Mechanisms for involving unused agricultural land in turnover on the example of the agrarian region of the Russian Federation

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Abstract. The article presents proposals for the involvement of unused agricultural land on the example of the agrarian region of Russia, an analysis of the land fund of this region is carried out. The main federal and regional programs that have been developed and implemented in different regions of the Russian Federation with the aim of involving unused land plots are considered and studied. The prospects for the development of the territory of the Russian Federation are identified, taking into account the developed proposals for the introduction of land into the country's economic turnover and the provision of land plots to citizens for use. Directions and mechanisms for the involvement of unused lands are proposed.

1. Introduction
One of the important conditions for the effective use of agricultural land in the region is the involvement of unused land plots and unclaimed land shares in economic circulation. Using the example of the Tyumen region, as an agrarian region of Russia, we will try to develop and propose a mechanism for involving such lands.

Like any subject of the Russian Federation, the Tyumen region has its own characteristics. Territorial planning is formed in the priority areas of development. In the first place is the territory of urban settlements, while rural settlements develop much more slowly. Of course, there are also advanced rural settlements in the region, but the percentage of rural settlements lagging behind is high. All this leads to the migration of the population from these settlements to urban-type settlements in which the infrastructure is properly developed and the level of unemployed is low. For comparison, you can see the statistics of migration of people on the example of the Tyumen region. For example, in 2007, more precisely at the beginning of the year, the share of residents of rural settlements amounted to 41.1% of the total population, then by the end of 2018 it decreased to 32.9% (in general, in the Russian Federation, this share as of 01.01.2019 - 25.4%). In the statistical collection on the state of land in the Tyumen region for 2017, despite the fact that the Tyumen region is an agrarian region, there were 649787 hectares of unused agricultural land. It follows that agricultural land is not used for its intended purpose and other purposes. To solve this problem, a number of federal and regional programs have been developed in the Russian Federation to involve unused lands, and private projects have been proposed to involve agricultural land plots in the economic turnover. The government offers various kinds of subsidies for the development of private production in the territory, which will be subject to tax incentives or even a grace period is established. In this article, for the development and
justification of proposals for the involvement of unused agricultural land, the materials of the above programs for the development of the territory of the Russian Federation are taken as a basis. [1-3].

2. Materials and methods
In 2016, on May 1, federal law No. 119 "On the specifics of providing citizens with land plots in state or municipal ownership and located in the territories of the constituent entities of the Russian Federation that are part of the Far Eastern Federal District, and on amendments to certain legislative acts Russian Federation". This law was popularly called the “Far Eastern hectare” law. Within the framework of the law, the regulation of legal relations in relation to land plots (forest plots) that are owned by the state, a subject, a municipality or are non-delimited lands of such territories as the Far East (district), the Republic of Buryatia and the Trans-Baikal Territory, which can be provided for free use citizens with an area of one hectare. The provided land plots can be of various types of use, for example, for individual housing construction, farming or business activities. Citizens who have taken advantage of the conditions of the program can receive support from the state in the development of the received hectares of land. The main measures are aimed at supporting the development of land plots, the creation and development of new forms of agriculture, assistance in the construction of housing, as well as the development of small business. [4-6]. Over the three years of the program's existence, more than 2.2 thousand people have taken advantage of the support measures from the state, in monetary terms this amounted to 762 million rubles. The Ministry of Agriculture of the Russian Federation willingly cooperates with the program participants. Citizens are provided with various kinds of grants for farming, etc. In each subject, the conditions for the provision of land plots under this program are different, but the result of the implementation of such a program in the regions is the same, which are presented in figure 1.

![Figure 1. Expected public policy results.](image)

The Far Eastern Federal District was not ready to implement this program. The information resources and cartographic base of the state register did not contain a sufficient amount of information about the land plots that were provided under the program, citizens had to face very serious problems. Due to the low cartographic knowledge of the territory and the unsettled coordinate system, the boundaries of the allocated land plots could intersect or overlap each other with other boundaries. There are frequent cases when the provided land plot of one hectare could already be in someone's property. Sometimes it could not be found out immediately, but when people began to carry out any actions on this site, but suddenly the owner of this site was announced and provided documents for the
land that this land plot belonged to him, for example, for 20 years, only he did not carry out land surveying, that is, he did not establish the boundaries of this land plot, since in Russia the establishment of boundaries is of a declarative nature. Another problem that was in the district is that a register of territories that were free from the rights of third parties and could be provided to citizens for use with the subsequent registration of lease or property rights was not formed.

Despite the difficulties of implementing the program, there was a proposal to apply the experience of the program to other constituent entities of the Russian Federation in order to develop their territories [4; 7-9].

