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# PUBLIC-PRIVATE PARTNERSHIP IN THE HOUSING AND COMMUNAL SERVICES AND UNIVERSITY HOUSING INFRASTRUCTURE OF KAZAKHSTAN

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**Abstract.** *The article is devoted to the use of public-private partnership in housing and communal services and the expansion of University housing infrastructure in Kazakhstan. The analysis of the qualitative and quantitative status of projects that are officially registered in the databases of relevant state institutions is carried out. All implemented projects of public-private partnership with participation of state budgeting are subject to competitive selection, certain stages of reviewing and study of economic efficiency of project solutions, search for business partners who are ready to take on certain risks. This analysis reveals the real state of implementation of state programs to modernize housing and utilities, increase the housing stock of University infrastructure. Since the analysis of the distribution of public-private partnership projects for housing and communal services, energy supply in all regions of Kazakhstan was carried out, the research results presented in this article will be used in drawing up strategic plans for the territories development. Since the financing*

*of some investment projects for the modernization of housing and communal services is carried out on the basis of state, local budgets, all these projects must be registered in the information databases of state bodies. The article also presents the results of expanding University housing infrastructures through the construction of new and reconstruction of existing student dormitories using mechanism of public-private partnership in the regions, which is currently at the initial stage of project formation. The article presents the results of the implementation of this task in the regions, which is currently at the initial stage of the formation of PPP projects for the construction of student dormitories*

**Keywords:** *housing and communal services, University housing infrastructure, student dormitories, public-private partnerships, investment projects (PPP).*

## **Introduction**

Housing and communal services and University housing infrastructure are special economy sectors that are responsible for the quality of life of the urban population and determine the social level of territories development. Since the universities are located in medium and large cities, student dormitories, as well as houses of urban residents, constitute a housing stock for long-term residence. The study of the characteristics of investment projects for the expansion and modernization of the above-mentioned objects have interrelated indicators. Therefore, in this article, housing and communal services and University housing infrastructure are considered together as objects of research. The implementation and planning of public-private partnership projects in housing and communal services and the construction of dormitories is common to these research objects, which have attracted the interest of business partners in recent years in Kazakhstan (Yarov 2020).

The formation of public-private partnership in Kazakhstan, as a long-term cooperation agreement between public and private business partners, dates back to 2006 (Law of the Republic of Kazakhstan “On Concessions” 2020). The mechanism for implementing public-private partnership has been developed in social projects over the past 5 years, since the Law “On public-private partnership” was adopted in 2015 (The Law of the Republic of Kazakhstan 2020). The policy of modernization of housing and communal services and expansion of the student dormitories Fund in Kazakhstan is aimed at the development of public-private partnership in the framework of financing investment projects and joint operation of commissioned facilities.

The Republic of Kazakhstan is improving the legal framework and economic instruments of the mechanism for implementing public-private partnership projects by studying the world practice of using public-private partnerships. Special organizations have been created to manage public-private partnership projects: JSC “Kazakhstan center for public-private partnership”, JSC “Kazakhstan center for modernization and development of housing and communal services”. Currently, there is a database of public-private partnership projects in housing and communal services and the expansion of University housing infrastructure.

## **Materials and Methods**

The review of previous research and literature sources was conducted in relation to three categories: housing and communal services, University housing infrastructure and the use of public-private partnership in their development. Many studies address issues regarding the development of housing and communal services (Larionova and Larionov 2013; Chernyak et al. 2014; Zaripova 2015; Dronov 2015; Yarov 2019). These studies reveal the general issues of the economy of housing and communal services. Many scientists study housing and communal services on a par with urban utilities and the city economy, with an improvement in the quality of life of the urban population (Goranova et al. 2017; Rakhmetova et al. 2018; Chernyak et al. 2020; Postryhach 2018). Quite a large number of scientific papers reveal more specific issues, such as services, electricity, heating, water supply and other types of housing and communal services, repair and modernization of residential buildings (Staniūnaset al. 2013; Nowotarski and Milwicz 2015; Komkov and Timakhova 2019).

