

Nedim Yuzbashoglu¹, Serikbay Ydyrys², Kozhambekov Zh.³, Kelesbayev D.⁴¹Akdeniz University, Turkey, Antalya, e-mail: nedimy@akdeniz.edu.tr²Akhmet Yassawi University, Kazakhstan, Turkestan, e-mail: serikbay.ydyrys@ayu.edu.kz³Akhmet Yassawi University, Kazakhstan, Turkestan, e-mail: zhambyl.kozhambekov@ayu.edu.kz⁴Akhmet Yassawi University, Kazakhstan, Turkestan, e-mail: dinmukhamed.kelesbayev@ayu.edu.kz**DEVELOPMENT AND CURRENT SITUATION OF SPECIAL ECONOMIC ZONES IN KAZAKHSTAN**

This article has discussed the state regulations of the economy by methods that influence on the economy and infrastructural organization, adoption of regulatory legal acts and procedures for controlling finished works, i.e. conditions for regulation of the national economy. History of special economic zones in Kazakhstan has been illustrated. The first special economic zone's history and features of recent SEZ that have been created during 2001-2013 years have examined. SEZs' helped to create a good environment for investments. SEZs like "Ontustik", "Astana – new city", "IT Park", "Aqtau seaport", "Burabay", "Saryarqa", and "Pavlodar" attracted a lot of investment projects. In this article, similarities of creations of SEZ and their function, their advantages and disadvantages were discussed. During SEZ's creation history, four significant changes in Law were adopted. Also, it examined how additions and amendments to normative legal acts helped to improve regulation of special economic zones. In order to contribute effectively to the national economy, it has been demonstrated how to use special economic zones as an economic tool.

Key words: special economic zone, national economy, regional development, management.

Недим Юзбашоглу¹, Серікбай Ыдырыс², Қожамбеков Ж.³, Келесбаев Д.⁴

¹Ақдениз университеті, «Туризм менеджменті» кафедрасы, Түркия, Анталия қ., e-mail: nedimy@akdeniz.edu.tr²Қ.А. Ясауи атындағы Халықаралық қазақ-түрік университеті, Қазақстан, Түркістан қ., e-mail: serikbay.ydyrys@ayu.edu.kz³Қ.А. Ясауи атындағы Халықаралық қазақ-түрік университеті, Қазақстан, Түркістан қ., e-mail: zhambyl.kozhambekov@ayu.edu.kz⁴Қ.А. Ясауи атындағы Халықаралық қазақ-түрік университеті, Қазақстан, Түркістан қ., e-mail: dinmukhamed.kelesbayev@ayu.edu.kz**Қазақстандағы Арнайы экономикалық аймақтардың дамуы және қазіргі жағдайы**

Экономиканы мемлекеттік реттеу үшін экономикаға тек қана әсер ету әдістерін ғана емес, жаңа экономикалық құралдарды да қолданысқа енгізу керек. Бұл өз кезегінде жаңа экономикалық саясаттың негізі болып отыр. Осы орайда, сондай жаңа экономикалық құралдың бірі – Арнайы экономикалық аймақтар болып табылады. Сондықтан бұл мақалада Қазақстандағы арнайы экономикалық аймақтардың құрылуы мен жұмыс істеуінің тәжірибесі, даму тарихы көрсетілген. Арнайы экономикалық аймақтардың құрылуы мен жұмыс істеуіндегі ортақ ерекшеліктер мен белгілі бір салаға әсер ететін жағымды-жағымсыз жақтары ашып айтылған және жан-жақты талданған. Ұлттық экономиканың дамуына тиімді ықпал ету үшін Арнайы экономикалық аймақтарды жаңа экономикалық құрал ретінде қалай қолдану керектігі көрсетілген. Себебі, нарықтық экономика шарттарында Арнайы экономикалық аймақтарды мемлекеттік реттеуде тікелей және жанама реттеу әдістері қолданылып, экономиканың мемлекеттік, жеке және аралас секторларында макроэкономикалық мақсаттарды жүзеге асыру көзделеді. Бұл жерде тікелей реттеу дегеніміз: инвестициялар, дотациялар, субвенциялар және бағалар. Ал жанама реттеу деп, несие, амортизациялық, салық және кеден саясаттарын айтамыз. Сондықтан, Арнайы экономикалық аймақтардың басқару механизмдерін жетілдіруде мемлекеттік реттеудің оңтайлы әрі тиімді әдістері мен механизмдерін табу қажет.

