

Mechanisms for the implementation of the strategy for the development of rural areas

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Abstract. In the article, the authors explore design practices that ensure the development of rural areas in a strategic perspective. Based on a comparative analysis, the main mechanisms were identified that contribute to the formation of projects and effective implementation, taking into account the opinion of the population and the requirements of the authorities. Using the example of several industries, the author comes to the conclusion that involving the population, taking into account private opinions and initiatives, as well as maintaining effective communication at all levels of government, including the horizontal level, provides opportunities for impulse development of rural areas.

1 Introduction

Based on the analysis of the content and mechanisms for the implementation of federal and regional programs, federal, national and priority regional projects, when developing a strategy for the development of rural areas, it is necessary to take into account the following trends:

- competition between rural areas is increasing for attracting business structures, scientific and educational institutions, human capital, consumers, tourists, and holding events;
- the role of branding the territory and major events, image characteristics in the regional, national and international markets is growing;
- the population of the municipality makes ever higher demands on local governments in terms of their competence, possession of modern management methods, systemic development of the territory;
- the population demands that the opinions and needs of citizens be taken into account in strategic development planning, the development and implementation of municipal programs and projects;
- transition to results-based management [1, 2].

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2 Method

We will use a comparative approach, that is, a comparative analysis in search of similarities and differences, prerequisites and consequences to identify facts and patterns of socio-economic development of rural areas. In determining the directions - groups of analysis of the best municipal practices in rural areas, we relied on the issues of the estimated value of rural settlements established by Article 14 131-FL and the nomination of competitions held by state authorities, development institutions and public organizations.

3 Study detail and result

A review of practices for implementing issues of local importance in terms of current activities (working with appeals, discussing a strategy, etc.) and project implementation is usually aimed at identifying the most effective tools for implementing issues of local importance and developing abstract recommendations for implementing the mechanism used in other territories without taking into account the specifics, that is, a certain universe that needs to be adapted to the legal field, traditions, financial features with further scaling [3-6]. In this article, we set the task of identifying, based on the analysis of best practices, to identify the features of projects that have been implemented in various rural areas, to determine the conditions that ensured the high efficiency of the implemented projects, to form a list of factors that may further determine the development of the territory as a whole, have intersectoral positive impact, determine the effectiveness of the mechanism for managing strategies for the development of rural areas and its individual components (programs and projects) [7, 8].

Table 1. Analysis of the best practices for the implementation of projects in rural settlements in the field of landscaping for the development of tourism (compiled according to [9, 10])

Name of the settlement	Name and essence of the project	Features of the project
farm Staraya Stanitsa (Starostanichnoe rural settlement), Rostov region	“Log” Park - A landscape park created on a private initiative. The area of the park is 22 hectares. The facility was built on the site of a farm dump. It is one of the main attractions of the Rostov region. Concept - Russian and Cossack folklore. Entrance to the park is free.	<ol style="list-style-type: none"> 1. Private initiative 2. Free visit 3. Provision of related services (attractions, food, etc.) on a paid basis 4. Construction of a separate road from the highway as an element of support from public authorities 5. Acquaintance with authentic history and traditions 6. Additional land allocation for the expansion of the park as an element of support from local governments
Russkinskaya rural settlement, Surgut district, Khanty-Mansiysk Okrug - Yugra	Creation of a sculptural art park - an open-air ethnographic museum. When implementing the practice, digital technologies were used. The tourist flow has increased by 12 thousand people a year.	<ol style="list-style-type: none"> 1. Initiative and implementation with the support of the population (participants of the children's camp "Ethnograd") and the Regional Association for ensuring the socio-cultural development of the younger generation "True". 2. Acquaintance with the authentic history and traditions of the peoples of the North 3. Creation with the support of the Presidential Grants Fund, as well as at the expense of funds in the form of a subsidy allocated from the budget of the Surgut District Administration, the administration of sp. Russkinskaya and at the expense of the Trustee Association.

