



## Foreign Experience of Government Policy Rural Sustainable Development<sup>1</sup>

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### Abstract

The article describes the successful foreign experience in the development of rural areas. In advanced economies, rural development is the main goal of regional policy. In advanced economies, much attention paid to sustainable rural development, where regional policy is an integral part. The state policy of rural development of the countries of the European Union been investigated. The main tools for sustainable development of rural areas in the form of strategies and programs are considered. It revealed that the adopted documents do not solve the complex problems of sustainable rural development. State programs for the development of rural areas are practically not coordinated. A significant backlog of state support for Russian agriculture from foreign countries been established. Sustainable rural development will require the creation of a special body at the level of the Federation and regions. The experience of creating management structures in Finland and Canada is very valuable for the northern territories of Russia.

**Keywords:** Sustainable Development; Rural Areas; Agricultural Sector; Government Support; Programs; Tools

### Introduction

The experience of foreign countries is useful for the formation of a system of state regulation of rural and agricultural development. Now in developed countries, sustainable rural development is one of the main goals of regional policy, closely linked and consistent with spatial development. Europe has accumulated many years of experience in the preparation of national and regional programs for rural development [1-4]. Development of education, transport and information and communication infrastructure and improvement of access to social services envisaged as measures to support rural areas. Significant financial resources directed to improving soil fertility, building rural roads and power lines.

In the late 1980s - early 1990 in Europe, the transition to a new rural policy has begun, which based not on the sectoral, but on the territorial principle of development. Its main goals are to increase the competitiveness of agriculture and forestry through restructuring

measures and the use of innovations; improving the state of the environment in rural areas; improving the quality of life of the rural population; and diversifying the rural economy.

The purpose of this article is to study foreign experience in the implementation of state policy for rural development.

One of the tools for rural development is the LEADER program developed by the European Union, which orientates rural development from an exogenous to an endogenous approach in order to activate the hidden opportunities of rural areas and increase investment in local social capital. Rural development combines sectoral and territorial approaches that complement each other.

In all European Union (EU) countries, the developed national programs for rural development are implement through four main subprograms (axes)

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- Increasing the competitiveness of the agricultural and forestry industries.
- Improving the environment.
- Quality of life in the countryside and diversification of the rural economy.
- LEADER [5].

The first subprogramme focuses on increasing the competitiveness of agriculture and forestry, developing the food industry through investment and innovation. The second subprogramme focuses on the sustainable use of agricultural and forest land. The main objectives of the third subprogram is the diversification of the rural economy (creation of non-agricultural activities). The last subprogram - LEADER - is aim at creating and implementing local development strategies [6,16,17]. Directions and measures for the implementation of rural sustainable development programs of the EU

**Axis 1: Improving the competitiveness of the agricultural and forestry sectors**

- **Dissemination of knowledge and human capacity building:** Vocational training and information activities, formation of young farmers, early retirement, use of advisory services, establishment of managers, advisory services and assistance services.
- **Restructuring and developing physical capacities and promoting innovation:** Modernizing agricultural assets, improving the economic value of forests, adding value to agricultural and forest products, cooperation to develop new products, processes and technologies in the agro-industrial sector and forestry, infrastructure related to development and adaptation of agriculture and forestry, restoration of the potential of agricultural production.
- **Quality of agricultural products and products:** Harmonization of standards based on EU legislation, participation of farmers in food quality programs, Information and promotional activities.
- **Transitional measures:** Semi-subsistence farming, producer groups, provision of advisory and other services to farmers.

**Axis2: Improving the environment**

- **Sustainable use of agricultural land:** Subsidies to farmers living in mountainous areas for farming in disadvantaged natural areas, subsidies to farmers for farming in other disadvantaged natural areas, payments under the Natura 2000 program, and payments related to the European Commission Directive 2000/60, agri-environmental payments, payments under the animal welfare program.

- **Sustainable use of forest land:** The first plantations on agricultural land, the first agroforestry systems on agricultural land, the first plantations on non-agricultural land, payments under the Natura 2000 program, payments for the preservation of the forest environment, restoration of forest potential and implementation of preventive measures, non-productive investment.

