

**ЖАС ЗЕРТТЕУШІНІҢ МІНБЕСІ
ТРИБУНА МОЛОДОГО ИССЛЕДОВАТЕЛЯ
PLATFORM OF YOUNG RESEARCHER**

IRSTI 82.13.01
UDC 338.262
JEL E61, H50

<https://doi.org/10.46914/1562-2959-2025-1-3-294-309>

GAIPOV Z.S.,¹

d.e.s., professor.

e-mail: zulfukhar.gaipov@apa.kz

ORCID ID: 0009-0001-8894-6719

SUDNICKAS T.,²

d.e.s., professor.

e-mail: tsudnick@mrni.eu

ORCID ID: 0000-0002-3851-9647

KUNTUOV N.Zh.,*¹

PhD student.

*e-mail: nurlan.kuntuov@mail.ru

ORCID ID: 0009-0004-6980-2746

¹Academy of Public Administration

Under the President

of the Republic of Kazakhstan,

Astana, Kazakhstan.

²Institute of Management and Political

Science Mykolas Romeris University,

Vilnius, Lithuania

RISKS OF ACHIEVING GOALS IN NATIONAL PROJECTS

Abstract

National projects have become a tool for state strategic planning of the Republic of Kazakhstan since 2021. They are associated with the transition from previously used state programs to the format of fairly concise national projects, in which the goals, financing and responsible persons would be clear to all citizens. National projects were supposed to replace state programs. The revision, allocation of new projects and cancellation of the projects of the first list, which occurred later, showed the presence of errors both in project planning and in the implementation of activities, and in achieving the set goals. The purpose of the study is to identify the risks and problems associated with the achievement of the set goals both in the already canceled national projects of the first list and in the national projects of the Republic of Kazakhstan that are currently in effect. It will be important to identify the shortcomings of the initially developed and adopted system, taking into account the actual achievement of the goals set in the national projects, taking into account the possible achievement of those goals that are in the current national projects. The scientific significance of the article lies in the systematization of the theory of goal-setting in state strategic planning. The practical significance of the article lies in identifying errors and developing recommendations for the formation of goals and related indicators in the system of state strategic planning.

Keywords: national projects, strategic planning, financing, government programmes, system indicators, risks, problems.

Introduction

National projects of the Republic of Kazakhstan should become and have already become an integral part of state strategic planning. Thus, in the Address to the People of Kazakhstan dated September 1, 2020, the President of the Republic of Kazakhstan K.-Zh. Tokayev noted the need to move from the system of state programs (program-target planning) to the project management format based on the planning and implementation of short-term projects. National projects were to become one of the links in the state strategic planning system based on the adopted Development Strategy of Kazakhstan until 2050 [1, p. 15]. However, the rapid preparation of the system and methodology for planning and implementing projects during 2021, and the insufficient experience of government agencies in project management caused a number of important errors that did not allow for the rational development of projects and their subsequent implementation. The problems consisted, among other things, in the development of goals and associated target indicators, which were cumbersome and had significant risks and problems of achievement [2, p. 140]. The relevance of the topic is related to the ongoing reform of the strategic planning system in the Republic of Kazakhstan, with the movement towards a three-level planning system: portfolios – programs – projects. To do this, it is necessary to take into account the errors and shortcomings of the current goal-setting system in national projects in order to eliminate them, and with this the risks and problems associated with them, in the future.

The problem under consideration is closely connected with the current topic of development of project management in the public management system, according to which planned changes and shifts in the socio-economic development of the state and society can be achieved by planning and implementing projects as change management tools.

The object of the study is project management in the system of state strategic management of the Republic of Kazakhstan. The subject of the study is goal setting and formation of goals for the implementation of national projects of the Republic of Kazakhstan.

The purpose of the study is to identify the risks and problems associated with achieving the set goals in both the already cancelled national projects of the first list and the currently active national projects of the Republic of Kazakhstan.

The objectives of the study, which are aimed at achieving the set goal: to study the foundations for the formation of goals of national projects from the first list and the current list; to analyze the achievement of goals and target indicators of national projects to date; to assess the risks and problems of achieving the goals of national projects; to consider possible areas for improving goal setting to reduce the risks and problems of achieving goals.

Research hypothesis: reducing risks and problems in achieving goals in national projects should be based on the disaggregation of national projects, with a detailed description of goals and target indicators.

The practical significance of the research results lies in the assessment of problems and the development of practical recommendations that identify the main problems and prospects for planning national projects in the Republic of Kazakhstan.

Materials and methods

The article involves a study of both theoretical materials related to the issues of setting goals for national projects, compliance of goals with the main criteria of project management, as well as practical materials that reflect the achievement of the set goals of national projects, both their first list (cancelled in 2023) and the current list of projects.

To analyze the theory of the issue, scientific articles were used that reflect the issues of national project management, project management in government agencies, setting project goals and risks and problems of achieving these goals, by such authors as: J. Bazak, E. Berisha, V. Dankevych et al., S. Gardiner, S. Gasik, L. Ika et al., M. Irfan, L. Krpan et al., I. Liviu, M. Martinsuo, I. Mahfuzul, K. Mikkelsen, R. Müller, K. Turkebayeva and O. Sabden, L.M. Sembiev and L.B. Alikulova, E.M. Turispaev and S.K. Tazhieva, Zh. Zhou.

For practical analysis, regulatory acts approving national projects were used, as well as statistical data related to the implementation of national projects and the achievement of the goals set within

their framework, which are generated by the National Project Office of the Republic of Kazakhstan (report on the results of 2023, certificate for 2024).

