

## PECULIARITIES OF THE DEVELOPMENT OF SOCIAL INFRASTRUCTURE OF RURAL DISTRICTS AND TERRITORIES OF CENTRAL ASIAN POST-SOCIALISTIC STATES

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**Abstract:** *The article defines the notion and researches the essence of social infrastructure of rural territories. It specifies functional and sectorial classification, considers the system of management and regulation of social infrastructure of rural territories, reveals basic factors and peculiarities of developing social infrastructure of the rural district, analyses and estimates the level of perspectives of the comprehensive development of the social infrastructure, and researches the potential of the development of social infrastructure of rural territories. Conceptual basics of the strategic development of the social infrastructure of rural territories are defined. The indicator of the quality of rural people's lives as a factor of efficient development of the social infrastructure is considered. The mechanism related to controlling the achievement of strategic goals of the development of the social infrastructure of rural territories is offered.*

**Keywords:** *social infrastructure of rural districts and territories, rural regions, Central Asian countries, agriculture of the Republic of Kazakhstan, social and economic reforms.*

### 1. INTRODUCTION

Radical social and economic transformations that took place in Central Asian countries, including Kazakhstan, at the end of the XIX and at the beginning of the XX centuries, their complexity, ambiguousness, inconsistency, and scientific groundlessness aggravated social problems of rural population: unemployment and poverty level increased, material and technical resources

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of health care and educational establishments went out of date, the range of services of municipal and social and cultural purpose reduced, physical education and sports do not develop, the network of pre-school establishments is limited, etc. The current social situation in rural areas expressed also in the form of depreciation of agricultural labor, weakening of motivational mechanisms of its development, lack of socially acceptable conditions of the life approached threshold values of the patience, and brakes the formation of social and economic conditions of table development of rural territories.

The recent decade has observed a sharp nosedive of the agricultural production and worsening of financial position of the sector, breakdown of old organizational and economic mechanisms related to the development of the rural social infrastructure and social protection of the population without replacing them by new ones that actually function. As a result, it caused a considerable lag of rural remoter areas from urban ones in terms of the level and conditions of life, growth of negative changes in the lifestyle of rural population, and as a whole, the crisis state of the rural social infrastructure.

Rural reformation requires a comprehensive approach that provides the development of the multistructurality not only in the production but also social area of the village. Social and economic structure of the rural social area was heterogeneous in the pre-reform period, too. It includes public ownership (large cultural objects, health resorts, recreation centers, power, communication lines, gas pipelines, and other engineering constructions that were in the custody of the republic government, separate ministries and authorities, infrastructure objects held in inventory of state farms), municipal (schools, pre-school establishments for children, hospitals, ambulance stations, trade and public services, culture, physical education and sport enterprises), cooperative and kolkhoz (objects held in inventory of kolkhozes), cooperative (trade, catering, and public services enterprises that belong to the consumer cooperation), and social (trade union clubs, summer camps, and other health-related establishments) property.

Service activity was also performed on the basis of the private property. However, it is almost entirely related to the area of the black economy. The volume of services rendered by individuals was especially considerable in the rural housebuilding and transport servicing. The characteristic feature of social and cultural sectors of the servicing area was almost full on a free-of-charge basis or on the basis of the population's privileged payment for the services rendered to it.

At the present time it goes about principle transformations in the structure of the property and organizational and legal forms of the activity in the area of rural population servicing related to including it in the general economic space that functions according to the laws of the market economy.

In the 1990s the agro-industrial complex was considerably reformed. It had a direct impact on the state of rural settlements. Agricultural producers and processing enterprises failed to quickly adapt to new conditions of the economic activity. Herewith, considerable differentiation of the population according to profits and level of life resulted in the outflow of the population to large cities.

The village is an integral branch of the economy for Central Asian countries and comprehensive multi-problem management objects. In the social consciousness they go on playing the role of “peripheral” territorial establishments with the lagging social and economic development and low level of the peoples’ lives. The transfer of Central Asian countries to the market conditions of the economic activity stipulated reforming of the system of local self-government, including on the level of rural districts. During the period of market relations establishment and development it is required to radically reconsider strategic focus of the rural municipal establishments development, and, above all, in terms of social directionality. However, the lack of experience and efficient scientific researches in the area of strategic planning of social and economic development of rural territories, which allows to connect differently directed goals, multiple resources and provide stable managed development on the local level, causes a number of negative consequences whose liquidation requires additional efforts and material resources.

An important factor of the renewal and development of the rural social area is the modification of its social and economic structure. The task of these transformations is to form new organizational and legal forms of the servicing activity, which would be more effective in meeting the needs of the rural population and would take into account changes in the property relations in the production area, as well as the structure of capacities of the social area according to the property forms.

Until recently this process have not had enough scientific stipulations and have taken place mainly in a haphazard manner. This caused negative consequences. Particularly, uncontrolled privatization and commercialization process that was rather widely developed in the area of

public services served as an important reason of almost full interdiction of rural residents from public services.

That is why the formulation and implementation of the comprehensive strategy of the development of the agro-industrial complex as a whole, social infrastructure of rural regions of Central Asian countries, particularly the one that focuses on social priorities, is an extremely important task in the work of state bodies and administrations of rural districts.

Insufficient theoretic and methodological status of this problematics, its urgency and increasing practical importance predetermined the selection of the theme and basic directions of this research.

The goal of this research is to form theoretic provisions and practical recommendations on strategic development and improvement of the efficiency of the rural social infrastructure under conditions of expanding and deepening of market relations.

The implementation of the set goal stipulated solving of the following tasks:

- To specify the economic essence and expand the conceptual framework of strategic planning and management of the development of social infrastructure of rural territories,
- To reveal basic factors, peculiarities, and tendencies of the development of social infrastructure of rural territories in the modern conditions,
- To research the level of development of key components of the range of management, state and market regulation of social infrastructure of rural territories,
- To develop the methodology related to analyzing and estimating the level of perspectives of the social infrastructure development taking into account social and economic development of rural territories,
- To stipulate conceptual approaches and basic directions of the strategic development of the social infrastructure for the purpose of increasing the level of peoples' lives in rural districts, and
- To offer the mechanism of controlling in the scheme of organization and management of the development of social infrastructure of rural territories.

Theoretic and methodological basis of the research includes scientific works and insights of national and foreign authors on the problems related to the development of regional economy under conditions of the market

relations, strategic management, rural districts management in terms of their social and economic development, scientific and methodological recommendations in the area of regional policy, economy and inter-budgetary relations, laws and regulations of self-governing authorities of the Republic of Kazakhstan, as well as methodological materials of international research-to-practice conferences on the research theme.

The work uses methods of strategic management, management, organizational and structural modeling, and comparative analysis method. In order to solve separate tasks, methods of system, factor, and logical analysis, as well as some methods of mathematic modeling are used.