Since the article also reveals the development of University housing infrastructure, namely, the expansion of student dormitories, the analysis of literary sources shows that the study of this problem is not fully disclosed. There are separate studies devoted to general issues of student housing development (Trotsenko 2019; Yelisseyev et al. 2019; Kuznetsova and Khomenko 2020). Other scientists are already investigating specific aspects of University social and housing infrastructure (La Roche et al. 2010; Zubairu and Noralfishah 2016; Davies 2018; French et al. 2018; Akujobi 2020; Lukasevych-Krutnyk 2020). They study the quality of services and the standard of living of students on campuses; the assessment of food enterprises on campuses; the quality of housing and communal services; investment issues; the social environment of students; and student traditions in dormitories. Student dormitories have been studied quite a lot in construction science and architecture in terms of their design and architectural planning solutions.

The use of public-private partnership in the housing and utilities sector for Kazakhstan is currently at the stage of formation. Many studies on public-private partnership in all General areas have been published in world publications. Taking into account the object of research in this article – housing and communal services and University housing infrastructure, there are a number of studies on the management of public-private partnership, analysis of public-private partnership projects in housing and communal services, the use of public-private partnership in the development of urban infrastructure (Koppenjan and Enserink 2009; Knieper and Biryukov, 2019; Filushina et al. 2015; Caiyun et al. 2018; Leigland 2018; Mottaeva 2018).

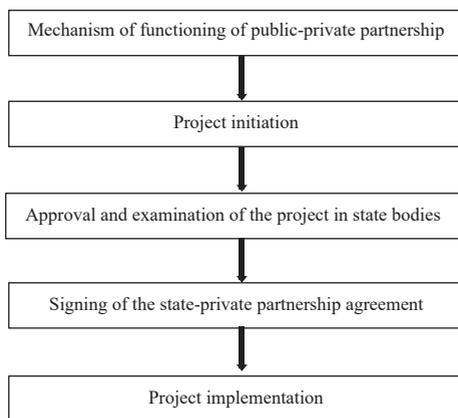
## **Results and Discussion**

The research methodology is accepted as inductive, since objective real indicators of JSC “Kazakhstan center for public-private partnership”, JSC “Kazakhstan center for modernization and development of housing and communal services” were used to obtain scientific results, while the construction of student dormitories is managed by

JSC “Financial center” of the Ministry of education and science of the Republic of Kazakhstan. The use of primary information obtained through official sources made it possible to analyze the qualitative and quantitative characteristics, revealed features for the classification of registered public-private partnership projects in housing and communal services: according to their geographical location, funding sources, quantitative and structural composition, sectors of the economy under study, and legal statuses. Methods of comparison and structuring of indicators are applied. For clarity of the presentation of the material and results of the study, methods of graphic illustration and tabular reflection of digital indicators are used (Goranova et al. 2017).

The goal of implementing public-private partnership in Kazakhstan is mutually beneficial cooperation between government agencies and entrepreneurs in industries that traditionally belong to the sphere of state responsibility on the basis of a balanced distribution of risks, benefits and costs, rights and obligations defined in the relevant agreements.

The mechanism of functioning of public-private partnership in Kazakhstan is carried out according to the approved algorithm (Fig. 1). The initiation of a public-private partnership project can be manifested both by a private business partner and by the state, based on the economic need for the development of the region's economy.



**Figure 1. Algorithm of functioning of public-private partnership in Kazakhstan**

Approval and examination of the project in the state bodies is the consideration and resolution of all issues of a legal nature; preparation of tender documentation in accordance with the requirements; negotiations between private partners and responsible government agencies; selection of a private business partner; full preparation of the project for the competition. After the contest and selection of the private partner-investor is preparing a draft of contract (form of contract selected in the previous steps), the approval of the parties, the agreement shall be registered in the Treasury bodies of the Republic of Kazakhstan. The project implementation stage is the main work of implementing

the public-private partnership mechanism, which includes the entire life cycle of the project. Work during the project implementation period depends on the type of public-private partnership object. This stage includes the development of design and estimate documentation; implementation of construction and installation or other types of work, depending on the scope; operation (depends on the type of contract); flow and control of monetary and other resources, and other work.

