

State Management of Rural Territories Development Using the Program Approach

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Abstract—In this paper, approaches to state management of rural development are considered. The indicators characterizing the development of rural areas of the Russian Federation in the context of Federal districts are studied. It is concluded that the previously implemented Federal targeted programs aimed at the development of rural areas have not led to significant results. The study assessed the adopted state program of integrated development of rural areas in the Russian Federation. As factors that reduce the effectiveness of the adopted program, identified: insufficient funding; the lack of a unified system of indicators characterizing an integrated socio-economic development of rural areas, used both at the stage of programme planning and at the stage of monitoring the status of the village; lack of operational system of monitoring of the current state of rural areas and effective mechanism of interdepartmental coordination in the framework of realization of measures on development of rural areas. The algorithm of development of the state program of development of rural territories on the basis of the methods used by the commercial organizations within construction of system of the balanced indicators (BSC) is offered).

Keywords—*rural areas; the state program, the analysis of the results of the balanced scorecard.*

I. INTRODUCTION

There is no doubt about the need to preserve and develop rural areas. Sustainable development of the village is a guarantee of food security of the state, preservation of development of territories, maintenance of social stability. At different stages, the relevant policy documents defining the state policy in the field of management of rural development in the Russian Federation were adopted. At the end of 2002, the Government of the Russian Federation approved the Federal target program "Social development of rural areas until 2013" [1], the objectives of which were to improve the level and quality of life of the rural population, creating conditions for the transition to sustainable development of rural areas. The tasks and activities defined by the program generally corresponded to the most acute problems in the development of the village, but in practice it was not possible to achieve a significant improvement in the situation.

The next stage of implementation of the state policy of rural development was the adoption of the Federal target

program "Sustainable development of rural areas for 2014-2017 and for the period up to 2020" [2]. The objectives of the program in this case focuses not only on creating comfortable living conditions in rural areas and enhancing the prestige of rural life, but actually recognizes the need to encourage investment in the agro-industrial complex in terms of rural development, creating high-tech jobs. Another innovation was the desire to increase the activity of citizens in solving the problems of specific rural areas through grant support of socially significant initiatives. The following were identified as targets of the program: commissioning of residential premises in rural areas, primarily for young professionals; commissioning of social facilities – General education institutions, medical and obstetric stations and offices of General practitioners, sports facilities, cultural and leisure facilities; rural population growth; increase of gasification level and provision of population with drinking water. The five key targets of the first programme were retained in the second programme. But the results obtained on these indicators have significantly decreased, except for the number of paramedic-midwifery points, offices of General practitioners. In fact, the target indicators of the targeted programs were achieved, but there was no significant improvement in the situation with the development of rural areas. This confirms the inefficiency of the approaches used to state management of rural development.

II. DISCUSSION

When implementing rural development programs, different approaches are possible, taking into account the impact of agriculture on the village. Traditionally, in the EU, rural development programmes are largely aimed at supporting agriculture, which is seen as a provider of public goods. In the United States, these programs are more diversified and in rare cases involve support for agricultural production, which is still implemented in the framework of other programs [3]. There is certainly a link between farm development and rural sustainability. At the same time, a key factor in the success of the implemented rural development programs is a systematic approach [4]. Sustainable rural development is possible with a balance of economic, social and environmental goals [5]. The impact of funding for rural support programs on sustainable development does not always correspond to the expected level

[6], but there is a correlation between government spending on rural support and sustainable development [7]. An integrated approach to rural development should also take into account such a fundamental factor as the need to build social and human capital [8].

Many scientists point to such an important condition for an effective state policy for the development of rural areas as the presence of clear goals and a system of indicators to justify the implemented activities and assess the results achieved. The change in the number of rural population, in fact, reflects the overall effectiveness of the policy, the system of detailed indicators allows to increase its targeting [9].

Another issue to be resolved is the separation of powers between Federal and regional authorities and local self-government bodies. The experience of Germany shows that, despite the advantages of broad powers of the regions in solving the problems of rural areas, their activities require coordination at a higher level of public administration [10]. The most successful are rural development programmes, which are characterized by the coordination of economic activities at the local level. But this does not negate the need for spatial distribution of resources by the state in order to equalize the conditions of functioning of individual rural areas [11].

The purpose of this work is to develop such an approach to the formation of the state program of rural development, which will ensure the optimal separation of powers between the levels of government, will create prerequisites for assessing the real needs for financial support of programs and effective control over their implementation.

III. RESEARCH METHODOLOGY

This work is a theoretical and applied research and is based on the analysis of indicators of sustainable development of rural areas of the Russian Federation, as well as the assessment adopted for the implementation of the state program of integrated development of rural areas. To achieve the purpose of the study, the data of the Federal state statistics service of the Russian Federation and the Ministry of agriculture of the Russian Federation were used. Were used General scientific methods of systematic approach, abstract and logical, monographic. To assess the level of development of rural areas in the context of Federal districts, the grouping of statistical data was used. A comparative analysis of the goals and objectives of the previously implemented and adopted rural development program in the Russian Federation was carried out, the results of the implemented programs were evaluated.