The scientific result of the research lies in the development and stipulation of a number of theoretic provisions and practical recommendations on strategic development and increase in the efficiency of social infrastructure of rural territories that comply not only with modern but also promising areas of the municipal management.

During the research the following theoretic and practical results were obtained. They define the scientific novelty and are the subject of the research:

- The notion of the economic essence of social infrastructure of rural territories is specified. It is shown as a functional and sectoral complex of the administrative and territorial unit that provides the reproduction of the labor force, social protection of population, maintenance and development of life values of the individual,
- Peculiarities and tendencies of the development of social infrastructure of rural territories under conditions of market transformations were revealed. The classification of basic factors that have an impact on the efficiency of the social infrastructure development is supplemented,
- The methodology of analysis and estimation of the level of perspectives of the social infrastructure development taking into account social and economic development of rural territories is developed,
- Conceptual model of the strategic development of social infrastructure emphasizing the increase in the level of life of rural population is stipulated, and
- Controlling mechanism providing a qualitatively new level of organization and management of social infrastructure of rural territories is offered.

The practical importance of the work lies in the fact that based on the comprehensive analysis of the essence of social processes and their development in the economy of rural territories, revealed peculiarities, tendencies and basic factors that have an impact on the development of social infrastructure of the village, the author developed conceptual, scientific and methodological and practical recommendations on forming the strategy of developing social infrastructure of rural territories. The research materials can serve as a basis for the strategy of the development of social infrastructure of rural territories.

## 2. REFERENCES REVIEW

The majority of modern rural districts in Central Asian countries were founded and developed during the Soviet period and complied with the interests related to the policy of allocating production forces within the unified economic complex of the USSR. After the collapse of the Soviet Union in 1991 Central Asian countries (Kazakhstan, Kyrgyzstan, Tadjikistan, Turkmenistan, and Uzbekistan) had mainly agrarian and industrial economies with predominantly rural population.

After acquiring their independence, Central Asian countries implemented their own, to a large extent, different models of political and economic reforms. It had a considerable impact on the development of urbanization processes. The dynamics and root causes of these processes differ depending on the country, as well as to the urbanization challenges given by the governments of the region countries vary.

At the same time today the following challenges are common for all countries of the region:

- Comparatively high natural growth of the population in the rural area under limited employment opportunities in the village results in aggravating the unemployment problem,
- Limitation of water and land resources that raise an issue related to the increase in the productivity of labor in agriculture, above all, due to mechanization and implementation of new technologies to the benefit of food safety,
- Growing loading on social infrastructure that was yet created in the Soviet period and today to a great extent exhausted its operational resource. It requires considerable investments and essential modernization, and

- Extensiveness of territories of such countries as Kazakhstan, Uzbekistan, and Turkmenistan. It limits access of rural territories to the infrastructure networks, causes high transportation and communication expenses.

The urgency of the problem related to developing social infrastructure of rural territories, its special importance during the period of the development of the market economy stipulate the growing attention to it on the part of both economic entities and scientific community. (De Janvry A., Sadoulet E. (2003), Moseley Malcolm J. (2003), Steven A. Henness (2001), Jump Chigbu, U.E. (2012), Jump Van Assche, Kristof & Hornidge, Anna-Katharina (2015), Dries L., Hartell J., and Kilkenny M. (2003) perform active work and research the development of rural regions, and (Teriman S., Vigitcanlar T. (2011), Torrasi G. (2009), Williams P., Pocock B. (2010), Atkociuniene V., Vabolyte K. (2011), Benedict M. A., and McMahon E. T. (2007) study issues related to the improvement of social infrastructure of rural territories

Considerable researches were made on studying peculiarities of forecasting social infrastructure of modern rural territories and essential basics of the social capital (Miller N. J. (2001), van Huylbroeck G., Durand G., (2003), Vassileva L., Velkovska G., and Manolova A. (2010).

Works of outstanding agriculturist economists (Jump Ward, Neil; Brown, David L. (2009), Loretta de Luca, Marian Fernando, Elise Crunel, Lucy Olivia Smith (2012), and Bryden J.M. (2002) are dedicated to the issues related to researching peculiarities of social and economic position of the agriculture in regions.

Advanced scientific and practical works were performed in the area of researching business and economic activity of farms and households (Cartwright A., Swain N. (2009), Ellis F. (1993), Davis Junior R. (2006), and Bogdanov N. Lj. (2007).

It is important to note that economic researchers made a special contribution to the development of agriculture in post-socialistic countries with the transitional economy (Csaki C., Lerman, Z. (2000), Davis J. (2001), Efstratoglou S., Bogdanov N., and Meredith D. (2006), integration of the agricultural production including with Central Asian countries (Davidova S., Buckwell A., (2000), and Ersado L.(2011), and overcoming poverty in agriculture (Davis J., Rylance C. (2005), Gordon A., Craig C. (2001), Haagblade S., Hazell P.,T. Reardon (2002), Harriss J. edt. (1982), Chirca C., and Tesliuc E. (1999).

Nevertheless, the number and especially the depth of the published researches on this problem known to us are not yet sufficient and lag behind the real needs of the rural population. There are almost no scientific works devoted to researches in the area of developing social infrastructure of the village in Central Asian countries, or they are not widely spread. However, we had a doubtless interest in the works devoted to researching the economy of agriculture and conceptual basics of social development of the Kazakh and Russian village (Altynbaev R. (2001), Afanasieva E.P. (2008), Bobkov V.N. (2005), Bondarenko L.V. (2002), Vaskin E.V. (2003), Verbludova V.A. (2006), Ivanova V.N., Beglova N.V. (2014), Ignatov V.G. (2005), Iliuhina S.V. (2007), Korobeynikov M. (2005), Podgorskaya S.V. (2008), Toshchenko Zh.T. (2002), and Ushachev I. (2003).

### **3. RESULTS**

Under conditions of market relations the level of the development of rural social infrastructure defines the state of deep transformations in the economic life of the country.

In 2011 the latest report of the International Crisis Group (ICG) was issued. It was devoted to the analysis of the state of infrastructure in Central Asian countries. International Crisis Group is an independent non-governmental organization with the headquarters in Brussels and specializes in analyzing crisis situations in countries worldwide.

It specifies that after the collapse of the Soviet Union, in Kyrgyzstan, Tadzhikistan, Uzbekistan, Turkmenistan, and Kazakhstan schools, health centers, roads, and power stations constructed during the Soviet period have exhausted their life span.

The head of the Central Asian direction of this international organization Paul Quinn-Judge declared that in 5-10 years the deficit in teachers, doctors, and electric power in the Central Asian region would aggravate social tension and increase the possibility of conflicts.

The ICG report emphasizes that governments of Central Asian countries must abolish corruption, carry out system reforms, and allocate resources for the benefit of their population and not only for the governing elite. It also contains recommendations for international organizations and countries that provide Central Asian countries with help to more carefully take care about its allocation.



ICG experts note that during the Soviet period Central Asian countries cooperated and shared resources within the unified system. Now it is not obligatory for them to support friendly relations, and more often they do not do it.

