

Using theoretical methods in developing and managing new rural development policy

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There are many different methods and methodologies especially developed for a better targeting of development processes. The scope of their use could vary from family budgeting to the design of the country development strategy. Research results on the development of complex methodologies and their application for policy decision needs show that multivariate data analysis, analytical constructive methods, econometric models as well as hierarchy analysis could be used as a sound complex of instruments for designing a better targeted rural development and support policy based on the LEADER approach.

The paper presents an application of theoretical methods used for agricultural and rural policy development in Latvia: the factor and cluster analyses were used to identify and select territories or community groups with similar development needs and required support intervention levels; the analytical-constructive methods were employed to design development scenarios for agricultural policy, and the static farm model was used to assess the impact of policy measures and scenarios for different farm groups. By means of a static mathematical model, the economic estimation of farms was produced in different policy scenarios. The evaluation of the methodology adequacy for targeted rural policy development and management was presented. It is very important to involve the community in policy decision-making processes, and the hierarchy analysis is one of the simplest methods for that purpose, making national policy and support closely linked to regional needs and available and eligible to local actors.

Key words: rural development policy, factor and cluster analysis, analytical-constructive method, farm simulation method, analytical hierarchy process

INTRODUCTION

A number of methods and methodologies are applied to improve the implementation of development policy, especially in terms of its efficiency, and to serve the community at large. By applying a complex of methods, it is possible to implement the use of bottom-up and top-down approaches in order to contribute to the development of territories and provide targeted decision-making for support policy.

During the last five years, application of methods that could be used for the implementation of the 2003 EU CAP reform and new rural development policy for the programming period 2007–2013 has been done in Latvia. The EU has defined alternatives for implementation of the reform in member states and the requirements that should be taken into account, such as the regional uniqueness of each country and application of the LEADER approach. The paper presents the theoretical methodology that can be applied in the policy development process and during implementation to pro-

vide economically grounded decision-making that complies with society interests. In the process of policy making, it is necessary to look for a trade-off between interests of producers within different agricultural sub-sectors, policy options and the requirements for a comprehensive development of the national economy in order to provide the development of rural areas and agriculture as part of the rural economy. It is necessary to study the economic interests of market players and community expectations that would help policy makers to define targets for development of the national economy as well as to analyze potential spheres of influence of policy measures within the sectors and regions, at the sector or farm level. It could be done by using both direct links and feedback between policy recommendation developers, policy makers and policy objects.

METHODOLOGY AND DELIMITATIONS

This paper presents only the methods used in drafting recommendations for the development of rural and ag-

ricultural support policy in Latvia and approved by experts. The factor and cluster analyses were used for grouping homogeneous and externally heterogeneous territories; the analytical-constructive method was used to design alternative policy development scenarios; the static farm model SEMS was used to assess the impact of defined and quantified scenarios; and the analytical hierarchy process (AHP) was used for the development of a territorially differentiated support strategy, based on the contribution of the local community through the LEADER approach.

RESULTS

1. The importance of the management / implementation of rural policy and the choice of applicable methods and their correlation

According to studies made in Latvia and the EU on the efficiency of support co-financed for agriculture and rural development, the selected activities were neither invariably targeted nor chosen according to the potential development of a territory, needs of inhabitants or problems to be solved (Saktiņa, Meyers 2005). It results instead from policy makers and decision makers not always having good knowledge about a particular territory or a community group of specific features and interests for which support policy is being developed and financial support is being provided. Experience shows that the comparison of statistical data, public opinion surveys and policy maker's meetings with the local community of the territory do not serve as a valuable source of information for setting priorities and defining development trends. Therefore, recently a variety of methods have been acquired and a logical application sequence of the methods has been developed, which was approved by a number of expert groups. It gave valuable information and a justified theoretical basis for further work with society, providing the basic informative material acquired during the discussion process to be transformed into an activity plan suitable for a local community and, hence, appropriate for support policy implementation.