To carry out the research, qualitative and quantitative methods were used, reflecting the features and specifics of the formation and implementation of national projects in Kazakhstan.

As a qualitative research method, it is assumed that the analysis and comparison of theoretical sources reflects the essence and requirements for the project goal. Based on this, the synthesis method is used to determine what requirements should be presented to the goal of the national project. Also, a regulatory and legal analysis of those legal acts of Kazakhstan that are devoted to strategic planning and the formation of national projects is carried out. A relationship is established between strategic plans and national projects.

As a method of quantitative analysis, the average assessment of the indicators of national projects and their goals is used. For this purpose, the following indicators are calculated:

- ♦ average number of socio-economic effects per project;
- ♦ average number of target indicators per project;
- ♦ average funding per project;
- ♦ average number of events per project.

Calculating these indicators helps compare projects and groups of projects by their bulkiness and volume.

As a method of quantitative analysis, the method of assessing the achievement of target indicators is used. Based on data on the implementation of national projects, the following are analyzed:

- ♦ the degree of achievement of socio-economic effects at the end of the analyzed period (%);
- ♦ the degree of achievement of target indicators at the end of the analyzed period (%);
- ♦ the degree of completion of planned work at the end of the analyzed period (%);
- ♦ the degree of development of project funding (%).

Calculating these indicators also allows us to determine how successfully each project is being implemented and its goals are being achieved.

Results and discussion

In scientific literature, a national project is considered, first of all, as a nationwide plan for a certain direction. Thus, E.A. Khalimon and S.A. Nikitin indicate that national projects are one of the types of projects within the framework of project management, which become a tool for solving complex economic problems, development in certain directions [3, p. 18]. R.V. Savkina defines a national project as a project management tool with time limits, resources, as well as set goals that must be achieved, developed by the state to achieve important goals of socio-economic development [4, p. 288]. O. Ali et al. proceed from the fact that a national project, which is not just a type of project, but a public project implemented by various subjects of public administration to achieve goals that are significant for the state and the nation, with the achievement of a social effect [5, p. 95]. At the same time, in the Republic of Kazakhstan, a national project is defined by the Joint Order of the Ministry of National Economy of the Republic of Kazakhstan and the Chairman of the ASPR of the Republic of Kazakhstan dated August 11, 2021 No. 79 dated August 12, 2021 No. 1 “On Some Issues of National Projects” as a document “ensuring comprehensive interdepartmental interaction and priority budget financing for the implementation of a set of activities aimed at solving, within the established time frame, tasks (projects), individual critically important for achieving the National priorities, goals, objectives and strategic indicators and indicators of the National Development Plan of the Republic of Kazakhstan, the National Security Strategy of the Republic of Kazakhstan, the Territorial Development Plan of the country or determined by the President of the Republic of Kazakhstan” (clause 2, Chapter 1 of the order). As L.M. Sembiev and L.B. Alikulova point out, in the Republic of Kazakhstan, national projects have become “documents on the implementation of the most important for achieving national priorities, goals, objectives and indicators of the National Development Plan until 2025” [1, p. 15], and therefore priority funding should be given to events from national projects. It can be said that the development and implementation of national projects is based on project management tools. There are the following approaches to defining a project. A project can be considered as a temporary structure created to achieve a specific goal. Thus, Individual Competence Baseline for Project, Program

& Portfolio Management defines a project as “an enterprise that is characterized by fundamental uniqueness of its operating conditions, such as goals (tasks), time, costs and quality characteristics, differing from other similar enterprises by a specific project organization” (IPMA ICB 4.0), but additionally specifies that a project is also a set of coordinated actions with a beginning and end to solve problems, with specified parameters for implementation, budget, and schedule. A similar definition is also indicated in a number of other international and national standards, for example, in the German DIN 69901-5:2009-01.

Other sources also indicate that the important elements of a project are the goal, resource and time constraints, and the presence of a team responsible for implementing the project. Similar definitions are given in standards, for example, the World Bank gives the following definition of a project in the System Manual No. 2.20, defining it as a set of “interrelated activities aimed at achieving objectives within a certain time and budget, with clearly formulated goals.” A similar definition is given in some scientific sources, for example, M. Radujković and M. Sjekavica define a project as a temporary event with a clearly expressed and quantitatively described goal, deadlines, and allocated resources, as well as a person responsible for implementation [6, p. 607]. R. Müller defines a project as a set of works to achieve the set goals taking into account resource conservation. He also points out the peculiarity of project management, which is that when planning a project, individual tasks (activities) are identified, deadlines are set for them and resources are allocated. That is, planning is carried out according to time and resources for each event planned in the project. The sequence of events (the path of project implementation) is also planned [7, p. 16–17].

Based on the descriptions of project properties given by R. Müller [7], E. Too and P. Weaver [8], I. Mahfuzul [9], L. Ika and J. Pinto [10], Zh. Zhou and X. Wang [11], we can describe the main elements of projects, which are presented in general form in table 1:

Table 1 – Main elements of the project

Elements	Characteristic
Target	of the phenomenon after the project implementation. The characteristics of the goal according to S. M. A. R. T.: specificity (Specific), measurability (Measurable), achievability (Attainable), relevance (Relevant), time-bound (Time-bound), the goal should be quantitatively expressed, have indicators of achievement. If the goal is achieved, the project is successful, if not, it is not successful.
Time limits	A clear deadline is set for the project implementation. During this period, financing is provided and all work must be completed. Changing deadlines is rather an exception, agreed upon with the project customer. It is possible in emergency cases, changes in external conditions, etc.
Resource limitations	The project has limited resources for implementation, financing is planned in advance so that achieving the set goal has an economic basis and is profitable. In the planning process, it is necessary to determine the project budget and adhere to this budget. It can be changed by agreement with the customer of the project, but these are rather exceptional cases than common practice
Note: Compiled by the author based on sources [7], [8], [9], [10], [11].	