This list of presented practices, both in Table 1 and below, is not an exhaustive list of the best municipal practices, however, the selection made most fully describes the factors that led to the effective implementation of projects. As part of the improvement of the territories of rural settlements, aimed at increasing the tourist flow, the following conditions were identified that favorably influenced the result:

- support for private initiatives and initiatives of groups of citizens, involvement of various groups in the implementation of projects in order to increase responsibility for decisions made, project implementation and attract additional funding (cross-sectoral effect - the involvement of citizens and entrepreneurs in the development of the territory and landscaping, changing the practice of using land resources);
- introduction of design thinking and innovation as a result of involving the public and business structures;
- introduction of an incremental approach aimed at the progressive improvement of mechanisms, including updating, to carry out the necessary strategic actions with the maximization of the involvement of different groups of actors, taking into account their interests [11];
- taking into account the interests of investors (expressors of private initiative) in terms of making a profit, return on investment in the medium and long term, authorities (reducing social tension, additional tax revenues of the budget) and the population (free visit), which ensures the participation of all interested parties within the framework of implementation of an incremental approach to strategic planning for the development of rural areas;
- development of tourism on the basis of preserved traditions, rituals, folklore, cultural characteristics of the peoples living in the territory (intersectoral effect aimed at preserving culture, developing interethnic relations, confessional specifics);
- preparation of an application for project support, taking into account the existing backlog, intermediate results of implementation (attracting additional funding);
- effective communication and a parity contribution to the implementation of the project by all actors - the population (separate social groups), business structures, local governments and government;
- development of transport, tourism and market infrastructures.

A logical continuation of the study of the best municipal practices in the field of tourism is the analysis of projects successfully implemented in the field of landscaping (Table 2).

Table 2. Analysis of the best practices for implementing projects in rural settlements in the field of landscaping for a comfortable living environment (compiled according to [12])

Name of the settlement	Name and essence of the project	Features of the project
Isergapovskoye rural settlement of Bavlinsky municipal district of the Republic of Tatarstan	Integrated socio-economic development of rural areas. A mosque was built, 1 km of roads along the street were repaired. Lenin and st. Kazakh, a comprehensive playground has been installed, a rural pond has been restored and trees have been planted.	1. Active attraction of non-budgetary sources of financing, including private funds of citizens 2. The use of innovative technologies in terms of replacing water supply networks and installing fixtures with the ability to adjust lighting
Rural settlement Stanovlyansky village council of Stanovlyansky district of the Lipetsk region	The first in Russia rural children's technopark "Kvantorium" was created. In 2019, the cinema was overhauled with the installation of digital equipment for showing films in 3D. In total, 17.56 thousand square meters of the village territory were equipped, 8 social facilities	1. An integrated approach to the modernization of the infrastructure system of the village with the creation of a center of innovation attraction in the countryside. 2. Creation of conditions for the development of education and acquaintance with innovations in the

	were overhauled, 3 recreational areas were landscaped, 19.27 km were repaired. roads and sidewalks.	countryside 3. Creation of leisure places for the population
Nikolsky village council of the Lipetsk region	Holiday "Street Day"	Involving the population in the preparation and implementation of projects for the improvement of rural areas
Zasechnoye village, Penza region	Landscaping of the residential complex "Azure", zoning "Seasons", installation of a fountain, a workout area and an outdoor solarium, a platform for practicing various sports	1. Private initiative 2. Financing from extrabudgetary sources (funds from private investors)
Rural settlement Ozernovskoe, Ivanovo region	Use of mobile container sites for municipal solid waste	1. Coordination of places of accumulation of municipal solid waste with the population in the conditions of individual housing development and seasonal waste management 2. Improving the improvement of public places, reducing the number of unauthorized dumps 3. Reducing the burden on the budget (savings by reducing the number of unauthorized landfills)

In the field of improvement of the territories of rural settlements, as an element of increasing the level of comfort of living for the population, the following factors can be distinguished that affect the effectiveness of implemented projects [13]:

- involvement of the population and investors in order to analyze and introduce innovations in creating a comfortable living environment (with subsequent implementation);
- active involvement of various sources of financing in addition to the budget of the rural area, including those provided for by the current legislation (self-taxation of citizens, etc.);
- an intersectoral approach to the transformation of social infrastructure, taking into account the needs of the population (education, culture, recreational areas, leisure areas);
- Obtaining indirect effects in the field of ecology and environmental education, promoting a healthy lifestyle of the population, reducing negative migration through the creation of innovative infrastructure that corresponds to the level and quality of services in the urban environment [14].

In the field of education and healthcare, development of road infrastructure, unfortunately, the best practices in rural areas are limited due to significant costs and low attractiveness of investors due to the long payback period. Some of them are described in the framework of other areas of activity, since improving the comfort level of the rural environment (Table 2) and the management of municipal finances is one way or another connected with ensuring the implementation of local issues, which include education and health care. Practices aimed exclusively at the development of educational and medical institutions in rural areas, as a rule, are carried out as a result of decision-making at the regional level, but there are separate examples, taking into account the experience of which one can single out their main features:

- the initiative of individuals with the subsequent involvement of other residents, entrepreneurs;
- search for motivation for the participation of residents and business representatives;

- formation of trust in the initiator (initiative group) and the main executor of the project, openness in spending funds and donated items;
- development of a mechanism for the transfer of goods, works and services to the balance sheet of an institution or local government, taking into account the obligations of the intended use (formation of a public control system);
- attraction of budgetary funds of municipalities and the region on the basis of the already implemented part of the project.