According to the information on the website of JSC “Kazakhstan center for public-private partnership”, as of July 17, 2020, a total of 1,356 public-private partnership projects were registered in Kazakhstan. Among them: at the competitive stage – 293 (21.6%), concluded contracts – 800 (59%), terminated contracts – 27, the total amount of all attracted and planned investments – 11920 billion tenge (Project Database 2021). These projects are intended for implementation in the following areas of the economy: health, education, energy and housing and communal services, culture and sports, housing and social facilities, telecommunications, transport and infrastructure, agriculture, environmental protection, etc.

This paper presents a detailed analysis of public-private partnership projects in the energy and housing and communal services of Kazakhstan. According to the register from the project database of JSC “Kazakhstan center for public-private partnership” 198 projects or 14.6% of all public-private partnership projects in Kazakhstan are registered in the field of energy and housing and communal services. These projects are aimed at implementing projects in the following areas:

- modernization and operation/maintenance of electric lighting/power supply systems;
- construction (reconstruction, modernization) and operation of heat supply, gas supply/gas distribution systems, utility infrastructure supply networks;
- construction (reconstruction) and operation of water supply/water distribution/drainage facilities, sewage treatment plants, irrigation systems;
- provision of services for sanitary cleaning of territories of settlements, solid waste removal, leasing of specialized equipment for solid waste removal;
- service contracts for landscaping, landscaping and maintenance of territories of localities;
- improvement of courtyards of multi-storey residential buildings, installation of children’s playgrounds, sports and training equipment;
- construction of multi-storey residential buildings and public buildings;
- maintenance/operation and maintenance of public administrative buildings, bus shelters and other objects of municipal utilities;
- digitalization and modeling of engineering networks and municipal infrastructure facilities, introduction of intelligent and innovative technologies in housing and communal services (Mottaeva 2018).

Figure 2 shows the distribution of public-private partnership projects by regions of Kazakhstan.

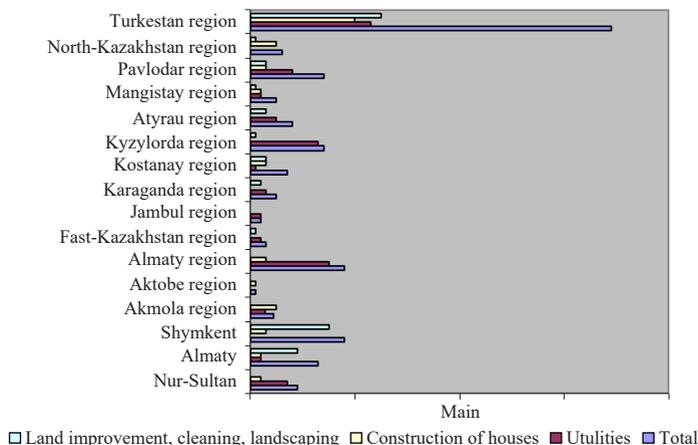


Figure 2. PPP projects in housing and communal services

Source: Project Database (2021)

The classification of public-private partnership projects in the field of housing and utilities and energy is presented in more detail in Table 1.

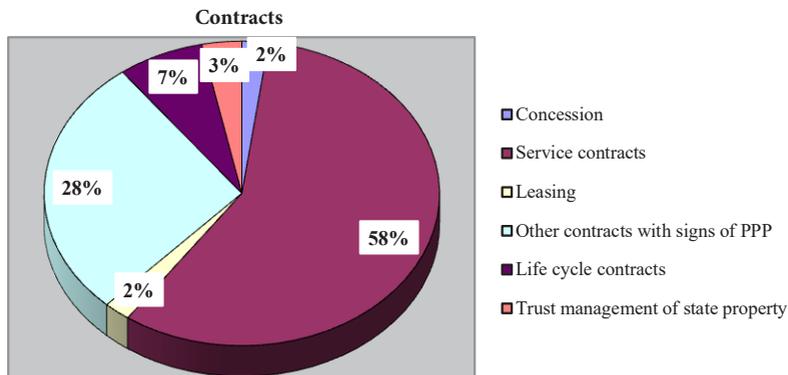
Table 1. Public-private partnership projects in the field of energy and housing and communal services in the regions of Kazakhstan

