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INSTITUTIONAL STRUCTURE OF STATE EXPORT SUPPORT IN THE REPUBLIC OF KAZAKHSTAN

Abstract. *The article aims to study and describe the modern institutional structure of the state export support system and its tools and identifies areas of improvement in current realities.*

Methods. *The authors use general scientific methods such as structural and functional, system analysis, comparisons, analogies, grouping methods, and content analysis.*

Results. *In the article, the authors described the system of state export support institutions in Kazakhstan and their mechanisms, analyzed state strategies, and suggested ways to improve the interaction of elements of the institutional structure.*

Conclusions. *In the analysis and the results obtained, Kazakhstan has created a base for a full-fledged ecosystem of state export support, which includes various development institutions providing fragmentary support. The current situation improvement towards a single ecosystem of institutions is possible with structural changes. Considering the global experience and the results of past reforms, ways to improve the current situation are proposed.*

Keywords: *export, export support, non-primary exports, export development institutions, state export support, foreign trade, institutional structure.*

■ Introduction

An important role in the implementation of export promotion policy is played by specialized state, quasi-state, or private organizations that provide a wide range of services for participants in foreign economic activity. The development of national export support institutions is one of the key conditions for the successful development of business in the country, hence its economic growth. The authors understand institutions as state and quasi-state domestic organizations and institutions that provide the most favorable conditions for the development of exports. It is the institutions that implement measures aimed at supporting and promoting exports in practice. As per the National project "Sustainable economic growth aimed at improving the welfare of Kazakhstanis," the country has set an exact indicator of the volume of non-primary exports of 41 billion US dollars until 2025 year, the issue of supporting exporters at different stages of entering foreign markets is of particular importance [1]. Due to the importance of the subject, the authors set a goal to identify the current structure of the institutions for the development of Kazakhstan's exports, their support measures, and the nature of the interaction. Also, to suggest ways to improve the efficiency of key Kazakh export development institutions.

■ Literature Review

Aspects of state support for exports by the state and its institutional structure have been the subject of research by several scientists. Among them: V. Abramov, N. Gainullina, N. Revenko, A. Sklyar, I. Ivanov, A. Spartak, Sh. Yamalutdinov, I. Korolev, R. Syringhaus, A. Rose and others.

Thus, the institutional structure and financial and non-financial mechanisms of export support in the Republic of Kazakhstan in the context of a multi-vector policy were disclosed [2]. The analysis of the current activities on Russian exports was carried out [3]. The collective monograph of RAS specialists "The World Trade Organization and National Economic Interests" analyzes state support for exports in some developed and developing countries [4]. The functions and role of state institutions in the development and promotion were also considered [5]. The work of embassies and trade missions in the direction of the development of foreign trade in general and exports in particular has been studied in detail [6].

The researchers T. Almabekov and A. Abdrahmanov have conducted comprehensive studies on the institutional mechanisms of governmental assistance for exports in the Republic of Kazakhstan [7]. The significance of governmental institutions, including the Ministry of Industry and Infrastructure and the National Agency for Export and Investment, in providing support and facilitating the activities of exporters was emphasized. Concerning it, a study by V. Glebov [8] raises concerns about the challenges faced by exporters and suggests potential solutions, such as strengthening the institutional framework. The World Trade Organization [9] conducted research to look at the connection between trade facilitation and its impact on Kazakhstan's export volumes. T. Dzholdasbekov and S. Abdullin conducted a study in 2014 to look into the nation's export assistance programs' status and prospects [10]. These studies provide a comprehensive understanding of the institutional structure in Kazakhstan about government support for exports, together with an analysis of the challenges and potential opportunities for the nation's export endeavors.

■ Methods

The article uses general scientific methods of cognition: structural and functional, system analysis, grouping method, content analysis, comparisons, and analogies.

■ Results and discussion

The priority task of each country is the creation of enterprises focused on the production of competitive products and access to foreign markets. National Governments pursue a policy of creating favorable conditions for the development of exports through state support institutions. As reported in the Program "National Export Strategy", today, according to the World Trade Organization, there are about 150 organizations in the countries of the world whose main function is to promote the support of national exports [11].

