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S.I. Umirzakov¹, A.Zh. Nauryzbayev², A. Zh. Bukharbayeva²

¹Narxoz University, Almaty; ²Kyzylorda State University named after Korkyt Ata, Kyzylorda samazhan.umirzakov@narxoz.kz¹, asil-54@mail.ru², nurai0510@mail.ru²

IMPROVING EFFICIENCY OF THE STATE SUPPORT OF RICE PLANTING – BASELINE FOR THE STRATEGY OF AGRO-INDUSTRIAL COMPLEX DEVELOPMENT IN KAZAKHSTAN

Abstract. This article reviews problems of the state regulation and financial support in the domain of rice planting in Kyzylorda oblast, indicates relevant actions for improving state regulation of the rice planting domain and agro-industrial production, and suggests measures on improving the state regulation measures. Active participation in the domain of agro-industrial production occurs by means of execution of the state program "Employment Road Map-2020". Despite labor consuming level of the agrarian sphere, execution of this state program enabled the government to reduce unemployment of population despite the crisis taking place in the country. Researches of the state support of agrarian production in the majority of developed countries demonstrate that economic return of the invested finances does not always provide for efficiency of the financial business activities of the functioning organizational legal forms of business. Therefore, classification of the state regulation is important assisting in execution of its functions, also in conducting their control.

Key words: state regulation, financial support, functions and principles of state regulation, agrarian market, agro formation of rice planting, cooperation, grain subcomplex, export and import of grain, strategy of development of the state support, state programs and projects, world trade organization, innovations program, agro-business, crops of rice alfalfa crop rotation.

According to the strategy of development of Kazakhstan "Kazakhstan 2050", the main goal of the agricultural production is to increase seeding areas of agricultural products and achievement of high harvest indicators for increasing production of the agrarian products, by implementing innovative technologies when it is expected to increase the export potentials, to create national competitive brands which provide for ecological compatibility of the product [1].

For the fulfillment of the development of agro-industrial complex, the country adopted the State program of development of this sphere for the period of 2013-2020 (Agro Business 2020), which identifies the strategy of devilment of the state support of the agrarian production for providing competitiveness of the national manufacturers within the frame of Eurasian Economic Community and World Trade Organization [2].

Based on these strategic objectives, development of rice planting as one of the grain subcomplexes of agro-industrial complex, shall be performed based on modernization of this branch with consideration of the rational system of keeping agrarian production for improving competitiveness of agro formations and for increased demands for the rice products.

Kyzylorda oblast is the main region of the country, which produces rice, with concentrated large areas of engineering planned lands with drainage lines, inner and inter-farm irrigating systems, production potential and human resources which assist in improving efficiency and competitiveness of rice planting at the world market of grains and grain products.

In the world structure of agrarian production, rice planting is at the second position as per the area of seeding after wheat, also the first position on harvest level and gross collection. However, 90% of the rice seeding is concentrated in the counties of South East Asia and at the Pacific Ocean islands which are the

main producers of this product. In comparison with other agricultural crops, rice planting requires usage of irrigated lands so this crop stays in water during vegetation period. At the same time state regulation in the agro business system due to entrance of Kazakhstan into the World Trade Organization may considerably be reduced, and therefore the first priority for the state shall be efficiency of financial support of the rice planting and provision of high payoff from invested funds, not speaking about competitiveness of the rice planting industry in the terms of open internal agrarian market.

Majority of economic scientists say that agro-industrial production, including subcomplex of rice planting, requires regular state support, as the disparity of the prices for the industrial goods and agricultural products does not allow to renew the material-technical base of agro formations due to low prices and high expenses of the produced products. At the same time, some economists think that entrance of Kazakhstan into the World Trade Organization in future may reduce possibilities of state support, lowering competitiveness of the national rural manufacturers. By agreeing with the points of the first and second supporters of the scientific approach of state support in the agrarian sphere, we believe that entrance of Kazakhstan into the World Trade Organization at the beginning may create conditions for financial assistance, which is being done at the moment. In further, the state will observe requirements of this international organization. Therefore the first priority of the state regulation is to improve the efficiency of state support and objective usage of the invested resources.

