

Issues of Application of Public-Private Partnership Mechanism in Educational Services Sphere

Khalmuratov K.P.

Karakalpak State University named after Berdakh, Nukus, Uzbekistan.

E-mail:quwanishxalmuratov2@gmail.com

Abstract: In this paper looked through issues of developing public-private partnership (PPP) mechanism in sphere of educational services. Analysed features and advantages of PPP mechanism in the sphere of educational services. Developed scientific and practical recommendations for improving the PPP mechanism in the sphere of preschool education.

Key words: service sector, educational services, public-private partnership, preschool education, school education.

Introduction

Service sector is emerging as a driver of the economies of developed and developing countries in the condition of globalization and ongoing brutal competition processes in the world. Indeed, according to the World Bank, the share of the service sector in the world GDP is 55 percent, on average 62 percent in the G20, 89 percent in PRC-Hong Kong, more than 70 percent in the US, UK, Switzerland, France, the Netherlands, Japan, Singapore, Spain and Canada, as well as accounted more than 50 percent in Indonesia, India, PRC and South Korea in 2019 [1]. Also in the GDP of the CIS countries, 68 percent in Russia, 59 percent in Belarus and 64 percent in Kazakhstan [2]. Today, the services sector is playing a key role in job creation and improving the living standards of the population.

There is a growing need for scientific research and study focusing at improving new organizational and economic mechanisms for development of service sector in order to further growth of service sector in the world, to increase its share in macroeconomic indicators, to provide new jobs and improve living standards especially during the COVID-19 pandemic. In this regard, special attention is paid to improve the efficiency of services sector on the basis of public-private partnership (PPP), to substantiate ways of increasing efficiency of PPP mechanism in service sector, taking into account the multiplier effect of PPP mechanism at local, regional and macroeconomic levels.

In Uzbekistan, contribution of sector to GDP has been growing steadily year by year, since number of Presidential Decrees and Government Resolutions have been adopted for further support of these sectors over the past four years. In Actions Strategy for the further development of the Republic of Uzbekistan for 2017-2021 stated as an priority tasks of "ensuring the balance and stability of national economy, increasing the share of services in GDP, accelerating the development of services, radically changing the structure of services" [3]. It also envisages the introduction of effective methods for modernization of service sector entities at places, diversification of the structure of services sphere, increasing the provision of high quality, competitive services, and introduction of innovative technologies in the field, development of effective ways to improve organizational and economic mechanisms of services sphere.

Relevant laws of the Republic of Uzbekistan in this area, Decrees, resolutions and works of the President of the Republic of Uzbekistan, Decisions of the Cabinet of Ministers,

Fundamental works of the President of the Republic of Uzbekistan on development of services in country, mechanism of PPP, works of national and foreign economists on further development of the service sector, mechanism of PPP served as the theoretical and methodological basis of the paper.

Literature review

Theoretical and methodological problems of the development of the service sector and the mechanism of PPP widely covered in the works of scholars such as A.Bordman, F.Vining, G.Hodge, S.Greve, T.Bovard, D.Brinkerhoff, J.Brinkerhoff, J.Broadbent, R.Laflin, K.Connolly.

Among CIS scientists G.A.Avanesova, A.E.Aykazyan, A.N.Aleynikov, Yu.P.Aniskin, A.Alabin, A.O.Blinov, G.Ershova, A.M.Ignatev, A.B.Krutik, A.I.Muravev, V.A.Petrov, A.L.Pimenova, V.Semchenko, K.P.Kozyol, A.G.Milyuchenko, Yu.V.Kudrug, D.A.Pletnyov, E.V.Nikolaeva, A.Kampa, N.N.Kalmykov, T.B.Ivanova, I.S.Zemlyanskaya, N.I.Miroshnikov, A.Isaev and others scientific works are dedicated to PPP in service sector.

Formation of service sector in Uzbekistan, scientific-theoretical, organizational-legal and methodological bases of development of mechanism of PPP extensively studied in scientific works of U.Gafurov, B.Abdukarimov, D.R.Zaynalov, B.Ollanazarov, U.Djumaniyazov and others [4-14]. N.Yusupov and F.Karabaev also studied the formation of PPP within UNDP, B.Ollanazarov studied the improvement of investment mechanism in the field of tourism on the basis of PPP, and U.Djumaniyazov studied the effective use of PPP in housing construction.

