

Targeting development policies for lagging rural areas: Latvia case study

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The background for this paper is the 2005 assessment of Latvian rural support policies (Saktina and Meyers), which found that the RDP implementation has increased rather than reduced the polarization between richer central and western regions and poorer eastern rural areas, and as a whole, the sustainability of rural development in Latvia has remained low. The study produced key policy recommendations, including that RDP funds should be better targeted to farms, rural entrepreneurs and territories in the disadvantaged regions.

In order to implement any such targeting of measures, capacity building or funding on a territorial basis, much more needs to be known about appropriate indicators and typology of rural areas. We applied factor analysis and cluster analysis, using numerous demographic, socio-economic and land resource indicators to identify lagging territories at the NUTS 5 level. A group of 144 local municipalities were identified as comparatively less economically and socially developed and also geographically remote. Most of these were in one region, Latgale (NUTS 3), which also implies different actions than may obtain when lagging territories are more widely scattered around a country. Some means to target the lagging areas are suggested, including more targeted attention in terms of capacity building and rural development funding, especially for measures that are most appropriate for business development, job creation, and increasing productivity of agricultural and forestry activities.

Key words: lagging territories, place-based approach, rural development, targeted funding envelopes, typologies

INTRODUCTION

Latvia's rural development program (RDP), supported by the national and EU pre-accession funds, has made a positive impact on the country's rural development. However, the 2005 assessment study of rural support policies (Saktina and Meyers, 2005), supported by the World Bank and the Latvian Ministry of Agriculture, found that the RDP implementation has not reduced the polarization between richer central and western regions and poorer eastern rural areas, and as a whole, the sustainability of rural development in Latvia has remained low.

The contrast was best seen between the distribution of funding for the national Program for Development of Non-agricultural Entrepreneurship, which was relatively well balanced, and the distribution of the funding for SPD rural development measures, which was highly skewed toward the more prosperous central regions of the country. Another type of contrast was seen between SAPARD projects and SPD rural development projects for similar measures. Due in part to more flexible application requirements and the lifting of size limits, the average SPD project size was significantly larger and consequently fewer projects could be funded. In the most extreme case of investments in the processing industry, the average amount of public funding per project increased from LVL 372 thousand in SAPARD to LVL

1.57 million under the SPD rural development measures. With a similar amount of funding, the SPD measure was able to fund less than one third as many projects as SAPARD.

The analysis of district level allocations of various support and investment programs indicated that these programs contributed to increasing capital concentration in central areas of Latvia, while there was growth of poverty and lack of capital in the majority of peripheral rural areas. While this type of economic polarization may be a natural result of the advantages of location, size, and influence of the central areas, it is not consistent with the stated rural development policy that these advantages should be enhanced by Government policy.

An increased targeting of government programs is a means to offset the advantages of the favoured areas and provide a more level playing field in terms of access to financial resources for those in disadvantaged areas. It was recommended that for each program, differentiated approaches be evaluated in the early stages of program design. Both the territorially differentiated approach and differentiated support policy implementation for different social groups of entrepreneurs should be considered. Differentiated support could include territorial allocations to ensure that access is more broadly available and limits to project size to ensure that a few large projects do not consume a large share of financial resources. Each measure and activity has par-

ticular features which mean that the same type of differentiation is not suitable for all cases.

It is possible that there is a trade-off between equity and efficiency in terms of program design, but it is also not certain that past methods of implementation have been so efficient in use of scarce financial resources. If investment support goes to a project that would have been implemented even without program support, there is no economic impact and resources are wasted. So, it is also possible that greater targeting can increase efficiency in the use of resources as well as help to speed up economic convergence within Latvia.