The scientific literature also notes the duality of the project’s essence: it is both a set of activities aimed at achieving a goal and having time and resource constraints, and a temporary structure created to implement activities to achieve goals [12, p. 660]. In the scientific literature, project management describes activities related to the initiation, planning, implementation and completion of a project (these are the phases of the project life cycle). Project management also means the coordination and control of processes, tools and sources when working on projects [13, p. 90]. This involves the creation of project groups, project teams, and, when implementing large projects, more complex structures that include curators, project managers, project participants (different structural elements of one or different organizations), project offices and other elements [14, p. 19–20]. It is advisable to examine these elements in more detail in relation to “public projects” as elements of state strategic planning.

In general, strategic planning is widely understood as “coordination of activities in large geographical areas, such as city-regions, and in various sectors, including housing, transport, health care and the environment” [15, p. 190]. State strategic planning is associated with the development

of the state both in individual territories and in certain areas of the economy and social sphere. And significant shifts in development are often associated with change management, which is implemented through public projects [16, p. 499]. Indeed, state projects in the field of strategic planning involve the unification of efforts of various state administration bodies, as well as the involvement of commercial enterprises and the public sector to solve large-scale problems. Project management in this case ensures the coordination of efforts, deadlines, and resources for large-scale changes [16, p. 499].

Based on their essence and classification, national projects can be classified as “public projects”. At the same time, in scientific sources, a public project is “a project implemented by a public administration or with the participation of a public administration, or implemented with the involvement of funds from the budget of such an administration” [17, p. 351]. And project management in public management is used both in managing changes in the activities of public administration bodies, and to achieve a social effect in the framework of investment activities, and for strategic management (formation of large-scale development projects) [18, p. 147]. However, in the public management system, it is possible to distinguish both public projects adopted at the institution level to achieve its local goals, and those projects that can be implemented at the regional or national level, involve the participation of different institutions, have more goals and target indicators [19, p. 1734]. It is precisely the national projects that were adopted in the Republic of Kazakhstan that meet this criterion of national projects. Project management in the field of public administration is one of the elements of Good Governance, since the implementation of project management involves optimization of the management of state resources for development and solving strategic problems, with the formation of public reporting to society on the achievement of set strategic goals and project goals [20, p. 310].

Krpan et al. define a public project as a project with a goal and constraints of “volume-price-time-quality”, which helps to ensure “optimal spending of budget funds with maximum benefit to society” [21, p. 143]. And for this, projects must be selected, carefully planned with funding from budgets of different levels, and their implementation must be ensured. We are also talking about different types of projects – from local and departmental (implemented by one government agency) to national projects, which are implemented simultaneously by several government agencies. National projects are interdepartmental and complex, they consist of a set of smaller subprojects [22, p. 21–22]. V. Dankevych et al. also note that the implementation of projects in the field of public strategic management helps to achieve sustainable development goals (SDGs) related to increasing the standard of living of the population, protecting the environment, and increasing the efficiency of public administration bodies [23, p. 512].

Examples of the implementation of large public projects in a number of foreign countries can be given. For example, in Great Britain, Canada, Japan.

For over ten years now, the United Kingdom has been implementing a system of national portfolio for large-scale government projects known as The Government Major Projects Portfolio (GMPP). This includes projects in four key areas: infrastructure and construction, services and transformation, defense capabilities, information technology and communications (ICT). To effectively manage these projects, a special authority called Infrastructure and Projects Authority (IPA) was established, which is directly subordinate to the Ministry of Finance and the country’s government. The main tasks of IPA include improving project management systems, selecting significant projects, and controlling their implementation. Project selection is carried out according to strict criteria, among which are highlighted the following aspects:

- ♦ a project goes beyond the competence of a single departmental agency;
- ♦ implementation requires additional budgetary funding;
- ♦ there may be substantial risks of increased spending and state obligations;
- ♦ uniqueness, complexity or potential conflict of the project;
- ♦ necessity of legislative amendments or approval by the Ministry of Finance [24].

Projects that meet at least one criterion go through an approval procedure by a special commission after which they gain the right to inclusion in the GMPP. After receiving positive decision from the Chief Secretary to the Treasury, the process of developing project documentation begins. Thus, only major and strategically important projects with high levels of complexity and risk, possessing considerable innovative potential, make it into the national portfolio. Simple and standard projects remain outside

the scope of GMPP and are implemented within the regular framework of public administration. Various governmental bodies and organizations are involved in managing the projects, each forming the position of project manager (CDPO), responsible for coordinating efforts and addressing issues arising during the implementation of strategic initiatives [24].

Canada operates a multi-level project management system covering both federal and regional levels. Federal Infrastructure Management (Infrastructure Canada) acts as a central project office, supervising the development and implementation of nationwide infrastructure projects. Alongside this, environmental initiatives (“Major Natural Resource Projects”) focusing on energy, mining, forestry, and technological sectors are actively being developed. At the regional level, individual provinces such as Quebec independently manage their own projects through specialized structures. Since 2008, Quebec has had the program Québec Governance Framework aimed at effective leadership of large-scale public infrastructure projects. Responsibility for executing these projects lies with heads of relevant departments, while support for design and analysis is provided by a dedicated entity – Société québécoise des infrastructures (Quebec Infrastructure Corporation) – established specifically for this purpose in 2013 [25].