The application of factor and cluster analyses

The factor and cluster analyses used as a complex methodology provide a relative view on the selected territory or problem, which is the target for decision-making and support policy implementation. Several world-recognized economists in their research have concluded that there is a certain correlation and interdependence between the numbers of indicators characterizing the development level of territories. As a result, it gives an opportunity to reduce information in order to scale down the amount of information needed for the analyses by extracting the most essential information and displaying data correlations (Hair et al. 1998). Factor analysis is a statistical technique that is used to condense information with a minimum loss of data into a smaller set of

variables, which is transformed into factors identifying a structure between indicators and forming a new set with a smaller number of variables that partly or fully replace the original set of indicators (Hair et al. 1998). Cluster analysis is a statistical analysis technique which is used for creating groups of cases or variables so that similar elements form a group. However, elements from different groups should differ as much as possible. As a result of the analysis, it is possible to obtain internally homogeneous and externally heterogeneous groups (Hair et al. 1998). During the last five years, a complex of both analyses have been used in two studies for policy development recommendations. The aim was to obtain a view on relative development features in the rural and agricultural sector in different territories in Latvia. The object of the study was to classify rural territories with differing social and economic development and different agro-climatic conditions to create the information basis to be used for multi-sectoral support planning and priority task setting for the selected territory development. According to the first study results, the rural area of Latvia was divided into five regions characterized by differences in the quality of social, economic and agricultural resources, demography and the environment. In order to assess the effect of different CAP reform policy scenarios, the second study was held. It resulted in the Latvian rural area division into six regions.

Both classifications of regions were made for the one rural territory, the major differences being in the scale of the analysis, the scope of the indicators selected and the thematic direction, the objective of political application and administrative options. The first classification was made based on the various thematic indicators and the analysis of the local government; it provided development of diverse target territories in the composite support policy. In the second case, the analysis was made on a district scale using a wide range of indicators characterizing a specific agricultural sector. Both clusters complemented each other for the development of an information basis in order to design development scenarios for a pre-selected region. It should be noted that a combination of both methods could be applied for a certain theoretical problem analysis in a limited field.

The application of the analytical-constructive method

As of 2004 analysis was started of the overall effect of the implementation of CAP reform measures on the development of the agricultural sector in the regions in Latvia and across the country. Latvia as a new member state does not have a record of past tendencies – historical data for the reference period of the impact of new policy instruments that would allow using analytical methods for economic development analysis of the sector, based on historical indicators and their quantitative correlations. Therefore, the analytical-constructive method was used as one of the complex techniques for

the development of alternative policy analysis scenarios. The application of this method mainly aims at the evaluation of completely new policy instruments and the potential impact of such measures on the rural and agricultural development in Latvia. The application of the method and its validation becomes more efficient when used in combination with other methods in one of the stages, mainly in mathematical modeling. The application of the method provides an opportunity to develop scenarios for allocation of CAP reformed direct payments¹ (DP), based on various principles and assuming that the reform or the Single Payment (SP) scheme should be introduced by 2009 and address the following questions: to what extent direct support could be decoupled from production: should it be fully decoupled, should it stay within the upper limit of the authorized boundaries for the production of a particular product, or should a medium be found depending on the obligations or the sector; what type of the SP scheme should be chosen for implementation – a regionally neutral or regionally differentiated. These questions defined the basis for the scenario development aspects based on which it was possible to identify a set of variants for the implementation of the DP reform, choosing alternatives that could be defined as extreme according to some aspects.

The aspect in relation to the decoupling degree of the DP forms two radically different scenarios: a full DP decoupling from production or an utmost connection with a particular sector. A full DP separation from production would allow a change in the farm specialization in line with market demands. However, access to other support payments without requirements to produce products that are demanded in the market or by the society may lead to a situation when the producer is interested in doing minimum work to maintain the land in good environmental and agricultural conditions only to receive financial support. In its turn, the DP utmost connection with production promotes the production of goods and adjusts the agricultural production structure (Jasjko, Salputra 2005). In the future, the majority of DP will depend on the agricultural land, and taking into consideration the diverse structure of the usage of land and production, each scenario elaborated creates support regional allocation in a particular way, resulting in differences in DP allocations to regions and households. But in the year of the full implementation of the reform, it will create a different average support level in regions. Establishing the value of payment entitlement permanently adjusted to the regional land, the option of a regionally differentiated DP can be used as a radical policy implementation instrument either to promote agricultural production effi-

ciency or to solve socio-economic problems in rural areas. Depending on the agriculture intensity level, the development of alternative regional support scenarios provide an opportunity to approve agricultural and rural policy measures by either maintaining the current policy principles or increasing targeted support for the development of intensive agricultural production or re-directing support to rural territories with extensive agricultural production. Regional support scenarios ought to be developed on the base of a fully decoupled payment scenario. Based on the quantitative analysis of the projected aspects, 5 policy analysis scenarios were defined (Fig. 1). Three of them present different regional support options and two formalize the options for decoupling of direct payments. Further, the regional single payment rates were quantified (Fig. 2).