To date, the world has developed an integral multi-level system of institutions that provide favorable conditions for the development of exports. From an organizational point of view, this system, in the presence of differences inherent in each specific country, is built on a similar principle and has the following form:

- The National/Federal Ministry, which plays a key role in coordinating the activities of state export support and protecting the interests of national companies abroad, as well as creating conditions for expanding international economic cooperation; ensuring economic interests abroad, and promoting goods and services to foreign markets, including through representative offices abroad.
- State financial departments and institutions. They are responsible for the issues of export financing and insurance of export credits, as well as investments abroad;
- Non-governmental organizations (possibly with the participation of the state in the capital) – carry out measures to support exporters on behalf of and under the guarantees of the state;

- Special institutions in the country and foreign countries to promote exports;
- Associations and councils of national exporters at the national/federal level – act as a link between the private sector and the state;
- Regional state and non-state structures, including regional industry unions and chambers of commerce [12].

In each state, there is a certain set of institutions that form an integral infrastructure for export support, taking into account country characteristics, and product capabilities and for solving their tasks (Fig. 1).

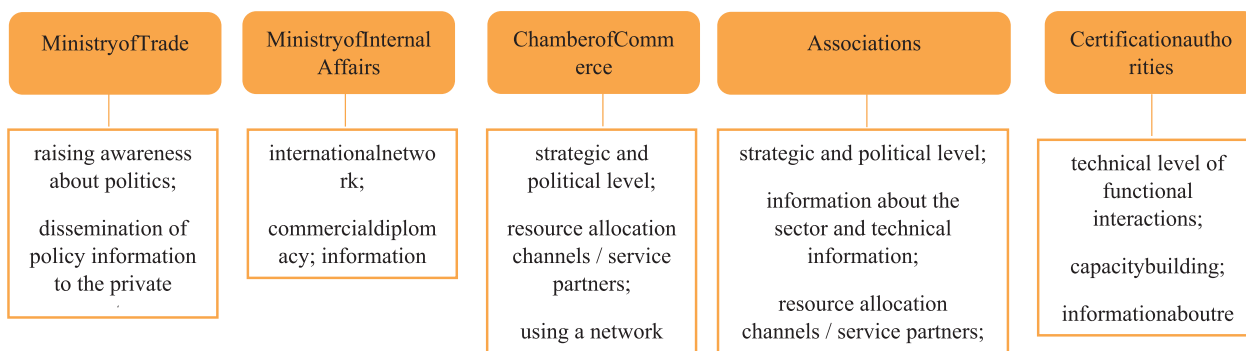


Figure 1. Simplified institutional structure of state export support
Note - Compiled by the authors

Currently, the following institutional units are present in the system of state export support: the Ministry of Trade and Integration (MTI RK), under which the Department of Export Development and Promotion and a subsidiary organization providing non-financial (service) support - "QazTrade" Trade Policy Development Center" JSC, foreign trade representative offices; financial support is provided by "Baiterek" National Management Holding" JSC represented by "KazakhExport" Export Insurance Company" JSC and "Development Bank of Kazakhstan" JSC; "Atameken" National Chamber of Entrepreneurs of the Republic of Kazakhstan and its subsidiary - "The Chamber of International Commerce Kazakhstan" LLP; at the regional level – regional export development agencies (on the example of the Turkistan region). The schematic image is shown in Fig. 2.

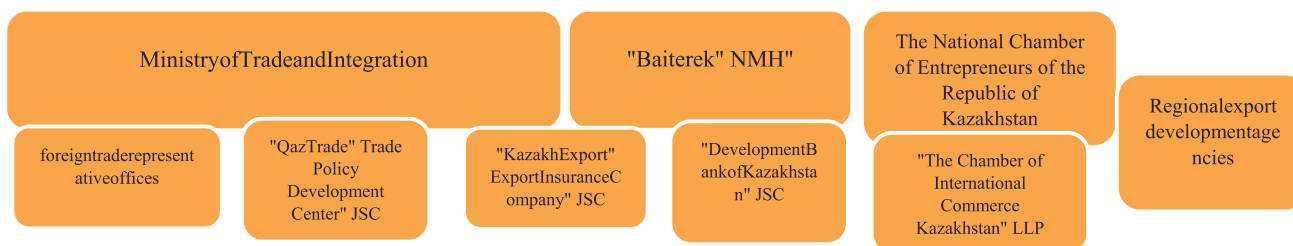


Figure 2. Institutional structure of state export support in the Republic of Kazakhstan
Note - Compiled by the authors.