Түйін сөздер: арнайы экономикалық аймақ, ұлттық экономика, аймақтық даму, басқару.

Недим Юзбашоглу¹, Серикбай Ыдырыс², Кожамбеков Ж.³, Келесбаев Д.⁴

¹Университет Гази, Турция, г. Анкара, e-mail: nedimy@akdeniz.edu.tr

²Международный казахско-турецкий университет имени Х. А. Яссави, Казахстан, г. Туркестан, e-mail: serikbay.ydyrys@ayu.edu.kz

³Международный казахско-турецкий университет имени Х. А. Яссави, Казахстан, г. Туркестан, e-mail: zhambyl.kozhambekov@ayu.edu.kz

⁴Международный казахско-турецкий университет имени Х. А. Яссави, Казахстан, г. Туркестан, e-mail: dinmukhamed.kelesbayev@ayu.edu.kz

Развитие и современное состояние специальных экономических зон в Казахстане

Для государственного регулирования экономики необходимо внедрить на практике не только методы влияния на экономику, но и инновационные экономические инструменты и средства, что, в свою очередь, представляет собой основу для новой экономической политики. Одним из таких средств являются Специальные экономические зоны, в связи с чем в данной статье представлен опыт создания и функционирования специальных экономических зон в Казахстане, этапы их исторического развития, рассмотрены общие особенности создания и функционирования специальных экономических зон, изучены различные стороны их влияния на определенные сферы экономики, проведен соответствующий анализ. Показаны способы использования Специальных экономических зон как экономического инструмента, эффективно влияющего на развитие национальной экономики. В условиях рыночной экономики Специальные экономические зоны направлены на реализацию макроэкономических целей в государственном, частном и смешанном секторах экономики с использованием прямых и инновационных методов государственного регулирования. В данном случае прямое регулирование включает в себя инвестиции, дотации, субвенции и цены. А косвенное регулирование охватывает кредитную, амортизационную, налоговую и таможенную политику государства. В следствие чего, при совершенствовании механизмов управления Специальными экономическими зонами необходимо найти гибкие и эффективные методы и механизмы их государственного регулирования.

Ключевые слова: специальные экономические зоны, национальная экономика, региональное развитие, управление.

Introduction

International market relations of the 1990s for Kazakhstan were crucial as the country has declared its independence and made its first step to the world economics. Introducing economic tools was a new vector of economic policy. One of them was a special economic zone (SEZ). In scientific literature, both a special economic zone and a free economic zone is used. However, SEZ has a broader meaning. It includes a special zone of employment and entrepreneurship services with visa, tax, currency, border benefits (Suhareva, 2009).

For state regulation of the economy, it is necessary to understand not only methods of influence on the economy, but also elements of organizing of infrastructure, adoption of normative and regulatory acts and controlling procedures for accomplished works such as conditions for the regulation of the national economy.

Main elements of the state regulation mechanism include:

– Development of macroeconomic plan-projects (indicative planning), and mechanisms for their implementation;

– Formation of decisions on the national economy structure (decentralization of investments, government orders, development of special programs for inefficient industries);

– Development of a regulatory system for tendencies that does not directly related to the state control (taxes, subsidies, customs regulations, monetary policy, and etc.) (Myrzaliyev, 2007). State action for special economic zones should be concentrated on the development and implementation of macroeconomic policies. It must limit methods of administrative influence of businesses, industries and regions in economic activities and use of key market mechanisms (Smorodinskaya and Kapustina, 1994).