The problem related to forming and adequate functioning of rural social infrastructure is a key problem of the economy development. Its real development serves as a new factor of the growth of the labor efficiency, growth of agricultural production, as a whole, and social and economic development of the village.

Infrastructure is an economic category that is a part of the area of material production contributing to obtaining a larger amount of final products. It is an integral part of production forces of the society that provides normal functioning of enterprises. The infrastructure complex of economy consists of production, social, institutional, personal, and ecological infrastructures. Social infrastructure includes areas that provide adequate labor activity of employees and contribute to the reproduction of labor forces.

Social infrastructure is a part of production forces of the society of a specific administrative and territorial unit that are focused on forming terms and conditions for efficient functioning of the individual in the process of social production, i.e. for providing labor forces reproduction, and opportunity of the employee's personality development, providing social protection of population and creation of everyday conditions for the employee's and all people's lives. It expresses economic relations between the society and its members in their consuming of both material and non-material services required for reproducing labor forces and harmonic development of the individual's personality. In this interpretation social infrastructure is not merely an area of servicing the population urging to meet a number of current traditional needs of the population, but also to a greater degree, a specific functional and sectoral complex that manages the development of the level and quality of life, and finally, operating to form promising social forms of the subjects' life activity.

Social infrastructure of rural territories has its own peculiarities. They reflect the specificity of agricultural production. Efficient production activity of agricultural enterprises requires the creation of necessary terms and conditions both in the process of production and labor forces reproduction. This task must be fulfilled by sectors and departments of social infrastructure.

Subdivisions of housing maintenance and utilities, health care and pre-school establishments for children catering organizations, work training centers, labor protection services, sport and recreational organizations, transportation that services workers and employees, communication and informational services are referred to as sectors of social infrastructure in agriculture. The above sectors of social infrastructure are represented not only in an organizational and legal manner. Every time they are materially manifested in the form of a system of buildings, constructions, special zones and areas, communications, networks, etc., constructions for continuous fulfillment of their basic social function.

According to the purposiveness, sources of formation, territorial allocation, and participation in the production process, all sectors and services of social infrastructure can be divided into two groups.

The first group contains objects established at the expense of enterprises located in the households subdivisions and aiming at improving labor conditions, occupational safety, and employees' rest in the process of production. This group includes

- Personal service rooms in brigades and cattle farms,
- Foodservice outlets in subdivisions (lunchrooms, kitchens, and canteens),
- Health care culture, and rest objects (preventative clinics, doctor's offices, propaganda rooms, reading rooms, etc.), and
- Fire safety outlets.

They are located in cattle complexes, farms, workshops, tractor brigades, and field stations.

The second group includes objects of social infrastructure located on the territory of settlements of rural districts meant for meeting household needs of the population, and as a rule established at the expense of state resources and special funds of large enterprises and agro-industrial entities. They include

- Objects of housing and utilities infrastructure,
- Consumer service enterprises,
- Health care establishments (preventative clinics, hospitals, ambulance stations),
- Sport establishments,

- Schools and pre-school establishments,
- Recreation centers and clubs, and
- Trading enterprises.

These objects of social infrastructure aim at servicing all rural residents notwithstanding the area of their work and social position.

Social infrastructure of a rural district is focused not on the sectoral consumer (as it is observed in industry, construction and other areas of production) but specifically on the territorial one. This role is every time played by the population of region, village, and settlement, i.e. a specific social and territorial community of people. In addition, as a rule, objects of social infrastructure in the village are distributed on the territory of the household. It makes it difficult to use them efficiently. Consequently, not organizational subordination but needs in optimal organization of the environment happen to be leading in this case. Areas of social infrastructure do not directly participate in the creation of final products. However, they provide pre-requisites for normal development of the production process.

Thus, social infrastructure of rural territories is a reasonably formed material spacious environment. A required condition of its organization includes the maximum availability and spacious and timely inexactitude of its sectors to areas of social and individual activity of the person.

Social infrastructure is a part of production forces of the society that creates terms and conditions for efficient functioning of the individual in production. It expresses economic relations between the society and its members in their consuming of both material and non-material services required for reproducing labor forces and harmonic development of the individual's personality. Social infrastructure of the village has its peculiarities that reflect the specificity of agricultural production. The main task of social infrastructure is to further improve social conditions of the rural population.

In the most general understanding social infrastructure is a system of elements of artificial habitat that fulfils an important social function - to provide terms and conditions for reproducing population.

In this interpretation social infrastructure is not merely an area of servicing the population aiming at meeting a number of the current traditional needs of the population, but also to a greater degree a specific

mechanism that manages the current features of the lifestyle, and finally works to form promising social forms of the subjects' life activity.

Efficient production activity of agricultural enterprises requires the creation of necessary terms and conditions both in the process of production and labor forces reproduction. This task must be fulfilled by subdivisions and departments of social infrastructure.

Areas of social infrastructure do not directly participate in the creation of final products. However, they provide pre-requisites for the normal development of the production process development. The role of social infrastructure lies in the fact that it contributes to providing needs of production in personnel of the required qualification, assists in reproduction and strengthening them in the rural area, and provides labor and occupational safety. Subdivisions of social infrastructure participate in the creation of conditions to meet public utility needs of both the enterprise employees and their families' members.

Social infrastructure has its peculiarities that reflect the specificity of agricultural production. Objects of social infrastructure are established both at the expense of resources of agricultural enterprises and monetary funds of rural population, and by efficient use of investments for constructing residential houses, children's pre-school establishments, schools, recreation, health, and communication centers, etc. Subdivisions of social infrastructure in rural area serve not only employees involved in agricultural production but also another part of the population who live on the territory of the enterprise.

As a rule, objects of social infrastructure in the village are distributed on the territory of the household. It makes it difficult to use them efficiently. Seasonal character of production in agriculture impacts the work of subdivisions and services of social infrastructure.

In the agrarian area formation and development of the infrastructure are obligatory conditions for efficient interrelation of subjects of basic and auxiliary production that bind demand and transform all types of resources into factors of production that contribute to the creation of common prerequisites of reproduction process, growth and development of agro-industrial production.

Infrastructure as an area of agro-industrial complex has its own peculiarities:

- Infrastructure of agro-industrial complex is represented as an aggregative block that includes heterogeneous areas, productions, and types of activity,
- Its relation with other components of the agro-industrial complex is performed mainly on the basis of functional allocation of labor, and
- Processes of circularity have an impact on functioning of the infrastructure. They are peculiar of agricultural production. It also pre-determines a relevant process of activity of the infrastructure areas associated with it.

At the present time the country is paying special attention to forming and developing the infrastructure complex of the agrarian sector. Herewith, some researchers relate insufficient development of agriculture in Central Asian countries to low cooperation and concentration where underdevelopment of infrastructure (especially under conditions of the extension of territories of the Republic of Kazakhstan) is an important cause.