"QazTrade" Trade Policy Development Center" joint-stock company was established by the Decree of the Government of the Republic of Kazakhstan dated June 30, 2006 No. 616 "On some issues of the creation of the joint-stock company "Center for the Development of Trade Policy" and the Decree of the Government of the Republic of Kazakhstan dated September 6, 2019 No. 663 "On the renaming of the Trade Policy Development Center" joint-stock company to the "QazTrade" Trade Policy Development Center" joint-stock company [13]. QazTrade acts as the operator of the main support programs for exporters, such as the program for reimbursement of part of export costs, the program for bringing to the electronic trading platform Alibaba.com with the assignment of an account with the status of "Golden Supplier," a program for

the diagnosis and training of SMEs, helping everyone to prepare for the withdrawal of goods to foreign markets "Export Accelerator." It is also the operator of the unified export web portal export.gov.kz. It hosts analytical and informational materials, country and industry reviews, information on technical regulations, and an exporter encyclopedia, and it is also possible to apply for the support programs mentioned above. The Company is working on other service support measures, such as organizing trade and economic mission stands and other foreign events. There are regional representatives of the organization working directly in the assigned area in addition to the central office.

In the "Baiterek" NMH" JSC, two institutes provide financial support to domestic exporters, contributing to Kazakhstani producers of non-primary goods and service providers in foreign markets and strengthening their competitiveness. The first of them is "KazakhExport" Export Insurance Company" JSC. Initially, this agency was established in 2003 in the form of the State Insurance Corporation for Insurance of Export Credits and Investments by the Decree of the Government of the Republic of Kazakhstan No. 442. Further transformation of KazExportGarant into "KazakhExport" Export Insurance Company" JSC took place in 2017 with inclusion in the list of national companies. To date, KazakhExport is an export credit agency, providing insurance and reinsurance services regulated by the National Bank of Kazakhstan. At the same time, it is a subordinate organization of the Ministry of Trade and Integration of the Republic of Kazakhstan. There are foreign representatives in such countries as Russia, Kyrgyzstan, Tajikistan, Uzbekistan, and China; regional managers for all regions of Kazakhstan, geographically located in the head office (Astana); representative office in Almaty. There are about 25 instruments in total, the most frequently used by exporters are export credit financing, pre-export financing, and advance payment insurance.

Among the credit products of the next institute, "Development Bank of Kazakhstan" JSC (the "rebirth" occurred in 2001), for exporters, a product called "export (pre-export) transaction crediting" aimed at promoting export works and services provided by residents of the Republic of Kazakhstan, and the export of goods produced in Kazakhstan. Priority areas of the Development Bank are processing industry plants, agricultural production, food and beverage enterprises, service facilities, etc. The minimum loan amount is 1 billion tenge. The term of financing of export operations is determined by the conditions of export activity. The requirement to limit the minimum amount of the Development Bank does not apply if the Development Bank of Kazakhstan participates in financing export operations, the financing conditions of which are approved by the Government of the Republic of Kazakhstan.

Since 2018, the "Atameken" National Chamber of Entrepreneurs has provided service services to exporters within the framework of the state program represented by the Chamber of International Commerce. Its main task was to represent the interests of Kazakhstani business in the foreign economic sphere. At the moment, the competence of the Chamber covers the organization of business tours, holding business councils and other advisory bodies by the legislation of the Republic of Kazakhstan and the provisions of international treaties, as well as evidence of force majeure by the terms of foreign transactions and agreements concluded in the territory of the Republic of Kazakhstan. The latter service was also provided for internal contracts during the introduction of the emergency state. For the period of its validity, certificates were issued free of charge.

"Turkistan Invest" Regional Agency for Investment Attraction and Export Development" LLP was established by the Akimat of Turkistan region (100%) and performs the duties of the regional agency for investment attraction and export development in the context of the Embassy–Center–Region system. Performs the functions of the project office "Export Support" to increase the export of regional producers. In addition, they coordinate the work of the regional export council, which must be held at least four times annually in each region of the republic. The Regional Export Council of Turkestan is an advisory body under the Akimat of the Turkistan region. The

purpose of the Council's activities is to implement state policy on export development and promotion at the regional level.