Having explored the implementation of national and EU co-financed support programs, the study assessed the character of support beneficiaries, the amount of support received and the planned targets, hence, providing information on the likely impacts of these programs and implementation measures on the development of rural areas. The results indicated that economic development was increasing the polarization of certain groups of entrepreneurs and increasing capital concentration in central areas of Latvia, while there was growth of poverty and lack of capital in the majority of peripheral rural areas. The state support policy, lacking a differentiated approach that could provide greater access and opportunities to all, resulted in supported investments and additional direct payments and full compensation payments generally to those entrepreneurs who might not be the priority target audience in the support policy.

The previous study produced key policy recommendations. On the supply side, the RDP funds should be better administered and targeted to farms, rural entrepreneurs and municipalities in the disadvantaged regions, while on the demand side the Ministry of Agriculture should pursue the policies to increase absorption capacities and enhance participatory processes in rural areas.

The objective of this study is to analyze lagging rural areas, their characteristics, constraints and economic potential and make recommendations to improve the targeting of rural development funds to these lagging rural areas. The study will thus serve as an input to the Government of Latvia's National Rural Development Programme 2007–2013. In a broader sense, the objective of the study is to improve the design and management of rural development funds in order to reduce income disparities within Latvia.

METHODS AND RESULTS ON IDENTIFICATION OF LEADING AND LAGGING AREAS

An earlier analysis of Central and Eastern Europe (CEE) based on population density is presented to show how Latvia compares to other countries of CEE (Fig. 1) The map clearly shows that this and similar typology approaches are not sufficiently detailed for identifying leading and lagging territories within a country like Latvia.

In order to obtain a more detailed typology, statistical analysis was conducted to identify leading and lagging territories in Latvia (Saktiņa, Meyers and Rabinowicz, 2006). The selection of areas was performed at the level of local municipalities of Latvia (530 in total). Using different social, demographic, economic and environmental indicators / variables and statistical methods such as factor and cluster analyses, the Latvian local

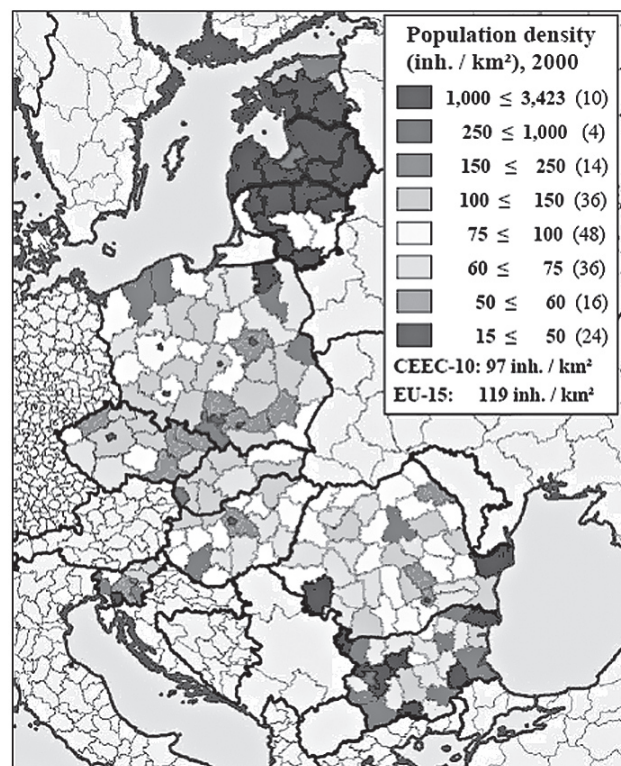
municipalities (urban and rural) have been divided into different groups. The distinctions among the groups have been made on the basis of the problems or potential existing in each group. The aim of applying these methods is to reveal distinctions and on the basis of the natural, demographic and socio-economic circumstances to determine more and less favourable territories in Latvia. A group of local municipalities, which was evaluated as comparatively less economically and socially developed and also geographically remote, was identified. Most of these were in one region, Latgale, which has been defined as the study area.

Methodology

Factor and cluster analyses used as a sequential methodology provide a comparative view of a 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 among 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.