1. Experience of the market.

Experience of the market relations development in the country shows that Kazakhstan today is at the level of countries with relatively high level of development based on the rating as per stages of the economic development. Index of the global competitiveness of Kazakhstan during 2008-2014 shows that the country has made certain changes in the rates of development of national economy, and Index of the global competitiveness for 2014-2015 shows that Kazakhstan is at the stage of transition from 2nd to the 3rd stage, which denotes transition from the efficient development to the stage of innovative development. In regards to this matter, during the last 7 years position of Kazakhstan in the Index of global competitiveness went up by 22 items due to the improvement of the positions in such factors as "infrastructure", "efficiency of the products market", "institutes", "technological preparedness" [3].

Acceptance of the innovative development program and assistance in technological modernization in the RoK allowed to provide for consolidation of the position of country in "technological preparedness", this resulted in consolidation of the position at the 21st position in 2014 in comparison with an 82nd position in 2009. As per "institutes" position, Kazakhstan is at 57th position among 148 countries, being ahead of such countries as Brazil, Russian Federation, certain countries of Eastern Europe and CIS countries. Also considering anti-corruption efforts it should be noted that the attention of Kazakhstani rating in the Index of the global competitiveness during 2013-2014 was mainly concentrated on the quality of "infrastructure" when the Republic went up by 19 positions rapidly, occupying a the 62nd position in comparison with the position in 2009.

As per information from the World Economic Forum, in "Market size" category, Kazakhstan is on 52nd position against the 55th position in 2009. At the same time in "macroeconomic environment" position, in 2014 the Republic was at loss of its positions by 2 and went down to the 27th position against the 25th position. In "Healthcare and primary education" position, the Republic showed low rate by losing 11 positions and occupying 96th position. Nowadays primary education is problematic for the country and requires improvement, including in rural areas, where almost half of country's population is concentrated. Another problem is human resources issue which becomes a very important issue in the rural areas. Lack of qualified staff in rural areas affects and impedes the development of rice planting, not speaking of social aspects and services for rural population. Also the quality of education of the agrarian specialists got worse with an outflow of rural population to big cities.

Positive moment for Kazakhstan is improvement of the position on "Competitive ability of the companies", where it went up by 11 positions to 91st position. The level of this indicator has been affected by limitation of quantity and low development of the sectoral cluster. Despite of the certain financial support by state and allocation of large financial resources for the development of agrarian production, the level of returns from the invested finances is not high. The same situation has been noted in the sphere of

rice planting in Aral Sea region of Kazakhstan. Often improper use and misuse of state funds designated for the development of rice planting may be observed. Setting up a state audit under the structure of the control financial system under the terms of the absence of principal requirements to those structures causes worsening of the efficiency of state regulation and development of corruption at the areas. Therefore when assessing state regulation and financial support of the agro formations, international organizations shall strengthen requirements to monitoring of execution of the liabilities, to conducting external control of the accepted state programs, not speaking of final results of executing agrarian policy in the rural areas. Also, criteria for assessing development of all national economy shall be changed including agrarian production, otherwise macroeconomic indicator of the GDP doesn't completely reflect changes in the structure of the national economy. On the other hand this indicator does not consider current inflation processes in the national economy of the country, rational and proper use of financial resources.

As per "Development of the financial market" category, Kazakhstan improved positions by 19 items, occupying 98th position in 2014. This improvement relates to activation of the "Business Road Map 2020" program through the second-tier banks and "Damu" Business Development Fund. At the same time innovations for Kazakhstan are the most difficult and slowing down factors. As per "Innovative potential" category, Kazakhstan occupies 85th position by improving its position by 16 items. Development of agroindustrial complex of the country improved position of Kazakhstan in the rating of World Economic Forum. Impact of development of the agrarian production caused positive influence on such factors as level of competitiveness, "Efficiency of labor market" and "Size of market".