In Japan, during the economic stagnation of the early 2000s, there arose a need to develop national projects capable of significantly boosting economic growth and enhancing international competitiveness. As a result, a list of national projects titled “New Wave” was created, along with a methodology for project management introduced by Japan’s Ministry of Industry and Trade – the P2M model (Project and Program Management). Initially applied exclusively in public sector infrastructure projects and interactions with big businesses supported by the state, the P2M model later expanded its use into private enterprises due to its effectiveness. It encompassed group interaction models, unified informational field training, motivation systems development, experience sharing, and professional skill enhancement for participants. Additionally, Japan saw the establishment of project offices, introduction of IT systems supporting project management, and adoption of specific national projects crucial for realization, including nuclear power plant constructions and production of high-speed trains [26].

The objectives of national projects in the Republic of Kazakhstan depend on the national priorities, goals, objectives, strategic indicators and indicators specified in the strategic documents of the country’s development. Thus, the basic documents here are:

- ♦ Strategy “Kazakhstan–2050”: a new political course of an established state: Message of the President of the Republic of Kazakhstan – Leader of the Nation N.A. Nazarbayev to the people of Kazakhstan, Astana, December 14, 2012

- ♦ National Development Plan of the Republic of Kazakhstan until 2029, approved by the Decree of the President of the Republic of Kazakhstan dated July 30, 2024 No. 611 (previously it was the National Development Plan until 2025, approved by the Decree of the President of the Republic of Kazakhstan dated February 15, 2018 No. 636, and projects were adopted in relation to its goals).

State strategic documents define national strategic goals, and in accordance with them, the goals of national projects are established (figure 1).

In addition, achieving project targets requires transparent and public disclosure of information on funding, achieving target indicators, and socio-economic effects for each project, which should be publicly available. This is what complies with Good Governance.

The project, as has been said earlier, is a visible change in the indicator in the future. If we take fairly simple projects, then, as a rule, their goal is limited to one main provision. Goal setting according to S.M.A.R.T. is traditionally considered the most correct goal setting in project management. Here, a more detailed description of the goal should be presented, taking into account this concept, described, in particular, by M. Bjerke and R. Renger [28]: Specificity (S) – a clear expression of what exactly and for what we want to get as a result of the project implementation; Measurability (M) – quantitative expression of the goal (quantitative indicators – in national projects they correspond to target indicators and socio-economic effects; Achievability (A) – realistic goals, compliance of the possibilities of achieving them with the available resources; Relevance (R) – the goal must correspond to the strategy; Time-bound (T) – it is necessary to take into account the deadlines (timeframes) for achieving the goal.

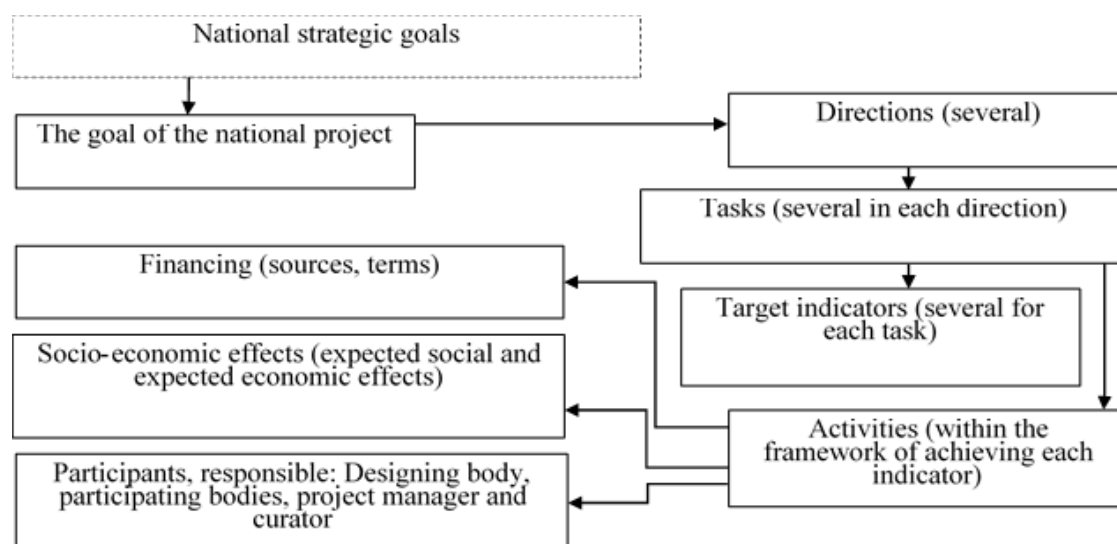


Figure 1 – Formation of national projects in the Republic of Kazakhstan

Note: Compiled by the author based on sources [1], [27].

National projects of the Republic of Kazakhstan, both the projects of the first list (2021) and subsequent projects that are still in effect, were developed with mandatory consideration of the requirements of S.M.A.R.T. and sets of target indicators and socio-economic effects, with a linked volume of activities to achieve and financing (table 2).

