

PUBLIC-PRIVATE PARTNERSHIP AND ITS IMPACT ON THE REGIONAL ECONOMY: THE EXPERIENCES OF THE REPUBLIC OF KAZAKHSTAN AND TURKEY

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Abstract. *The relevance of this article lies in the fact that, today, investments are necessary for a timely response to market changes. The purpose of this paper is to study the experience of the public-private partnership and its impact on the regional economy in Kazakhstan and Turkey. Within the framework of this study, a scientific approach was used with general as well as special scientific methods – in particular, systematization, theoretical generalization, and a comparative method. An analysis of the impact of public-private partnership on the economy of the region and the experiences of the Republic of Kazakhstan and Turkey was carried out, which allowed for the identification of further directions for the development of the use of this tool to attract private investments for*

regional development. The impact of the development of public-private partnerships on the economies of these territories was determined, and the main directions for improving the development of this instrument in relation to these territories were identified. The authors found that different methods of public-private partnership are used within different regions, and regulation of these areas is also carried out in different ways. The applied value of this research lies in the possibility for more effective use of this instrument of interaction between public bodies and business entities for the development of individual territories.

Keywords: *concessions, business, regional development, infrastructure, public services.*

Reikšminiai žodžiai: *koncesijos, verslas, regionų plėtra, infrastruktūra, viešosios paslaugos.*

Introduction

At the present stage of economic development of individual territories (regions and countries), there is an urgent need for modernization, better structural transformation, and an innovative vector of development. Preventing this is a lack of budgetary resources for the implementation of the above-listed measures. In turn, this makes these measures relevant to the search for more effective tools of management, the basis of which can be the interaction of such structures as governments and private businesses. Under existing conditions, the most important source of economic growth and a factor ensuring the sustainability of the development of territories is the stability of the functioning of infrastructure (Kim 2018; Lebedchenko 2020; Mazur and Nahernuk 2018). Due to infrastructure, the comfort of the living environment of the population is formed; it is involved in creating conditions for a high-quality life, as well as conditions for the reproduction of human capital. The infrastructure of a separate territory involves the provision of basic vital services (electricity, gas, water, etc.) both for the population and for economic entities (commerce, industry, agriculture, etc.) (European Court of Auditors 2018).

However, it can be noted that in many regions, some sectors of infrastructure are in a deplorable state and are experiencing a crisis due to depreciation of fixed assets, accidents, and resource loss in networks. Problems include ever-increasing tariffs, with the same quality of services being provided by the industry. The main reasons for the crisis in infrastructure industries are the lack of funds and the inefficiency of the industry management system (Agency for Strategic Initiatives 2017). In a crisis, the introduced market mechanisms of management, a decrease in state support, and the low paying capacity of consumers have further worsened the financial condition of enterprises in the infrastructure sectors. There is a further decrease in investment activity and, accordingly, further aging of fixed assets without the possibility of their renewal (Korkuna 2020).

The need for interaction between government and business is becoming obvious, and the consolidation of efforts is necessary to fully solve problems. Based on global experience, the most effective model in this direction is a public-private partnership (PPP) (OECD 2012). Nevertheless, there are many inhibiting factors of organizational, eco-

conomic, and institutional natures, alongside specificity regarding the territory in which this instrument is used. In this context, the search for the feasibility of and methodological justification for the development of PPPs and their impact on the region's economy becomes relevant. PPPs are studied in detail in many ways in every country. A general study by Kochetkova (2016) considered the peculiarities of the application of PPP standards in different countries around the world, the shortcomings of PPPs, decision-making processes for PPP investments and tenders, and practical issues of organizing financing for private companies concluding PPP agreements.

Accordingly, all of the above necessitates the further study of the problem with the possibility of resolving the issues of PPP development to increase the competitiveness of the region and the development of its economy. Researching the issue of PPP and its impact on the regional economy is a complex process that requires the elaboration of priority areas, which determines the practical significance of this study.