Taking into account the difficulties and difficulties in implementing the program on this territory and proposing a different implementation mechanism, we can recommend its implementation on the territory of other subjects of the Federation. Such private projects as: "My hectare" in the Tver and Moscow regions and "Your hectare" and "Tyumensky hectare" in the Tyumen region act as analogues.

The priority for obtaining a land plot with an area of one hectare remains the citizens living in these areas. But land plots are provided for ownership for a fee (figure 2).

We analyzed the territory of the south of the Tyumen region and identified unused lands. In order to involve them in economic circulation, not as private projects presented above, but by proposing a regional program for the free provision of land plots to citizens, where the interests of all participants in this program were respected. To develop the draft program, it was necessary to conduct an extensive analysis of information, socio-economic, cartographic data. The Tyumen region is an agricultural region, an agrarian region, however, the area of unused agricultural land is very high, about 710.1 thousand hectares (figure 3) [1-3; 7-11].

Such lands include:

- Unclaimed land shares;
- Unused fund for land redistribution;
- Lands of agricultural organizations, which are not legally liquidated, but actually do not carry out financial and economic activities.
3. Results

From the presented figure it follows that the land is not used properly.

### Table 1

| Description                                      | Value   |
|--------------------------------------------------|---------|
| Agricultural land, destination, thousand ha      | 4563,9  |
| Unused agricultural land, destination, thousand ha| 710,1   |
| Unused agricultural land, %                      | 15,6    |
| Agricultural land, thousand ha                   | 2920,7  |
| Unused agricultural land, thousand ha            | 710,1   |
| Unused agricultural land, %                      | 24,3    |
| Arable land, thousand ha                         | 1262,9  |
| Unused arable land, thousand ha                   | 149,1   |
| Unused arable land, %                            | 11,8    |

Figure 3. Unused lands of the Tyumen region.

A characteristic feature and problem of modern land use in Russia is that 88.3 million hectares, that is, almost half of agricultural land in the composition of agricultural land (45.2%) is in common ownership. Moreover, the number of co-owners of these lands is about 8.5 million people and all of them are owners of land shares. The main differences between these lands and others used in agricultural production, which are privately owned by agricultural organizations or state (municipal) property, provided to such organizations on lease or on another basis, include:

- A special procedure for making decisions on the disposal of these lands (its adoption by a very small quorum of 20%, which often necessitates the subsequent revision of such decisions) and transactions with individual land shares (the possibilities to alienate them are very limited);
- The presence of social problems, the emergence of disputes during the allocation of certain plots from these lands to citizens who wished to leave the regime of common shared ownership;
- The absence of a clearly marked land plot (having boundaries defined in the established manner and put on the state cadastral register), which is owned by equity holders;
- Non-use of part of these lands. The common array in shared ownership is relatively large, and, as a rule, some part of it is not used (whose shares cannot be determined). Non-use of land provided for the production of agricultural products has become a negative phenomenon of modern agricultural land use (officially -28 million hectares, but in reality this figure is likely to reach 40 million hectares). Moreover, such facts are unacceptable when the domestic agro-industrial complex solves the problem of complete import substitution in the field of food and entering the world market with export products;
- The presence of unclaimed land shares that are in state ownership, which is not delimited.

In order to confirm our results on the identification of unused lands, we will study in more detail the territory of the Isetsky Municipal District of the Tyumen Region. Agriculture in the Isetsky district of the Tyumen region has the potential for development. The total area of land within the
administrative boundaries of the Isetsky district is 271.120 hectares. Most of the territory (52.7%) is occupied by agricultural land, forestry (43%). However, the amount of unused land is high. Significant areas of farmland in the form of land shares are held by citizens who have not joined any enterprise and have not drawn up documents for the site, they are generally not processed. In the Isetsky municipal district, the problem of unclaimed land shares is especially urgent, 63% of all registered land shares are unclaimed (figure 4).

We conducted a survey of local residents, as a result of this survey, it was revealed that if the conditions for obtaining land plots under the Far Eastern Hectare program were offered in the region, then 68 out of 100 people would like to receive the land shares have already passed into the ownership of rural settlements. However, this is not enough to start using the land for its intended purpose and cultivating it. It is necessary to decide to whom in the future to transfer the land (on the basis of lease or ownership). Indeed, it can take quite a long time to find tenants or potential owners (up to one year). The land at this time will be idle, not cultivated, and will lose its value [5; 9-10; 12-15].