According to economists, the special economic zones, where a unique system of privileges and incentives are prepared, are part of the national economic area and it is segregated geographical area in a certain extent (Kaygorodceva, 2017). Furthermore, it can be interpreted as “SEZ is a limited zone that distinguished by special legal status with economic benefits for national or foreign entrepreneurship”. So in this article has discussed the state regulations of the economy by methods

that influence on the economy and infrastructural organization, adoption of regulatory legal acts and procedures for controlling finished works, i.e. conditions for regulation of the national economy. History of special economic zones in Kazakhstan has been illustrated.

Materials and Methods

The first special economic zone's history and features of recent SEZ that have been created during 2001-2013 years have examined. SEZs' helped to create a good environment for investments. SEZs like "Ontustik", "Astana – new city", "IT Park", "Aqtau seaport", "Burabay", "Saryarqa", and "Pavlodar" attracted a lot of investment projects. In this article, similarities of creations of SEZ and their function, their advantages and disadvantages were discussed. During SEZ's creation history, four significant changes in Law were adopted. Also, it examined how additions and amendments to normative legal acts helped to improve regulation of special economic zones. In order to contribute effectively to the national economy, it has been demonstrated how to use special economic zones as an economic tool.

In the market economy, the state regulation of special economic zones use public, private and mixed sectors, and implement macroeconomic goals of the economy by using direct and indirect regulation of governing bodies in the development of special economic zones. By direct control, it means investments, subsidies, subventions, and prices (Zimenkov, 1998). Meantime indirect regulation is defined by credit, depreciation, tax, customs policy. In order to form the administration of special economic zones, it is necessary to find an optimal mechanism for state regulation for investors by creating an ideal environment.

History of special economic zones in Kazakhstan started in the early 1990s. For instance, several free economic zones were created such as Jayrem-Atasu in Jezqazghan region, Alakol and Jarkent in Taldiqorgan region, "Taldiqorganvneshtrans" subarea in Taldiqorgan city, Liskakovs SEZ in Qostanay region, "Atakent" free trade zone in Almaty. Moreover, other nine FEZ were established in Atyrau, East Kazakhstan, Qaragandy and Mangystau regions.

Table 1 – Special economic zones (1991-2000 years)

№	SEZ name	Established date
1	Jayrem-Atasu (Jezqazghanregion)	1991 year
2	Mangustay special economic zone	1992 year
3	Alakol, Jarkent (Taldykorganregion)	1992 year
4	"Taldyqorganvneshservice" (Taldyqorgan)	1992 year
5	EastKazakhstanspecialeconomiczone	1992 year
6	"Atakent" freetradezone (Almaty)	1994 year
7	Lisakovsk (Qostanayregion)	1996 -1999 years
8	QyzylordaSEZ (Qyzylorda)	1996-1999 years
9	Aqmola SEZ (from 1999 Astana, since 2001 "Astana new city")	1996-1999 years
Total – 9		

Results and Reasoning

To create such zones, essentially their legislative basis was established. On the November of 1990, first Law of "The establishment of a special economic zone in Kazakh SSR" was adopted. According to the act, "Special economic zones in Kazakh SSR have blueprinted certain special jurisdiction and administrative boundaries. Also, they have been cre-

ated to draw foreign capital, their administrative practice and the use of advanced technology by accelerating the social and economic dimension of the movement. Later in March 1994, the Presidential decree of Kazakhstan about "Regulation of the Free Economic Commodities" was signed. Moreover, the law "about special economic zones in Kazakhstan Republic" was amended several times, in 1996,

1999, 2007 and 2011. Current SEZs in Kazakhstan are operating within this law. According to the law, the competence of the decision about to create SEZ is only permitted to the President of Kazakhstan and SEZs operating period have not to exceed 25 years (Sarsembayev, 2002).