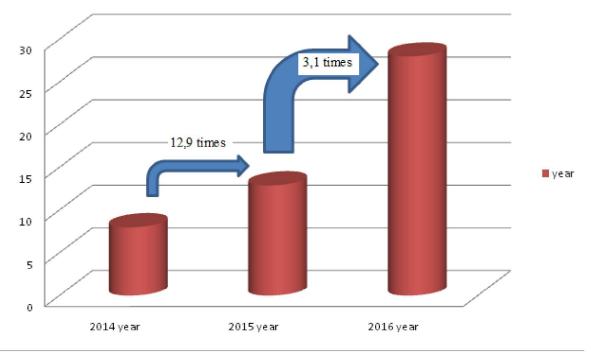


Figure 1 - Dynamics of growth of investments in fixed capital of agriculture in Kyzylorda oblast

At the same time the portion of contribution from agriculture sector in GDP has been gone down in the condition of increase of the quantity of occupied personnel, number of which reached over 23 mln. people in 2014, i.e. 26% of all active population of the country. It shows that agrarian sector of the economy is considered as labor consuming under low provision with innovative technologies.

Active participation in the domain of agro-industrial production occurs by means of execution of the state program "Employment Road Map-2020". Despite of labor consuming level of the agrarian sphere, execution of this state program enabled the government to reduce unemployment of population despite of the crisis taking place in the country.

In the structure of employed population of Kazakhstan, there is a great portion of self-employment – 33.3% or over 2,7 mln. people. The main part of self-employed people lives in rural areas and works on their personal farms, incomes from which are enough only to survive in our severe market conditions. Also, non-employed people are covered with the system of social protection and support. Therefore, enlarging rice planting agro formations establish a base for stable financial development of the cooperated forms of business and solution of the vital social problems of local population, assists in the development of the additional branch of cattle breeding, other sub-branches and spheres of processing agricultural products.

The second important aspect of assessing financial support of the agrarian sphere of the economy is the return of the invested finances which is more rational and effectively reflects the economic essence of the state regulation of rice planting. Researches of the state support of agrarian production in the majority of developed countries demonstrate that economic return of the invested finances does not always provide for efficiency of the financial business activities of the functioning organizational legal forms of business. Therefore, classification of the state regulation is important assisting in the execution of its functions, also in conducting their control.

According to A.Alibekova, classification of the state support ensures timely performance of the functions by state, on the other side it reflects principal approaches without which it is impossible to talk about rationality, scientific character, efficiency, complexity and consistency, not speaking of the economic return of the invested finances.

In this aspect she mentions such functions of the state regulation as general organization and legal regulation of the state support of agrarian sphere of economy; planning of the state support of agrarian sector of economy; provision of human resources for the rural business; informational marketing support; supporting agricultural production; supporting foreign economy activities of the agricultural companies; controlling efficiency of the state support of the agrarian sphere of economy [4].

In our opinion, this list of the state regulation functions does not completely reflect state regulation as there is no function of a partnership between state and private business, i.e. no public-private partnership. Transition of Kazakhstan to the new stage of development of the national economy requires consolidation of the partnership between the state and business structures, as identified in strategic goals of the country. Along with it, functions of the state include support to innovative industrial development of the rice planting, as the state partially finances expenses of the business environment of agrarian economy.

As per opinion of some economic scientists, innovative support of the agrarian sphere is included into support of the production sphere, therefore there is no need to separately review innovative function of the state regulation. In this aspect, we denote an independent function of innovative support of the business environment in rural areas, as innovative activity of the business structures includes not only production process but also reflecting social sides of production and social economic programs of rural territories. Besides, innovative support of the rural manufacturers should be considered as a separate function making it possible to closely control investments into the sphere of rice planting or of whole agrarian production.

2. State regulation of rice planting.

State regulation of rice planting shall have not only production nature, but also it must reflect social economic aspects of rural territories. In this regards, first of all, it is required to follow the guidelines of state support implementation, which shall include motivation and timely fulfillment of functions by state bodies at any level in vertical as well as in horizontal direction in accordance with their functions. These functions shall work smoothly, as a unified combined tool based on requirements of economic mechanism of the business structures of agrarian market. For example, function of the administrative measures shall provide for stability of the legislative base, protection of competing environment, protecting rights of ownership and possibilities of free acceptance of economic solutions. Despite openness of market economy and economic freedom of the formations of rice planting or market agents, administrative tools of state regulation shall be followed by means of relevant actions, as prohibitions, permits and constraining. Presently the state applies this tool of regulation to achieve social goals in rural territories. Unfortunately, there is still no integrity of the functional value of this tool. On the other hand, in recent

years efficiency of the administrative actions went down, caused by the moratorium for inspection of the small and medium business enterprises.