4 Discussion

Practices for the implementation of inter-municipal cooperation are poorly reflected in the public domain, as a rule, there is only a mention of the formation of joint projects between municipalities or this form of municipal cooperation is mentioned in the list of current tasks in the implementation of the project. As the experience of the Republic of Karelia shows [15], inter-municipal relations and various forms of cooperation (cooperation, partnership) are very successfully implemented at the following levels:

- functioning of the Councils of Heads in municipal districts;
- intermunicipal agreements that do not imply investments in the field of culture, sports, social sphere, education (most often, we are talking about holding joint events);
- Association "Council of Municipalities of the Republic of Karelia", acting as a civil society institution (NPO), coordinator and consultant, assistant and representative in the field of economic and other interests [16].

The second example: in the Khanty-Mansiysk Autonomous Okrug - Yugra, Berezovsky and Oktyabrsky districts signed an agreement on inter-municipal cooperation in the field of socio-economic development of territories. Local authorities agreed to cooperate in the socio-cultural and transport sectors, as well as in the field of agricultural production, however, the details of these agreements and the result of the implementation of inter-municipal projects have not been disclosed [17].

Such forms of interaction between municipalities and rural areas within the boundaries of one municipal district rarely become the object of attention of local governments due to the complexity of legal regulation, issues of delimiting financial responsibility and profit, and also for a number of other reasons. That is why inter-municipal projects, the features of their implementation as a kind of unique knowledge and a specific way of developing rural areas are not taken out into the public space in an open form with the possibility of further scaling. In addition, almost no attention is paid to this issue on the official portals of the state authorities of Russia and the constituent entities of Russian Federation, despite the proven social and economic effect of such interaction. Meanwhile, the potential, opportunities, directions and mechanisms of inter-municipal cooperation in Russia, including in terms of the implementation of federal, national and departmental projects, are quite well covered by both state authorities of Russian Federation [18], constituent entities of Russian Federation [19], local governments, public organizations [20] and researchers [21-23].

Based on the analysis of various areas of project implementation at the level of rural areas, it is possible to identify end-to-end technologies and methods that determine the success of project implementation and, as a result, the development of the municipality:

- an integrated approach to infrastructure assessment and analysis of the prospects for the application and development of project results, including taking into account intersectoral opportunities;
- a combination of different ways of implementing projects and forms of interaction with the population (interactive, innovative, traditional) to increase efficiency, reduce the

burden on the budget, involve the population in participating in the life of the rural area, taking into account the opinions and opportunities of different groups of the population;

- participation in federal and regional targeted programs and projects;
- involvement of the maximum possible range of potential stakeholders in the implementation of the project to obtain a synergistic effect from a combination of resources and opportunities;
- proactive position of the administration of rural areas and specialists of municipal enterprises, organizations and institutions to establish and develop communications with state authorities of the constituent entity of Russian Federation, institutes and universities, business structures and public associations to increase awareness of the best practices for the implementation of municipal policy, innovations in various spheres, opportunities for the implementation of ideas and initiatives of citizens;
- support of the population in terms of legal, informational and consulting support if citizens wish to exercise their right to public self-government [24].

The use of these methods, methods and technologies for the implementation of issues of local importance requires a high level of qualification of municipal employees and persons replacing municipal positions, specialists of municipal institutions, competent management, readiness for transformation and change. In addition, it is necessary to constantly refer to the strategy for the development of rural areas, update it taking into account the results achieved, involve all stakeholders in the strategic planning process for the progressive and effective implementation of those areas, programs and projects that have been designated as priorities (introduction of an incremental approach).

Specific conditions and factors for the implementation of projects are largely due to the territorial location, the presence of development institutions, and the specifics of the project implementation industry:

- participation in grant competitions to attract additional funds and maximize the effects of the project;
- availability of municipal property;
- transport accessibility of the territory, including remoteness from the district and regional centers;
- availability and condition of social, engineering, market and other infrastructure.

When deciding on the implementation of best practices in the activities of local governments at the level of programs and projects, it is necessary to compare the development vectors with the results of the project (program) being accepted for implementation and include it in the strategic planning documents for the development of rural areas [25]. This aspect is necessary, since the inconsistency of strategic and program documents of the spatial development of the territory level is a significant obstacle in their implementation and reduces the effectiveness of measures.

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