Methodological and applied bases of territorial planning (as exemplified by elaboration of the program of sustainable development for rural territories)

N V Rogovskaya¹,² and M A Grigoryeva²

¹Pedagogical Institute of Irkutsk State University, Irkutsk, Russia
²Sochava Institute of Geography SB RAS, Irkutsk, Russia

E-mail: rogovskyan@inbox.ru, margri9@yandex.ru

Abstract. Rural development programs in strategic planning determine the direction of sustainable development, taking into account socio-economic and environmental factors. “The Concept of Sustainable Development of Rural Territories of the Russian Federation for the Period Until 2020” is an important document that defines the development of rural territories in Russia, approved in 2010. The implementation of the Concept is associated with the development of regional programs for the sustainable development of rural territories. Scientific and methodological support of sustainable rural development programs is an important aspect in developing programs at the regional and municipal levels. Whereas developing a regional program for the sustainable development of rural territories, the following sequence of steps is followed: the organizational stage, when third-party organizations are involved in research; the analytical stage, including the development of a program for sustainable development of rural territories and its scientific and methodological support; then coordination and approval of the program. This paper considers two research projects, which the authors participated in 2009-2011. The first project on sustainable development of rural territories was realized in the Altai Territory. The second project on sustainable development of rural areas was realized in the Tambov oblast in the framework of the Russian-French project.

1. Introduction

Targeted planning is an essential element of federal, regional, and municipal planning.

Rural development programs (especially in strategic planning) determine the direction of sustainable development, taking into account socio-economic and environmental factors. The analysis of these factors and the identification of the relationships between them enable conceptual determination of the mechanisms and framework indicators of development, as well as formation of a system of measures for the implementation of sustainable rural development programs.

“The Concept of Sustainable Development of Rural Territories of the Russian Federation for the Period Until 2020”, approved by decree of the Government of the Russian Federation of November 30, 2010, was prepared by the all-Russian Nikonov Institute of Agrarian Problems and Informatics with the participation of scientists of the Moscow Timiryazev Agricultural Academy (MAA). The main directions of this Concept are continued in the "Strategy for the sustainable development of rural territories of the Russian Federation for the period until 2030."
The implementation of the Concept is associated with the development of regional programs for the sustainable development of rural territories. The Ministry of Agriculture (and other ministries and departments) are responsible for the development of rural areas. Scientific and methodological support is of special importance in the development of regional and municipal programs for the sustainable development of rural territories.

2. Models and methods
The analysis of scientific and practical work in the field of urban planning and the economic assessment of rural areas provided the following conclusion: the existing regulatory approach to planning does not take into account the natural conditions of the territory and the socio-economic conditions of people's lives, ethnic characteristics, and cultural traditions of the population living in rural areas. The lack of scientific validity of decisions in the territorial development and their spontaneous nature should be noted.

Methodology and methods for the comprehensive study of territories developed in public geography are widely used to identify structure and develop a strategy for the development of rural territories. On the one hand, this consists of further theoretical development of the foundations of the territorial organization of society and, on the other, the practical application of the results obtained in optimizing the territorial management system for ensuring their sustainable development [1, 2].

Sustainable development of any territory is determined by a combination of socio-economic and environmental factors. Underestimation of any of them leads to imbalance and disruption of the development process [3]. The basis for accounting for all factors is the system analysis methodology, which provides the reveal of these factors and identification of all the relationships between them. Only after that it seems possible to develop a strategy for solving the problems of sustainable development of any particular rural territory.

Sustainable development of rural territories is a more comprehensive concept than sustainable development of agriculture, since not all activities in the countryside are directly related to agriculture and forestry. Recently, non-agricultural activities are more popular, i.e. the process of sectoral diversification of the economic and social potentials of rural areas is intensifying. This process, in turn, involves the use of a wider range of available natural, demographic, labor and other territorial resources.

Therefore, there is a need to strengthen and apply new experience in the field of rural geography, as one of the main directions of social geography. The broadening of the spectrum of study objects in rural geography is interesting and determines the importance of fundamental scientific developments, which, in contrast to the so-called “applied” studies, are not directly related to planning practice. They are, in essence, methodological: their main goal is to give a true, scientifically correct idea of the nature of the study objects, the principles of their “behavior” and methods for implementing these principles in real conditions. The place and role of social geography in the scientific support of rural development programs is determined, by the awareness of the subject of research through the prism of the concept of territorial social systems functioning at different hierarchical levels. By the territorial-social system of the countryside we understand the spatial combination of all components and spheres of the life of the population, economy and nature, where the processes of social reproduction take place.

This is a complex multistructural formation, which is characterized by signs of self-developing systems, where institutional and managerial structures are mostly important. A comprehensive geographical approach is used to study them. It helps to implement the techniques and methods in the study of the object and subject of the countryside, which are used in separate and general methodological approaches: territorial, typological, sectoral, functional, procedural, program-target and others.

Such an approach helps to solve the urgent task of the current functioning of the countryside - overcoming departmental disunity in management and strengthening coordination in ensuring rural
development between state and municipal authorities, public and commercial organizations, business facilities and the population.