Regions	Number of projects			
	Total	Among them:		
		Water supply, drainage, heat supply, gas supply, electricity supply, digitalization of engineering networks, etc.	Construction of apartment buildings, trust management of apartment buildings and dormitories, construction and maintenance of public buildings	Landscaping, gardening, sanitary cleaning, solid waste removal, leasing of solid waste cleaning equipment, yard construction, maintenance of parks, squares, bus stops, etc.
Nur-Sultan city	9	7	2	–
Almaty city	13	2	2	9
Shymkent city	18	–	3	15
Akmola region	9	3	5	1
Aktobe region	1	–	1	–
Almaty region	18	15	3	–
Atyrau region	8	5	–	3

Regions	Number of projects			
	Total	Among them:		
		Water supply, drainage, heat supply, gas supply, electricity supply, digitalization of engineering networks, etc.	Construction of apartment buildings, trust management of apartment buildings and dormitories, construction and maintenance of public buildings	Landscaping, gardening, sanitary cleaning, solid waste removal, leasing of solid waste cleaning equipment, yard construction, maintenance of parks, squares, bus stops, etc.
East Kazakhstan region	3	2	–	1
Zhambyl region	2	2	–	–
Karaganda region	5	3	–	2
Kostanay region	7	1	3	3
Kyzylorda region	14	13	–	1
Mangistau region	5	2	2	1
Pavlodar region	14	8	3	3
North Kazakhstan region	6	–	5	1
Turkestan region	69	23	20	25
Subtotal:	198		47	65

Source: Project Database (2021)

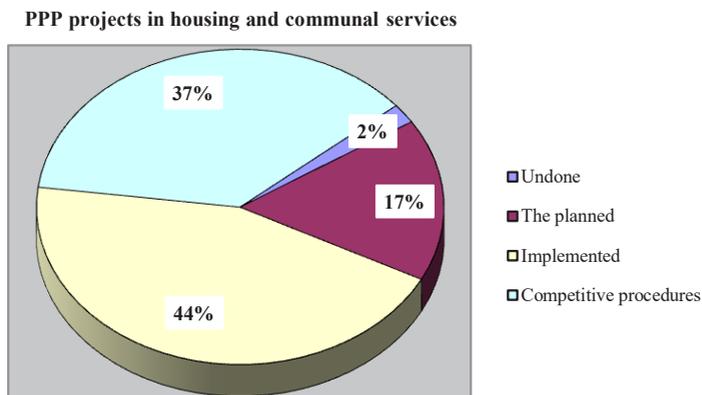
Public-private partnership projects in housing and utilities and energy are distributed unevenly across the regions of Kazakhstan, depending on how much each region needs to implement a particular project. Thus, the largest number of public-private partnership projects in housing and communal services was registered in the Turkestan region – 68 units (34.2%). Private business partners use government support to create a new regional center. More than 10 projects of public-private partnership in housing and communal services were registered in the following regions: Almaty city – 13 units (6.6%), Shymkent city – 18 units (9.1%), Almaty region – 18 units (9%), Kyzylorda and Pavlodar regions – 14 projects each (7.1%). In other regions, the number of projects is less than 10 (from 4.5% to 0.5 %) (Limonova 2020).



**Figure 3. Structure of the legal framework of contracts for the implementation of public-private partnership projects in the field of energy and housing and communal services in Kazakhstan**

Source: Project Database (2021)

As part of the legal status analysis, the majority of project implementation contracts are implemented on a service-based basis – 106 projects or 54% (Fig. 3). Projects signed under other agreements that correspond to the characteristics of public-private partnership account for 26% (51 projects). Life cycle contracts account for 13% (26 projects); 3% is transferred to the private sector for the trust management of state property (6 projects of public-private partnership in the housing sector); 2% are public-private partnership projects based on a concession agreement and leasing of equipment and equipment.



**Figure 4. Stage structure of public-private partnership projects in the field of energy and housing and communal services (as of July 14, 2020)**

Source: Project Database (2021)

Registered 198 projects of public-private partnership in the field of energy and housing and communal services are divided into implemented, planned or at the stage of competition (agreement). Among these projects, 88 projects (43%) are under implementation, 33 projects (17%) are planned; 73 projects (37%) are at the stage of competitive selection, including approval procedures, various negotiations on drafting the contract; 4 projects have been terminated (Fig. 4).