However, so far the impact of support payments for agricultural production and rural development measures have been analyzed in parallel, therefore the main task is to develop a comprehensive policy analysis scenario.

Farm simulation model

While preparing for the implementation of an agricultural and rural policy instrument, it is important to assess the impact and consequences. If it is possible to choose from various instruments or implementation scenarios, then it is important to assess pluses and minuses, strengths and weaknesses of each alternative. The planned processes in the EU agricultural policy reform and rural development can vitally influence each farmer in Latvia; however, the impact can differ for various groups, depending on region, farm type and size. By means of various models it is possible to perform on the agricultural sector level (Jasjko et al. 2004; Jasjko, Salputra 2005; Salputra, Jasjko 2004). However, if it is possible that the performed activities or policy changes can have a different influence on various groups of producers, depending on region, farm type and size, then it is essential for both policy makers and more importantly producers themselves to assess the impact on each farm or a group of farms (Bratka 2004; Bratka, Rivza 2004).

Assessing policy implementation or change effects for a certain purpose, it is possible to obtain either confirmation or negation about the rightness of the proposed support policy decisions.

To measure what policy changes would bring to each of the selected groups of farms, a static farm simulation model SEMS has been made, where farm production structure and technologies are not changed, but the farming results are assessed under changing external conditions – forecast output and input prices, and support policy. Such model gives a possibility:

- to form various groups of farms and assess individual farms or a group of farms affected by changes of policy or other external conditions,
- to forecast farmers' response to market condition or support policy changes and forecast sector development trends.

¹ Includes the CAP 1st pillar single payment and complementary national direct payments provided by the government as well as the 2nd pillar payments for the agricultural activity in less favourable areas.

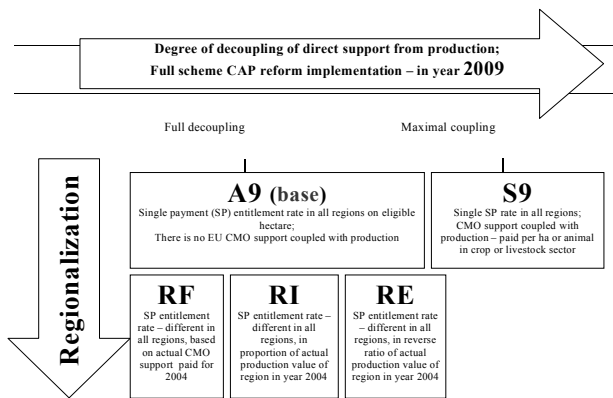


Fig. 1. The defined support policy scenarios
Source: LSIAE: 2005.

CAP reform scenario simulation at the farm level using the SEMS model was done for the period 2005 to 2013. Average results for farm groups were obtained, extrapolating results of each individual farm according to the number of farms represented in the group – the weight of each farm in the population of agricultural producers with an economic size of 2 ESU² and more, which could be also considered as commercial agricultural producers. The model is based on the 703 Latvia's SUDAT³ farms 2003 data (Latvijas... 2004); the simulation of farming results in 2005 was done based on support policy defined in the Accession Treaty, applying agreed support payment rates, but in 2006, 2009 and 2013 using the forecast input and output prices, the changes in production volumes as well as support payment rates according to scenarios. Irrespective of measures, conditions and territories not being known for the next period of the rural development plan, the model adjusted support payments for the activity in less favoured areas (LFA) by applying constant support payment rates up to 2013. Potential investments and changes in production technologies are not being considered in the model; consequently, the model maintains a constant labour input and depreciation for long-term investments. Though we recognize that external and farm internal factors as well as the production structure would change, the static model was still applied. It gives an opportunity to assess the reform itself and the effect of its various implementation scenarios in a fixed farm structure – the SEMS model can serve as a barometer to measure the feeling of each individual farm or groups of farms in each scenario. It could be noted that generating completely new farms with a totally different production and expenditure structure would cause difficulties in assessing the direct impact of reform implementation scenarios on farms.

² European Size Unit.