If speaking about economic tools of impact to the certain aspects of business process, various methods to impact on the agro-industrial production should be used by stimulating development of the agro business, enlarging forms of business based on the formation of the combined capital of agricultural enterprises and addressing social and structural aspects of economic mechanism of business.

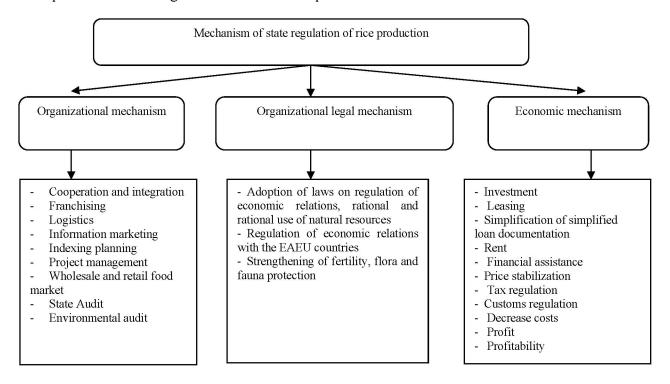


Figure 1 - Mechanism of state regulation of rice production

State regulation by means of institutional tools characterizes methods of impact using organizational institutional forms. Unfortunately today the role of institutional tools in implementation of the state agrarian policy of the agricultural manufacturers has not been considered yet at the national and regional levels causing reduction of efficiency of the state regulation and support of rural manufactures in regions. This is reasoned by the absence of complexity and consistency in implementation of the agrarian policy which does not fully cover occurring changes in the market of the county. At the same time, there is the low return of the human resources capacity in the agrarian sphere of the economy which causes incomplete usage of the existing possibilities in regions and in the country in whole.

3. Efficiency of the state support in the rice planting.

One of the considerable functions of the state regulation and supporting rural manufacturers is control over the efficiency of the state support in the rice planting. There is no doubt that the state spends a lot of funds to support various organizational legal forms of business, but at the same time, the level of return of invested funds is low. Secondly, it is impossible to reach rationality of previous functions without proper control of financial support, otherwise, as the practice shows, billions of the budget funds have been used improperly.

Earlier Kazakhstan was in the second position in regards to the cultivation of the crops after Russia, when the area of grain crops was 30% of all seeding area of the former USSR. In 1990 GDP of the agrarian sector of the economy of Kazakhstan was 15 bln. 386 rubles in prices of 1983, which was equal to 38-40% of GDP of that period. All this shows that large agro-industrial production of that period allowed to develop not only grain crop production but also additional branches of agriculture as cattle breeding of meat or dairy and meat direction. As the result of the balanced development of the agricultural branches,

production resources of the former state farms and collective farms were used with the maximum efficiency.

Nowadays in the world grain cropping occupies almost half of all crop lands, and during 2012-2013 the amount of world crop trade was 314,4 mln. tons with a tendency to grow. The largest producers of grain in the world are USA (419,8 mln.t), India (246,8 mln. tons), Russia (97.1 mln. t). Kazakhstan is among 7 world exporters of grain. As per the flour our country is at the leading position in the world. It should be noted that comparing to other exporters Kazakhstan is the only one country that does not have an exit to the sea, therefore construction of the "West Europe – West China" Highroad, which runs through the rice planting Aral Sea region of Kazakhstan, opens big perspectives for further development of rice planting and for improving export potentials of the rice planting business.

As per the information from the RoK Statistics Committee, during the last decade the grains cropping area has been expanded up to 16256,7 th. hectares, but as per the structure cropping grains went down to 76,7% against 79,5%. In 2013 profitability of the crops production was 52-65%. In spite of natural climatic conditions, for the last twenty years, Kazakhstan has been increasing gross collection of the grain crops.