Starting with the implementation of the program for the construction of student dormitories, 4,500 Kazakhstani students have had the opportunity to live comfortably during their studies (Nurbay 2020). According to the information of the Ministry of Education and Science of the Republic of Kazakhstan, today the deficit of places in student dormitories is over 85 thousand places. By the end of 2020, it is planned to build new student dormitories for 10 thousand places.

In order to bring the number of places in dormitories to the required level, Kazakh universities do not have their own sources of funding for the construction of new, modernizing existing student housing stock. Construction of student dormitories is managed by JSC "Financial center", which determines the need, sources of funding, manages cash flows to ensure the introduction of new places in dormitories for students, undergraduates and doctoral students, and makes agreements with investors. Currently, the main investment tool for expanding University housing infrastructure is the use of public-private partnership. JSC "Kazakhstan center for public-private partnership" is considering all options: construction of new dormitories, modernization of existing University housing infrastructures, reconstruction and repurposing of other housing facilities, transfer to the trust management of public-private partnership communal services of student dormitories. Information on the implemented objects of public-private partnership for the construction of dormitories is presented in Table 2.

**Table 2. Construction of student dormitories for individual universities in 2019-2021**

University	Number of seats	Funding source
Kazakh National Medical University, Almaty city	512	-
Kazakh University of engineering and technology, Almaty city	200	-
Satpayev University, Almaty city	262	Own funds
Eurasian Academy of Law named after D. A. Kunayev, Almaty city	300	Own funds
International University of information technology, Almaty city	800	Own funds
University of International Business, Almaty city	650	Own funds
KAZGUU University, Nur-Sultan city	340	Investor
KAZGUU University, Nur-Sultan city	370	Own funds
Kazakh University of technology and business, Nur-Sultan city	600	Own funds
South Kazakhstan state pedagogical University, Shymkent city	200	Investor
South Kazakhstan state medical Academy, Shymkent city	200	Own funds

University	Number of seats	Funding source
South Kazakhstan state medical Academy, Shymkent city	350	Investor
Kazakh-American free University, East Kazakhstan region	106	Own funds
Pavlodar state University, Pavlodar region	600	Own funds
Pavlodar state pedagogical University, Pavlodar region	164	Investor
Taraz innovation and Humanities University, Zhambyl region	500	Own funds
M. H. Dulati Taraz state University, Zhambyl region	500	Own funds
A. Myrzakhetov Kokshetau University, Akmola region	360	Own funds
Sh. Ualikhanov Kokshetau university, Akmola region	100	Investor
Kostanay state pedagogical University, Kostanay region	168	Own funds
Makhambet Utemisov West Kazakhstan University, West Kazakhstan region	500	Own funds
Karaganda Medical University, Karaganda region	500	Own funds
University "Bolashak", Kyzylorda region	400	Own funds

Source: Interactive map of objects

Table 2 provides information on only 22 universities, which is only less than 20% of all universities in Kazakhstan. But as mentioned above, this information is about ongoing projects of public-private partnership in the University housing infrastructure for 2019-2021.

## Conclusions

1. Housing and communal services of Kazakhstan at the present level is one of the problematic sectors of the economy, where infrastructure facilities require reconstruction or modernization. Thus, the wear and tear of water and heat supply networks is about 60%, more than half of boilers with heat sources have a low efficiency – on average 41%; the level of losses in networks in some regions reaches 36%, which have not met modern requirements and technologies for a long time, are not subject to repair. In addition, old apartment buildings in urban areas are subject to renovation or demolition. In recent years, the problem of solid waste disposal has become acute.
2. The projects aimed at modernizing housing and communal services require large financial resources both from the state and from homeowners. But the construction and modernization of objects of housing and communal services for the provision of major capital investments is quite difficult to perform simply by raising tariffs. The way out of this situation is to use public private partnership mechanisms. Another object of research is the housing infrastructure of universities, which is also controlled by the state and is part of social programs.

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