

The background is a complex, abstract composition of white and light blue lines and shapes on a dark blue background. The lines are thin and vary in length and orientation, creating a sense of movement and connectivity. Some lines form circular or oval shapes, while others are straight and parallel. There are also faint, illegible text fragments scattered throughout the background, adding to the layered and textured appearance.

**Conditions of development
of rural territories: Russian
and foreign experience**



CONDITIONS OF DEVELOPMENT OF RURAL TERRITORIES: RUSSIAN AND FOREIGN EXPERIENCE

CONDICIONES DE DESARROLLO DE LOS TERRITORIOS RURALES: EXPERIENCIA RUSA Y EXTRANJERA.

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Abstract

Currently, the issues of sustainable development of rural territories for Russia have gained particular relevance. Meanwhile, these issues have been given due attention over the years. The current Russian system of program-targeted management of rural development does not have a ubiquitous effect, although it has definitely positive results. This is evidenced by sociological surveys of villagers, who in most cases note the invariability of the socio-economic situation. Foreign experience in the development of agriculture and rural areas has led to the need to use the principles of ecological agriculture with the practical production of organic products, which allows us to successfully solve social and economic problems. At the same time, the experience of using Foresight projects with a well-known implementation algorithm, which has gained its relevance in Russia recently, has long been positively recommended abroad. Given the many identified problems in managing the development of rural territories in Russia, it is important to use elements of foreign experience and to carry out immediate work to improve the current program-target approach.

Keywords: rural areas, programs, Foresight technologies, socio-economic development, management.

Resumen

Actualmente, los problemas del desarrollo sostenible de los territorios rurales para Rusia han cobrado especial relevancia. Mientras tanto, estos temas han recibido la debida atención a lo largo de los años. El actual sistema ruso de gestión del desarrollo rural dirigido por programas no tiene un efecto ubicuo, aunque definitivamente tiene resultados positivos. Esto se evidencia en encuestas sociológicas de aldeanos, quienes en la mayoría de los casos notan la invariabilidad de la situación socioeconómica. La experiencia extranjera en el desarrollo de la agricultura y las zonas rurales ha llevado a la necesidad de utilizar los principios de la agricultura ecológica con la producción práctica de productos orgánicos, lo que nos permite resolver con éxito los problemas sociales y económicos. Al mismo tiempo, la experiencia de utilizar proyectos de Foresight con un algoritmo de implementación bien conocido, que recientemente ha adquirido relevancia en Rusia, se ha



recomendado positivamente en el extranjero. Dados los muchos problemas identificados en la gestión del desarrollo de los territorios rurales en Rusia, es importante utilizar elementos de la experiencia extranjera y llevar a cabo un trabajo inmediato para mejorar el enfoque actual del programa objetivo.

Palabras clave: áreas rurales, programas, tecnologías de prospectiva, desarrollo socioeconómico, gestión.

Introduction

Today, the strategy for sustainable development of rural areas is quite multifaceted and has different levers of management. However, despite the diversity of such, mainly state-owned, approaches to managing rural areas, it is important to note the presence of many complex problems.

Many experts highlight the most significant problem - the absence or insufficient solution to the issue of systematic institutional regulation of market relations in the agricultural sector of the economy [1].

The scientific community has long discussed the problem of rural development. At the same time, the methodological aspect of such studies is prone to the development of the social sphere of the village, as the primary element of ensuring livelihoods, in conjunction with the economic (production) sphere, which is also necessary for the development and life of the village. In particular, we are talking about stimulating the development of social partnership and communication of private entrepreneurship with various forms of management and taking into account the possible characteristics of rural areas and close contacts between people. This methodological aspect involves the successful diversification of agricultural production by increasing the business activity of the population [2].

Another group of scientists tends to a slightly different position, saying that rural areas are the guarantor of food security and independence. At the same time, different scientific views have a common point of view when they consider and offer options and tools for the implementation of copyright hypotheses. And in this case, scientists believe, the provision of such a guarantor should occur through both social and economic development [3].