In recent years, Kazakhstan has adopted several decisions by the President of the Republic of Kazakhstan and the Government on the work of national export support institutions for small businesses and private entrepreneurship. These documents reflect state institutions in the ongoing export promotion policy. Thus, the long-term goals and directions of the country's trade policy development are defined in the Message of the President of the Republic of Kazakhstan "Strategy "Kazakhstan–2050" [14]. Tasks have been set for all participants in foreign economic activity – to identify products for mass production, which need to rely on to win large export markets, maintain the stability of current export supplies, and continue state export incentives. Everything should be subordinated to the key task – to promote exports only to those markets where there will be long-term demand for Kazakhstani products and services.

Further trade policy will be based on the initiatives of the National Strategic Development Plan of the Republic of Kazakhstan until 2025, within which the tasks are set: diversification of foreign policy, development of economic and trade diplomacy to protect and promote national economic and trade interests [15]. The work of trade missions abroad (diplomatic missions) will be activated through the organization of international exhibitions, fairs, business forums, and other image events aimed at attracting potential partners to promote Kazakh products abroad. This work could be built with clear indicators focused not on the organization of events but on the effect of the promotion of products (specific export indicators). Intergovernmental commissions will be reanimated within bilateral trade and economic relations with foreign states. Measures will be taken to provide financial support through compensation, insurance and guarantees, subsidies, etc., to support Kazakhstani exporters through non-financial instruments and support programs, to attract foreign institutions of the Ministry of Foreign Affairs of the Republic of Kazakhstan, to develop services with high export potential, to adopt new national standards that meet international safety and quality requirements.

The Concept of the State trade development program for 2021-2025 also notes the need for coordinated work of the country's foreign institutions and national institutions, which will ensure the search for potential buyers in foreign markets, assistance in the preparation of marketing materials, support for participation in international tenders and projects, exhibitions and business missions [16].

At the same time, they will be directly involved in foreign trade issues that require urgent solutions, such as the use of restrictive measures and increased protectionism from foreign states, threats to intellectual property, and other risks with the adoption of "mirror" measures.

In Kazakhstan, almost all measures provided by state support institutions are present, and institutions themselves are created based on best practices of applying world experience. It is characterized by fragmentation and insufficient scale of application of support measures with all the variety of measures of the export support system. An optimal institutional structure for export support will eliminate existing problems and increase the interface between institutions. Considering the above-mentioned strategic program documents, an integrated system of measures is proposed to strengthen the existing support.

Firstly, the current system should be formatted by creating a specialized national export agency as a single window with a strict structure and interacting with exporters and as an equal business participant, with understandable business processes rather than as a state structure. This department should not be confused with the activity of attracting investments, as it was previously in the "KAZNEX INVEST" National Agency for Export and Investment" JSC. Initial steps have been taken, and the operation of the service support program has been transferred from the Chamber of International Commerce of Kazakhstan and the export cost recovery program from "QazIndustry" Kazakhstan Center for Industry and Export" JSC to "QazTrade" TPDC" JSC.

The diversity of conditions in the regions of Kazakhstan, in turn, requires individual policy

refinement at the regional level. From the perspective of the economic structure, the regions vary significantly. Regional inequality in GDP per capita is essentially high, and significant changes are also observed in the business climate. Akimats should be able to adjust the export promotion policy within certain limits to the needs of individual SMEs in their region. In particular, local targeted support can be aimed at developing exports, improving product quality, and developing professional competencies. Successful foreign cases should be considered by giving a special role to regional export promotion agencies. This also corresponds to the country's policy of decentralizing the powers of the State apparatus.

Secondly, the growth in the number of services provided through a single export portal will help reduce the time to get results for the most critical programs. The portal's functionality expansion could simplify the interaction of entrepreneurs with agencies involved in services and state support to exporters. It is a pivotal step in creating a full-fledged ecosystem of exporter support.

Thirdly, state support for exports should contribute to an export culture among businesses and their self-organization, initiate their involvement in the measures being developed, and give feedback, which undoubtedly requires an increase in the level of confidence of state institutions compared to the current state. There is a low level of trust in public authorities due to untimely responses to requests, the lack of solutions or their slow initiation in terms of barriers, other protective measures in importing countries, and the absence of "mirror" actions on the part of the state. Not all exporters participate in the conducted surveys of institutes about problems since there are no publicly identified problems with the appointment of responsible executors.