Factor analysis is a statistical technique that is used to condense information with a minimum loss of data into a smaller set of variables called factors, identifying a structure between indicators and forming a new and smaller set of variables that partly or fully replace the original set of indicators. Using factor analysis, there were four factors defined which are derived from different types of indicators available at the level of local municipalities.



Note: The number of regions in each category is given in parentheses.
Source: EUROSTAT's Newcronos Regio data.

Fig. 1. Population density (inhabitants/km²), 2000 (European Commission, 2004)

Demographic indicators:

- proportion of inhabitants over working age in the population of the territory (1.01.2005);
- proportion of persons in working age in the population of the territory (1.01.2005);
- economic demographical loading per employee in working age in the territory (1.01.2005);
- proportion of economically active farmers over working age in the total of inhabitants over working age in the territory (1.01.2002). Proportion of farmers in the age group 15 to 39 in the total of farmers in the territory.

Social economic indicators:

- income tax per registered inhabitant in the territory paid to the budget of the municipality (1.01.2004);
- level of unemployment among inhabitants in working age in the territory (1.01.2005);
- AL cadastral value, LVL/ha.

Economic / Agriculture indicators:

- proportion of inhabitants employed in agriculture in the total population in the territory (1.01.2002);
- proportion of agricultural enterprises in the total of enterprises in the territory (1.01.2004);
- proportion of farms with 100 ha and bigger acreage in the total of farms;
- proportion of agricultural enterprises with 7 thou LVL or more annual income in the total of registered enterprises (1.01.2004);
- proportion of farms with 100 ha and bigger AL in the total of farms having AL (1.01.2002);
- proportion of agricultural enterprises with 0 LVL annual income in the total of registered enterprises (1.01.2004).

Land resources indicators:

- proportion of agricultural land in the total area of the territory (1.01.2005);
- proportion of agricultural pastures and meadows in the total of AL (1.01.2005);
- proportion of orchards in the total of AL (1.01.2005);
- proportion of forests and bushes in the whole territory (1.01.2005);
- proportion of meliorated AL in the total of AL (1.01.2005);
- AL quality evaluation in points (1.01.2002).

It is notable that most of these indicators are related to agriculture. The main reason is the limited data availability on other issues and also the objectives of using of factor analysis, which is to explain more through a combination of different variables by condensing them into factors. Four factors were identified by use of this analysis. They are:

- Factor 1: Economical environment in agriculture;
- Factor 2: Quality of human resources;
- Factor 3: Utilization of land resources;
- Factor 4: Characteristics of agricultural enterprises.

Cluster analysis is a statistical analysis technique which is used for creating groups of cases or variables (in our case, factor values in each factor) 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. This analysis is done at the municipality level.

As a result of grouping of factor values, five different groups were defined. They are:

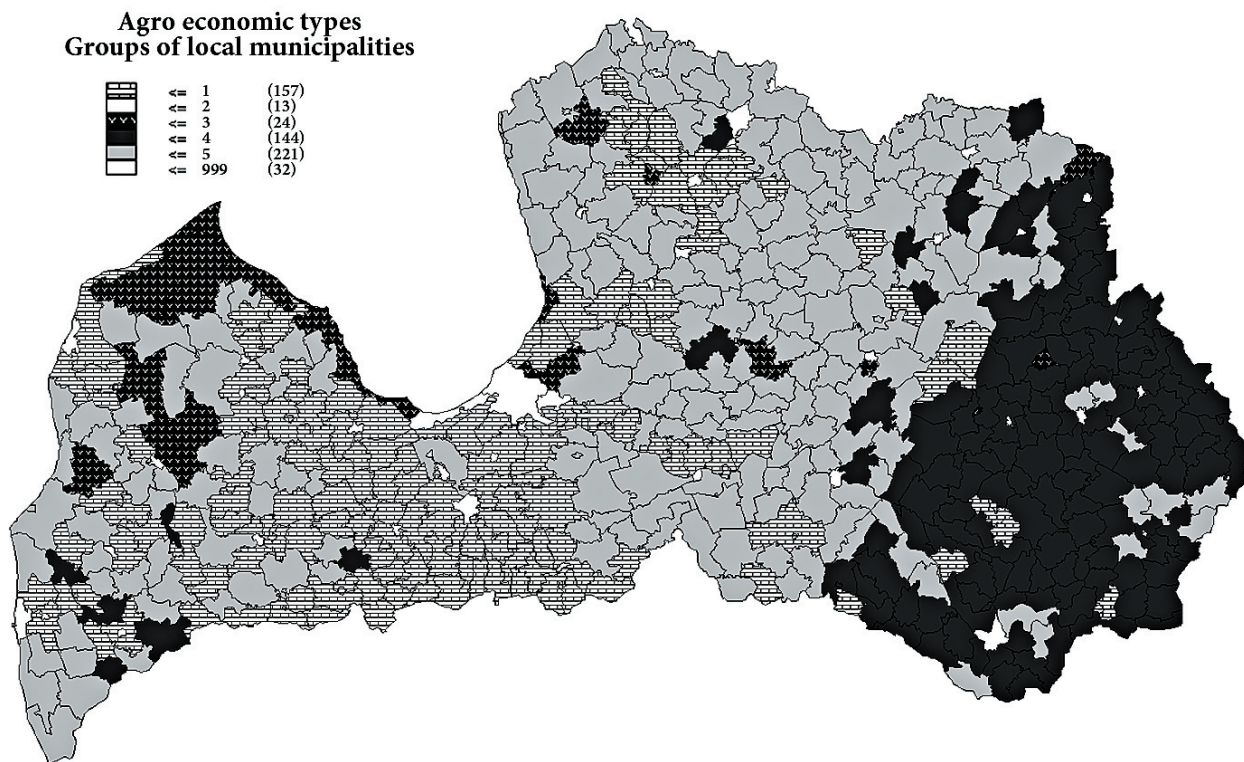


Fig. 2. Location of differently developed local municipalities
Source: LSIAE, TERA, 2006.

- group 1 – agricultural region with comparatively active economy and a high potential for resources;
- group 2 – extreme cases – cities;
- group 3 – extreme cases with a comparatively high impact of forestry;
- group 4 – economically less developed regions where the agricultural sector has a greater impact and a poorer quality of resources;
- group 5 – average case.

The locations of the different groups are shown in Fig. 2.

Summary indicators on land, demographics and agricultural holdings are provided in Tables 1 and 2. It is very evident that certain indicators, such as unemployment, the percentage of inhabitants employed in agriculture and inhabitants over working age are higher in Group 4, while population density and income tax per inhabitant is lower.

Results on identification of study region

The group of local municipalities which were evaluated as comparatively less economically and socially developed and also geo-

graphically remote, was defined as the project area. It comprised most of the municipalities classified in Group 4. While a few of Group 4 municipalities are scattered around Latvia, the districts where lagging municipalities dominate the area and population are clustered in the Latgale Region (shaded rows in Table 3).

For policy recommendations, the positive aspect of these research results is that the study area's municipalities form a very compact region in the eastern part of the country. It facilitates further work on the formulation of policy recommendations and also their implementation in national policy. To support this approach, the designated area was analyzed at the district (NUTS 4) level and then at the regional (NUTS 3) level. Approximately 87 percent of the grouped rural area belongs to the Latgale region, and this compactness is a good argument to choose the whole region (rural and urban) for further analysis and design of policy recommendations on specific support mechanisms.