Social and economic reforms carried out in Central Asian countries caused essential changes in the life of the society. Social and economic development of the village takes place under conditions of general breakdown of all parts of the social life. At the present time social infrastructure of rural territories undergoes a system crisis. It is mainly manifested in

1. Worsening of demographic situation in the rural area,
2. Poverty of rural population,
3. High level of unemployment of rural population,
4. Decrease in the quality of life in rural regions, including:
  - decrease in the network of establishments of social infrastructure,
  - narrowing the access of villagers to basic social services - education and health care.
5. Destruction of the evolutionary formed system of rural resettlement, namely establishment of new organizational and legal formations and providing them with land (collective and share property and land shares appeared, peasants' and farm enterprises were established, lands of rural settlements, re-allocation fund, region lands, etc. were determined).
6. Destruction of the logistics system where the logistics efficiency remains on a low level.

Besides, economists specify a complex of reasons and focus attention on the transportation and social reasons. Thus, the problem of infrastructure provision must be considered comprehensively.

The village degradation, decrease in the number of population and other facts directly depend on the infrastructure (production, social, and transportation).

The World Bank calculated Logistics Performance Index (LPI) for Central Asian countries. According to the latest data that was published in 2014, according to the general Logistics Performance Index, Kazakhstan occupied place 88, Tadjikistan – place 114, Uzbekistan – place 129, Turkmenistan – place 140, and Kirgizia – place 149 out of 163 estimated countries (Table 1). Herewith, almost all countries have the worst indicators according to infrastructure complexes – from place 106 to 148.

As estimated by the World Bank, according to indicators related to tracking cargoes and promptness of supplies, Uzbekistan and Kazakhstan have the highest ratings.

**Table 1.**  
**Global Rating According to Logistics Performance Index – LPI for 2014 (Place in Rating out of 163 states)**

<i>Indicators</i>	<i>Kazakhstan</i>	<i>Kirgizia</i>	<i>Tadjikistan</i>	<i>Turkmenistan</i>	<i>Uzbekistan</i>
Logistics efficiency index	88	149	114	140	129
Customs registration	121	145	115	122	157
Infrastructure	106	147	108	146	148
Organization of international transportation	100	127	92	116	145
Quality and competence of logistic services	83	151	113	155	122
Cargoes tracking	81	145	119	134	77
Promptness of delivery	69	155	133	153	88

Source: LPI Global Rankings 2014 Data Table, URL: <http://lpi.worldbank.org/international/global>.

It is possible to specify the following positive peculiarities of rural regions development:

1. Increase in the share of individual residential construction,
2. Development of engineering infrastructure (construction of water supply networks, telephone stations, and acceleration of gazification of rural settlements).

The development of social infrastructure is defined by the social policy of the state exercised via implementing state national social programs, and resources allocated for these purposes by organizations of various sectors of the material production area.

Social development of the village is the most important component of the state policy. Kazakhstan developed and implements republic and regional target programs on the state level. They provide for the allocation of funds for developing a social area and engineering infrastructure, creating socially acceptable terms and conditions of life activity on rural territories, creation of legal, economic, and organizational conditions of the transfer to the stable social and economic development of rural territories, expansion of the labor market in rural area, provision of its attractiveness, and creation of basics for increasing the status value in living in rural area.

It is necessary to note one more extremely important peculiarity of the modern development of social infrastructure of rural regions. Due to the transfer to market relations, the owners have changed, and re-focus on new sources of financing took place. It is natural that the funds allocated by the state are not sufficient. That is why it is necessary to search for new sources, for example, raising funds of the population as it is the population that obtains services rendered by social infrastructure, or for example raising industrial or bank capital. However, before implementing these projects, it is necessary to analyze the current state of social infrastructure for the purpose of revealing basic tendencies of development and the most top-priority areas of financing.

During the research based on documenting changes of specific indicators of the village development and terms and conditions of the rural people's lives, the following basic tendencies of the development of social infrastructure of rural territories were revealed (Table 2).

**Table 2.**  
**Basic Tendencies of Developing Social Infrastructure of Rural Territories**

<i>Positive tendencies</i>	<i>Negative tendencies</i>
<i>On the state level</i>	
<ol style="list-style-type: none"> <li>1. Stabilization related to social policy of the state (payment and increase in retirement benefits and salary of state employees, development of education, health care, culture, etc. system),</li> <li>2. Stabilization of social and economic situation in Kazakhstan (positive balance on forming budgets, formation of program documents that define strategy of the Kazakh development as a whole, and areas of the life activity of the country),</li> <li>3. Forming the balanced external policy of the state, occurrence of tendencies related to state and social safety,</li> <li>4. Strengthening of the center's attention to problems of social and economic provision and development of rural districts, and</li> <li>5. Increase in the number of state concepts and programs aiming at supporting and developing of social infrastructure of rural territories, development and implementation of a number of investment programs.</li> </ol>	<ol style="list-style-type: none"> <li>1. Lack of full definiteness in social policy of the state, decrease in the level of profits (in accordance with the purchasing power) of the majority of population. It increases social tension,</li> <li>2. Due to the indefiniteness in managing privatized enterprises by the state, there are risks related to collecting taxes, and hence developing rural regions and their budgetary provision,</li> <li>3. The system related to protecting the local manufacturers and seller of services is not formed, Strategy of social and economic development resting on the development of rural districts, regions, areas, and territories is not formed,</li> <li>4. Weak framework and indefiniteness of the budgetary provision of programs related to developing rural infrastructure, and</li> <li>5. Increase in volumes of deductions of territories on the republic level under simultaneous decrease in the funds obtained by rural regions from the republican budget.</li> </ol>
<i>On the regional level</i>	
<ol style="list-style-type: none"> <li>1. Formation and implementation of the system related to monitoring social and economic development (according to territories, sectors, and enterprises),</li> <li>2. Increase in the level of awareness of the importance of rural regions development by the region administration, and</li> <li>3. Development of the competitive environment in the area of providing population with social services.</li> </ol>	<ol style="list-style-type: none"> <li>1. Weak framework of regional and district program of social and economic development,</li> <li>2. Underdevelopment and indefiniteness of the investment policy, imperfection of taxation and price policy,</li> <li>3. Increase in the disruption in the development of territories, level of life and opportunities of rural and urban population, and</li> </ol>

*Table 2 contd...*



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4. Maintenance of the narrow sectoral agrarian approach to the development of the village when the current need in the development of rural non-agrarian sectors of employment is underestimated, the lack of reliable sources of financial support of small entrepreneurship, development of areas of population employment that are alternative to agriculture.
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*On the local level*