However, the role of PPP, which is one of the main drivers of socio-economic development in country and priorities of actions strategy, is unclear in modern economy. Conditions to allow state intervention in service sector of economy, development of private sector and public-private partnerships, scope and duration, forms and types, conditions of PPP projects in social sphere, institutional, organizational mechanisms of PPP implementation, effective use of PPP in the field of education and tourism services have not been explored as an independent research object in Republic of Karakalpakstan, where access to clean drinking water and coverage of children preschool education was relatively low. All of the mentioned above indicate the significance of the research topic.

Research methodology

Relevant laws of the Republic of Uzbekistan in this area, Decrees, resolutions and works of the President of the Republic of Uzbekistan, Decisions of the Cabinet of Ministers, Fundamental works of the President of the Republic of Uzbekistan on development of services in country, mechanism of PPP, works of national and foreign economists on further development of service sector, mechanism of PPP served as theoretical and methodological basis of the paper.

In research used methods of scientific observation, abstract-logical thinking, conversation, statistical, economic, financial, correlation-regression analysis.

The reliability of research outcomes is explained by approaches, methods and theoretical data used are taken from official sources, effectiveness of given analysis and experimental work based on mathematical and statistical methods, implementation of conclusions, suggestions and recommendations, confirmation of results by authorities.

Analysis and results

The aim of the research is to develop scientific and practical recommendations and suggestions for improving the mechanism of PPP in the field of services on the example of preschool education services.

In our opinion, service is an outcome of useful economic activity, which is formed as a result of effective use of all factors of production - material, labour, financial, information and entrepreneurial skills.

The approach to the most ancient historical forms of PPP dates back to the procurement mechanism, for example, when it acquired the right to collect taxes and fees on behalf of state.

In scientific works of the Central Asian scholars of the Renaissance, such as Farobi, Ibn Sina, Beruni, Yusuf Khas Hajib, Nizamulmulk, Amir Temur, Ulugbek, Navoi and Babur shed light on Islamic economic ideas, direct property and property relations, rental and primitively leasing relationships [15,16,17,18,19,20-22,23, 24].

Additionally, in scientific and economic literature we may encounter thousands of interpretations of PPP, such as PPP provides for certain administrative powers of state in relation to social facilities, involves private sector to perform traditional public services, national and international, large - scale and local, but always a partnership between state and business union, concession and leasing-based cooperation for transport, bridges, tunnels, hospitals, schools and other social infrastructure, for implementation of projects that are very and socially important for the state, relationship between distribution of risks and benefits in the organization of this or that enterprise, agreement between the public organization and private company on the distribution of risks and profits, responsibilities and obligations, medium and long-term public-private sector relations aimed at achieving strategic results in the interests of state, relationship of the state with private sector in a wide range of economic activities, consisting of state and municipal property and services provided by authorities, budget sector, leaving strategic facilities such as bridges, highways, pipelines, airports, ports in state ownership, those can not be privatized by long-term leasing to private sector, working with it in consultation without state judgment of business and its deep involvement in the economy [25-34].

In recent years, organizational and legal framework of PPP in the Republic of Uzbekistan has been improving. The main legal basis of PPP in our Republic are the Law of the Republic of Uzbekistan "On Public-Private Partnership" [35], the Resolution of the President of the Republic of Uzbekistan "On priority measures to create a legal and institutional framework for public-private partnership" [36] and Resolutions of the Cabinet of Ministers of the Republic of Uzbekistan "On measures to create conditions for the development of PPP in the field of preschool education", "On the establishment of a centralized clinical and diagnostic laboratory on the basis of PPP", "On measures to further expand the forms of PPP in preschool education", "On measures to develop PPP in the field of physical culture and sports", "On approval of the Regulation "On measures to develop PPP in the field of health"", which to regulate the relations of PPP in socio-economic sphere.

Initiated further development of preschool education system, including non-governmental sector to preschool education services, expand the network of preschool educations and strengthen the material and technical base, to ensure greater coverage of children by preschool education systems and create conditions for public-private partnership in

preschool education, free land plots for permanent use, reconstruction and equipping of existing state preschool educations, and then free land plots for construction of non-state preschool educations facilities on the condition of their paternity.