³ SUDAT – Latvia's Farm Accountancy Data Network; represents agricultural producers with economic size 2 ESU or more

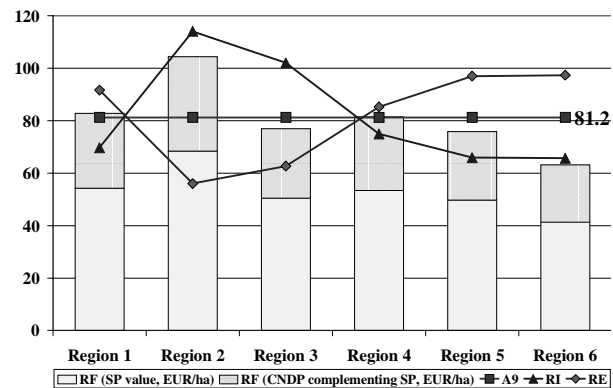


Fig. 2. Regional single payment rates in 2009 in different regional scenarios, EUR/ha

Source: LSIAE calculations based on (4) the data from the CSB and the RSS.

For instance, the evaluation of the CAP reform implementation scenarios at the farm level justified the territorial division and classification of less favorable areas defined in the rural development plan for 2004–2006. The results show that it is essential for farms in LFA to receive rural development support (Fig. 3).

However, all results should be evaluated against the set goals. In this case, the policy aims at maintaining and developing agriculture that not only creates value added but also functions as an active environment creator. The results obtained through the SEMS model confirm the correctness of decisions at least in the aspect of earning income – support for activity in less favorable areas is vitally needed. However, it implies that an additional analysis should be carried out to identify which direct support and rural development measures serve that purpose.

2. Community involvement in the process of targeted policy development and the available methodology for working with various community groups

The EC, in cooperation with member states, is currently working on the development of a detailed support policy mechanism for the next program period 2007–2013, and the support measures are being structured according to three strategic Rural Policy targets as defined by the EU. The LEADER approach is recommended for the implementation of all support policy measures; and it is based on LEADER + measures to “encourage” the inhabitants of the territory to get involved in the territorial economic and social development by building up strategy and cooperation projects for local development, providing for the development of the local task force and further skills, followed by appropriate financial support measures that ensure the overall territorial development. So far, the experience shows that the involvement of the local community and active participation in the development of local strategies serve as a positive driving force. However, the local communities have incomplete knowledge in plan-

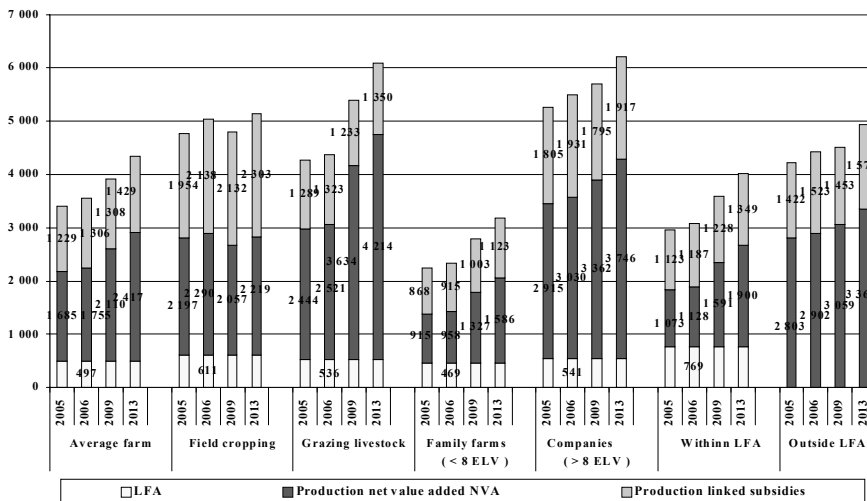


Fig. 3. Net value added per workforce unit in farm groups in scenario A9 in 2005–2013, LVL

ning and identifying problems, which reduces the quality of the local strategy. Therefore, the use of the LEADER approach can give only superficial results – the local strategy is often designed, including measures that are suitable for problem solving all over the country instead of a selected territory. As a result, the policy makers do not know what kind of specific measures would encourage inhabitants to develop the territory and their economic activity. The analytical hierarchy process (AHP) can be used to increase the quality and suitability of strategy for local needs. The local community involved in the local strategy development would not only work on building up the strategy, but also would learn / develop skills, because the method is used for complex decision-making and setting priorities. A decision can be called complex if it has any of the following features:

- the implementation of the decision requires a lot of resources (financial resources, labour, etc.);
- the decision made has a long-term effect;
- a decision should be unique (there is no precedent in making similar decisions).

According to this methodology, the problem units are systematically grouped in a hierarchy. A problem is being gradually divided into smaller integral parts, and it can help the inhabitants to understand the many-sidedness of the problem and design an appropriate activity plan. To set priorities or the sequence in problem solving, the “split” integral parts are being compared in pairs, followed by the evaluation of interaction intensity among the problem units in the hierarchy (Saaty 1995).