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| <ol style="list-style-type: none"> <li>1. Formation of mechanisms related to managing social and economic development on the level of rural districts,</li> <li>2. Increase in the role of local self-governance and responsibility of the management for territories development,</li> <li>3. Increase in the level of employment of rural population in agriculture,</li> <li>4. Development of the system of additional services rendered to rural population on a paid basis,</li> <li>5. Distribution of new forms of property and new land matters,</li> <li>6. Strengthening of the role and importance of rural households,</li> <li>7. Diversification of rural economy and development of agriculture due to maintaining a great number of employable people in the village. Approximately half of this population has to actually select between unemployment and self-employment, and</li> <li>8. Incompleteness of documenting rights for using lands.</li> </ol> | <ol style="list-style-type: none"> <li>1. Deepening of territorial differences in the system of rural resettlement: depopulation and over-population of some settlements,</li> <li>2. Worsening of demographic situation, ageing of rural population, decrease in the birth rate, and decrease in mortality,</li> <li>3. Decrease in the number of work positions and employment in the village,</li> <li>4. Narrowing of the rural labor market, increase in the tension coefficient,</li> <li>5. Decrease in economically active population among villagers and growth of the proportion of unemployed to the total number of residents,</li> <li>6. Establishment of local centers of unemployment in the village,</li> <li>7. Increase in the share of superfluous number of employees,</li> <li>8. Maintenance of large sizes of the constrained unemployment (hidden unemployment) in the village,</li> <li>9. Worsening of economic and financial position of the agro-industrial complex, decrease in the volumes of production at agricultural enterprises, and growth of their creditor indebtedness,</li> </ol> |
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*Table 2 contd...*

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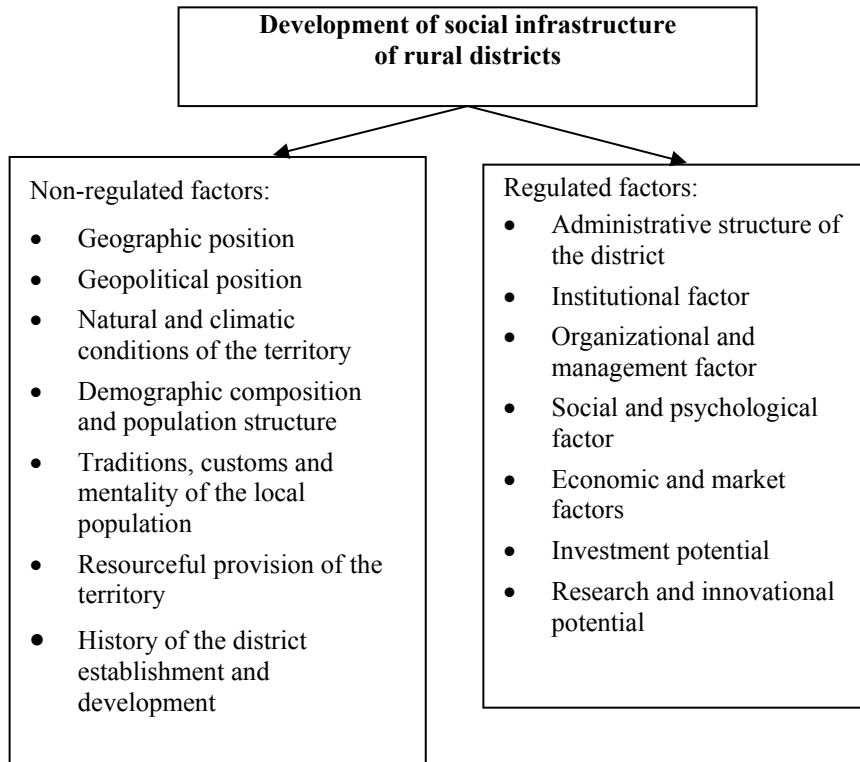
10. Decrease in the production potential, loss of qualified personnel,
  11. Decrease in objects of social infrastructure, social and trading and production services, establishments of social area, and objects of housing and utilities infrastructure,
  12. Lack of knowledge and insufficiency of education of managers and administration of rural districts,
  13. Reduction of possible employment areas in the village,
  14. Strengthening of inequality and insufficiently high level of rendered services (quality of education, health care, leisure, and public services), and
  15. Difficulties related to selling agricultural products, low purchase prices.
- 

The intensity and directionality of occurrence and passing of social and economic processes in rural municipal formations are mainly defined by objective terms and conditions that appeared in them and are often caused by the inequality of social and economic development of these territories. In its turn it is stipulated by the impact of a number of factors that, in our opinion, can be classified and grouped in terms of influence of local self-governance bodies on achieving a specific level of the development of social infrastructure as follows (Figure 1).

Regulated factors include the ones whose level of impact on the development of social infrastructure of rural municipal formation can be changed by taking management decisions by local self-governance bodies.

Non-regulated factors are factors whose area of influence either does not come to the competence of local self-governance bodies, or has specific impact on the development of social infrastructure of the whole municipal formation, or the factor impact cannot be changed at all.

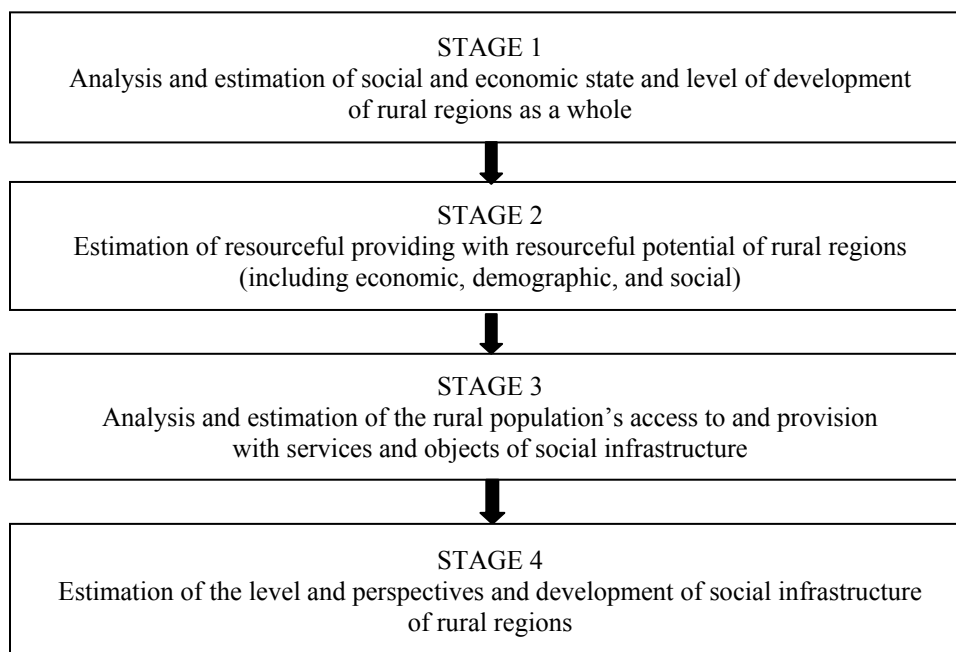
**Figure 1. Factors that Have Impact on Efficiency of Development of Social Infrastructure of Rural Districts**



For stable social and economic development of rural territories, efficient functioning of agro-industrial production and provision of food safety of the country, fulfillment of demographic, labor resourceful, cultural, recreational, nature protective, and other functions by the village, the state must support developing rural social infrastructure, creating socially normal terms and conditions of the life activity for rural population, developing non-agricultural types of activity in the rural area, expanding the labor market and its attractiveness for the rural society, and developing processes of democratization and self-governance in the rural area for the purpose of activating the human potential and increase in the welfare of the local population.