The largest partner of Kazakhstan at the grain market of far abroad countries is Iran, which imported 2,7 mln. tons of Kazakhstan crops, or in average annually 538 thousand tons since 2009 to 2013. Along with it, for this period Iran purchased 1,7 th. tons of flour. For further expansion of export of crops, Kazakhstan built a grain terminal at the Iran port Amirabad with up to 700 th. tons per year capacity. Besides during the last years, Kazakhstan has increased export of grains to Turkey and exported grains to China for the first time. At that many countries, which import grains, focus on their quality first of all [5].

For the last years, most representatives of the state structures have discussed enlarging of functioning organizational legal forms of business in the sphere of agro-industrial production of the country. Positive moment in this section is the changes in the organizational legal aspect, i.e. changes of approaches to creating cooperative societies, including in the rice planting sphere. There is no doubt that cooperation in rice planting and generally in the agro-industrial production facilitates possibilities of the structures of the agro business environment of the country. On the other side, in opinion of UNESCO researchers, in the terms of rational and efficient usage of the cropping areas, Kazakhstan may successfully feed 1 bln. of population of the world which makes it possible to resolve problems of food safety on the world market. Today as per demographic statistics, about 7 bln. people live in the planet, over 1 billion of which do not have enough food, and they starve. By 2050 the number of population of the Earth may reach 9 billion of people, which already requires the rational and efficient use of agricultural lands and drinking water.

Presently, in Kazakhstan 82% or 225,5 mln. hectares of agricultural lands are in use. Therefore enlarging agro formations in the rice planting and generally in the agro-industrial production of the county will allow efficient use of existing production possibilities of the rural territories, optimization of main and additional branches of agrarian production, saving irrigation water and increase of export potential of the country at the world agrarian market [6].

The Message of our President to the population of Kazakhstan "Third modernization of Kazakhstan: global competitiveness" states that there is a need to improve the efficiency of using and increase areas of irrigated lands within further 5-year period up to two millions of hectares [7].

For fulfillment of this Message in accordance with the Order of RoK Government and the adopted state program of agro-industrial complex development till 2021 in the region of irrigated land of Kyzylorda oblast, it is planned to implement three projects aimed at restoring and development of water infrastructure of the irrigated lands of the region. Within the framework of the second phase of the project "Improvement of irrigation and drainage systems", it is planned to restore 15 thousand hectares of irrigated lands in Zhalagash Rayon. Also, 144 thousand hectares of land in the oblast will be included in the third stage, which includes restoration of 29 thousand hectares of irrigated lands. During this year the oblast budget allocated 386 mln. tenge to perform certification of the water facilities under this project. Generally, it is planned to repair almost 23 th. km of water collection and drainage systems, 64 thousand hydro technical facilities. Besides, within this project, it is planned to build a water storage facility in Shieli Rayon to store 600 mln. m3 of irrigation water. Feasibility study of this project is at the stage of

completion. The area of water storage will be 45 th. hectares. During low water period, this water facility will be able to supply water to 63 th. hectares of irrigated lands of Syrdariya and Zhalagash Rayons at the center of rice planting Aral Sea region of Kazakhstan.

State regulation of the rice planting sphere of Kyzylorda oblast will allow to improve efficiency of irrigated lands use, as in next 4-year period it is also planned to build three hydro structures along the Syrdariya River stream. Restoration of the Taipakkol-Kandyaral lake system, reconstruction of Besaryk and Zhidely water storage in the south Zhanakorgan region, main left-bank channel of Kyzylorda and others are also projected. There will be four channels in Kazaly, Zhalagash and Shieli Rayons cleaned in order to provide rice planting agro formations with irrigation water during this year. 8 sets of pumps were purchased for rural regions, where irrigation water doesn't run free, estimate documentation was prepared for repair of Bayan and Kokish channels in Aral Rayon. As it is obvious from regulation measures and support of the rice planting sphere, implemented by the state, development of rice planting is the part of the Aral Sea Regional Development allowing to increase export potentials of rice planting [8].