Allocation of land for construction on a concession basis or building, for reconstruction and equipping, sale of vacant state-owned facilities, including non-functioning state preschool educations at “zero” purchase price, unused rooms or buildings of incomplete state preschool educations for long-term free use, handing over to private partners for use, logistical, financial, methodological support of non-governmental, family NGOs established on the basis of the property of a private partner, conducting charitable activities in the form of paternity procedure is introduced.

One of the advantages of PPP mechanism in preschool education is that a private partner can be assigned a number of investment obligations:

- training certain number of children from families in need of social assistance and the special contingent, setting for them preferential amounts of parental payments (in amounts not exceeding those established for local preschool educations). In this case, the priority is to enrol children from families in need of social support;
- Carrying out works on construction, reconstruction, repair and equipping of public preschool educations attached to a private partner;
- Fulfilment of other obligations set in the PPP agreement.

The duration of PPP agreements is from 1 to 30 years, depending on the form of the partnership mechanism.

One of the main legal documents that led to the development of PPP in preschool education system is the Resolution of the Cabinet of Ministers of the Republic of Uzbekistan dated November 22, 2018 No 944 “On measures to further expand public-private partnerships in preschool education”, which create favourable conditions for further development of PPP relations in the field. Particularly, in the field of preschool education, a form of organization of non-governmental preschool education entities on land and buildings owned by private partners.

The basic principles of PPP at preschool education system are similar to the principles of general PPP, which provide for equality of public partner and private partner on law, transparency of rules and procedures for PPP implementation, discussion and independence in choosing a private partner, non-discrimination and corruption.

According to our research, the role of service sector in shaping the economy is growing, and observed its convergence and harmonization with industries. Including activities of investment funds and companies, real estate services (real estate search, acquisition, sale, advertising, etc.), marketing (placement of services, advertising, sales, insurance, etc.), management (trust management, external management, etc.) services, hotel and restaurant business (accommodation, transportation, meeting and monitoring, souvenirs, catering, etc. more than 100), repair and reconstruction of buildings, innovative companies, other types of services. At the same time, according to our analysis, it should be noted that the “growth sectors and points” in regional economy, especially the potential for development of services sector, new mechanisms have not been fully explored and economically and statistically underestimated. Therefore, in our opinion, a clear policy on development of public-private partnership (PPP) mechanism is needed, that is an innovative organizational and economic mechanism for the development of the service sector in

the regions and effectively used in many areas around the world and in our country.

In recent years the needs of the population for culture and art, sports, recreation, education, health services across the country is changing. This will lead an increase in the number of services in this area and the number of jobs in the sphere.

PPP in the service sector is an institutional and organizational alliance between the public and private sectors created for the implementation and benefit of socially significant projects and programs in education, culture, sports, tourism and other areas that want to use the quality services of the state.

The PPP relationship can only be realized if the partners show interest in effectively addressing the problems that arise from their relationship.

This interaction mechanism ensure: first, coordination of strategic interests of state and business; second, clearance of goal setting; third, legal strengthening of transparent procedures for the implementation of specific projects; fourth, defining the special status of projects and their participants; fifth, giving social powers to business; sixth, focus on the current interests of the state and business; seventh, protection of interests of system stability and partnership.

Up to now, the issues of infrastructure development have traditionally been funded by state, and until recently there was no regulatory framework for participation of private sector in financing development of infrastructure in country. However, in last 5 years, various models of financing socially significant projects (education, drinking water, health) and mixed structures have emerged.

Since, taken strict measure in last yearsUzbekistan as well as Republic of Karakalpakstan established Ministry of Preschool Education and its local branches in order to radically reform and improve the system of preschool education, to create an effective system of public administration of preschool education organizations (PEO) and to strengthen its material and technical base.

However, analysis show that activities of state bodies in organization of construction and repairingPEOs, strengthening the material and technical base, landscaping, ensuring compliance with sanitary and hygienic requirements is still low. The state of infrastructure, material and technical base of state PEOs does not fully meet modern requirements and does not provide the necessary coverage of children with preschool education, given the growing population of country. Therefore, authority of the Republic, personally the President, has set a priority to increase the coverage of children byPEOs up to 80 percent by 2030, share of PEOs based on PPP up to 75 percent of the total coverage.