4. Discussion
In our opinion, the tasks of local self-government bodies should include the following responsibilities, such as: redemption, re-registration or withdrawal of unused land shares into the ownership of the municipality. These obligations can arise in a judicial or compulsory manner, in the event of the death of the owner and the absence of heirs, as well as if the person does not want to use the land plot for its intended purpose. The executive bodies of local self-government must carry out the allocation of these shares and make the boundaries of the formed land plots in kind. In this regard, it will be relevant to involve these land plots according to the experience of the Far Eastern Hectare program, taking into account all the problems that arose in the first year of its implementation. The involvement of
unclaimed land and unused land plots in economic circulation should be based on three areas, which are presented in figure 5.

![Figure 5](image.png)

**Figure 5.** The main directions for the implementation of measures to involve unused lands.

Unclaimed shares and unused land plots must be identified, and then transferred free of charge to citizens who would like to carry out agricultural activities and make a profit, with the obligatory control of the use of these land plots.

**5. Conclusion**

As a result of the study, it is possible to propose the following directions and mechanisms for involving unclaimed land shares and unused land plots into economic circulation, presented in figure 6.

In order to prevent the transfer of agricultural land (arable land occupies 33.6% in the Isetsky region) into other categories, it is proposed to allocate land plots for their intended purpose free of charge on the following conditions:

- A project for land surveying and land use and development rules must be developed. If land plots are located in an inter-settlement area, then urban planning regulations, where territorial zones are established, as a tool for further planning and forecasting the use of the territory;
- Enter information about territorial zones in the register of real estate and put them on the state cadastral register, since in some settlements of the such information is still not available;
- Determine the optimal maximum permissible size of land (beehiving, animal husbandry, growing agricultural products, for the placement of greenhouse complexes, etc.);
- Land plots that will be provided to must undergo state cadastral registration;
- Provide land plots with access roads, engineering infrastructure (gas, electricity, water supply, sewerage);
- Provide for annual control for a period of 5 years over the use of the provided plots.

One of the obligations that will need to be met is to add a section "special marks" to the real estate register, which will contain information that the land plot was provided under the regional program and cannot be transferred to another category of land. Summarizing the above, we propose a pilot project of a regional program, the proposals of which can be extended to all territories. This requires:
### Figure 6. Directions and mechanisms for involving unclaimed land shares and unused land plots into economic circulation.

- To develop provisions for the above proposed program for the involvement of unused lands of the Tyumen region in agricultural circulation to provide citizens;
- To implement this program on the territory of the Tyumen region, it is necessary to determine a list of municipalities in which land plots can be provided for free use, the list of such municipalities should include administrative districts in which there are unused land plots in the land redistribution fund and for more than one year there are no applicants for the acquisition of rights;
- Develop projects for land surveying for agricultural land;
- Provide land plots with approved boundaries for a period of 5 years for free use with subsequent re-registration in lease or ownership free of charge;
- The permitted type of use must be established immediately upon receipt of the land plot;
- Provide land plots of engineering and transport infrastructure;

| Direction | Event | Implementation mechanism |
|-----------|-------|--------------------------|
| Identification of unused land | State land supervision, Municipal land control |
| Identification of unclaimed land shares | Inventory of lists of equity holders, Monitoring of turnover of land shares |
| State cadastral registration of all land plots in common shared ownership | Land survey work, Complex cadastral works |
| Organization of maintenance of duty cards of lands in common shared ownership | Interdepartmental cooperation for the exchange of information on agricultural land |
| Formation of regional registers of unused lands indicating their quality and other characteristics | Publication of registers on the official websites of the administrations of the constituent entities of the Russian Federation and the websites of municipal districts |
| Forced seizure of land plots unused for more than 3 years | Judicially |
| Recognition of the ownership right of municipalities to unclaimed land shares | |
| Voluntary renunciation of ownership of a land share or land plot | In a simplified manner |
| Sale of forcibly withdrawn land plots | Public auction for the sale of land |
| Sale of municipal land shares | Preferential terms of provision |
| Sale or lease of land plots allocated against municipal land shares | |
| Attracting investors | Formation of investment sites |
| Reimbursement of costs for land management and cadastral works for registration of ownership | Development of comprehensive targeted programs for regional support of agricultural production |
| Subsidizing the introduction of unused agricultural land into circulation | |
| Development of infrastructure for marketing agricultural products | |
• Determine the optimal maximum permissible dimensions in accordance with the permitted uses;
• Provide for annual control over the use of the land plot for 5 years.

The effectiveness of the involvement of unused land in the turnover depends on the joint and well-coordinated work of all interested structures: federal departments, state authorities of subjects and local governments [3; 7-10].

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