The first free economic zone Jairem-Atasu was created Jezqazgan region in 1991. Also, according to the decree, decisions about to establishing FEZ in Atyrau, East Kazakhstan, Qaragandy, Mangystau were upheld.

The documents that say “in order to monitor procedures of the economic reforms, a ranking system of a head of regional centers and Almaty was implemented” are recorded on the national archives. This system was the new method to communicate center with regions (Avdokushi, 1996). According to the ranking, Almaty city, Atyrau and Mangystau regions were on the top of the table. Whereas, Torgay, Taldyqorgan, Semey regions underdeveloped. Especially, Torgay regions were on the bottom. In these regions, production growth, consumption cost, employment, budgetary commitments and pensions decreased.

For example, the volume of industrial production has dropped sharply (by 10.6%), and the social security payments have increased by 3.7 times (KZT 1,735.2 million) by the end of 1995 in Taldyqorgan. However, the average monthly salary increased 1.8 times. Semey region’s agriculture sector has declined sharply by 65.3% in 1996 comparing to 1995 (NARK, 5: 2017).

Nevertheless, among SEZs Lisakovsk in Qostanay regions showed good results. As a result, it was suggested to extend Lisakovsk SEZ’s operating period till 2010, Qyzylorda SEZ’s operating period to 2007. Connection center with regions was going on. In order to implement market reforms within the framework of strategic goals, according to the decree on December 1996, the Government decided to start four experimental pilot projects (Almaty, Kokshe-tau, Qaragandy, Qyzylorda) (Sarsembayev, 2002).

It was planned to extend Jayrem-Atasu SEZ’s period till 2007. This region covered Qarajal town in Jezqazgan region, Jayrem and Shalgyn villages. The total area of a region was 12 662 square meter. As a result of creating SEZ, Jayrem Mining Coal Company has become a major mining company that produces iron ore and Manganese concentrate in the country. Furthermore, ore mining factory that produces manganese deposit, quarrying plant that manufacture zinc and copper were launched (CIRK, 764: 2011).

However, some scientists claim that earliest SEZs established in the 1990s has a negative influ-

ence on business relations and competitiveness and weakened domestic productions. Therefore, free economic zones in Atyrau, East Kazakhstan, Qaragandy, and Mangystau were closed. It is accepted that one of the main reasons for their lack is an underestimation of economic potentials. Furthermore, legal and administrative mechanisms of using regions were squandered. For instance, SEZ administration was unable to resolve its problems of financial, tax and organizations works (Balabekova and Medetova, 2017).

The Presidential decree “Issues of special economic zones in Kazakhstan” on the March in 1999 denunciate SEZs in Lisakovsk, Qyzylorda, Jayrem-Atasy before its term. Ultimately, from the earliest SEZs in the 90s, only “Astana new city” has been upheld. Meantime, the name of “The special economic zone in Astana” has been changed and the decree about Aqmola SEZ was amended. 60 per cent of the SEZ services’ profit belonged to the city. Other 40 percent was given to the region. If these SEZs had not been created, we would have faced difficulties while overcoming large bulk of constructions works. According to the book of Nursultan Nazarbayev, “On the heart of Eurasia”, initial finance of this fund was 70 million US dollars. Later, as noted Nazarbayev “investments of the construction work of Astana reached to about 2 billion US dollars. Noting point is that 70 per cent of this investment was domestic (Nazarbayev, 192: 2005).

“Astana – new city” SEZ recreated in 2001 and professional specialists arrived. They were mandated to carry out the full potential advancement of the free economic zone, which has been in effect for the seven-year period, in order to promote effective building and investment in the local economic space.

The project that called “New chapter of Astana’s history: Development of the left bank and “from zero” has begun.