**Axis 3: Quality of life in rural areas and diversification of the rural economy**

- **Diversifying the rural economy:** Diversifying non-agricultural activities, supporting the creation and development of businesses, encouraging tourism activities.
- **Improving the quality of life in rural areas:** Basic services for the economy and rural population, renovation and development of villages, preservation and renewal of rural traditions, training and information, skills acquisition and development of rural revitalization measures in order to prepare and implement local development strategies.

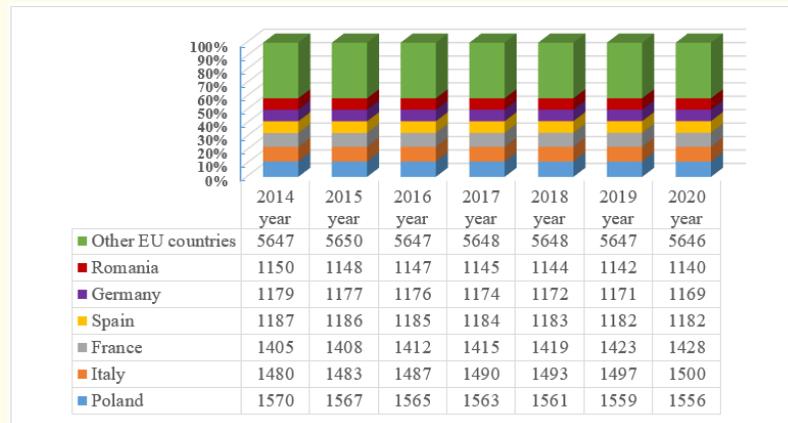
**Axis 4: Leader Improving local development strategies**

Competitiveness, environment, land management, quality of life, diversification, implementation of cooperative projects. Introduction of local initiative groups. Acquisition of skills and revitalization measures.

In 1992-2005. EU countries allocated 16-20% of all subsidies for the development of rural areas [7]. In 2016, the EU spent 30% of the total financial support in agriculture for these purposes.

In the period 2014-2020 the EU budget for the development of rural areas will amount to 95.3 billion euros. The annual budget volume remains stable at € 13.6 billion. The share of budgetary funds for the development of rural areas projected at 20% of the total amount of support for agriculture and rural areas [8]. This helps to sustainably development rural areas, supporting them both at the territorial and sectoral levels. The largest recipients of support are Poland (11.5%), Italy (10.9%), France (10.4%), followed by Spain (8.7%), Germany (8.6%) and Romania (8, 4%) (Figure 1).

State support for agriculture is associated with its low profitability, as well as the preservation of the price scissors for agricultural products and purchased means of production. Over a very long period, especially over the past 80 years, the state system of agricultural support has gone through several stages, but in general, it retains its continuity and serves as the basis for stable agri-



**Figure 1:** Amounts of budgetary funds for the development of rural areas of the member States of the European Union for 2014-2020, million euros.

Source: Fact Sheets on the European Union - 2019.

cultural production. In the EU countries, in 2016, the share of direct subsidies in the total amount of financial support to agriculture and rural areas was 65%, market measures - 5% [9]. EU budget for 2014-2020 it envisaged to allocate 71% for direct support of agriculture, 4% for market measures and 24% for rural development measures (Table 1).

Directions of support	Support volume	Support structure, %
Direct payments	291,3	71,3
Market measures	17,5	4,3
Rural development measures	99,6	24,4
Total	408,4	100,0

**Table 1:** Budget for support of agriculture and rural areas in the countries of the European Union for 2014-2020, billion euros.

Source: Fact Sheets on the European Union – 2019.  
<http://www.europarl.europa.eu/factsheets/en>

Analysis of foreign experience of state support for agriculture shows that its level remains high. The OECD report “Monitoring and Evaluation of Agricultural Policy 2018” shows that in 51 studied countries for supporting agriculture in the period 2015-2017. US \$ 620 billion (€ 551 billion) allocated annually. About 78% of this amount donated to farmers to support income. The share of financial support in the gross receipts of farms was 15% [10]. The largest recipients of funding are France (8.9 billion euros), Germany (6.2) and Spain (6.1 billion euros).