Literature Review

The main prerequisite for the emergence of PPPs, alongside borrowing mechanisms associated with the experience of foreign countries and their legal systems, is presented as a budgetary deficit for the creation and maintenance of the transport, social, and other sectors (Benítez-Ávila et al. 2018). The solution to this issue then becomes the creation of a tool that will attract private investors to the implementation of public projects, taking into account mutually beneficial conditions. This tool is a PPP. The study of various authors' understanding of the concept of PPP is becoming increasingly relevant. According to Kochetkova (2016), a PPP is an effective alliance or interaction between the state and private businesses. Esbergenova (2015) observed that a PPP is a legally formalized relationship between the state and a business in relation to projects of social and public importance, providing for the sharing of risks, the consideration of interests, and the coordination of the efforts of the parties (Maydirova and Biryukov 2013).

Istomin (2016) highlighted some features of PPP relations, including: the presence of a specific subjective composition, which is represented by the presence of public and private partners; the goal of satisfying the public interest, to fulfill the tasks related to the functions of the state and local self-government; the ability to distribute risks, costs, and profits from participation in the project between parties (partners); and an object – i.e., the property that is in the sphere of public interest and control. According to Vydrin (2015), PPP is presented as a form associated with the interaction of government and civil society institutions in order to establish cooperation in such areas as the political, social, and economic development of territories. Many studies are devoted to the topic of PPP and its components – such as that of Makarevich (2013), who considered the financial and legal component of PPP. One of the emphases of Makarevich's study considered the fact that the purpose of a PPP is to improve the quality of public administration within public services and public infrastructure.

Materials and Methods

One of the main methods of studying the problems of PPP and its impact on the regional economy, based on the experiences of the Republic of Kazakhstan and Turkey, is the method of employing statistical data on the main areas of PPP in these countries. In this regard, we can utilize statistical as well as comparative analysis. In this context we can use a system of indicators which, in turn, reflects the directions of development of PPP and its impact on the regional economy of the objects under study. This system includes:

- the dynamics of the concluded agreements (using horizontal analysis) within a separate territory (the Republic of Kazakhstan and Turkey);
- the dynamics of investments under concluded PPP agreements within a separate territory or in comparison (the Republic of Kazakhstan and Turkey);
- the structure of PPP projects at various stages in the context of a separate territory;
- the sectoral structure of already-concluded PPP agreements within a separate territory (separately for the Republic of Kazakhstan and for Turkey);
- the sectoral structure of PPP projects in terms of cost within a separate territory (separately for the Republic of Kazakhstan and Turkey);
- the rating of regions in terms of the implementation of PPP projects within a separate territory (the Republic of Kazakhstan)

The research period of this study was 2017–2019 (2019 was considered for positions with official data). As part of the analysis of statistical indicators, dynamic analysis of data volumes was carried out. The empirical basis of the study was represented by data from the Republic of Kazakhstan and Turkey. The legislation of developed countries generally includes provisions for roads, parking lots, public transport, port infrastructure, navigation services, police and firefighters, courts, water supply, waste collection and disposal (including sanitation), educational and health facilities, etc., within the category of public objects and public services (Duzelbaeva, Berikbolova, and Abdimominova 2018; Boshynda, Popfalushi, and Bilak 2020; Yermekbayev, Abzhaparova, and Iztayeva 2019). Considering the experience of Kazakhstan, it can be noted that at present PPPs in the innovation sphere are based on the Constitution of the Republic of Kazakhstan, and are developed per the Civil Code and the law “On Public-Private Partnership”. Ways of implementing PPPs in Kazakhstan are outlined in Figure 1.

Turkey has a system for regulating issues related to PPP which was introduced in the early 1900s. In the 1990s, several of the first fundamental laws regarding PPPs appeared in the Turkish legal system. There is no universal law to regulate issues related to PPPs in Turkish legislation. The main laws that govern PPPs are Law No. 4283 “On the Creation and Operation of Power Plants and the Sale of Energy under the Build-Operate Model” (1997); Law No. 45396 “On the Medical Sector in the Build-Operate Model” (2005); and Law No. 5396 “On the Health Sector under the SA (Build-Rent) Model” (2005).