Consequently, the sustainable development of territories should have a strategic, long-term direction and be a priority state policy in the country, as affects the interests of national character and security [4].

The national character of significance and the need to ensure the security of the territory, or of the country as a whole, is explained by the fact that sustainable rural development involves such a development of rural territories that satisfies the needs of society that are relevant for the present, but does not jeopardize the formation of interests of future development [5].

To implement the strategy for sustainable development of rural areas, it is important to fulfill three main aspects:



Firstly, the strategy for the sustainable development of rural areas should be reflected in all regulatory and regulatory documents of the federal and regional levels relating to social and economic development, food security, etc.

Secondly, the provision and implementation of tactical plans for the development of rural territories through industrial and economic development should take place subject to the initial state of all available resources: economic, human and cultural capital, natural resources.

Thirdly, ensuring and maintaining the ecological balance in the territories.

Today there is an understanding, at least in Russia, that for sustainable rural development it is necessary to form and increase production volumes, both industrial and agricultural, to intensify the development of small business and the social, cultural, tourist and tourism services [6].

It is here that the ecosystem approach of development is important, which should not provoke developing countries or countries with economies in transition, where Russia can still be attributed, repeat the experience of some developed countries and wastefully use the resources of rural territories, especially of natural and historical significance [7, 8, 9, 10].

Issues of environmental conservation in the development of agriculture and rural areas are worried around the world. These issues are discussed internationally by the Intergovernmental Panel on Climate Change (IPCC) and the International Agricultural Organization (UN FAO).

In Russia, the program-targeted approach has spread in the management of agricultural and rural development. Today, such programs are known as:

- State program for the development of agriculture and regulation of agricultural products, raw materials and food markets (implementation until 2025);
- The federal target program “Sustainable development of rural territories” (implementation until 2020);
- Federal scientific and technical program for the development of agriculture (implementation until 2025);
- other.

There are certainly advantages to these programs, but it is important to note that they do not directly address the environmental status of rural areas, i.e. There are no goals and objectives aimed at preserving the ecology. However, it is important to note that tools that help maintain ecological balance, especially in the crop industry, are available.

It is important to present the already existing experience in this country, despite the fact that three quarters of the crops are occupied by genetically modified crops, which, according to many experts, pose a real threat to the life of the population, special attention is paid to the development of rural areas from the perspective of ecological agriculture [11]. This approach is reflected in numerous laws, regulations, and rules, starting from 1976 (Resource Conservation and Recovery Act) through 2008 (The Food, Conservation, and Energy Act). In other words, the production sector of rural territories has a vector for the development of organic agriculture, the essence of which is the production of agricultural raw materials and food, provided that the economy is run on an ecological basis, which preserves biodiversity, a balance of substances and energy in nature.



This approach contributes not only to the development of agriculture, but also contributes to the rational use of resources that combine rural areas.

Along with the ecological systematic approach to rural development in the USA and in a number of other countries (Canada, Japan, European Union countries), the method of "smart specialization" is being successfully implemented as part of socio-economic development. Its essence lies in emphasizing the influence of investors, the state, not on sectors or sectors of the economy, but on certain types of activities of agricultural enterprises. The methodological basis of this approach is the "mirror" of Foresight technologies, which consist of various methods of strategic forecasting of social, scientific, technical, and economic development. The main role in such socio-economic technologies belongs to experts, i.e. decisions taken have an objective status only if expert assessment methods are used [12].

The practice of applying Foresight technologies for the development of rural territories was reflected in numerous foreign projects (Table 1), while it is important to emphasize that the development and use of any of them took place according to a specific algorithm-scenario (Figure 1).