The method was validated by using the results gained by the factor and cluster analyses. Accordingly, for the regions that were classified as socially and economically similar, a development strategy with a set of specific measures most appropriate for the region was developed by means of AHP and expert methodology. The task was divided into three stages:

- creating the original hierarchy or the information basis, including a list of all potential measures / specific activities in each sector, structured in a hierarchy;

- setting priorities for each classified region according to the cluster and factor analyses, involving an expert that does local community work;

- following a logical sequence.

During the method validation, first, for the development of each classified territory a general development target was set for a selected territory, based on a detailed description of the territory provided by the results of the

factor and cluster analysis. Further, a general development target in the particular territory was set for the most essential sectors that enforce development in the territory – agriculture, forestry, fishery and ‘other industries’. Then, within each sector, trends of potential measures for rural support promotion were identified, and after that specific activities for the implementation of each measure were listed. In that way an original hierarchy of measures and activities for the territorial development was formed. To define the most appropriate priority measures for the development of each sector in a selected territory, they should be compared to each other and each of them individually assessed. Comparison and assessment were performed by posing a question: Which trends of development measures / activities are most appropriate for a specific territory? It is important to know that not only the development of one industry in the territory is more significant than the development of other industries, but it is also necessary to quantify the significance – two times more significant, three times more significant, etc., by comparing industries / measures / activities.

After all the pairs have been compared, the matrices filled up and the harmonization list checked, it is possible to produce an overview about the primary measures set by the local community. The most essential ones are the measures / activities that have received the highest numerical value. The numerical estimations of each industry and support measure are helpful when making a decision on which industry should be developed first, which support or development measure should be launched to achieve the proposed target in a shorter period of time (Saktina, Lismanis 2001).

According to AHP, a number of experts and community groups participate in the process of setting priorities at the same time, and therefore, all interests of the involved groups are taken into consideration while conducting the analysis. It significantly facilitates deci-

sion-making and essentially reduces the time that would otherwise be wasted on reviewing priorities and looking for trade-offs, and it considers all interests.

CONCLUSIONS

The paper presents only those methods that were used in developing recommendations for the improvement of support policy for agricultural development in Latvia. They include both advantages and disadvantages. Based on the methodology used, it is possible to conclude the following.

1. Factor and cluster analyses can be applied for the analysis and assessment of the current situation in the rural territory or agricultural sectors, for the identification of regional / sectoral / social characteristic features, getting an insight on various development trends in general. When the results of analyses have been obtained, each grouping should be validated in the regional society by adding information gained there.

2. Latvia does not have a record of past tendencies – historical data for reference period of the effect of new policy instruments that would allow to use analytical methods for the economical development analysis of the sector, based on historical indicators and their quantitative correlations. The analytical-constructive method that covers the development of alternative policy analysis scenarios gives an opportunity to elaborate basic scenarios for the implementation of the reformed support connected directly or indirectly with agricultural activity, including options for coupling of direct support with production as well as regionalization options. The method become more efficient when used in combination with other methods in one of the stages, mainly in mathematic modeling.

3. The static farm simulation model SEMS provides opportunities to assess, without changing the production structure, the implementation impact of the defined policy development scenarios on various groups of farms that differ according to the size and specialization and region, assessing farming results under changing external conditions: input and output prices, production support and implementation of rural development measures. The static model gives an opportunity to assess the direct impact of policy change or scenarios, but it does not allow assessment of structural changes in farms that will definitely take place as a result of the policy change.

The analytical hierarchy process enables the strategy development for a territorially differentiated support, involving the local community who are in charge of the implementation of current and potential support policy measures. This entire process uses the LEADER approach. However, it should be noted that to produce a relatively qualitative feedback, it is necessary to prepare a lot of material to work with the rural community, followed by extensive processing of the summary of community preferences. Nevertheless, the method and the approach provide for the scenarios to be designed

and developed by approximating them to the genuine community interests and real territorial development needs. As a result of the assessment of scenarios, conclusions can be drawn regarding activities of the current and potential support recipients and their impacts on territorial development.

4. Taking into consideration positive and negative factors of all methods used, in general, the complex of validated methods enables policy makers to make decisions on a variety of means to support implementation and complex measures in various regions differing in the significance of the agricultural sector and rural farm groups.