Agricultural support has a significant impact on farm incomes. The share of subsidies in the gross profit of farms on average across the EU was 13.4%. This share was highest in Finland (32.3%) and lowest in the Netherlands (3.6%). The share of budgetary support to the value of gross domestic product in China is 1.96%, Turkey - 1.93, Korea - 1.79, Japan - 1.06, Iceland - 1.305, Switzerland - 1.01, Norway - 0.8, in Russia - 0.72%. In the United States, support per hectare of arable land is 7.6 times higher than in Russia, China - 10.3 times, EU - 13 times, Norway - 41.1 times, Japan - 55.7 times. The level of budgetary support for agricultural producers to the cost of products in economically developed countries is 32%, in the EU - 35, then in our country - 6.9% [11] For the northern zone, primarily the European part of Russia, the experience of the state policy of rural development in Finland is very valuable. Finland after nearly 500 years of Swedish and Russian dependence in the 21st century is a model of success in rural and agricultural development [12,13]. Finland is the northernmost country of all Scandinavian countries, it is similar in terms of population distribution over the territory to the Russian North, it is closer to our country, has more than a century of experience in the Russian Empire (from 1809 to 1917). In Finland, agriculture and forestry are connected, peasants legally assigned to use forests, and from the sale of timber, they receive significant incomes, which are used to modernize agriculture. The integration of agriculture, forestry and forestry is especially relevant for the northern taiga of Russia in order to generate additional income and increase the employment of peasants. Finnish farmers are successfully using the advantages of the northern economy for the production of organic food.

A distinctive feature of the development of agriculture in Finland is the combination of crop and livestock production, which has ensured the sustainability of agriculture. The country has formed the principle of combining agricultural production, the northern rural structure, the development of rural areas, which can be used as the basis for the methods and forms of farming and the development of rural areas in the northern and non-chernozem regions of Russia.

Rural politics in Finland today began to take shape in the 1960s and 1970s. During these years, programs for their development developed, the Society for Rural Planning created, and grass-roots initiatives in villages were encouraged. In the period 1988-1990. The first Rural Policy Program implemented in the country, the second in 1996, the third in 2000, the fourth in 2004, and the fifth for 2009-2013.

The priorities of the Finnish rural policy reduced to the following: vocational training and retraining of personnel for villages; maximum diversification of the agro economy for the optimal combination of agricultural and non-agricultural activities within its framework; making effective, integrated, decentralized and sustainable solutions, especially for sparsely populated peripheral ar-

reas. To solve them, a Rural Policy Committee was created, which was appointed by the government of Finland. The committee includes representatives of 9 ministries and other public and private organizations [13].

Finland after almost 500 years of Swedish and Russian dependence in the 21st century is a model of success in rural and agricultural development [12,13]. The study of its success is especially useful for the northern and non-chernozem regions of Russia. Agriculture in Finland almost exclusively based on family farms. Now there are about 70 thousand private farms, of which 85% occupy an area of up to 50 hectares [14]. In Finland, 90% of farms are members of different cooperatives. More than 90% of milk and 75% of meat sold through farmers' cooperatives. Farmers through cooperatives purchase up to 50% of fertilizers, 40% of machinery and 65% of the cow population, as well as receive consulting services. Currently, most of the production structure of farms made up of crop farms, and then livestock farms. In 2017, 24% of farms were livestock farms and 71% were crop farms. In 2017, almost 7,300 farms specialized in dairy farming [15].

During 2006-2016 farm profitability remained at the level of 5-6 billion euros. Due to the lack of sales revenues and subsidies, entrepreneurial profit and profitability were negative (Table 2).