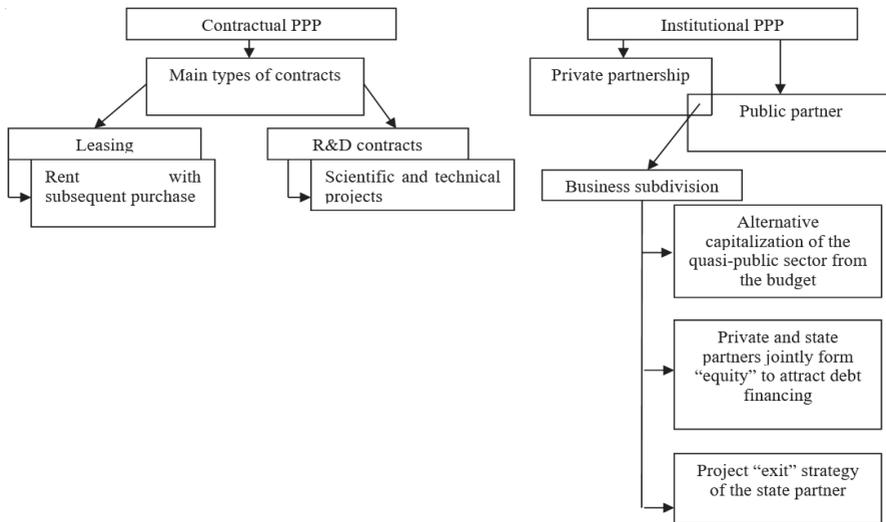


Fig. 1. The main ways of implementing PPPs in the Republic of Kazakhstan

Source: compiled by the author.

In the period from 2010 to 2019, Turkey implemented more than two hundred large projects, the total cost of which was more than \$120 billion. Projects were implemented in the field of medicine, energy, and the construction of roads, tunnels, airports, and seaports. The state launches and implements PPPs projects to improve the lives of people and to provide comfort in Turkish cities for Turkish citizens and tourists. PPP projects attract increasing numbers of foreign investors and partners to the country every year. The following PPP models are used in Turkish legislation: the “build-operate” model, the “build-lease” model, the “build-operate-transfer” model, and the “transfer the rights to operate” model. The characteristics of these models are presented in Table 1.

Table 1. PPP models used in Turkey

“Build-operate” model (BO)	“Build-lease” model (BL)	“Build-operate-transfer” model (BOT)	“Transfer the rights to operate” model (TRO)
According to this model, construction is carried out and operated by the private sector. This model differs from the BOT model in the fact that the ownership of the object that is built is not transferred to a certain state body. This model is most common in the construction of power plants.	According to the BR model, the private sector invests finance and builds a facility on a site, and then leases this object to a specific state body. This model is most common in the construction of medical institutions – for example, medical centers.	According to the BOT model, construction is carried out, financed, and operated by the private sector. After this, the object is transferred to a specific state body within an agreed period of time, which is pre-determined by the BOT agreement between the parties.	This model assumes the transfer of rights by the relevant state body to the private sector for an agreed period of time and on specific conditions stipulated by the contract. Ownership cannot be transferred; only the rights to operate a particular facility can be transferred to the private sector.

Results and Discussion

The two main types of PPP in Kazakhstan can be called contractual PPPs (service contracts, trust management or property leases, life cycle contracts, and other contracts) and institutional PPPs. It can also be noted that, according to the Law of the Republic of Kazakhstan “On Public-Private Partnership” (hereinafter – the Law on PPP), the National Chamber of Entrepreneurs carries out the following functions:

- preparation of an expert opinion for the concept of a PPP project;
- development of a registry of potential private partners;
- participation in the tender committee to determine a private partner;
- participation in monitoring the implementation of public-private projects.
- supposed assistance for entrepreneurs:
- consultations on general PPP issues;
- consultations on the development of the concept of a PPP project with a private financial initiative;
- support for private partners when concluding PPP contracts;
- participation in monitoring of the implementation of PPP projects, with an emphasis on solving the problems of entrepreneurs.