Based on the conducted research of social and economic development of rural regions of Central Asian countries, the methodology of analyzing and estimating the level and perspectives of the development of social infrastructure was developed. Figure 2 shows its basic stages.

**Figure 2. Methodology of Estimating Level and Perspectives of Development of Social Infrastructure of Rural Regions**



In accordance with the offered methodology, the accessibility and providing the population of rural areas of Central Asian countries with services and objects of social infrastructure were analyzed. The analysis resulted in the conclusion that in spite of a number of positive tendencies, the social infrastructure of Central Asian countries is still in a difficult position. However, it is possible to observe some development of social area and increase in financing, but it is not sufficient to improve the quality and accessibility of services and to increase the quality of rural people's lives.

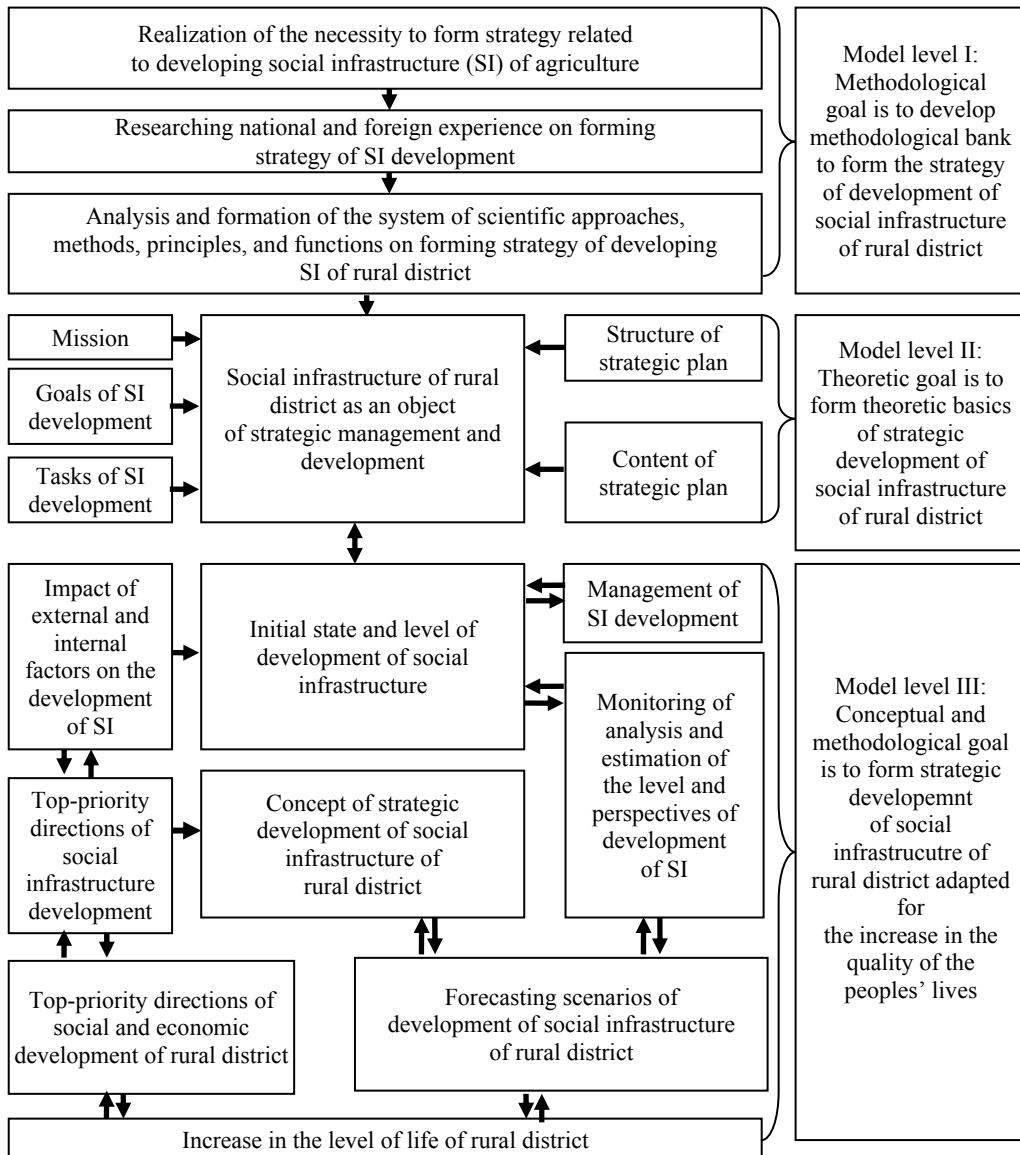
The social infrastructure of rural areas of Central Asian countries has a specific potential for its further development. In order to efficiently use it, it is necessary to have a strategy related to developing social infrastructure both for the current and long-term period within stable social and economic development of the region, as a whole.

Based on the results of the research, a conceptual model of strategic development of social infrastructure was stipulated, and attention was focused on the increase in the quality of life of rural population.

Based on determining priorities of social and economic development, as applied to the level of rural districts, analysis of needs and expectations of residents, and achieved level of the development and state of social

infrastructure, it is necessary to develop a concept – a forecasting and analytical document that contains a system of the ideas about strategic choice, goals, and priorities of the development of social infrastructure. It takes into account the current various resources and mechanisms of its implementation during a specific period of time. Based on them, the development of the concept of strategic development of social infrastructure of rural districts supposes the implementation of a specific model (Figure 3).

**Figure 3: Conceptual Model of Strategic Development of Social Infrastructure of Rural District**



The goal of the concept of strategic development of social infrastructure of rural districts is to define key problems related to the development of rural community and to develop a complex of measures of economic, legal, and administrative and management nature aiming at decreasing the poverty of rural population and increasing the quality of life in the rural area. The development and implementation of the conceptual model of strategic development of social infrastructure of rural districts play a key role in providing the efficiency of social processes and increasing the quality and level of life of rural population. It is manifested as follows:

1. The developed conceptual model of strategic development of social infrastructure of rural districts provides the mechanism of achieving long-term investment goals related to the increase in the quality of life of rural population, as well as social and economic development of the territory as a whole and its separate structural units,
2. The conceptual model of strategic development allows to forecast changes of the factors of external and internal environment in advance, and allows to minimize their negative consequences for functioning and developing of social infrastructure as a whole and its separate components, in particular;
3. Formation and implementation of the strategy of social infrastructure development allow to reveal and use internal investment potential for the purpose of developing social area and increase in the quality of the rural people's lives,
4. Formation and implementation of the conceptual model of strategic development of social infrastructure allow to reveal and use internal investment potential of rural districts for the purpose of developing social area and increase in the quality of the rural people's lives,
5. Formation and implementation of the conceptual model of strategic development of social infrastructure allow to define comparative competitive advantages of rural districts in accordance with other rural territories;
6. Availability of the conceptual model of strategic development of social infrastructure of rural districts provides accurate interrelation of strategic and tactical management of social processes in the village.