Year	Number of farms, thous.	Total income	Production cost	Entrepreneurial profit	Entrepreneurial Income	Profitability ratio	Return on assets, %
2006	66,434	5,040	6,250	-1,210	766	0,39	-4,0
2007	63,867	5,570	6,580	-1,010	992	0,5	-1,9
2008	62,540	5,640	6,980	-1,330	645	0,33	-3,6
2009	61,018	5,410	6,860	-1,450	534	0,27	-4,5
2010	59,303	5,690	6,930	-1,230	892	0,42	-2,5
2011	58,001	5,860	7,000	-1,140	828	0,42	-2,1
2012	56,792	6,150	7,410	-1,270	767	0,38	-2,4
2013	54,369	6,150	7,380	-1,240	625	0,34	-2,9
2014	52,950	5,830	7,060	-1,230	558	0,31	-2,9
2015	50,883	5,710	7,000	-1,290	447	0,26	-3,5
2016	49,866	5,180	6,640	-1,440	339	0,19	-4,4

**Table 2:** Indicators of profitability of farms in Finland for 2006-2016, million euros.

Source: Agriculture and food sector in Finland 2018. Natural Resources Institute Finland, Helsinki, 2018

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The peculiarity of farming by Finnish farmers lies in their mutual assistance to each other, their social mutual assistance is widely developed. This support for farmers rooted in Finland’s centuries-old traditions and continues to this day. Such mutual assistance and trust of farmers is acceptable for different types of work, distinguishing them by their exceptional exactingness towards themselves and, thereby emphasizing their national idea of the quality of the products produced [15].

Rural policy in Finland focused on strengthening the mutual functioning of all stakeholders in agreeing on common goals and

developing optimal and acceptable ways of solving problems for all. The fundamental mechanisms for achieving this strategic goal are social interaction, social trust, collective and expert assessment.

Agricultural support in Finland based on the EU’s Common Agricultural Policy (CAP) and on national assistance. CAP assistance includes EU-funded direct payments and co-financed payments to less favored areas (LFA). In Finland, these payments complemented by national aid, which includes northern aid, national aid for southern Finland, and several other payments.

In 2018, support for Finnish agriculture under the CAP will amount to € 1,412 million. It consists of payments for crops and livestock (524 million euros), payments for less favorable areas (540 million euros) and environmental payments (241 million euros). Additional support for organic production and livestock production (€ 107 million) is funded either by the EU itself or co-financed by the EU and Finland.

ATS payments are an integral part of the common market and fully funded from the EU budget. The EU accounts for less than 20% of LFA and over 40% of environmental payments. The rest paid from national funds. In addition to EU support, Finnish farmers receive national assistance. In 2018, it planned to pay out 323 million euros to farms. The national aid scheme includes northern aid (€ 294.5 million), national aid for southern Finland and several other national aid programs. The amount of national assistance for 2012 - 2018 decreased by 40%, including northern aid - 10%, and aid to southern Finland - 3.2 times (Figure 2).

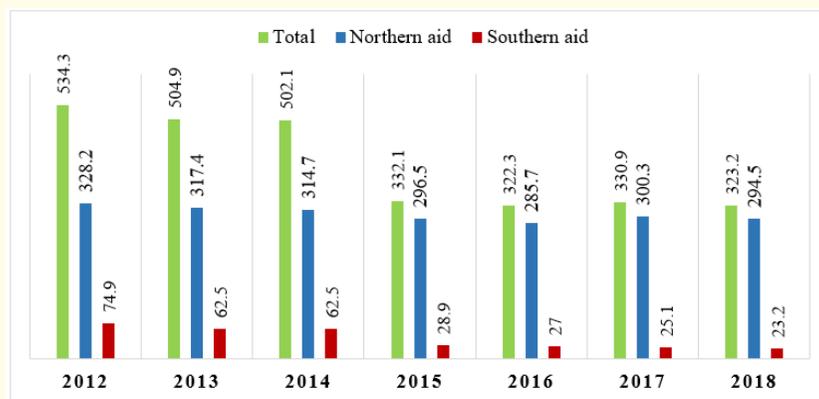


Figure 2: National Financial Assistance to Agriculture in Finland.

Source: Agriculture and food sector in Finland 2018. Natural Resources Institute Finland, Helsinki, 2018, 55.