Table 1

Practical applications of Foresight technologies abroad *

Foresight methods and technologies	Examples of foresight studies and foresight projects
USA, Canada	The polls according to Delphi method, brainstorming, the method of alternative scenarios, road kartirovanie, the method of backcasting Hudson Institute (Hudson Institute), foresight project «Update» (Renewal)
EU countries	Horizon scanning, trend analysis, Delphi surveys, early warning system for new technologies The foresight programme FAST (Forecasting and Assessment in the Field of Science and Technology), foresight study «The FUTUR initiative», foresight project «the Project «Millennium» (the Millennium Project), the foresight study «Visit» (FinnSight-2015), the foresight project «Group to develop global scenarios» (Global Scenarios Group)
China	Scenario method, critical technologies, road mapping The foresight project «Innovation 2030: a road map for development» foresight project «science and technology Foresight-2020»
Japan	Delphi surveys, scenario analysis Foresight-project «Future Technology in Japan toward the Year 2030»
Brazil	Scenario analysis, in-depth text analysis, diagnostics and literature study, web Delphi, expert panels The foresight-project «Prospectar», The foresight –project «Brasil 3

USA, Canada

The polls according to Delphi method, brainstorming, the method of alternative scenarios, road kartirovanie, the method of backcasting Hudson Institute (Hudson Institute), foresight project «Update» (Renewal)

EU countries

Horizon scanning, trend analysis, Delphi surveys, early warning system for new technologies The foresight programme FAST (Forecasting and Assessment in the Field of Science and Technology), foresight study «The FUTUR initiative», foresight project «the Project «Millennium» (the Millennium Project), the foresight study «Visit» (FinnSight-2015), the foresight project «Group to develop global scenarios» (Global Scenarios Group)

China

Scenario method, critical technologies, road mapping The foresight project «Innovation 2030: a road map for development» foresight project «science and technology Foresight-2020»

Japan

Delphi surveys, scenario analysis Foresight-project «Future Technology in Japan toward the Year 2030»

Brazil

Scenario analysis, in-depth text analysis, diagnostics and literature study, web Delphi, expert panels The foresight-project «Prospectar», The foresight –project «Brasil 3



Moments Project», The foresight –technological programme «Brazilian Technology Foresight Programme»

* table compiled by the author according to materials [13]

So, foreign experience gives an understanding of the development of scientific goals and methods for predicting the development of rural territories. This fact is completely evidenced by the level and quality of the population living in rural areas and engaged in farming.

With regard to Russia, it is important to note that Foresight technologies are taken into account by the scientific community and state authorities.

More and more often in scientific circles there is an opinion that Foresight methods are the flagship of the development strategy of the 21st century.

For example, in 2017, the Presidential Grants Fund launched the Foresight for Rural Areas: Prospects and Development project.

Figure 1. The strategic planning algorithm for sustainable development of rural areas of the region based on Foresight technologies

(compiled by the author according to the source [13])



This project was launched for implementation until the end of 2018 as a training project with total funding of more than 5 million rubles. Its goal was to educate the active young population on the fundamentals of Foresight, identify leaders who are able to manage the development of rural areas, and identify the most promising sectors (types of agricultural activities) for the development of cooperation in a specific territory by developing a roadmap based on Foresight technology, which will allow consolidation the efforts of local authorities, entrepreneurs and residents of the territory to change and develop the standard of living in their small homeland. This project was implemented in three large regions of Russia: Sverdlovsk, Omsk and Volgograd regions.

Another equally striking example of the use of Foresight in Russia is the digitalization project in agriculture. A pilot project was introduced in the Republic of Bashkortostan. Thus, Foresight is a launching pad for the development of rural territories in terms of their socio-economic development, which, as the experience of foreign countries shows, has a future with a positive effect.