The strategy of developing social infrastructure of rural regions is an efficient tool of promising management of social processes that is subordinated to the implementation of goals related to increasing the people's lives quality under conditions of current changes.

High dynamics of basic macroeconomic indicators, tempos of research and technology progress, rapid fluctuations of the environment of the investment market do not allow to manage, and all the more, to develop rural social area, and along with it the infrastructure only on the basis of the experience accumulated earlier and traditional methods of management. The need and urgency of the formation of the conceptual model of strategic development of social infrastructure of rural districts is defined by a number of conditions. One of the most important ones is the intensity of the impact of factors of external and internal environment. That is why, in our opinion, the formation of a conceptual model of strategic development of social infrastructure of rural districts on the basis of the strategic management theory entirely complies with the current conditions in the village and necessity to increase the level of the people's lives and development of the territory as a whole.

Based on the results of the research, the controlling mechanism was offered. It provides a qualitatively new level of organization and management of social infrastructure of rural regions.

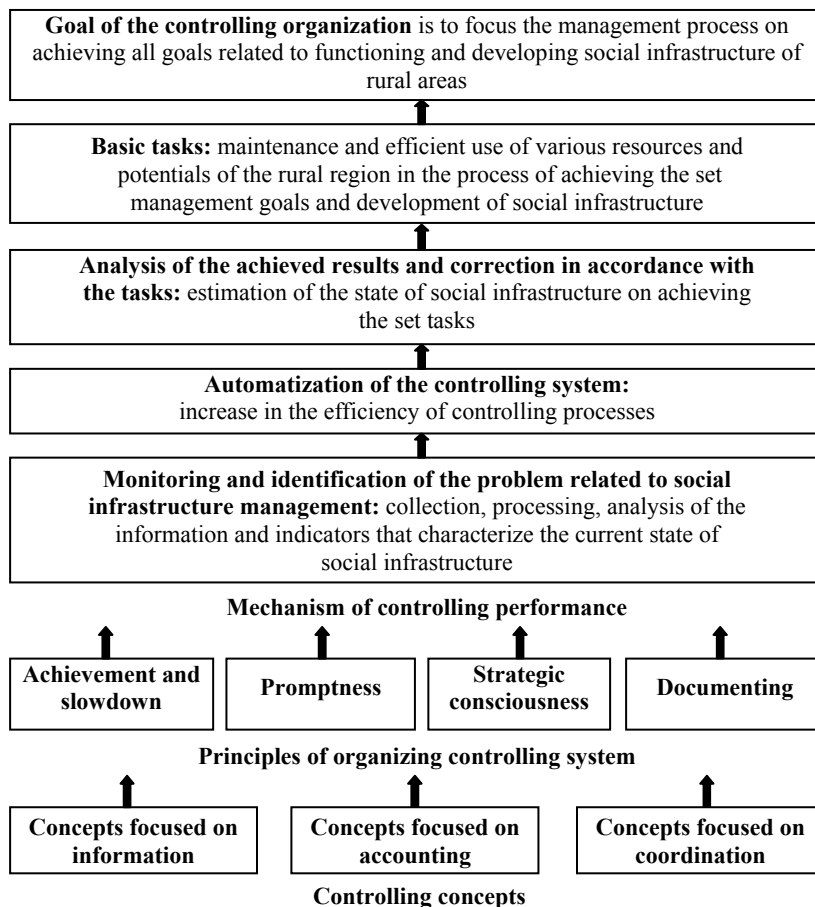
The most important tool of the strategy related to managing any economic system is information. Today it is impossible to efficiently manage economy without it, as well as to develop social area and infrastructure, and increase the rural people's lives quality. The need to organize and implement controlling in the processes that take place in social infrastructure is stipulated by the following reasons:

- Increase in the instability of the external environment sets additional requirements to the system of management and level of the social infrastructure development,
- Shift of emphasis from the control over the past to the analysis of the future state,
- Urgent need in increasing the speed of the reaction to changes of the external environment, growing the management flexibility, expanding areas of the social infrastructure development, and continuous detection of changes within the social infrastructure of rural regions,
- Necessity to have an accurately circumspect and stipulated system of actions on providing functioning of social infrastructure, maximum meeting of the peoples' needs and avoiding crisis situations,
- Complicating of the management system, expanding areas of strategic development of social infrastructure and complicating of social processes require a mechanism of coordination within the social infrastructure itself,

- Information boom under the lack of relevant information requires the formation of a special system to provide social infrastructure management with information, and
- General cultural strives for synthesis, integration of various areas of knowledge and human activity.

Thus, controlling over functioning and development of social infrastructure of rural regions is an aggregate of methods of operative and strategic management: accounting, planning, analysis, and control. They are combined at a qualitatively new stage of development of market relations in the unified system, whose functioning is subject to a specific goal. Fig. 4 schematically shows a mechanism of controlling that provides a qualitatively new level of organizing and managing social infrastructure of rural regions.

**Figure 4: Factors that Have Impact on Efficiency of Development of Social Infrastructure of Rural Districts**





Reforming of the social area is based on the following main principles:

- Weakening of state functions related to exercising constitutional rights of citizens for education, medical assistance, culture services, and accommodation,
- Shifting the center of influence in the budgetary financing of social and cultural areas from the republic to regional level,
- Expanding the serviceability of education, public health service, cultural establishments, transfer to the self-financing of housing and utilities infrastructure and transportation, and
- Structural reconstruction of forms of ownership in social and cultural areas in favor of private sector.

#### **4. DISCUSSION**

The first provision to be discussed lies in systemizing scientific approaches to defining the essence of social infrastructure and determining the role of the category “social infrastructure” in the system of kindred notions.

In the scientific literature the category “social infrastructure” was a synthesis of ideas about general conditions of efficient development of material production and social life. By the end of the XX century three basic approaches to defining the essence of social infrastructure including material, target and sectoral approaches have been formed.

Social infrastructure has specific functions that cannot be fulfilled by any other social institute. The most important ones are as follows:

- Creation of terms and conditions for forming progressive tendencies in demographic processes,
- Improvement and maintenance of the population’s physical health,
- Provision of accommodation and favorable household, social and cultural, and material conditions for people’s adequate lives, and
- Meeting needs of material production, as well as creation of terms and conditions for reproduction of labor forces that comply with the needs and level of the production development in a quality manner.