Simplified procedure for implementation of PPP in form of organization of non-governmental PEOs on land and buildings belonging to a private partner. Introduced a procedure for organization of PEOson the basis of PPP through direct negotiations without opposition on the basis of the study of documents submitted at initiative of a private partner.

Improved version of organization of the form of non-governmental PEOs on the basis of PPP in lands and buildings belonging to the private partner offered by usa commercial bank isadded in stages 3-4 for financing the project (Figure 1).

Because, if commercial bank does not fully study the project documents and monitor the process, MPE representatives do not fully understand the situation in the regions, and local preschool education departments cannot control the implementation of project documents, financing, as in commercial banks.

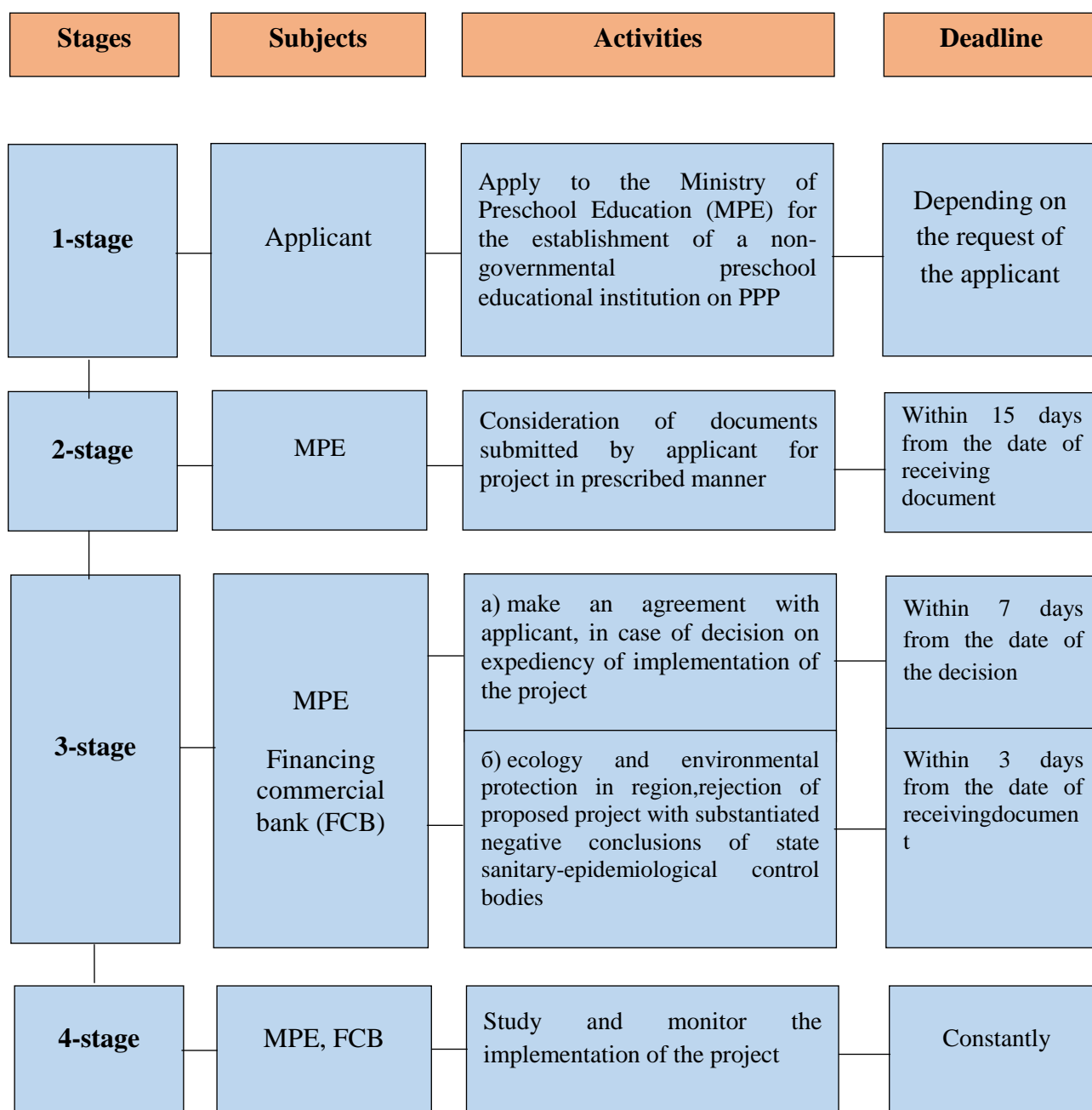


Figure 1. Improved procedure for organization of non-governmental PEOs on the basis of PPP on land and buildings owned by a private partner