Budgetary expenditures aimed at fulfilling governmental obligations for PPP projects, including government concession obligations, are not subject to sequestration in the process of budget execution (clause 7 of Art. 110 of the Budget Code of the Republic of Kazakhstan, hereinafter BC RK). The main areas of PPP application in Kazakhstan are: airports, healthcare, the energy industry, and others. Considering the experience of Turkey regarding the use of PPPs, some observations can be made. Turkey has an International PPP Platform – “Türkiye” – which aims to improve the legal framework for PPP implementation and the dissemination of information regarding PPPs in Turkey. PPP relations are enshrined at the constitutional level, and since the mid-1990s a law

“On the Implementation of Certain Investments and Services within the Framework of the Build-Operate-Transfer Model” has been enacted. The functions of the selection and control of PPP projects is assigned to the State Planning Organization under the Council of Ministers of Turkey (Yurieva 2013; Yermekbayev et al. 2020; Maidyrova and Tariverdi kizi Mamedova 2013).

Turkey’s investment legislation supports and protects investors through various legal mechanisms (Foreign Direct Investment Law; bilateral investment protection treaties with 75 countries; double taxation treaties with 80 countries). The relevant legislation is flexible enough to adapt various PPP models according to the nature and requirements of projects. The models and legal framework for PPPs in Turkey are presented in Table 2. The government can either partially or completely assume the external debt of project companies in BOT and BLT projects. To qualify for debt admission, the minimum investment must be £1 billion in BOT projects or £500 million in BLT projects.

Table 2. PPP models and legal framework in Turkey

	Build-Operate Transfer (BOT)	Build-Operate	Build-Lease Transfer	Transfer of Operating Rights
Relevant legislation (Law No.)	No. 3996; No. 3465; No. 3096	No. 4283	No. 652; No. 6428; No. 351	No. 4046; No. 5335; No. 4458
Sectors	Motorways; Ports; Airports; Energy (power plants)	Energetics (thermal power plants)	Hospitals; Colleges; Dormitories; Schools	Airports; Ports; Energy (power plants); Power distribution

Source: compiled by the author based on materials from the Investment Office (2019).

PPP projects in Turkey allow for expropriation and the free use of state-owned land. Some PPP projects even provide minimum income guarantees. Summarizing the results of the literature analysis, we can say that the mechanism of PPP should be defined as the interaction between the authorities (within the region) and business entities, which is based on a project approach that provides a synergistic interaction between the parties involved with the same value of transaction costs for each of the parties, and which is aimed at developing the infrastructure of the region (Esbergenova 2015; Abishev 2019). Figure 2 shows the number of PPP agreements concluded in the Republic of Kazakhstan and Turkey in 2017, 2018, and 2019.

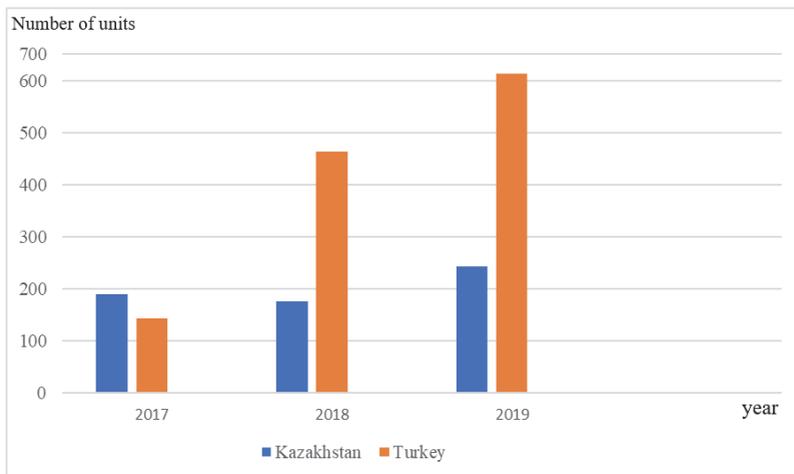


Fig. 2. The number of PPP agreements concluded in the Republic of Kazakhstan and Turkey in 2017, 2018, and 2019

Source: compiled by the author based on materials from the Kazakhstan Center for Public-Private Partnership (2020), and the Investment Office (2019).