At the present time the estimation of efficiency of the level of social infrastructure development and functioning is theoretically based on the categories “life level” and “life quality”. The research has shown that social

infrastructure is also the most important component of social area that exists and is used together with the synonymous terms and terms that have a close meaning: “non-production areas” and “area of services”.

Social infrastructure is the field of interrelation of material area and social subjects. It provides terms and conditions for rational organization of their life and activity. According to its internal organization, infrastructure is a system of establishments, enterprises, and governing bodies that provide efficiency of functioning of all institutes of the social area. Herewith, numerous needs of population are met by a wide and multifarious set of goods and services.

The conducted research allowed to determine “the creation of conditions for developing production and life activity of the population” as a specific feature of social infrastructure. Herewith, social infrastructure includes all objects that create general conditions for efficient labor activity of the personal and harmonic development of the personality.

The second provision to be discussed lies in clarifying the definition “social infrastructure of rural territories” in terms of maintaining and mobilizing human resources in the village.

The research showed that social infrastructure of rural territories is an organic part of the social and infrastructure complex, and has its specific features stipulated by peculiarities of rural resettlement, organization of agricultural production and labor, economic mechanism of its formation and other characteristics of the village as a social and territorial subsystem of the society. Peculiarities of the rural social infrastructure include

- Fineness and dispersion of enterprises and establishments of social infrastructure stipulated by the nature of rural resettlement,
- Placement of mainly lower chains of infrastructure sectors in the village,
- Lower specific provision of population with basic non-production funds, worse quantitative composition of material and technical, and personnel potential as compared to the urban territory,
- Uncompleted process of municipalization of social infrastructure objects, and
- Non-profitability of social infrastructure objects due to peculiarities of their activity.

Social infrastructure of the village is closely related to agricultural production. In addition, this relation is characterized by the duality. On the one hand, the rhythmicity and efficiency of production finally depend on the level of social infrastructure development. It is almost impossible to achieve high economic results in agriculture without well-organized system of social infrastructure. On the other hand, it is the development of material production that determines areas of the social infrastructure development and volumes of investments in it.

The development of social infrastructure defines the level of development of material production, and volume of the created profit and its direction in the non-production area. Material and non-material benefits provided to social infrastructure establishments and citizens are an extremely important condition of the reproduction of the qualified labor forces and development of efficient production.

Generalizing the stated above, it is possible to assume the following definition: “social infrastructure of rural territories is a reasonably formed material and spacious environment. The required condition of its organization is the maximum accessibility and spacious and timely exactitude of its chains to areas of social and individual activity of the person meant to maintain the human potential and to mobilize human resources in the village”.

The third provision to be discussed lies in estimating the state of social infrastructure of Central Asian countries and determining the tendency of its development that lies in decreasing the number of its objects and reducing the availability of services of social nature for rural population.

As a whole in the Central Asian region a rapidly accelerating process of urbanization and growth of the natural decrease in population caused a considerable reduction of the number of rural population. Herewith, in the majority of rural regions the decrease in the population density along with the crisis demographic situation may lead to the loss of opportunities to control and manage the rural territory. The research showed that a low level of the rural people’s lives, rural poverty, and high level of unemployment lead to the aggravation of social tension and considerable immobilization of human resources in the village.

The fourth provision to be discussed lies in the development of the methodology related to providing rural territories with objects of social infrastructure on the basis of the integral indicator and grouping rural districts according to the level of providing social infrastructure objects.

When researching social infrastructure, one of the basic problems is inhomogeneity of the processed information, as well as natural and geographical differences of territories and the level of the economic development of the region that have an impact on forming and developing social infrastructure objects. This is why the estimation of the level of rural social infrastructure development requires, above all, the stipulation of calculation methods and selection of parameters for the methodological basis.

The state, level of development and provision of rural population with social infrastructure objects are analyzed with the aid of specific indicators or their selection that is stipulated by various circumstances: the depth of the conducted research, its directionality, expected result, and other factors.

The fifth provision to be discussed lies in defining basic areas of the social infrastructure development taking into account sectoral specificity.

The conducted analysis of the level of the development of social infrastructure of the Central Asian region allowed to reveal the most urgent problems that require immediate actions from the authorities. In our opinion, basic areas of the development of social infrastructure on the regional level must constitute a system of interrelated events aiming at achieving specific goals and solving tasks, whose nature and setting depend on the actually existing problems in this area. The conducted research allowed to define the following areas of the social infrastructure development:

- Improvement of the taxation policy and system of inter-budgetary grading for the purpose of solving the problem related to insufficient financing and insufficiency of material and technical basis of the social infrastructure objects,
- Improvement of the personnel policy and development of programs related to social protection of rural medical and pedagogical employees to eliminate the deficit of qualified personnel, and
- Increase in the availability of basic and pre-school education. Due to it, it is necessary to develop programs related to providing rural schools with buses to transport pupils, as well as to construct schools and kindergartens in the rural area by participating in state programs of territories development.

Regional management must focus on solving specific social and economic problems. That is why, according to the authors, the program and target approach on the level of region must be extremely important when planning and forecasting regional development. Herewith, under conditions of the

economy transfer to the innovational way of development the most adequate tool to grade the level of life of population as a whole, and rural population in particular, is the development of target programs of social direction.

The conducted research allowed to determine a number of principles. It is necessary to follow them when developing comprehensive programs of social and economic development of territories. The provision of the manageability of the process related to implementing the program and balanced state of its goals and tasks is of special importance among them.

## 5. CONCLUSIONS

Thus, the economic estimation of the state of social infrastructure of rural territories allowed to make the following conclusions:

At the current stage of the economic development final results of agricultural production functioning, level and quality of life of rural population more and more depend not only on the efficiency of the work directly performed by enterprises and organizations of the area of material production but also on the level of the infrastructure development.

The greatest importance of objects of social infrastructure of rural territories whose functioning has an impact on the reproduction of labor resources, level and quality of rural people's lives stipulates the need in the analysis of changes that take place in this area.

Scientific approaches to researching social infrastructure served as a basis for developing the methodology of integral estimation of the area regions' provision with objects of social infrastructure.

Under conditions of the economy transition to the innovational way of development, the most adequate tool to improve the level of life of the population as a whole, and rural population in particular, is the formation of a comprehensive program of social and economic development. Taking into account the experience of using the program and target approach to managing social infrastructure in the region, in addition to basic aspects of analyzing social and economic position of the region, within target programs we offer to reflect social priorities of the region, social standards and social regional policy as a system of top-priority measures of the region government secured by the resources and focused for the development and stabilization of social and economic state of the region.

Herewith, it is necessary to confirm the procedure of defining the provision of rural regions with objects of social infrastructure on the

basis of the methodology of integral estimation. The integral estimation of the provision with objects of social infrastructure must serve as a basis for defining the group of the area regions where the life level and quality are less favorable in order to take top-priority measures on maintaining the human capital on these territories.

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