The project territory of the Latvian region Latgale (NUTS 3) is situated in the eastern part of the country and mainly has borders with Russia and Belarus (Fig. 2) The distance from the capital, Riga, is approximately 180 km. The region consists of

Table 1. Average land and demographic indicators in the groups of analyzed area

Group / Indicator	Structural characteristics of land resources			Characteristics of the demographic and socio-economic environment				
	Percent age of forests in total land, %	Percentage of AL utilized in agriculture in total agricultural land, %	Percentage of arable land in total AL, %	Population density Inh./km ²	Percentage of inhabitants over working age, %	Level of unemployment, %	Percentage of 15 years of age and older inhabitants employed in agriculture, %	Income tax per 1 inhabitant in the local municipality, LVL
Group 1	38.2	70.0	82.8	24.8	19.5	5.7	23.5	118.8
Group 2	22.6	40.5	51.1	557.8	20.2	8.3	0.7	127.1
Group 3	66.1	44.0	57.2	15.2	22.5	5.7	14.5	108.3
Group 4	34.3	62.7	72.0	11.2	24.3	15.9	61.5	50.6
Group 5	53.0	53.3	70.2	9.3	20.4	6.4	44.0	76.0
Average in the country	45	59.8	74.2	35.7	21.3	6.2	13.6	133.9

Source: LSIAE, TERA, 2006; data CSB, SLS, SRS: 2004, 2005.

Table 2. Average agricultural holding indicators in the groups of analyzed area

Group / Indicator	Percentage of agricultural enterprises, % of the total number of enterprises	Size of agricultural holdings according to AL acreage, % of the total number of economically active holdings				Size of AL in agricultural holdings according to holding acreage, % of the total AL acreage of economically active holdings			
		smaller than 5 ha	from 5 to 20 ha	from 20 to 100 ha	bigger than 100 ha	smaller than 5 ha	from 5 to 20 ha	from 20 to 100 ha	bigger than 100 ha
Group 1	37.5	46.6	37.9	13.3	2.1	7.1	22.6	30.1	40.2
Group 2	9.7	80.0	17.0	2.6	0.4	43.8	29.8	16.1	10.3
Group 3	17.0	47.9	40.8	10.4	1.0	10.6	34.8	32.7	21.8
Group 4	61.8	39.7	51.6	8.2	0.4	12.1	50.4	27.6	9.9
Group 5	60.5	37.0	47.9	14.2	0.9	7.9	37.6	37.8	16.7
Average in the country	19.4	40.7	46.4	11.8	1.1	8.8	35.8	32.4	23.0

Source: LSIAE, TERA, 2006; data CSB, SLS, SRS: 2004, 2005.

Table 3. Proportion of area, persons and enterprises in Group 4 territories, per cent

Group 4 territories	Area	Inhabitants	Unemployed	Enterprises	Agricultural enterprises	Forestry enterprises
In total in districts with Group 4 territories	39	29	43	27	36	23
Alūksne district	9	6	13	5	7	6
Balvi district	73	49	56	50	67	41
Cēsis district	5	2	3	2	3	1
Daugavpils district	78	76	80	78	82	76
Dobele district	5	2	1	1	1	0
Gulbene district	17	9	12	13	25	5
Jēkabpils district	29	15	16	18	30	20
Krāslava district	74	48	56	51	69	57
Kuldīga district	2	2	2	2	8	0
Liepāja district	13	12	19	11	14	9
Ludza district	99	61	63	59	88	76
Madona district	14	8	12	9	13	9
Preiļi district	92	74	76	76	85	73
Rēzekne district	91	81	84	81	85	72
Valka district	3	2	3	2	3	2

Source: LSIAE, TERA, 2006; data CSB, SLS, SRS, 2004, 2005.

6 districts (NUTS 4), which are Ludza, Rēzekne, Daugavpils, Preiļi, Krāslava, and Balvi; two republic cities, Rēzekne and Daugavpils, are also located there. The number of local municipalities is 134, approximately 22 per district.

The region covers 1.45 million ha or 22.5% of the country, with 369.1 thousand inhabitants or 15.9% of the state population. Of these inhabitants, 42.4% reside in rural municipalities, but 57.6% reside in region cities, of them 40% are residents of two largest republic cities, Rēzekne and Daugavpils. The population density in the region averages 22.5 inhab./km², but in the rural territory of the region the density is only 15.3 inhab./km².