SEZ provides for potential investors: release of annual consolidated financial statements for the sale of inventories (work, services); to support the zero stand price of sales to inventories and inventors; tax benefits of lands; to make property tax on the disposal sector of buildings and constructions of individuals and households (Balabekova and Medetova, 2017). Thus, by the middle of 2000, industrial regions were built in Qaragandy region and Astana to carry high technology constructions.

Overall, there are 10 SEZs that created during 2001 and 2013. In particular, “Astana – new city” (Astana), “IT Park” (Alatau), “Ontustik” (OxyTextile,

Hlopkoprom-Celluloza), “Aktau seaport” “Burabay”, (Almaty), “Pavlodar” industrial chemical and oil
 “Saryarqa” (Qaragandy), “Khorgos-East gate” sector, “Taraz chemical park” has been started.

Table 2 – Special Economic Zones

№	Name	Adress	Functions	Date
1	“Aqtau seaport”	Mangystau region	To enter the world business relations system and to develop new types of production	01.01.2003-01.01.2028 years
2	“Ontustik”	South Kazakhstan region	Development of textile processing enterprises, knitting and sewing industries	01.07.2005-01.07.2023 years
3	“National industrial oil and chemical technological park”	Atyrau region	Creation of high level oil and chemical industries for production of petrochemical products;	19.12.2007-31.12.2032 years
4	“Pavlodar”	Pavlodar	High and innovative production in chemistry and petrochemical industries	26.11.2011-01.12.2036 years
5	“Saryarqa”	Qaragandy region	Development of metallurgy industry and metal manufacturing sector	24.11.2011-01.12.2036 years
6	“Taraz chemical park”	Taraz	Production of chemical products	13.11.2012-01.01.2037 years
7	“Burabay”	Aqmola region	Development of tourist services, touristic and entertainment activities	15.01.2007-01.12.2017 years
8	“Astana – new city”	Astana	Investments, using high technologies in constructions, developing Astana by implementing new productions	01.01.2002-01.01.2027 years
9	“Khorgas – East gate”	Almaty region	Implementation of trade and export services, and transit potentials	29.11.2011-01.01.2035 years
10	“IT park”	Almaty	Technologies in telecommunications and communications, producing electronics and devices	01.10.2013-01.01.2028 years

Source: (Kazakh Invest: Brochures about SEZ in Kazakhstan, 2017)

In 2006 the gradual work of the “Aktau seaport” was launched. Thus, since that time the extraction of the oil has been doubled, in other words, the volume of production has increased from 11 million to 23 million tons per year. Moreover, the company “ArcelorMittal” constructed a plant producing oil pipelines.

The “Alatau” information technology center” or “Alatau IT City” SEZ is the first form of the Ordinary High-Tech industry in Central Asia. Because it is the first major national technopark of our country. In the beginning, there was invested 5.3 billion US dollars and nearly 1,100 people were employed. Consequently, this center had 47 participant companies, where liquid crystal TVs, personal computers, screens, smartphones, servers, software products, wireframe and other electrical products were manufactured.

“Ontustik” SEZ had a number of investments, mainly invested in the production of cellulose and cotton – “Hlopkoprom- Cellulose” LLP, the comprehensive automated thread spinning factory – “Oxy Textile LLP, the sewing factory – “AGF Group” LLP, the paper production – “Kagaz Shahary SEZ” LLP working in this SEZ (Preferences of SEZ «Ontustik», 2017). In comparison with 2016, the investment attractiveness index has increased by 131.5%. This is 5.7% of the country’s share in 2017. The special economic zone “Ontustik” has a favourable mode and a fully functional infrastructure. In 2018 in the special economic zone “Ontustik” is expected that 4 projects, which worth 3.4 billion tenges will be implemented. As a whole, over 400 billion tenges was allocated from the state budget for the development of all special economic zones in Kazakhstan. It is a source of funds allocated only

for the organization and infrastructure of special economic zones. And the investment attracted for the production of gross output is estimated to be around 1 trillion tenges.

