, the environmental SDGs performed the best overall, followed by the economic SDGs, with the social SDGs performing the worst overall among the three divisional SDGs.

S. Chikanayev [18] notes that besides the problems detailed above in PPP, in 2020 Kazakhstan faced major economic and social challenges due to the impact of the COVID-19 pandemic and drop in the price of oil to a 20-year low, which has resulted in decreased economic activity, reduced foreign direct investment, and shrinking state budget. This makes the need to attract investment in deteriorating public infrastructure even more acute, and the government is now under even greater pressure to find answers to hard questions about maintaining the volume and quality of public services. Therefore, Kazakhstan's government needs to take action in the near future to recalibrate the PPP policy and the way it is implemented.

Research approach. In preparing the paper, the descriptive methodology has been used. The study analyzed the data provided in public resources, including government portals. In the course of the study the EBRD report, legal acts and regulations related to the Laws on PPP projects, on PPP, public sector, private sector, concessions, corporate legislation were also reviewed.

RESEARCH RESULTS

Discussion. A review of PPPs in Kazakhstan has shown this sector is in its infancy and is characterized by low efficiency associated with unequal relationships and risks between the public and private sectors, with a discrepancy in the understanding of PPPs in comparison with the Western literature. A. Oinarov states [19] that in terms of the PPP project performance, Kazakhstan's public-private sector now attributes to a modest 15 % share of GDP.

Despite the implementation of the national standard ST RK ISO 21500-2014 – Project Management Guide the level of project management is low. This may be due to the lack of transparent PPP frameworks as well as the lack-of experienced project managers.

It is encouraging that the government is trying to address sustainability issues through PPPs and understands the general trends needed to do so. The improvement of transparency, the extension of work to eliminate the shadow sides of PPP projects can help improving the sector in Kazakhstan.

Proposed measures to improve management procedures in the conditions of the Kazakhstan PPP projects at key stages of the project are as follows:

- objective evaluation and selection of projects for business and society, equal terms for private sector including risks,
- open and regular communication between the government and a private partner to minimize the risks and valuing of each stage of management,
- create effective management teams and use efficient tools and methods of project management including stakeholder and value management.

Conclusion. PPP projects development is essential for developing countries like Kazakhstan. This study examined the current situation of PPP in Kazakhstan and aimed to highlight problems and its role and alignment with sustainable development goals. The study findings are as follows: PPPs in Kazakhstan require comprehensive consideration to improve the legislative aspects and approach the forms of PPPs common in Western countries, improve conditions for the private sector and public involvement. As Sadran notes [20] not every contract between a public authority and a private sector service-provider constitutes a PPP, because this implies a triangular relationship binding the public authority, the private sector partner and the members of the public concerned with the service (users, customers, citizens). Future research in PPP projects should cover project management and value management approach to increase efficiency and sustainability of them.

Limitations of the Study. In order to have deep analyze of Kazakhstan's PPP projects, it should be sampled based their types, scope and execution across the country. However, ownership rights of the PPP projects parties and external parties, to the nationally scaled public projects, limited access to relevant data. Therefore, the study mainly relied on the publicly accessible documentation and data.

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ҚАЗАҚСТАННЫҢ ТҰРАҚТЫ ДАМУ МАҚСАТЫНА ҚОЛ ЖЕТКІЗУДЕГІ МЕМЛКЕТТІК-ЖЕКЕШЕЛІК ӘРІПТЕСТІК

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АНДАТПА

Соңғы кездері мемлекеттік-жекешелік әріптестігінің (МЖӘ) механизмі әлеуметтік және инфрақұрылымды жобаларды дайындаудың нәтижелі тәсілі ретінде дамуда. МЖӘ жобаларында тұрақты дамудың тиімділігін арттырудағы маңызды стратегия ғана емес, сонымен қатар дамушы елдердің экономикалық мақсаттарына апарар жол.

Зерттеу мақсаты – Қазақстандағы МЖӘ жобалары жайлы мәліметтерді қарастыру және біріктіру және сонымен қатар болашақ зерттеулер мен тәжірибе үшін бағыт беру.

Әдіснамасы. Мақаланы дайындау барысында сипаттау әдіснамасы қолданылды. Алдымен ғылыми және құрылымданбаған әдебиетке шолу жасалды, ары қарай құрылымды әдеби шолумен біріктірілді. Әдебиеттегі МЖС жобаларының мәселелері, болашағы және олардың тұрақты даму мақсаттарына жетудегі маңызы сынды зерттеулерге қосылдық.

Зерттеудің бірегейлігі / құндылығы. Зерттеу Қазақстандағы мемлекет-жекешелік жобаларын талдауға және олардың тұрақты даму мақсаттарына жетудегі маңызына негізделген.

Зерттеу нәтижелері. Қазақстанда мемлекет-жекешелік әріптестігі (МЖӘ) заңнамалық тұрғыдан және батыс мемлекеттерінде белең алған МЖӘ түрлеріне қатысты тәсілдері, жеке меншік үшін шарттарын жақсарту және қоғамды қатыстыру бойынша жан-жақты қарастырылуы қажет.

Түйін сөздер: мемлекеттік-жекешелік әріптестік (МЖӘ), жобаларды басқару, тұрақты даму мақсаттары (ТДМ).

ГОСУДАРСТВЕННО-ЧАСТНОЕ ПАРТНЕРСТВО В ДОСТИЖЕНИИ
ЦЕЛЕЙ УСТОЙЧИВОГО РАЗВИТИЯ КАЗАХСТАНА

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АННОТАЦИЯ

В последние годы механизм государственно-частного партнерства (ГЧП) развивается как эффективный подход к разработке социальных и инфраструктурных проектов. Повышение эффективности устойчивого развития в проектах ГЧП является важной стратегией для достижения не только миссии устойчивого развития, но и экономических целей развивающихся стран.

Цель исследования – рассмотреть и объединить знания о проектах ГЧП в Казахстане, а также представить будущие направления исследований и практики.

Методология исследования. При подготовке документа использовалась описательная методология. Выполнен обзор исследовательской и неструктурированной литературы, который впоследствии был объединен со структурированным обзором литературы. Статья относится к нескольким исследовательским областям по литературе, касающейся проблем, перспектив проектов ГЧП и их роли в достижении целей устойчивого развития.

Оригинальность / ценность исследования. Исследование было сосредоточено на изучении и анализе проектов государственно-частного партнерства в Казахстане и их роли в достижении целей устойчивого развития.

Результаты исследования. ГЧП в Казахстане требует всестороннего рассмотрения с целью совершенствования законодательных аспектов и подхода к формам ГЧП, распространенным в западных странах, улучшения условий для частного сектора и участия общественности.

Ключевые слова: государственно-частное партнерство (ГЧП), управление проектами, цели устойчивого развития (ЦУР).

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