Experience of the state regulation of previous years demonstrated that the efficiency of implemented agrarian policy in rice planting in Aral Sea Region was not always provided. At the end of 90s of the last century in Akkum aul of Zhalagash region as per order of ex-Canadian oil company "Petrokazakhstan Kumkol resources" JSC, the Bulgarian party performed engineering planning works at the area of 1800 hectares. However, failure to use these areas of leveled lands further caused damages and resulted in withdrawal of these lands from use. Finally, large financial investments didn't give any results. At that none of the state structures took responsibility for wasting budget funds and funds from EBRD. Currently, use of these lands requires additional investments, which creates difficulties for rice planting agro formations. Therefore the state shall increase accountability of the state officials for results of any projects implementation, involve external auditors to control fulfillment of production tasks in order to increase the efficiency of funds use, allocated by the state, as well as funds from EBRD and other investors.

Cooperation.

Cooperation is one of the main principles of development of large organizational legal forms of business. When setting cooperative societies, all possibilities for motivation shall be considered in order to combine small business units into large business units, where production capacities will be used more effectively, social goals will be addressed successfully, not speaking about the development of infrastructures in rural areas. However, it should be noted that mechanisms of formation of the cooperative societies do not completely meet the interests and preferences of the participants of the cooperative actions. Specifically state regulation of the rice planting sphere shall cover production of crops with consideration of the Law of RoK "About grain", and financial support shall provide for mechanism of the fulfillment of this Law through relevant tools of state support.

If speaking of the efficiency of the state support of rice planting, it is required to mention an infrastructure and a mechanism of any state program or project implementation, where large financial resources are accumulated. For this purpose such institutional structures as "Kazagro" national holding were established in Kazakhstan which include: "Product Contract Corporation" National Company JSC, "Mal onumderi corporaciyasy" JSC, "Kazagrofinance" JSC, "Agrarian Credit Corporation" JSC, "Fund of Financial Support to Agriculture" JSC, KazAgrogarant JSC, Kazagromarketing JSC. Activities of this holding cover the issues of the state policy implementation in the areas of provision of products, loaning, insurance of rice planting and other branches of agriculture, development of the markets of agricultural products, development of rural territories and etc. Branches of those institutional state supports structures operate in regions to provide for financial crediting operations to the rice planting enterprises.

However, there are shortages in the organizational economic, legal and technological and other aspects of business in the region which could be resolved at the level of legislative and executive authorities, considerably causing negative impact to the development of rice planting and to consolidation of the rice planting spheres.

Rice planting requires diversification of the rice planting firms, which will provide agricultural branches with development options covering full production cycle of manufacture, processing and sales of products not only of rice planting sphere, but cattle breeding sphere as well. At present day public-private

partnership forms must be developed in the sphere of rice planting subject to all possibilities of agro formations functioning, systematic approach of keeping agrarian production in the rice planting must be exercised, irrigating water saving and application of modern innovative approaches must be stimulated in large business enterprises.

On the other side, state regulation of the rice planting sphere shall create conditions needed for rational and efficient usage of the irrigated lands based on the qualitative improvement of the fertility by applying innovative technologies, modern storage of agricultural units, new sorts of rice ad crops of rice and crop rotation, not speaking of complete and non-waste technology on reprocessing rice based on usage of the cluster approach. Execution of these key objectives will allow to improve the efficiency of the rice planting, to increase export potential of rice planting agro formations, also to stabilize financial results of agro formation activities, to use wider leasing and implement logistics into this sphere of the economy of the region.