3. Results and discussion

The first development projects of key plots on the transition to sustainable development, begun in the mid-90s of the 20th century, attracted evident methodological and applied interest [4, 5]. Namely, in 1994-1997 the ongoing project, realized by the Institute of Geography of the Russian Academy of Sciences together with the Velikie Luki State Agricultural Academy and the administration of the Nevel’ district of the Pskov oblast "Nevel XXI – model of sustainable development at the local level." As well as the project in the Yaroslavl’ oblast in 1996-2000 implemented by the Center for Sustainable Development of Rural Areas of the Moscow Timiryazev Agricultural Academy together with the Institute of Geography of the Siberian Branch of the Russian Academy of Sciences (IG SB RAS) with the assistance of German experts. As a result of these three Russian-German projects, the following has been developed: the concept of sustainable development at the municipal district level with the involvement of the local population; methods of environmentally oriented land use planning on the example of four rural administrations of the Pereslavl’ municipal district of the Yaroslavl’ oblast; conceptual framework for sustainable rural development in the Russian Federation; the program "Planning the socio-ecological and economic sustainable development of the countryside, focused on local government." Furthermore, this experience was extended to other municipal districts of the Yaroslavl’ oblast [6, 7].

In the development of a regional program for the sustainable development of rural areas, the following sequence of steps is schematically followed: organizational and preliminary activities; program analysis and development; agreement and approval [8]. The involvement of third-party organizations for the implementation of research work occurs at the organizational stage. The analytical stage includes the scientific and methodological support of the program for sustainable development of rural territories.

In the research project "Program for Sustainable Development of Rural Territories of the Altai Territory for 2011-2016", supported by the local administration, and developed by the Center for Sustainable Development of Rural Territories of the Russian State Agrarian University - Moscow Timiryazev Agricultural Academy together with IG SB RAS, the idea of "especially significant agricultural territories" was substantiated. This enabled the elaboration of a more accurate system of government measures to develop such territories in the Altai Territory.

The project also highlighted and structured urgent problems that impede the sustainable development of rural territories of the Altai Krai. This work was based on zoning and typing of rural territories of the Altai Krai [9]; the identification of rural development problems in key plots, as well as the study of program documents and general issues at the regional level. Conclusions and suggestions were given on the development of traditional and “new” industries and services for the territory of the allocated zones. And besides, promising areas of diversification of the rural economy were highlighted. The recommendations were based, inter alia, on the best foreign experience.

For effective and balanced life in rural areas, this approach is complemented by projects for the integrated and sustainable development of rural areas, covering not only agricultural production, but also forestry, water management, local industry, tourism, social infrastructure and other activities, without which the effectiveness and sustainability of a diversified rural economy and improving living conditions in rural areas are not feasible. This solved comprehensively the main problems of rural territories of the Altai Krai within the framework of a single concept, in the center of which is a rural resident.

The Altai Krai became the first region in the country to approve the long-term target program "Sustainable Development of Rural Territories of the Altai Krai" for 2012-2020 in 2011. In subsequent years, it has been amended. The total funding for the program is more than 12 billion rubles. The main goal of the program is to create a favorable living environment for rural citizens in settlements that meet the requirements of the 21st century. As part of this program, most of the municipalities of the
Altai Krai approved their long-term municipal targeted programs for the sustainable development of rural territories in 2012. According to the implementation of program activities, the Altai Krai is a model for other regions of the country. In the Russian Federation, a similar program lasted only four years from 2014 to 2017.

The research project “Program for sustainable development of rural territories of the Tambov oblast and its three key districts based on adaptation of the experience of the Russian-French project “Promoting sustainable development of rural territories of the Tambov oblast” for 2009-2012” was a continuation of the experience of applying a scientifically-based integrated approach developed by the Center for Sustainable Rural Development of the Russian State Agrarian University - Moscow Timiryazev Agricultural Academy in cooperation with the IG SB RAS.

The regional program for the sustainable development of rural territories (both for the Tambov oblast and for the Altai Krai) was implemented in two phases and overlapped with the corresponding programs of rural municipalities [10].

Phase 1. Identification and systematization of urgent problems of rural development at the municipal level. Visualization of these problems using GIS-mapping. Formation of conceptual foundations, mechanisms and framework indicators of development, incl. financial ones.

Further, taking into account the first phase, programs for the sustainable development of rural areas at the level of pilot rural municipalities is developed.

Phase 2. Establishment of a system of measures for the implementation of the regional program for the sustainable development of rural territories, taking into account the growth poles, events and projects identified and proposed in the relevant municipal programs. Development of a financial model and monitoring system. Use of participative and geoinformation methods of activating the participation of the population in the process of developing a program for sustainable development of rural territories. The program is also complemented by a marketing plan for the rural areas of the region.

4. Conclusion

Within the framework of the State program "Development of agriculture and regulation of agricultural product, raw material and food markets in the Tambov oblast for 2013-2020" a subprogram "Sustainable development of rural territories of the Tambov oblast for 2014-2017 and for the 2020" was adopted.

The concept of sustainable development of agriculture and rural areas has achieved a certain scale of implementation in the country. That meant, "gradual development of targeted self-organization of society in the economic, social and environmental spheres" [7]. The legal basis for such self-organization of society is created by local self-government for all rural residents.

Thus, the managerial aspect of such programs is the scientific substantiation of complex measures aimed at the sustainable development of rural areas, optimizing their socio-economic environment and preservation of the natural one.

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