The inclusion of commercial banks in these stages will minimize the risk of not launching the project, lack of financial resources, using funds for their own benefit by getting cheap loans, building PEO that is not of good quality for the rest of the money.

Resolution of the President of the Republic of Uzbekistan No. PP-4581 dated January 30, 2020 "On measures to further develop of PPP in the field of preschool education" served to further introduction of mechanism of PPP in preschool education system, increase the efficiency of preschool education services, increase the share of children in PEOs.

In Karakalpakstan, as of July 1, 2020, the total number of children aged 3-7 who need preschool education is 155,561, the number of preschool institutions is 823.

There are also 63 PEOs that provide pre-school education services on the basis of PPPs,

which is about 3 percent of the coverage, and 431 staff members work on PPP-based PEOs in Karakalpakstan. In addition, the family form of PPP has a special place in Karakalpakstan, they number is 353 with 416 employees, and family PEOs account for 5.5 percent of the total coverage.

According to the table above, the largest share of children, aged 3-7 in the republic is 15.4 percent - Nukus, 11 percent - Turtkul, 10.9 percent - Beruni, 10.6 percent - Amudarya districts. The lowest share of children aged 3-7 in Karakalpakstan is in the newly formed 1.4 percent - Bozatov district. In turn, the coverage of preschool education services for children aged 3-7 in these areas is relatively high, with 80.6 percent in Nukus, 64.4 percent in Turtkul, 47.8 percent in Beruni and 58 percent in Amudarya. In addition, 87 percent of employees working in preschool education organizations work in public PEOs, 0.7 percent in private PEOs, 6.5 percent in PPPs and 5.8 percent in family PEOs.

In Karakalpakstan, the largest share of PPP-based preschool education services is in Kungrad district - 9, Nukus - 8, Beruni district - 8, and the lowest share - Shumanay and Karauzak districts - 1. In these regions, the coverage of PEOs providing preschool education services based on PPP is 6 percent in Kungrad district, 2 percent in Nukus, 3 percent in Beruni, 2 percent in Shumanay and 1 percent in Karauzak. In the research work, the effectiveness of measures taken to ensure the development of services in country on the basis of PPP was assessed on the basis of statistical indicators.

Table 1

Territorial distribution of preschool educational organizations of various forms of ownership in the system of the Ministry of Preschool Education of the Republic of Karakalpakstan as of July 1, 2020

№	Name of the region	Number of children 3-7 years old	Total number of preschool educations		
			Number	Coverage	Number of employees
	Republic of Karakalpakstan	155 561	823	62,1	7 205
1	Nukus city	23 932	99	80,6	1377
2	Amudaryo	16 524	106	58,3	770
3	Beruniy	16 953	122	47,8	727
4	Qonlikol	4 174	22	67,2	209
5	Qoraozak	4 394	18	57,7	170

6	Kegeyli	5 864	33	43,8	233
7	Qongirot	10 830	63	75,6	593
8	Muynoq	2 380	24	86,9	217
9	Nukus region.	4 344	29	70,1	190
10	Taxiatosh	5 858	34	70,5	308
11	Taxtakopir	3 420	21	80,7	266
12	Tortkol	17 719	53	64,4	455
13	Xojayli	9 620	51	56,6	483
14	Chimboy	9 562	44	52,3	476
15	Shumanay	3 955	24	66,0	176
16	Ellikqall'a	13 810	71	44,6	497
17	Bozatov	2 222	9	40,6	58