Table 2 – Characteristics of national projects of the Republic of Kazakhstan and their quantitative indicators

National project, performers	Number of socio-economic effects	Number of target indicators	Financing , billion tenge	Number of events
Sustainable economic growth	13	12	15,934.2	51
Strong regions	15	19	7,567.4	63
Technological breakthrough	7	42	2 225,9	151
Green Kazakhstan	4	17	1,413.1	43
Project for the development of the agro-industrial complex of the Republic of Kazakhstan	6	19	6 803,3	39
Ulttyk ruhani zhangyru	9	21	119.4	62
Entrepreneurship Development Project	7	30	8 455,3	44
Educated nation	5	13	1,970.5	22
Healthy nation	5	19	3 636,5	49
Additionally adopted national projects (valid in 2024-2025 and beyond)				
“Modernization of rural healthcare” (from 2023)	-	2	217.7	32
“Comfortable school” (from 2023)	-	2	2 385,8	16
“Accessible Internet” (since 2023)	-	6	1,499.3	28
Note: Compiled by the author based on the source [29].				

The risks of achieving the goals of national projects are associated with a negative deviation of actual indicators from planned ones, namely, with a possible failure to achieve the set goal in full (based on failure to achieve the target indicator), in the untimely achievement of indicators, in the failure to fulfill the project budget. At the same time, scientific papers note that the most at risk are the investment elements of projects, due to improper investment planning or the complexity of their implementation. The less detailed the project is planned, the worse the activities are worked out, the greater the internal risks of its implementation may be. If we consider the implementation of national projects in Kazakhstan and the achievement of all planned indicators, and, accordingly, goals, then there are many deviations in the execution of national projects.

This is what led to the loss of the first list of projects in 2023. The degree of achievement of socio-economic effects can be analyzed only for the projects of the first list, since socio-economic effects were not included in the new 3 projects. Figure 2 shows the degree of achievement (the ratio of the number of achieved effects for the project to the total number of planned effects).

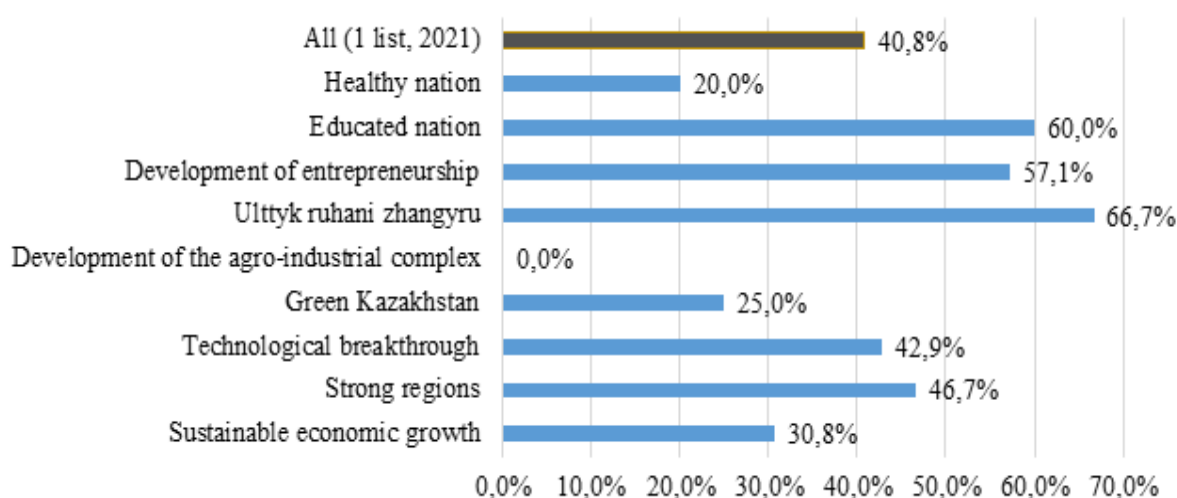


Figure 2 – Degree of achievement of socio-economic effects of national projects of the Republic of Kazakhstan based on the results of 2021–2023

Note: Compiled by the author based on the source [29].

As can be seen from figure 2, for 6 out of 9 projects the effects were achieved by less than 50%, for 1 project (development of the agro-industrial complex) the effects were not achieved at all, for 3 projects the degree of achievement was even less than 1/3, the average degree of achievement for all projects is very low and amounts to only 40.8% (less than half).

That is, in general, the achievement of socio-economic effects for the projects of the first list is very low.

The next indicator is the achievement of target indicators (figure 3):

From the data in figure 3, it can be concluded that only about 2/3 of the planned indicators have been achieved; however, according to the first list, the degree of achievement is higher, there are projects with a degree of achievement of more than 75% (3), but for all indicators, more than half have been achieved; according to the new list, only 1 project has achieved 100% of all indicators, and for the other two – 0%.

The next indicator is the implementation of the planned activities of national projects during the analysis period (figure 4):