In general, it also requires the support of competitive niches – industry leaders with specific markets. The expansion of the scientific research costs in manufacturing companies and the volume of non-resource exports cannot be achieved without the modernization of the production base.

■ Conclusions

The support infrastructure can be a determinant that constrains the development of exports; therefore, it is necessary to create conditions for the development of not only the business entity itself but also the entire institutional structure. In the analysis and the results obtained, Kazakhstan has created a base for a full-fledged ecosystem of state support for exports, which includes various development institutions providing fragmentary support. The current situation improvement towards a single ecosystem of institutions is possible with structural changes. Ways to improve the current situation are proposed, considering the global experience and the results of past reforms. The proposed recommendations will increase the efficiency of interaction between government agencies and exporters and ultimately achieve the set micro- and macroeconomic indicators in export promotion.

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ҚАЗАҚСТАН РЕСПУБЛИКАСЫНДА ЭКСПОРТТЫ МЕМЛЕКЕТТІК ҚОЛДАУДЫҢ ИНСТИТУЦИОНАЛДЫҚ ҚҰРЫЛЫМЫ

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Аңдатпа: Мақала экспортты қолдаудың мемлекеттік жүйесінің қазіргі институционалдық құрылымын, оның құралдарын зерделеуге және сипаттауға, сондай-ақ қазіргі заманғы талаптарға сәйкес жетілдіру бағыттарын анықтауға бағытталған.

Авторлар зерттеу барысында танымның жалпы ғылыми әдістерін қолданды: құрылымдық-функционалдық, жүйелік талдау, салыстырулар мен ұқсастықтар, топтастыру әдісі, мазмұнды талдау.

Мақалада авторлар Қазақстандағы экспортты мемлекеттік қолдау институттарының жүйесі мен олардың тетіктерін сипаттады, мемлекеттік стратегияларды талдады, сондай-ақ институционалдық құрылым элементтерінің өзара іс-қимылын жетілдіру жолдарын ұсынды.

Талдау және алынған нәтижелер процесінде Қазақстанда экспортты мемлекеттік қолдаудың толыққанды экожүйесіне қажетті база құрылды, оған фрагментті қолдау көрсететін әртүрлі даму институттары кіреді. Институттардың бірыңғай экожүйесін құру бағытында қалыптасқан жағдайды жетілдіру құрылымдық өзгерістер жүргізгенде ғана мүмкін. Зерттеу нәтижесінде жалпы әлемдік тәжірибе мен елдегі өткен реформалардың нәтижелерін ескере отырып, қалыптасқан жағдайды жақсарту жолдары ұсынылды.

Түйін сөздер: Экспорт, экспортты қолдау, шикізаттық емес экспорт, экспортты дамыту институттары, шикізаттық емес экспортты мемлекеттік қолдау, сыртқы сауда, институционалдық құрылым.

**ИНСТИТУЦИОНАЛЬНАЯ СТРУКТУРА ГОСУДАРСТВЕННОЙ ПОДДЕРЖКИ
ЭКСПОРТА В РЕСПУБЛИКЕ КАЗАХСТАН**

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Аннотация. *Статья направлена на изучение и описание современной институциональной структуры государственной системы поддержки экспорта, ее инструментария и выявление направлений совершенствования в современных реалиях.*

Авторами были использованы общенаучные методы познания: структурно-функциональный, системный анализ, сравнения и аналогии, метод группировок, контент-анализ.

В статье авторами была описана система институтов государственной поддержки экспорта в Казахстане и их механизмы, проанализированы государственные стратегии, а также предложены пути совершенствования взаимодействия элементов институциональной структуры.

В процессе анализа и полученных результатов в Казахстане создана база для полноценной экосистемы государственной поддержки экспорта, которая включает различные институты развития, оказывающих фрагментарную поддержку. Совершенствование сложившейся ситуации в сторону создания единой экосистемы институтов возможно при проведении структурных изменений. По итогу исследования предложены пути улучшения сложившейся ситуации с учетом общемирового опыта и результатов прошлых реформ в стране.

Ключевые слова: *экспорт, поддержка экспорта, несырьевой экспорт, институты развития экспорта, государственная поддержка несырьевого экспорта, внешняя торговля, институциональная структура.*