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TEORINIŲ METODŲ TAIKYMAS RENGIANČIŲ IR DIEGIANČIŲ NAUJĄJĄ KAIMO PLĖTROS POLITIKĄ

Santrauka

Yra gausybė metodų ir metodikų, skirtų specialiai pagerinti raidos procesų planavimą. Jų panaudojimo mastas gali įvairuoti nuo šeimos biudžeto lygio iki valstybinių plėtros strategijų lygio. Rezultatai tyrimų, atliktų siekiant parengti ir taikyti kompleksines metodikas, naudotinas politinių sprendimų priėmimo reikmėms, rodo, kad duomenų daugiaparametrinė analizė, analitiniai konstruktyviniai metodai, ekonometriniai modeliai, taip pat hierarchinis tyrimas gali būti panaudoti kaip instrumentų kompleksas konstruojant teritoriškai orientuotą kaimo palaikymo ir plėtros politiką remiantis LEADER požiūriu.

Šiame straipsnyje parodyta, kaip taikomi teoriniai metodai rengiant žemės ūkio ir kaimo politiką: faktorinė ir klasterinė analizė (kuri panaudota nustatant teritorijų su panašiais poreikiais pasirinkimą įvertinant plėtros palaikymą), analitiniai konstruktyviniai metodai (kurie panaudoti konstruojant žemės ūkio politikos plėtros scenarijus) ir statinis ūkio modelis (kuris pritaikytas siekiant įvertinti politinių priemonių ir scenarijų įtaką skirtingoms ūkių grupėms). Taikant statinį ekonominį modelį, atliktas ūkių ekonominis įvertinimas atsižvelgiant į skirtingus politinius scenarijus. Taip pat atliktas metodikų, naudojamų tirti žemės ūkio politikos vystymą ir diegimą, atitikimo įvertinimas. Kadangi kaimo bendruomenės įtraukimas į politinių sprendimų priėmimą yra svarbus sėkmingo politikos realizavimo veiksnys, tyrime panaudota ir analitinė hierarchinė analizė. Ši analizė – vienas paprasčiausių metodų, taikomų minėtiems tikslams, ji susieja nacionalinę politiką ir palaikymą su regioniniais poreikiais, o taip pat prieinama ir atspindi poreikius tų, į kuriuos ši politika yra orientuota.

Raktažodžiai: kaimo plėtros politika, faktorinė ir klasterinė analizė, analitinis-konstrukcinis metodas, ūkių simuliacinis metodas, analitinis hierarchinis procesas

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ИСПОЛЬЗОВАНИЕ ТЕОРЕТИЧЕСКИХ МЕТОДОВ В РАЗРАБОТКЕ И ВНЕДРЕНИИ НОВОЙ ПОЛИТИКИ РАЗВИТИЯ СЕЛА

Резюме

Существует множество методов и методик, разработанных специально для улучшения планирования процессов развития. Масштаб их применения может варьировать от уровня семейного бюджета до уровня государственных стратегий развития. Результаты исследований, проведённых в целях разработки и применения комплексных методик для принятия политических решений, показывают, что данные многопараметрового анализа, аналитико-конструктивные методы, эконометрические модели, а также иерархический анализ могут быть использованы как комплекс инструментов при конструировании территориально ориентированной политики развития и поддержки села на базе подхода LEADER.

В данной статье рассмотрены применённые для разработки сельскохозяйственной и сельской политики в Латвии теоретические методы, такие как факторный и кластерный анализ (последний использован для определения территорий со схожими потребностями в поддержке), аналитико-конструктивные методы (для конструирования сценариев развития сельскохозяйственной политики) и статичная модель хозяйств (для оценки влияния политических мероприятий и сценариев на различные группы хозяйств). Посредством статичной модели осуществлена экономическая оценка хозяйств с учётом различных политических сценариев. Кроме того, оценивается применимость методик, используемых для разработки и осуществления новой сельскохозяйственной политики. Важным фактором для успешной реализации такой политики является вовлечение сельского общества в процесс принятия политических решений, поэтому в исследовании был использован и аналитико-иерархический анализ. Аналитико-иерархический анализ является одним из простейших методов, применяемых для подобных целей, позволяющий соотнести национальную политику поддержки с региональными потребностями, в доступной форме отразить потребности тех, на кого ориентирована эта политика.

Ключевые слова: политика развития села, факторный и кластерный анализ, аналитико-конструктивный метод, симуляционный метод хозяйств, аналитико-иерархический процесс