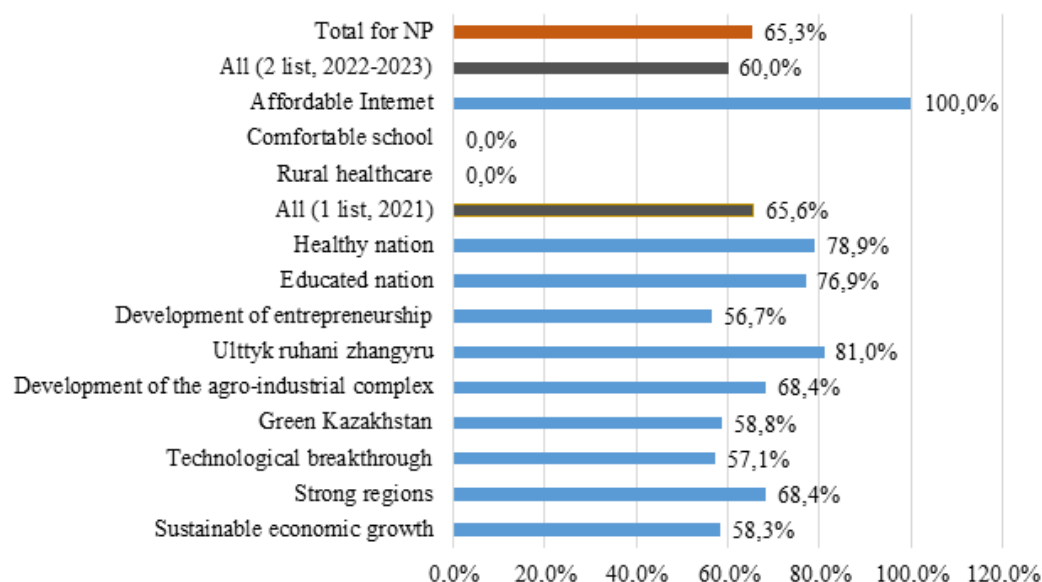


Figure 3 – Degree of achievement of target indicators of national projects of the Republic of Kazakhstan based on the results of 2021–2023

Note: Compiled by the author based on the source [29].

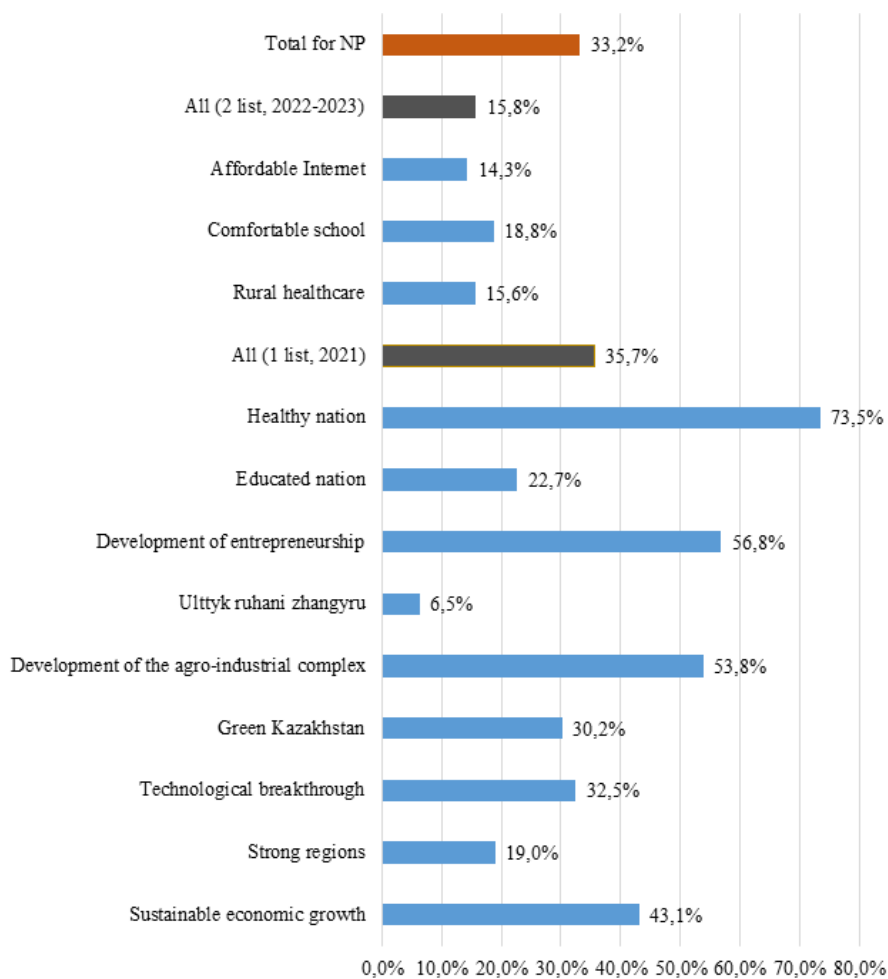


Figure 4 – Degree of implementation of activities within the framework of national projects of the Republic of Kazakhstan based on the results of 2021–2023.

Note: Compiled by the author based on the source [29].

From the data in figure 4, we can conclude that, in general, only a third of the activities have been implemented (33.2%), for the first list the figure is higher (35.7%), but the first list itself was closed in 2023; there are projects for which more than half of the activities have been implemented (only 3), including one (“Healthy Nation”), where implementation exceeded 73%; for the second list, the figure is lower (15.8%), but these projects continue to be implemented, and began to be implemented later, although in general for 1–2 years – 14–18% is a low percentage of implementation (since the projects are designed for only 5 years).

The funding indicators by year and in general for the analysis period (2021–2023) are presented in table 3:

Table 3 – Degree of funding for national projects by year and for the entire period 2021–2023.

National projects	Level of funding by year			Total funding level, %
	2021	2022	2023	
Sustainable economic growth	142.7%	99.7%	37.9%	45.9%
Strong regions	93.7%	87.2%	75.5%	59.7%
Technological breakthrough	84.6%	89.1%	90.0%	40.0%
Green Kazakhstan	80.9%	57.1%	35.1%	15.0%
Development of the agro-industrial complex	72.0%	98.7%	92.4%	48.5%
Ulttyk ruhani zhangyru	85.7%	95.0%	97.5%	59.0%
Enterprise development	72.0%	98.9%	100.7%	42.9%
Educated nation	88.9%	87.4%	100.0%	27.0%
Healthy nation	107.4%	99.2%	99.8%	47.5%
All (1 list)	90.8%	94.5%	68.9%	46.1%
Rural Healthcare			91.4%	12.2%
Comfortable school			100.0%	21.0%
Accessible Internet			100.0%	5.8%
All (2 list)			99.6%	15.0%
Total for NP	90.8%	94.5%	70.8%	43.7%
Note: Compiled by the author based on the source [29].				