Today in Russia rural areas are affected by existing Programs that have a definite positive effect [14]. The federal target program "Sustainable development of rural territories for 2014-2017 and for the period until 2020" (hereinafter referred to as the Program) has the greatest significance and impact on the development of rural territories. It is worth noting that the total funding of the Program for the period 2014-2017. amounted to more than 137 billion rubles, which is 23.7% higher than planned. In 2018, the Program was prolonged and its budget for the period until 2020 amounted to more than 51 billion rubles (Fig. 2).

Based on the data in Figure 2, it should be noted that the largest share in the financing of the Program has a subprogram for the development of a network of roads leading to socially significant objects of rural settlements. The smallest share in financing belongs to other events, within the framework of which grant support is provided for local initiatives of citizens living in rural areas, as well as the promotion and popularization of achievements in the field of rural development and scientific and methodological support for the implementation of the Program.

Figure 1. Financing of the Federal Target Program "Sustainable Development of Rural Areas" for 2018-2020.

The development of Foresight projects and their implementation also belong to this area, and as you can see they are poorly funded. This state of affairs is based on the fact that most Russian rural territories have a poorly developed social infrastructure, which will have to be restored for a long time after the "transitional" period, which is devastating for Russia. The annual monitoring of the operation of this Program gives reason to appeal with a number of figures and facts. In particular, for 4 years of the Program:

- 3.18 million m² of residential space was built and acquired, including 1.91 million m² for young families;
- 10.79 thousand student places in schools were put into effect;



- 536 paramedic points and offices for general practitioners were built and put into operation;
- 1.59 thousand km of roads were built;
- 1287 projects of local initiatives of citizens were implemented as part of grant support, etc.

Of course, these are far from all the figures, but even they do not indicate a favorable socio-economic status of the rural population. In addition, the effectiveness of the implemented directions of the Program is completely unevenly distributed across the rural territories of Russia.

According to the results of a sociological study, the Department of Rural Development of the Ministry of Agriculture of Russia revealed that middle-aged people do not want to live in the village due to the poor development of social infrastructure (lack and remoteness of medical facilities in general and preschool educational institutions, etc.); lack of a job in accordance with available qualifications; low wages, which in 2017 in agriculture and forestry on average per employee per month amounted to 22542 rubles, which is 42% lower than the national average. In almost all Russian regions (districts), residents note that the situation does not change, which means that the current program-oriented approach to managing rural development in the country has problems and disadvantages (Table 2).

Table 2

Advantages and disadvantages of the program-targeted approach to rural development management *

Advantages Disadvantages

- | | |
|--|---|
| <ul style="list-style-type: none"> 1. The indicative nature of the programs (the presence of targets that determine the quantitative and qualitative characteristics of rural areas) 2. The ability to concentrate limited financial and material resources, etc. 3. Achievement of a specific result in accordance with expenses, which complicates the expenditure of allocated funds for other purposes 4. A clear understanding of funding sources and budget spending items 5. - | <ul style="list-style-type: none"> 1. Use mainly to improve the current management system, and not to solve important problems 2. The lack of reliable methods for calculating the economic efficiency of the Program and each of its directions individually 3. Inconsistency of the spent resources on the social significance of the problem, which does not contribute to its successful solution 4. Lack of efficiency 5. Lack of a differentiated approach |
|--|---|

* table compiled by the author according to the source [15]

Thus, a study of the state of development of rural territories in Russia and the effectiveness of the tools, methods and methods used to manage this development in Russia and abroad give reason to draw a conclusion. The policy that has been developed over many decades in developed foreign countries (USA, EU, Japan, etc.) in the field of agriculture and rural territories is effective. The tools they use to manage the socio-



economic development of agricultural territories and business entities may well be used in Russian practice.

The program-targeted approach in Russia needs to be improved.

Also in Russia, much attention should be paid now and in the future to the maintenance of green agriculture, and for this it will be necessary to improve the existing regulatory and methodological base.

It is important to understand that after such a long crisis in Russian agriculture and the almost complete degradation of the social infrastructure of the village, the restoration process will last for years, but it should be planned and controlled.

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