That's it:											
State			Private			PPP			Family		
Number	Coverage	Number of employees	Number	Coverage	Number of employees	Number	Coverage	Number of employees	Number	Coverage	Number of employees
400	53,4	6 292	7	0,4	48	63	2,9	431	353	5,5	416
56	73,6	1 241	5	1,6	28	8	2,3	72	30	3,1	36
50	49,1	699	0	0	0	3	1,4	18	53	7,8	53
42	34,7	606	0	0	0	8	2,6	49	72	10,5	72
13	59,2	185	0	0	0	4	5,6	19	5	2,4	5
13	54,3	162	0	0	0	1	1,1	3	4	2,3	5
13	33,5	190	0	0	0	3	4,3	26	17	6,0	17
33	63,4	494	2	1,8	20	9	6,0	60	19	4,4	19
14	74,3	195	0	0	0	2	4,2	10	8	8,4	12
13	56,4	133	0	0	0	3	6,2	31	13	7,5	26
16	59,9	273	0	0	0	4	4,6	22	14	6,0	13
14	75,8	255	0	0	0	0	0,0	0	7	4,9	11
29	58,9	411	0	0	0	6	2,9	26	18	2,5	18

22	47,8	432	0	0	0	3	2,3	24	26	6,5	27
29	47,1	443	0	0	0	3	2,1	21	12	3,1	12
9	57,0	159	0	0	0	1	1,5	3	14	7,5	14
27	35,2	358	0	0	0	5	3,0	47	39	6,4	74
7	38,3	56	0	0	0	0	0,0	0	2	2,3	2

In order to assess the effectiveness of the measures taken to develop PPP, we conducted a search for the combination of “public-private partnership” in the National Database of Legislation of the Republic of Uzbekistan (www.lex.uz). According to the results of the search, in total 419 documents were found, of which 407 correspond to the period from 2007 to the present day. During 2007-2019 years there were total of 303 documents related to PPP, of which 268 developed in the period 2017-2019.

Based on the results of the analysis, assessed the consequences of improving the organizational and economic mechanism for the development of services in the Republic of Karakalpakstan on the basis of PPP mechanism using correlation-regression analysis.

First of all, we will assess the impact of results of improving organizational and economic mechanism for the development of services sector on the basis of PPP mechanism on the total volume of services provided in the region.

According to the results of analysis, we have the following equation.

$$S_t = 102.7 + 74.1 * t + 1.2 * r$$

$$se = (30.6)(4.7) \quad (0.4)t = (3.4)(15.6)(3.0)R^2 = 0.99$$

Here: S_t – The total volume of services provided in region, at comparable prices, (billion soums); t – trend that is $t=1,2,...,n$; r – Search results on the National Database of Legislation of the Republic of Uzbekistan (www.lex.uz).

Table 2

The dynamics of the volume of services in the Republic of Karakalpakstan and results of improving the mechanisms of PPP

Years	Total volume of services (billion soums)	Market services per capita, thousand soums	Trend	Search results for the word “PPP”
2007	235.8	148.4	1.0	1
2008	298.3	185.8	2.0	1
2009	321.9	198.2	3.0	2
2010	374.0	225.8	4.0	4
2011	448.0	265.7	5.0	2
2012	490.6	288.3	6.0	6
2013	563.2	326.8	7.0	7
2014	673.6	385.2	8.0	5

2015	798.2	449.4	9.0	2
2016	903.6	501.0	10.0	5
2017	978.2	534.8	11.0	17
2018	1107.3	596.8	12.0	112
2019	1249.0	663.1	13.0	139

According to the results obtained, T-statistics show that all the coefficients determined on the basis of regression analysis are adequate on, while coefficient of determination is also 0.99, justifying the high influence of the selected factors on the change in outcome factor. Thus, any document adopted in country to improve the mechanisms of PPP will increase total volume of services provided in region by 1.2 billion soums.

Similar analysis was carried out with the volume of market services per capita as a result factor, aimed at assessing the impact of expanding the legal framework on PPP not only on the quantity but also on the quality of services. Based on the results of analysis, following equation was determined.

$$S_{per} = 83.3 + 38.9 * t + 0.48 * r$$

$$se = (14.6)(2.3) \quad (0.19)$$

$$t = (5.7)(17.2)(2.5) R^2 = 0.99$$

Here: S_{per} – volume of market services per capita in the region, in comparable prices (thousand soums);

It can be concluded that improvement of PPP documents in country also has an impact on the volume of market services per capita. In other words, increasing the number of documents per unit will increase the volume of market services per capita by 0.48 thousand soums.