From table 3, we can conclude that during the implementation period, the projects of the first list were financed only by 46.1%; the majority of projects (6 out of 9) by less than half; also 2 projects by less than 1/3; the best financing indicators are only for the “Ulttyk projects ruhani zhangyru” (59%) and “Strong Regions” (59.7%); in 2023, the execution of funding for projects on the 1st list worsened from 94.5 to 68.9%, which is also due to their termination; projects on the new list have so far been funded by 12–21%, but this is due to the fact that their implementation began in 2023.

We can dwell in more detail on the implementation of new projects. Currently, these are the national projects “Modernization of Rural Healthcare”, “Comfortable School” and “Accessible Internet”.

Based on the results of 2024, the following problematic issues and risks of their implementation were identified (table 4):

It also follows that, according to the new list of projects, there are certain risks associated with overdue milestones and late delivery of investment projects within the framework of the national project.

Considering the structure of national projects of Kazakhstan, both those already set for loss (canceled) and those in effect, it can be noted that the national projects of the first list (set for loss in 2023) and those in effect have differences in their goal-setting. Thus, for national projects of the first list: the average number of socio-economic effects per project is 7.9; the average number of target indicators per project is 21.3; the average amount of funding per 1 project is 5,347.3 billion tenge; the average amount of activities per 1 project is 58.2. For the new list (3 ongoing projects): the average number of socio-economic effects per project is 0 (not provided); the average number of target

indicators per project is 3.3; the average amount of funding per project is 1,367.6 billion tenge; the average amount of activities per project is 25.3. That is, in terms of its content, the new list of projects contains more specific, rather than broad goals and directions, with much smaller (on average 4 times) amounts of funding, and a much smaller (on average more than 2 times) number of events.

Table 4 – Characteristics of the work performed and risks under current national projects (as of the end of 2024)

National Project	Investment projects formed on the basis of the national project	Investment projects at risk	Overdue milestones for investment projects
Modernization of rural health care	667 projects (PSMP-655, MCRB-12)	71 projects (2023-4, 2024-62, 2025-5),	475
Comfortable school	217 projects (2024-111, 2025-106)	118 projects (2024-105, 2025-13)	174
Accessible Internet	278 projects (based on 12 events)	127 projects (2024-54, 2025-73)	199
Note: Compiled by the author based on the source [30].			

The national projects of the first list, adopted in 2021 and scheduled for termination in 2023, are quite cumbersome in terms of the socio-economic effects, targets and activities defined in them. And in 3 years (2021–2023) out of 5 years of project implementation (plan for 2021–2025) of the first list, only 40.8% of the socio-economic effects were achieved, only 65.6% of the target indicators and only 35.7% of the activities were fulfilled. Although funding for the projects of the first list amounted to 46.1% of the planned amount for 5 years in total, and by year it reached 90–94% (in 2023 only 68.9%).

As for the implementation of new projects, with 99.6% funding for 2023 (or 15% of the total for 5 years), they have already achieved 60% of the target indicators (for the Accessible Internet project – 100%) and completed 15.8% of the activities (approximately the same as in terms of funding). Given the smaller range of target indicators and the minimization of areas, these projects have fewer risks in achieving their goals. But even for these projects, the risks following implementation in 2024 have increased. They are associated with both achieving the goals and financing, although their implementation also has problems with fulfilling and achieving goals related to the implementation of investments and the timely delivery of work on objects.

The National Project Office notes that the risks associated with the implementation of national projects and projects included in them (construction of medical centers, schools or other infrastructure facilities) have increased by the end of 2024, due to reasons related to both financing (in particular, under the national project “Modernization of Rural Healthcare”, funding was allocated from the republican budget for the modernization of 12 of the 32 planned facilities of the MCRB), and related to the work being performed not meeting the deadlines (overdue milestones), which further affects the delay in closing projects and negatively affects the risks of implementing the national project [20].

As a result, it can be said that new projects have lower risks associated with both achieving goals and financing, although their implementation also involves problems with fulfilling and achieving goals associated with the implementation of investments (including budget financing), and the timeliness of delivery of work on projects.

The following innovations are proposed:

- 1) to group new national projects by portfolios, make them smaller and more specific in terms of socio-economic effects, target indicators and number of events;
- 2) to take into account the risks of non-implementation of national project events and plan the possibility of postponing events and achieving effects for the next period;
- 3) at the end of each year, within the framework of the “Good Governance” concept, project implementation indicators should be published in terms of the volume of events completed, the achieved target indicators and socio-economic effects, the volume of financing, and the deviations of the actual from the plan should be explained to the public.

Conclusion

National projects are medium-term plans implemented with the goals set based on the state strategy (in Kazakhstan, these are Strategy 2050 and the National Development Plan of the Republic of Kazakhstan, the new version of which was approved in 2024; before that, the national plan from 2018 was in effect). National projects must be developed taking into account the S.M.A.R.T. criteria, so that they are specific, measurable, achievable, relevant, time-bound, and within the framework of the development of the Good Concept Governance, both the projects themselves with the described indicators, activities and financing, and the reporting on their implementation and achievement of goals and target indicators, must be available to the public (publicity must be ensured).