IV RESULTS

The analysis of results of implementation of programs of development of rural territories of the Russian Federation was carried out on the basis of indicators of the Annual report on results of monitoring [12]. For most indicators, the condition of rural areas has deteriorated, and positive results are insignificant. From the beginning of 2012 to the end of 2017, the number of rural population, excluding the impact of

joining the Russian Federation of the Republic of Crimea, decreased by 627.8 thousand people, including due to migration by 473.1 thousand people. If in 2012 natural population decline of rural areas was 6.3 thousand people, while in 2017 this figure has exceeded 95 thousand people. Saved enough differentiation of the level of development of rural territories of Federal districts of Russia (table 1).

TABLE 1-INDIVIDUAL INDICATORS OF RURAL DEVELOPMENT OF THE RUSSIAN FEDERATION IN 2017.

Federal District	Relative growth of the rural population, %	The proportion of the rural population, %	The rate of natural growth of the rural population per 1000 people.	The migration rate of the rural population by 10 thousand. people.
Central	-3,2	17,8	-7,4	42,9
Northwest	-3,1	15,6	-6,2	83,5
South	-3,0	37,4	-2,9	-0,8
The North Caucasus	-8,4	50,2	8,4	-36,5
Privolzhsky	-8,4	28,1	-4,9	-35,1
Ural	-7,6	18,6	-2,2	-54,4
Siberian	-5,9	26,9	-1,3	-46,7
far-East	-7,1	24,2	0,5	-67,2

The migration rate of the rural population by 10 thousand people.

Indicators reflecting the composition and change of the rural population were chosen for the assessment, since the success of rural development policies is ultimately determined by the response of rural residents to living conditions. We see that the migration population growth was positive in 2017 only in two Federal districts – Central and North-Western, but these Federal districts are characterized by the smallest share of the rural population in the total number.

The most difficult situation with the development of rural areas (relative to other Federal districts) is in the far Eastern, Siberian and Ural Federal districts. More favorable conditions have developed in the southern and North Caucasus Federal districts.

On may 31, 2019, the Government of the Russian Federation approved the state program of the Russian Federation "Integrated development of rural areas", which can be considered another attempt to coordinate and improve the efficiency of state authorities in solving problems of rural development [13]. The implementation of the program is designed for 2020-2025. the Choice of the overall goals of the program, in our opinion, is a controversial issue. Thus, the first goal is to maintain the share of the rural population in the total population of the Russian Federation at the level of at least 25.3%, which in itself does not characterize the development of the village. It would be more correct to set as a target the relative growth of the rural population.

The second goal is defined as a benchmark for the ratio of average monthly disposable resources of rural and urban households. That is, in fact, it is planned to bring the level of welfare of rural residents to the urban. But in conditions of

low well-being of urban residents, the achievement of this indicator will also not indicate success in the development of rural areas. In addition, available resources are compared, taking into account income not only in cash but also in kind. That is, with the formal implementation of the indicator, in fact, rural residents can exist largely at the expense of subsistence farming. Comparing the different structure of available resources of rural and urban residents is not quite correct. Traditionally, the share of natural resources in the structure of available resources of the urban population is lower. In addition, the assessment of available resources provides more opportunities to manipulate statistics. The growth rate of real disposable income of the rural population in this case would be more informative.

The third goal of the program is to increase the proportion of comfortable residential premises in rural areas, without population growth loses its meaning. In conditions when villages and small villages, which are dominated by poor living quarters, disappear from the map of the country, the achievement of the goal occurs naturally. Simply predominantly persist and develop those settlements, in which already favorable conditions residence.

If the General goals of the state program adopted this year differ from the previously implemented target programs, there are no significant differences in the goals and objectives of the subprograms. The priority objectives are: to increase the provision of rural population with housing; to reduce unemployment; to develop gas networks and solve water supply problems; to informatize the village; to build local roads; to implement projects on improvement of territories; to increase the availability of medical care. The new program involves the commissioning of housing with an area of at least 2.52 million square meters. m (16.4% of 2017), distribution gas networks and local water supply – 2.08 thousand km and 1.65 thousand km, respectively (23.9% and 25.8 % of the same indicators of the Federal target program "Sustainable development of rural areas for 2014-2017 and for the period up to 2020").

The responsible executor of the considered state program is the Ministry of agriculture of the Russian Federation, participants of the program are 12 Federal ministries. But the program has no goals, no measures, no mechanisms to ensure the development of the rural economy, the creation of new and increase the efficiency of existing industries. But without a strong economy to ensure sustainable development of rural areas is impossible. Within the framework of the program, a departmental project of the Ministry of labor of Russia "Promotion of employment of rural population" is being implemented, but this Ministry has no opportunity to influence the creation of new jobs in rural areas. The Ministry of agriculture of the Russian Federation implements a set of measures for the development of the agricultural economy in the framework of the State program for the development of agriculture and regulation of markets for agricultural products, raw materials and food for 2013-2025, but this program does not link the target indicators to the factors of rural development. And those measures that are aimed at the development of small forms of agricultural producers are also not linked to the target indicators of the state of rural areas.