One of the important directions in improving the organizational and economic mechanism of development of services sector on the basis of PPP mechanism is to use of financial support. The issues of evaluating results of measures taken in this direction on the basis of clear values were also touched upon.

First of all, let's look at the number of preschool educational organizations established on the basis of PPP and their impact on the share of children in the total coverage level. The following regression equation is obtained.

$$SH_{ch} = 2.8 + 0.51 * K_n$$

$$se = (1.3)(0.24)$$

$$t = (2.5)(2.1) R^2 = 0.22$$

Here: SH_{ch} – Proportion of PEOs organized on the basis of PPP in children covered by all PEO (in percent); K_n – The number of PEOs organized on the basis of PPP;

For this analysis, data from the regions of the Republic of Karakalpakstan used, and it can be seen that coefficient of determination has a much smaller value. It is natural for the coefficient of determination to be low when regression analysis is performed on the basis of cross-section data.

Increasing the number of PEOs organized on the basis of PPP will increase their coverage by 0.51 percent. Regarding the results of the observation, it was found that there is a high correlation between the value of the projects

corresponding to each PEO, organized on the basis of PPP in the regions, and their share in the coverage. That is

$$SH_{ch} = PV^{0.7}se = (0.07)t = (9.27)R^2 = 0.22$$

Here: SH_{ch} – PEOs organized on the basis of PPP in children covered by PEO (in percent);
 PV – Cost of projects corresponding to each PEO established on the basis of PPP (million soums);

Thus, according to the results of the model, it was found that there is a high positive correlation between the increase in financial expenditures on PEOs established on the basis of PPP and the increase in their share in total coverage.

It can be concluded that the most optimal way to provide preschool education services is to organize PEOs on the basis of PPP mechanism.

Conclusions

Based on the results of analysis, we make the following recommendations and suggestions that will allow us to further develop and increase the effectiveness of PPP mechanism in the field of preschool and secondary education services.

1. In process of making PPP-based agreements in the Republic of Uzbekistan, particularly in Karakalpakstan, in choosing a private partner, it is necessary to take into account not only entrepreneurial aspirations, but also their potential and solvency, experience, reputation in community.

2. In the regulation of construction works on the basis of PPP, it is necessary to develop a separate Statute for project implementation, which should clearly define the process from financing of construction works to the allocation of final funds. This Statute is important in regulating relationship between the entrepreneur and bank, as well as ensuring the short-term implementation of projects.

3. In making PPP-based agreements in the Republic of Karakalpakstan, various reimbursements and preferences shall be provided during the construction works and in connection of investment objects to communications, electricity and natural gas during the term of this agreement, as well as during their operation after commissioning.

4. In order to further increase the share of PEOs providing preschool education services on the basis of the PPP mechanism in remote areas of the country, in particular in Karakalpakstan, it is necessary to set the loan interest rate on preferential terms, 1 percent per annum, as the increase in loan interest rates from 5 percent to 8 percent and 12 percent depending on location of PEO in accordance with subsequent regulations has reduced the attractiveness of the PPP mechanism, there is a risk of non-repayment of loans to entrepreneurs, as interest costs increased by at least 5 times over the original business plans they developed, reducing their willingness to build PEOs based on PPPs.

4. The amount of subsidy allocated for each child in non-governmental preschool organizations should be set in proportion to the growth of food production and growth rate of annual inflation in order to increase interest of initiators, to ensure timely fulfillment of obligations to bank and, most importantly, timely return of budget funds, role of PPP projects in the field of preschool education services in reducing long-term burden on state in social sphere.

5. At the same time, it is necessary to increase amount of subsidies allocated from budget in order to improve the financial condition of PEOs operating on the basis of PPP mechanism. In particular, it is expedient to allocate subsidies to each pupil in amount of 175-200 thousand

soums instead of 125 thousand soums, to cover 50 percent of the monthly salaries of instructors and other employees, as well as of utility costs.

We believe that the implementation of developed recommendations and suggestions will lead to improve organizational and economic mechanism of PPP in educational services sphere.

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