The first list of national projects was adopted in Kazakhstan in 2021, at the initial stage of introducing project management instead of program-target management. The new 3 projects, which are still being implemented, are much narrower and have a lower average cost. The new 3 projects are being implemented from 2023 to 2027, so it is too early to talk about achievements and results at the end of 2023. In general, it can be said that new projects show lower risks and more efficiency in implementation and progress. Therefore, it is necessary to further focus the project planning system of the Republic of Kazakhstan on the development of narrowly focused, non-bulky projects.

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ГАИПОВ З.С.,¹

с.ғ.д., профессор.

e-mail: zulfukhar.gaipov@apa.kz

ORCID ID: 0009-0001-8894-6719

СУДНИЦКАС Т.,²

и.ғ.д., профессор.

e-mail: tsudnick@mruni.eu

ORCID ID: 0000-0002-3851-9647

КУНТУОВ Н.Ж.,*¹

докторант.

*e-mail: nurlan.kuntuov@mail.ru

ORCID ID: 0009-0004-6980-2746

¹Қазақстан Республикасы Президентінің
жанындағы мемлекеттік басқару академиясы,
Астана қ., Қазақстан

²Миколас Ромерис университетінің
менеджмент және саясаттану институты,
Литва қ., Вильнюс

ҰЛТТЫҚ ЖОБАЛАРДАҒЫ МАҚСАТТАРҒА ЖЕТУ ТӘУЕКЕЛДЕРІ

Андатпа

Ұлттық жобалар 2021 жылдан бастап Қазақстан Республикасының мемлекеттік стратегиялық жоспарлау құралына айналды. Олар бұрын қолданыста болған мемлекеттік бағдарламалардан мақсаттары, қаржыландыруы және жауапты тұлғалары барша азаматтарға түсінікті болатын жеткілікті қысқаша ұлттық жобалар форматына көшумен байланысты. Ұлттық жобалар мемлекеттік бағдарламалардың орнын басуы керек еді. Кейіннен орын алған бірінші тізімдегі жобаларды қайта қарау, жаңа жобаларды бөлу және жою жобаларды жоспарлауда да, іс-шараларды жүзеге асыруда да, алға қойылған мақсаттарға қол жеткізуде де қателердің бар екенін көрсетті. Зерттеудің мақсаты – бірінші тізімдегі күші жойылған ұлттық жобаларда да, қазіргі уақытта қолданыстағы Қазақстан Республикасының ұлттық жобаларында да қойылған мақсаттарға қол жеткізуге байланысты тәуекелдер мен проблемаларды анықтау. Бастапқыда әзірленген және қабылданған жүйенің кемшіліктерін, ұлттық жобаларда қойылған мақсаттарға нақты қол жеткізуді ескере отырып, қазіргі ұлттық жобаларда бар сол мақсаттарға қол жеткізу мүмкіндігін ескере отырып анықтау маңызды болмақ. Мақаланың ғылыми маңыздылығы мемлекеттік стратегиялық жоспарлаудағы мақсат қою теориясын жүйелеуде жатыр. Мақаланың практикалық маңыздылығы қателерді анықтауда және мемлекеттік стратегиялық жоспарлау жүйесінде мақсаттар мен оған байланысты көрсеткіштерді қалыптастыру бойынша ұсыныстар әзірлеуде жатыр.

Тірек сөздер: ұлттық жобалар, стратегиялық жоспарлау, қаржыландыру, мемлекеттік бағдарламалар, жүйе көрсеткіштері, тәуекелдер, мәселелер.

ГАИПОВ З.С.,¹

д.п.н., профессор.

e-mail: zulfukhar.gaipov@apa.kz

ORCID ID: 0009-0001-8894-6719

СУДНИЦКАС Т.,²

д.и.н., профессор.

e-mail: tsudnick@mruni.eu

ORCID ID: 0000-0002-3851-9647

КУНТУОВ Н.Ж.,*¹

докторант.

*e-mail: nurlan.kuntuov@mail.ru

ORCID ID: 0009-0004-6980-2746

¹Академия государственного управления
при Президенте Республики Казахстан,

г. Астана, Казахстан

²Институт управления и политических наук
университета Миколаса Ромериса,
г. Вильнюс, Литва

РИСКИ ДОСТИЖЕНИЯ ЦЕЛЕЙ В НАЦИОНАЛЬНЫХ ПРОЕКТАХ

Аннотация

Национальные проекты стали инструментом государственного стратегического планирования Республики Казахстан с 2021 г. Они связаны с переходом от ранее применявшихся государственных программ к формату достаточно лаконичных национальных проектов, в которых цели, финансирование и ответственные были бы понятны всем гражданам. Национальные проекты должны были заменить собою государственные программы. Пересмотр, выделение новых проектов и отмена проектов первого перечня, которые произошли далее, показали наличие ошибок как в планировании проектов, так и в реализации мероприятий, и в достижении поставленных целей. Цель исследования – выявить риски и проблемы, которые связаны с достижением поставленных целей как в уже отмененных национальных проектах первого списка, так и в действующих по настоящее время национальных проектах Республики Казахстан. Важным будет определение недостатков первоначально разработанной и принятой системы, с учетом фактического достижения поставленных в национальных проектах целей, с учетом возможного достижения тех целей, которые стоят в действующих национальных проектах. Научная значимость статьи заключается в систематизации теории целеполагания в государственном стратегическом планировании. Практическая значимость статьи заключается в выявлении ошибок и разработке рекомендаций формирования целей и связанных с ними показателей в системе государственного стратегического планирования.

Ключевые слова: национальные проекты, стратегическое планирование, финансирование, государственные программы, показатели системы, риски, проблемы.

Article submission date: 03.04.2025