SEZ's activity has contributed to the development of the investment climate in our country. For instance, in a short time, we have stabilized foreign investment. For the period of 1991-2001 volume of foreign investments in our country amounted to be \$ 140 billion. But, in 2012 the volume of foreign investment increased to \$ 160 billion. The list of investor countries includes such countries as the Netherlands, the United States, France, China, Japan and Great Britain (Sultanova, 408: 2011).

The world experience shows that SEZ is one of the factors that contribute to the rapid growth of the economy as a result of international trade turnover growth, consolidation of investments, deepening of economic processes. It can be said with certainty that the industrial zones, service zones, and technical and logistic zones in the country are forming a favourable investment climate with customs and tax incentives of special economic zones, which are divided into three groups.

The Resolution of the Government of the Republic of Kazakhstan of May 31, 2016, No. 310 was signed in order to the identification of the Unified Coordination Center for Special Economic Zones in the Republic of Kazakhstan for consistent oversight of the work of ten special economic zones across the country and systematic accountability and accountability work. According to subparagraph 2-1) of the Article 4 of the Law of the Republic of Kazakhstan from July 21, 2011 "About special economic zones in the Republic of Kazakhstan" the joint-stock company "National company" KAZAKH INVEST" is defined as the unique coordination center for all special economic zones in the country (RGRK, 310: 2016). In other words, except for SEZ "Astana - new city", there is only one organization that coordinates the work of other SEZ managing companies at the national level. Moreover, managing companies can be established by the government of Kazakhstan, akimats (M&E) and private individuals, including foreigners. At least 50% of the voting shares of this company should be owned by the state if the special economic zone is created by the public authorities. If SEZ is created at the initiative of private legal entities, at least 26% of voting shares of this company shall be owned by the state. Thus, individual or foreign investors wishing to participate in SEZ activities can participate as a founder of the management company. In doing

so, they will be able to take part in decision making that affects their actions. The managing company provides services to the SEZ members on a "one window" principle, which minimizes the applicant's participation in the collection and preparation of documents and limits their direct contact with the public service providers.

Discussion

Study of the practice of the special economic zones of the Republic of Kazakhstan shows that in the last year three amendments have been made to improve the legal framework of the special economic zone for effective state regulation of special economic zones. However, there is a lot to do. We need to continue in creating favourable conditions for investment in transnational companies from near abroad.

Study of the practice of the special economic zones of the Republic of Kazakhstan shows that in the last year three amendments have been made to improve the legal framework of the special economic zone for effective state regulation of special economic zones. However, there is a lot to do. We need to continue to create favourable conditions for investment in transnational companies from near abroad.

It is necessary to extend the planned life of the special economic zone for another 10-15 years, as large companies' projects come with large capital and their return period will last for 8-10 years. The functioning of the Burabay SEZ in our country completed this year, but the term of many others expire in 10 years. This means that the returns on investment are exactly the same as the return period. This means that investors are unable to find the net profit. Therefore important to extend the life of some special economic zones for at least another 5-8 years.

Implementation of amendments and additions to normative legal acts will improve the regulation of the functioning of special economic zones and will ensure the rapid economic development of the given regions.

Conclusion

Overall, we have to focus on the functioning of special economic zones, which have been built in the years of independence, as part of the national economy system space. Because, this year's business basics have come to an end, reliable investors and investment climate have been created. Kazakhstan SEZs did not stop their production, despite

the suspension and meeting of initial failures during the initiation the process and the development. On the contrary, we have accumulated experience, taking into account the shortcomings of the 1990th. Moreover, we have settled the provision of benefits to domestic and foreign entrepreneurs. In addition, there could be added the development of an efficient

infrastructure for the creation of special economic zones, deployment of industrial sites, new workplaces, construction works and employment of local residents. In short, the SEZs in Kazakhstan make a significant contribution to the development of our national economy, the growth of regions and the growth of our competitive enterprises.

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