In 2017, the total number of farms (more than 1 ha) in Finland with state support was less than 50,500. This number was 1.9 times less than in 1995 (at the time of accession to the EU). For 22 years of Finland's membership in the EU, the number of farms has decreased by more than 47%, or 45.1 thousand. On average, the number of farms has decreased at a rate of 2.9% per year. The largest decline was in eastern Finland (nearly 50%) and the smallest in northern Finland (41%). In southern and central Finland (47%), the rate of change was in line with the national average. The decrease in the number of farms accompanied by an increase in the size of the cultivated land. 1995-2017 their size has almost doubled (from 22.8 to 45 hectares). The smallest farm size is in eastern Finland, where the share of the smallest farms is also higher than in other parts of the country. The share of farms with more than 50 hectares of arable land is the largest in southern and northern Finland, where they account for about a third of all farms. More than 50% of farms with more than 100 hectares of arable land are located in southern Finland. Almost half of the available land is located in the south of Finland.

Northern aid to farms north of 62 latitude covers more than half (56%) of the country's cultivated area. Northern Aid consists of milk production and assistance programs based on animal numbers and acreage. It also includes assistance for greenhouse production, assistance in storing horticultural products, wild berries and mushrooms, and livestock-related payments for reindeer. Northern aid in 2017 amounted to 300.3 million euros; according to estimates for 2018, it will reach 294.5 million euros. Financial assistance for milk production will amount to 161 million euros. The effectiveness of northern aid assessed every five years. This solution provides Finland with greater flexibility in the implementation and monitoring of aid.

Structural support for agriculture and farmer assistance services is important in Finland. Forms of structural assistance include interest rate subsidies, investment subsidies, and government guarantees. In 2018, the maximum assistance for subsidized interest-bearing loans will be € 250 million. They provided mainly for financing industrial buildings and for young beginning farmers, for the purchase of real estate and equipment. In 2018, it planned to allocate 67.5 million euros to assist young farmers and support investments.

Finnish farmers receive investment support for the purchase of equipment, construction for 40% of all costs [12]. The state invests in the production of ecological products. More than 12.6 million euros spent annually in the development of clean technologies [13]. In general, state support for farmers accounts for 40% of his income. Financial support directly depends on the effective work of farmers.

The country has a program for early retirement of farmers. In 2018, the total pension support estimated at 59 million euros. Full-time livestock farmers are entitled to 26 vacation days per year. In Finland, there are farmer assistance services that provide them with services to keep their farms running on holidays, in the event of illness and accidents. In 2018, the funds used to help farmers will amount to approximately 145 million euros.

Having studied the state and financial support of agriculture in Finland. Can concluded that the government of the country has chosen the right strategy and created such effective instruments that it was able to achieve sustainable development of agriculture, thanks to comprehensive programs and appropriate financial support to farmers. Today, agriculture and rural areas in Finland distinguished by a high level of development from many other countries.

Rural policy in Finland focused on strengthening the mutual functioning of all stakeholders in agreeing on common goals and developing optimal and acceptable ways of solving problems for all. The fundamental mechanisms for achieving this strategic goal are social interaction, social trust, collective and expert assessment.

The Canadian experience in the development of rural areas is also valuable for the northern regions of Russia. In 1998, after numerous discussions between the federal provincial authorities and rural residents, 11 priority areas of state policy for rural development adopted:

- Improving access to federal programs and services.
- Increasing financing for the development of rural business.
- Improving programs for rural and indigenous youth.
- Improving educational level and leadership skills among the rural population.
- Development of rural infrastructure.

- Development of skills in the use of modern technologies, which are used mainly in the economy.
- Diversification of economic activity with appropriate targeted support.
- Improving access to educational services.
- Formation of strategic partnerships that promote the development of the interests of various groups of the rural population.
- Promotion of the brand "Rural Canada - a place for a decent life".

To achieve results in these areas, the Partnership for the Development of Rural Canada (Partnership) created, which is located in the Department of Agriculture and Food Canada. Since 2009, the Partnership has been giving preference to the development of rural settlements, especially in the northern part, creating a multispectral character between several rural settlements and supporting the introduction of innovations in the countryside [15].

In addition, one of the effective tools aimed at the development of rural areas in Canada was the "Federal Strategy for Sustainable Development for 2016-2019". The purpose of which is to solve the main five tasks: the concept of measures to prevent climate change; applying new innovations and technologies in all industries to reduce costs in the long term (green infrastructure); creating sustainable ecosystems; regulation of the activities of industry and shipping in order to preserve the quantity and quality of water; preservation of human health, well-being and quality of life [17].