RESULTS AND DISCUSSION

The key findings on lagging regions, their constraints and potential are:

- of 530 local municipalities in Latvia, 144 were found to meet the criteria as lagging areas, and most of these in terms of area and population are clustered in Latgale Region;
- by nearly every social, economic and institutional indicator, Latgale as a region and especially the rural districts within Latgale are lagging significantly behind national average levels. These gaps may be inevitable results of resource endowments and location. However, they are also, in part, a result of constrained access to development resources that could enhance productivity of land, labour and capital in the region;
- labour productivity in Latgale agriculture is well below the national average, especially in field crops (the most disadvantaged sub-sector). FADN data indicate that animal agriculture and the related mixed cropping have the least comparative disadvantage and possibly even comparative advantage in Latgale;
- Latgale has the location, natural resources and cultural attributes that can be the basis for improved economic ac-

tivity, but the business environment and entrepreneurial climate are very underdeveloped. The economic and social infrastructure needs investment;

- Latgale in particular and other lagging areas in general need more targeted attention in terms of rural development funding, especially for measures that are most appropriate for business development, job creation, and increasing productivity of agriculture and forestry activities. Income support is not bad, but it has little impact on sustainable development;
- alternative methods to calculate territorial envelopes were presented based either on weighted factors such as shares of population, agricultural land, per capita GDP, and past SPD rural development investments or on the District Development Index of the Ministry of Regional Development and Local Government. The weighted share methods are very practical and can be easily applied to any measure or a combination of measures and adjusted by the policy maker in terms of weights and factors included.

CONCLUSIONS AND RECOMMENDATIONS

There are three basic principles that are essential to enhance the targeting of available resources in general and especially for the identified lagging rural areas of Latgale Region.

First, keeping in mind the Latvian experience with the allocation of rural development measures of SPD in the current programming period, it is important to take a place-based (territorial) approach to allocation of available funds. This is the first step in preventing the EU and national funds from being concentrated in the most prosperous areas of Latvia, as was the case with rural development measures in the SPD framework for 2004–2006.

The second and related principle is to set a maximum grant size for each measure. This is far more important than setting a

maximum on eligible project cost, since it is the size of grants that matters in terms of the equitable use of scarce resources. A corollary principle is to provide a higher rate of grant support to lagging territories and a lower rate to more prosperous territories.

The third principle is to exploit, as far as possible, the synergies between the EAFRD measures and the EU regional development funds. It is clear that regional development measures can improve the quality of life and the environment for entrepreneurship in rural as well as urban areas. For example, the effectiveness of investment projects can be enhanced if there is increased coordination with regional development activities that improve physical and social capital in rural areas.

What is the rationale for regional financial envelopes? The objective is to provide the opportunity for broad access to financing for selected measures. In past experience with a number of investment and rural development measures in Latvia (most notably those under the SPD), lagging regions have had very constrained access when measures were implemented on the basis of national competition. It is similar to what may be expected if Latvian farmers and entrepreneurs had to compete with all of the other applicants in Germany, France and other EU countries on an equal footing. The EU, by providing an envelope of funding for Latvia and each other member country, prevents crowding out by more competitive enterprises in the rest of the EU who may be more experienced in accessing such programs.

Our proposal is to provide indicative envelopes allocated on a regional basis. These would be allocated on an annual basis but would be subject to reallocation periodically to ensure that the funds are certain to be utilized elsewhere if not in the region to which they were originally allocated. These envelopes would be only for selected measures deemed to be especially important to lagging regions whose access has been constrained up to now.

So these indicative envelopes would be an opportunity and incentive to stimulate increased participation in the lagging regions, but they would NOT be a regional entitlement. We present several possible options as means to calculate such envelopes and also suggest reallocation rules to ensure that the funds are utilized and would not revert to the EU budget.