In the East Kazakhstan region, the Regional Center for Public-Private Partnership – one of the first in the country – was created with the provision of an appropriate material and technical base. To ensure a balance between the interests of the state and business entities, a variety of approaches are used: 108 private kindergartens operate under the PPP mechanism, with the placement of long-term state order and transfer to trust management. These measures of state support also made it possible to create approximately 1,200 places in preschool institutions, saving more than 3.8 billion tenges of budgetary funds for construction.

It should be noted that, in general, the Ministry of Health is creating all the necessary conditions for the implementation of PPP projects, and positive growth in the implementation of projects using this mechanism significantly affects the development of the industry's economy, as well as the effective use of budget funds. Expanding the scope of the PPP mechanism inevitably encounters problems, such as the desire to receive maximum budgetary support or to disguise certain types of direct public procurement as PPP projects. Figure 3 outlines the main directions of the PPP agreements concluded in Turkey.

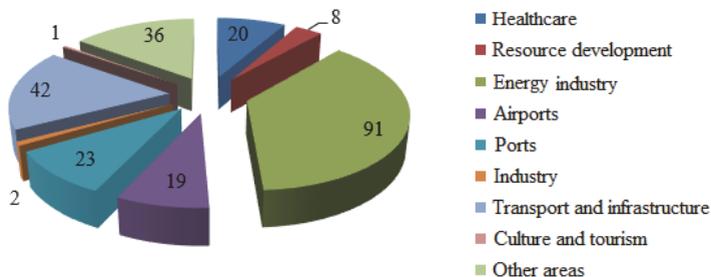


Fig. 3. Sectoral structure of PPP projects in Turkey in 2019 by number

Source: compiled by the author based on the materials of the Investment Office (2019).

Transport and energy infrastructure projects dominate the PPP market in Turkey. The sectoral structure of PPP projects in Turkey in 2019 by value is shown in Figure 4. The most expensive PPP projects were airports and the energy industry; transport and healthcare can also be included here. Turkey is strategically located right in the center of trade routes and the country is also close to the main markets, all of which requires a developed transport infrastructure. As such, logistics is an integral part of Turkey’s transport infrastructure. Turkey has established intermodal logistics centers along with the Trans-Asian Railway network to reduce costs and improve the efficiency of logistic networks, and has also implemented many megaprojects with the BOT model (Kovalska 2019; Israfilov et al. 2020; Pylypenko 2019).

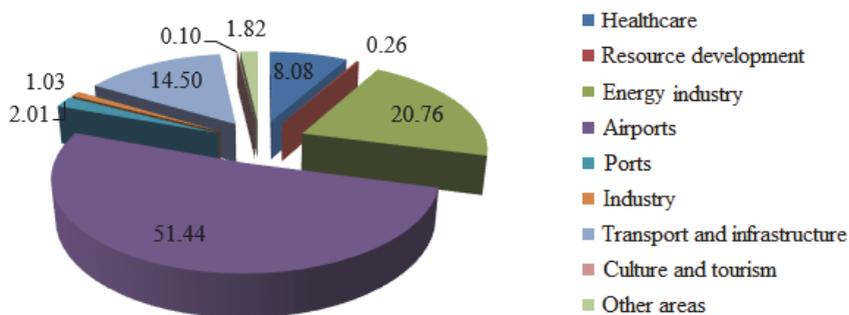


Fig. 4. Sectoral structure of PPP projects in Turkey in 2019 by value, %

Source: compiled by the authors based on the materials of the Investment Office (2019).