It should be noted that rural communities created in rural Canada play a key role in the country's economy, and changes in the form of new transformative technologies and climate change are creating new opportunities for the development of rural Canada. Canada is serious about greening agricultural production, which allowed it to enter the global food market with competitive products. The organic food market in Canada has reached 5.4 billion Canadian dollars, and the annual growth rate of organic agricultural products is 8.7% [18]. The Government of Canada is supporting rural communities through the High Level Rural Economic Development Strategy.

The successful development of rural Canada is supported by the Canadian Rural Revitalization Foundation (CRRF), which has been

operating since 1989. Today CRRF is an organization of members from all over Canada, with various international connections, providing rural leaders, rural organizations, development specialists, government policymakers, researchers, students and others interested in the future of rural Canada. The result of the integrated work of the government and the rural population, the adoption of effective programs, has resulted in increased efficiency of agricultural production and sustainable development of rural areas [19].

For the northern and non-black earth territories of Russia, it is of interest to conduct high-intensity, efficient agricultural production and sustainable development of rural areas in Israel. Agriculture uses 20% of the country's total territory. The land owned by the state and can be leased for 99 years. The agricultural sector employs 1% of the country's population; its share in the structure of the gross domestic product is 2.5%. Agriculture provides the population with 95% of local food 9% of the population lives in 962 agricultural settlements in Israel. The agricultural sector is characterized by a multitude of structures - corporate farms (kibbutzim, moshavim) and private (individual) farms).

The development of rural areas and the rural community based on Comprehensive Programs focused on: expansion of farms and entrepreneurship, non-agricultural activities and services; attracting investments in architecture, culture, nature protection, landscape, ethnographic centers, national crafts, handicrafts [18].

The experience of applying the instruments of state regulation of rural development in India and China deserves attention. The Indian model of rural development includes an active role of the state in regulating the agricultural economy, its diversification, employment of the rural population, and the creation of a modern rural infrastructure.

The main directions of rural development in China, defined by the XIX National Congress of the CPC (2017) focused on: accelerating the structural reform of agriculture; protection of farmers' property rights; accelerated promotion of innovations in the agricultural sector; support for the creation of new types of activities in rural areas; equalization of living conditions in cities and villages [20].

## Conclusion

An analysis of foreign practice in the development of rural areas allows us to state that state policy meets two functions - sectoral and territorial, which complement each other. The evolution of rural development policy is associated with the use of all the resources available in its territory, leading to sustainable rural development. Sustainable rural development is closely linked and consistent with spatial development. National and regional programs of these territories are a tool for rural development. Sustainable development of rural areas and sectors of the rural economy will require the strengthening of interdisciplinary research.

The assessment of state support for agriculture in foreign countries indicates that its level remains very high and has a significant impact on farm incomes. The main role in the financial support of the industry played by direct subsidies that stimulate the growth of agricultural production.

Modern Finnish rural policy based on a combination of the development of the agrarian economy and non-agricultural activities, especially in the sparsely populated rural outback, on the use of innovations in the branches of the rural economy, the use of effective mechanisms of state support for agricultural production. The successful financial policy of rural development in Finland is undoubtedly relevant for the northern and non-black earth territories of Russia.

In advanced economies, the state policy of rural development corresponds to two functions - sectoral and territorial, which complement each other. The evolution of rural development policy is associated with the use of all resources available on its territory, leading to sustainable rural development. Sustainable rural development is closely linked and consistent with spatial development. National and regional programs are a tool for rural development. Of particular relevance for the northern and non-black earth territories of Russia is the successful financial policy of rural development in Finland, based on a combination of the agrarian economy and non-agricultural activities. Especially in the sparsely populated rural outback, on the use of innovations in the sectors of the agricultural economy, the use of effective mechanisms of state support for agricultural production. The assessment of state support abroad shows that

its level remains very high and has a significant impact on the income of farms. The main role in the financial support of the industry is play by direct subsidies that stimulate the growth of agricultural production.

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