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С.Ы. Умирзаков¹, А.Ж. Наурызбаев², А.Ж. Бұхарбаева²

²Нархоз Университеті, Алматы қ.¹, Қорқыт Ата атындағы Қызылорда мемлекеттік университеті, Қызылорда қ.;

КҮРІШӨНДІРІСІН МЕМЛЕКЕТТІК ҚОЛДАУ ТИІМДІЛІГІН АРТТЫРУ – ҚАЗАҚСТАННЫҢ АГРОӨНЕРКӘСІПТІК КЕШЕНІНІҢ ДАМУ СТРАТЕГИЯСЫНЫҢ НЕГІЗІ

Аннотация. Мақалада Қызылорда облысының күрішшаруашылығы сферасын қаржылық қолдау және мемлекеттік реттеу мәселелері және оларды жетілдіру жолдары қарастырылды. Агроөнеркәсіптік өндіріс саласындағы белсенді қатысу «Жұмыспен қамтудың жол картасы-2020» мемлекеттік бағдарламасын орындау арқылы жүзеге асырылады. Аграрлық саланың еңбекке жұмсайтын деңгейіне қарамастан, осы мемлекеттік бағдарламаның орындалуы елде дағдарысқа қарамастан, халықтың жұмыссыздық деңгейін төмендетуге мүмкіндік берді. Көптеген дамыған елдерде аграрлық өндірісті мемлекеттік қолдаудың зерттеулері инвестицияланған қаржының экономикалық қайтарымы эрқашан бизнес қызметін ұйымдастыруқұқықтық формаларының қаржылық бизнесінің тиімділігін қамтамасыз етпейтінін көрсетеді. Демек, мемлекеттік реттеуді жіктеу оның функцияларын орындауда маңызды рөл атқарады, сондай-ақ олардың бақылауында.

Түйін сөздер: мемлекеттік реттеу, қаржылық қолдау, мемлекеттік реттеу принциптері мен қызметтері, кооперация, аграрлы нарық, астық кешені, мемлекеттік қолдау стратегиясының дамуы, мемлекеттік бағдарламалар және жобалар, астық импорты және экспорты, дүниежүзілік сауда ұйымы, инновациялық бағдарлама, агробизнес, күріш және жоңышқа өсіру мәдениеті.

С.Ы. Умирзаков¹, А.Ж. Наурызбаев², А.Ж. Бұхарбаева²

 1 Университет Нархоз, г. Алматы; 2 Кызылординский государственный университет имени Коркыт Ата, г. Кызылорда

ПОВЫШЕНИЕ ЭФФЕКТИВНОСТИ ГОСУДАРСТВЕННОЙ ПОДДЕРЖКИ РИСОВОДСТВА – ОСНОВА СТРАТЕГИИ РАЗВИТИЯ АГРОПРОМЫШЛЕННОГО КОМПЛЕКСА КАЗАХСТАНА

Аннотация: В статье рассматриваются проблемы государственного регулирования и финансовой поддержки в сфере рисоводства Кызылординской области, приводятся соответствующие меры для улучшения государственного регулирования сферы рисоводства и агропромышленного производства, предлагаются пути совершенствования государственного регулирования. Активное участие в области агропромышленного производства происходит путем реализации государственной программы «Дорожная карта занятости-2020». Несмотря на трудоемкий уровень аграрной сферы, выполнение этой государственной программы позволило государству снизить уровень безработицы населения, несмотря на кризис, происходящий в стране. Исследования государственной поддержки аграрного производства в большинстве развитых стран показывают, что экономическая отдача вложенных средств не всегда обеспечивает эффективность финансовой деятельности действующих организационно-правовых форм бизнеса. Поэтому классификация государственного регулирования играет важную роль в выполнении его функций, а также в контроле.

Ключевые слова: Государственное регулирования, финансовая поддержка, функции и принципы государственного регулирования, аграрный рынок, агроформирования рисоводства, кооперация, зерновой подкомплекс, экспорт и импорт зерна, стратегия развития государственной поддержки, государственные программы и проекты, всемирная торговая организация, программа инноваций, агробизнес, культуры рисово-люцернового севооборота.

Information about authors:

Umirzakov Samazhan Intikbaevih – doctor in economic sciences, Dean of the School "Economics and Management" University Narxoz, samazhan.umirzakov@narxoz.kz;

Nauryzbayev Asibek Zhumabaevih - candidate in economic sciences, Associated act. Professor of the Department "Accounting and Audit" Kyzylorda State University named after Korkyt Ata, asil-54@mail.ru;

Bukharbayeva Akmaral Zhetebaikizi - Ph.D. doctoral student of Kyzylorda State University named after Korkyt Ata, nurai0510@mail.ru.