Significant funds are directed towards the field of renewable energy resources; this scheme is called YEKA (Renewable Energy Resources Areas). In this area, the more efficient and rational use of sections of the energy market is being carried out. The

implementation of PPP projects in this direction in Turkey is carried out through large-scale megaprojects with a high proportion of local production technologies. The YEKA scheme is very attractive, as it provides a guaranteed reduced tariff for 15 years. In addition, a young and growing population is stimulating economic activity. Economic transformations in Turkey have led to rapid urbanization, and 23 urban centers with a population of over 1 million now exist in the country.

In addition to this, according to Abishev (2019), it should be noted when using this mechanism that PPP legislation requires improving the regulatory framework in terms of reducing administrative barriers for potential investors and improving the project implementation scheme. So, at the first stage, legislative amendments are made to the law “On Concessions” in terms of delimiting the technical and functional operation of healthcare facilities. These amendments are intended to ensure the implementation of PPP projects in the health sector according to the infrastructure model, which has successfully proven itself in Turkey. This model assumes the assignment of the design, construction, and technical operation of the facility to the private partner, while the provision of medical services (functional operation) remains with the public partner. The authors’ position is that the objective reality dictates the need to continue work on the development of the mechanism of PPPs as one of the tools to increase the competitiveness of the region’s economy using successful international practices in this direction.

Conclusions

1. This research makes it possible to draw general conclusions. A PPP can be viewed as a tool that determines the interaction between public bodies (this may also apply to a separate territory – a region, for example) and business entities. The basis of this mechanism is a project approach, which ensures the synergistic interaction of the parties involved, while the value of transaction costs for each of the parties remains unchanged and is aimed at developing the infrastructure of the region. It should be noted that there are various methods of implementing the PPP mechanism which have their own characteristics within a particular territory, taking into account the territory’s specificity and its regulatory framework.
2. This study resulted in an analysis of the development of PPPs and their impact on the regional economy in relation to the experiences of the Republic of Kazakhstan and Turkey. It was found that different methods of PPP are used within different regions, and regulation of these areas is also carried out in different ways. Whilst Turkey does not have a legislative framework at the federal level, for example, the Republic of Kazakhstan does.
3. As part of this study, it was found that further work is required to improve the regulatory framework in terms of reducing administrative barriers for potential investors, which will help to activate this segment. It is also necessary to continue the development of the PPP mechanism as one of the tools to increase the competitive ability of the region’s economy, using successful international practices that are applicable within individual regions.

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Viešojo ir privataus sektoriaus partnerystė ir jos poveikis regionų ekonomikai: Kazachstano Respublikos ir Turkijos patirtis

Anotacija

Šis straipsnis yra aktualus, nes investicijos būtinos norint laiku reaguoti į rinkos pokyčius. Straipsnio tikslas – ištirti viešojo ir privataus sektorių partnerystę patirtį ir jos poveikį Kazachstano ir Turkijos regionų ekonomikai. Tyrimo metu buvo taikomi bendrieji ir specialūs moksliniai tyrimų metodai: sisteminimas, teorinis apibendrinimas ir palyginimas. Buvo atlikta viešojo ir privataus sektorių partnerystės poveikio regiono ekonomikai ir Kazachstano Respublikos bei Turkijos patirties analizė, kuri leidžia nustatyti tolesnes šių šalių regionų plėtros kryptis siekiant pritraukti privačių investicijų (regioninei plėtrai užtikrinti). Buvo nuspręsta plėtoti viešojo ir privataus sektorių partnerystę abiejų šalių regionų ekonomikoje. Buvo nustatytos pagrindinės regionų tobulinimo kryptys. Išsiaiškinta, kad skirtinguose regionuose taikomi nevienodi viešojo ir privataus sektoriaus partnerystės metodai, o šių sričių reguliavimas taip pat vykdomas skirtingai. Taikoma medžiagos vertė susijusi su galimybe efektyviau panaudoti šių viešojo sektoriaus įstaigų ir verslo subjektų sąveikos priemonę atskirų teritorijų plėtrai.

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