There is a solution to the concern that a particular region, such as Latgale, could not use the total allocated envelope due to the lack of viable projects or capacity to implement programs. The solution is to establish an agreement (in advance of program implementation and as part of the envelope system) on reallocation at the end of a specific period. For example, there would be annual allocations according to the established envelope formula. Then, at an agreed time not later than the midterm, a review and evaluation of absorption would be conducted for each region by the managing authority (MOA), and where absorption is lagging, surplus resources from the previous year allocations would be moved to better performing regions that had exhausted allocations before this time and are likely to have a capacity to absorb additional resources. The fast disbursing regions should keep a backlog of projects that can be quickly approved in anticipation of such reallocation. The process could be repeated again in subsequent years.

Also, capacity building would be needed in regions with a slow absorption capacity. In this way, there remains an incentive for slower regions to improve their capacity to find viable pro-

jects in the later years of the programming period. In this manner, projects within each region would be competing with each other rather than with the whole country until the time when a reallocation occurs. Their incentive would be to improve capacity so as to increase their absorption capacity over the time span of the programming period so as to utilize more of the envelope over time.

Finally, recommendations are also made on the best use of rural development policies and measures in lagging territories. The appropriateness of the choice of measures and budget allocation can be judged based on the following principles:

1. The policy should, in the first place, focus on measures that can mitigate market failures that prevent the agricultural sector and the rural economy in the region from functioning efficiently. Measures that primarily aim at an income transfer should be distributed equitably and generate as low distortions as possible.

2. The measures should focus on special characteristics of the region and pay attention to comparative advantage or least comparative disadvantage.

3. The measures should be coordinated in order to enhance their impacts and to stimulate creation of economic clusters.

Keeping in mind that the increased agricultural productivity resulting from more investment support for the lagging territory will increase labour surpluses in the region, it is hardly possible to solve the problem of low productivity of farm labor by measures that are primarily oriented towards agriculture. On the contrary, the best way of improving labour productivity in agriculture is through the outflow of labor from agriculture. This could be achieved by prioritizing measures aimed at supporting diversification into non-agricultural activities on farm and, in particular, outside farming.

Support to improvement of transport and communication facilities could facilitate commuting to jobs in towns and cities for people living on farms. This type of support, unfortunately, falls outside the framework of axis 3. Village renewal and preservation of the heritage may improve the attractiveness of rural areas as places to live. This is the largest spending category in axis 3 but still small in overall terms.

Höjgård and Johansson (2006) argue that rural policies should focus on market failures that are aggregated by rurality, while "general" market failures, i. e. failures that can also be found in the country at large should be solved by general policies. Income support is argued to be most efficiently implemented by general social policies. In addition, they argue that dispersion forces should be supported by encouraging labour mobility, technology transfer and capital investment. However, the choice of appropriate rural development policies that are available within the framework of the second Pillar of the CAP are restricted to a specific set of measures that are, moreover, mainly oriented towards agriculture. Hence, fully applying the abovementioned principles may be not possible unless there is a greater coordination of RDP with Regional Funds. Here is where the potential synergies of rural and regional programs can be especially important.

The third principle is to prioritize activities that involve economic clusters. For example, agri-tourism or other recreational facilities are likely to be more successful in mutually supporting clusters. Other types of mutually reinforcing activities could be environment, afforestation and tourism activities, or afforestation and biofuels activities. Similarly, a cluster that may

involve both EARD and European Regional Development Fund (ERDF) activities can enhance the business environment and combine clustering and synergy benefits. This is another form of the place-based emphasis, which seeks to create a critical mass of related economic activities and infrastructure development. It is difficult to see whether any attempts to create a cluster have been made. It does not appear to be the case.

Finally, though this paper is focused on the targeting of rural development programs, Latgale and other rural areas of Latvia would also benefit from more general attention to the rural impacts of broader policies and programs in Latvia. Institutionalization of rural impact assessment such as has occurred in Finland, Canada or the United Kingdom, for example, would enhance the sensitivity of policy making to rural perspectives and help to make policies and programs more rural-friendly. Such assessments typically go beyond rural or regional development programs to include any policies that may impact rural populations and rural space.