That is, the new state program on "integrated" development of rural areas has retained all the key shortcomings of the previous programs. Targets are determined on the basis of financial capacity, rather than taking into account the real needs of the village. Indeed, there is no comprehensive approach to solving problems.

As a positive factor it should be noted that in the framework of the RF state program "Complex development of rural territories" provided by the departmental target program "Ensuring public monitoring of rural areas", whose aim is the development and implementation of a mechanism for ensuring integrated development of 100 percent of rural areas. Such a mechanism, of course, should be created before the start of the program.

V. DISCUSSION

We should not expect breakthrough results from the new third rural development programme. And the main reasons for this are, in our opinion, the following. Firstly, there is no single system of indicators characterizing the complex level of socio-economic development of rural areas, used both at the planning stage of the relevant state programs and at the stage of monitoring the state of the village. The previously discussed targets of the implemented and current programs, although somewhat expanded, still do not reflect all aspects of rural development. The most informative should be considered as a system of indicators discussed in the annual report of the Ministry of agriculture of the Russian Federation on the results of monitoring the state of rural territories in Russia. In this report the indicators are discussed in the following areas: characterization of natural conditions, the financial sustainability of rural settlements, demographic indicators, labour market, financial situation and living conditions of rural residents, the development of social and engineering infrastructure, development of small farms and agricultural cooperatives, the results of a survey of rural residents. That is, there is a situation when the state program sets targets that are initially significantly lower than those used in the official monitoring of the Ministry of agriculture of the Russian Federation.

The second reason is the lack of an operational system for monitoring the current state of rural areas and an effective mechanism for interdepartmental coordination in the implementation of Federal target programs. The problem of interdepartmental interaction as a factor inhibiting the transition of rural areas to sustainable development is officially recognized and indicated in the Strategy for sustainable development of rural areas of the Russian Federation for the period up to 2030 [14]. Considering approaches to development of strategy of management of rural territories, it is necessary to allocate such essentially important aspect as necessity of increase of efficiency of system of public administration which crisis generates the main problems of the village. At the same time, an effective monitoring system should be created, which allows to quickly identify and neutralize the factors constraining the development of rural areas.

In our opinion, it is expedient to use both macro-and micro-level indicators in the framework of state management of rural development. A detailed system of indicators of socio-economic development of rural areas should be applied at the stage of development of appropriate program activities and at the stage of evaluation of intermediate and final results of the program. Integrated indicators should be used to monitor the sustainability of rural development.

To improve the effectiveness of interdepartmental cooperation in the implementation of rural development programs, we propose to use a method similar to the balanced scorecard (BSC) used by commercial organizations for strategic management, transformation of strategic development goals of the organization in the current goals and objectives. This approach will create a system of state and municipal management, which allows to transform the strategic goal, ensuring sustainable development of rural areas, in the activities and indicators of monitoring the activities of individual ministries and departments.

With regard to the management of rural development the implementation of such a system requires the implementation of the following stages:

1. Definition of the indicator characterizing achievement of the strategic goal. The main indicator characterizing the sustainable development of rural areas may be the growth of the rural population. It is also possible to allocate an integral indicator as a target.

2. Definition of strategic tasks and values of indicators (we will designate them as key indicators of result - CRC) characterizing their implementation, on separate functional spheres of rural territories (economy, ecology, social sphere, institutional indicators). For example, for the economic block, such indicators can be: the number of existing business entities, the number of jobs, the cost of gross output by industry, etc. An important point is that the target values of indicators should be determined taking into account the desired level of development of rural areas.

3. Appointment of Federal ministries responsible for achieving the established CRC. Moreover, one Ministry may be responsible for the achievement of the indicators for the different blocks. It is important that the responsible Ministry has the capacity and tools to influence the achievement of the planned results. For each Ministry, thus, a map of the CRC is formed, which should be reflected in the planning and reporting documents of the Ministry, become the basis for monitoring the sustainability of rural development.

4. Each Ministry, according to its map of the CRC, in cooperation with regional ministries, develops a set of measures, the implementation of which is necessary to achieve the planned results. At this stage, the CRC maps for regional ministries are being developed, and the justification of the necessary financial support for the activities is being carried out. Regional ministries, in turn, interact directly with municipalities within the scope of their responsibility. Thus, three levels of key performance indicators with varying degrees of aggregation should be formed, from private indicators for municipalities to integrated indicators for

Federal ministries. Accordingly, the system of monitoring indicators of sustainable development of rural areas should be three-level.

V. CONCLUSIONS

Using the proposed algorithm will allow to avoid a situation in which actions for the development of rural areas are determined by available funding rather than actual needs, will create preconditions for formation of effective system of monitoring the sustainability of rural development and enhance the initiative of the authorities and local self-government. In the framework of further studies, in our opinion, it is necessary to provide a solution to the problem of budgetary resources allocation, taking into account the objective differentiation of the individual rural areas development level, the search for the optimal combination of endogenous and exogenous approaches to rural development.

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