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ATSILIEKANČIŲ KAIMO REGIONŲ PLĒTROS POLITIKOS TIKSLŲ NUSTATYMAS: LATVIJOS PAVYZDYS

Šis straipsnis parengtas remiantis 2005 metų Latvijos kaimo rėmimo politikos įvertinimu (Saktiņa ir Meyers), kuris rodo, kad Kaimo plėtos

plano (KPP) įgyvendinimas labiau padidino nei sumažino poliarizaciją tarp derlingesnių Vidurio ir Vakarų regionų bei mažiau našių Rytų regiono kaimo vietovių; apskritai kaimo plėtos darba Latvijoje liko žemo lygio. Atsižvelgiant į tyrimo rezultatus, buvo parengtos rekomendacijos, kuriose numatomas geresnis KPP lėšų paskirstymas ūkiams, kaimo verslams bei mažiau palankioms vietovėms.

Numatytoms priemonėms, pajėgumams ar finansavimui teritoriniu pagrindu įgyvendinti reikia nuodugniau išnagrinėti atitinkamus rodiklius ir kaimo vietovių tipologiją. Siekiant identifikuoti atsilikusias vietas NUTS 5 lygyje, buvo naudoti demografiniai, socialiniai bei ekonominiai, žemės išteklių rodikliai, o jiems įvertinti taikyta faktorinė ir klasterinė analizė. Buvo identifikuotos 144 vietinės savivaldybės, kurios ekonomiškai ir socialiai mažiau išplėtos ir yra geografiškai atokios. Dauguma jų yra viename regione, Latgaloje (NUTS 3). Joms taikomas įvairias priemones būtų galima naudoti ir kitur šalyje išsidėčiusioms atsilikusioms teritorijoms. Pateikiamos kai kurios priemonės naudotinos atsilikusioms vietovėms, skiriant daugiau dėmesio pajėgumų formavimui ir kaimo plėtos finansavimui, ypač priemonėms, kurios yra tinkamiausios verslo plėtrai, darbo vietų kūrimui bei didina žemės ūkio ir miškininkystės produktyvumą.

Raktažodžiai: kaimo plėtra, tipologija, atsiliekančios teritorijos

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ОПРЕДЕЛЕНИЕ ЦЕЛЕЙ ПОЛИТИКИ РАЗВИТИЯ ОТСТАЮЩИХ СЕЛЬСКИХ РЕГИОНОВ: ПРИМЕР ЛАТВИИ

Резюме

Данная статья подготовлена на основе оценки политики поддержки латвийского села (Сактина и Мейерс), которая показывает, что реализация плана развития села (ПРС) больше увеличила, чем уменьшила поляризацию между более плодородными регионами сельских местностей Средней и Западной Латвии и менее плодородными регионами Восточной Латвии. В целом согласованность сельского развития осталась на низком уровне. На основе результатов исследования подготовлены рекомендации по улучшению распределения средств ПРС между хозяйствами, сельскими промыслами, а также менее благоприятными местностями.

Для реализации планируемых мероприятий, производственных мощностей, финансирования на территориальной основе необходимо провести более глубокий анализ соответствующих показателей и типологию сельских местностей. Для идентификации отстающих местностей на уровне NUTS 5 были проанализированы демографические, социальные и экономические показатели, а также показатели земельных ресурсов. Применялся факторный и кластерный анализ. Идентифицированы 144 местные самоуправления, которые в экономическом и социальном отношении менее развиты и географически более отдалены. Большинство их находится в одном регионе – в Латгале (NUTS 3). Осуществляемые здесь мероприятия можно проводить и на других отстающих территориях, уделяя внимание формированию производственных ресурсов и финансированию развития села, особенно мерам, благоприятствующим развитию промыслов, созданию рабочих мест, что поможет повысить продуктивность сельского и лесного хозяйства.

Ключевые слова: развитие села, типология, отстающие территории