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The current situation with the development of strategic documents on the long-term development of agriculture and rural areas

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About the Project “German-Ukrainian Agricultural Policy Dialogue” (APD)

The project “German-Ukrainian Agricultural Policy Dialogue (APD)” has been implemented with the support of the Federal Ministry of Food and Agriculture (BMEL) since 2006 and is planned to run until 2021. While the implementing agency of BMEL’s entire bilateral cooperation-program is GFA Consulting Group LLC, the APD-project in Ukraine is implemented by a consortium consisting of IAK Agrar Consulting, Leibniz Institute of Agricultural Development in Transition Economies (IAMO) and AFC Consultants International. The recipient of the project is the National Association of Agricultural Advisory Services of Ukraine “Dorada”. The beneficiary of the project is the Ministry for Development of Economy, Trade and Agriculture of Ukraine (MDETA). The project aims at supporting Ukraine in the areas of sustainable agriculture, efficient processing industry and international competitiveness in accordance with the principles of market and regulatory policies, taking into account the potential for development resulting from the Association Agreement between the EU and Ukraine. To meet this goal, the Project provides information on German, in particular Eastern German, experience and know-how, as well as on international European experience with regard to the development of an agrarian and forestry policy.



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1. INTRODUCTORY PART

The development of the agricultural sector of the economy and the Ukrainian countryside has been and remains a priority for all levels of government since Ukraine's independence. Nevertheless, in general, correct and good declarations are very rarely embodied in real public policy. As a rule, good concepts did not become programs, and promising bills - laws.

According to various experts, since Ukraine's independence, about 270 regulations have been adopted to support the agricultural sector of the economy and rural development, but this has not significantly improved the situation of farmers and the rural population. A huge array of documents - legislation and their drafts, political and economic programs - still do not show a systematic, coherent and consistent public policy.

Long-term forecasts of changes in general policy and economic framework, accompanied by the development of specific evidence-based agricultural and rural development policy instruments - also referred to in this document as the Strategy - can play an important role in justifying short- and medium-term policies. This statement can be confirmed by scientific research, as well as international documents.

There are several prerequisites for the effective use of agricultural strategies, among them:

- Structural integration into general government strategies and mechanisms for interagency coordination;
- Balancing the different interests of relevant stakeholders and informing the public;
- Political mandate / authority of the strategy;
- An explicit description of the general political or economic framework conditions;
- Analysis of undesirable shortcomings that require policy regulation;
- Sustainability of the strategy;
- Implementation monitoring.

Given these preconditions, the situation in Ukraine is characterized by a wide variety of deficits. The purpose of this work is to describe the current situation in the process of developing and using agricultural strategies. The aim is to overcome deficits in the development process, as well as, in particular, the Strategies, and to make proposals for more effective application of long-term Strategies in order to justify short- and medium-term policy instruments in the field of agriculture and rural development in Ukraine.

2. REGULATORY AND LEGAL SUPPORT THAT REGULATES THE DEVELOPMENT OF AGRICULTURE AND RURAL DEVELOPMENT

The priority normative legal act of the agrarian legislation of Ukraine, which determines the goals and priorities of the state agrarian policy of Ukraine, is the Law of Ukraine "On Basic Principles of the State Agrarian Policy for the Period up to 2015"¹ of October 18, 2005.

Part 3 of Article 1 of this Law stipulates that the main components of state agricultural policy are a set of legal, organizational and economic measures aimed at improving the efficiency of the agricultural sector, solving social problems of the rural population and ensuring integrated and sustainable development of rural areas.

According to Article 2 of this Law, the strategic goals of the state agricultural policy are: guaranteeing the food security of the state; transformation of the agricultural sector into a highly efficient, competitive in the domestic and foreign markets sector of the state economy; preservation of the peasantry as the bearer of the Ukrainian identity, culture and spirituality of the nation; integrated development of rural areas and solving social problems in rural areas.

Among the main priorities of Ukraine's agricultural policy, the legislation provides for state support of agricultural sector entities by concentrating state resources on priority areas of development, forming favorable price, financial and credit, insurance, tax and budget policies, ensuring rational intra-industry and intersectoral economic relations.

The Law of Ukraine "On State Support of Agriculture of Ukraine"² of June 24, 2004 (as amended), which not only defines the goals and objectives of state regulation of agriculture, but also contains legislative provisions aimed at legislative regulation of the state agricultural policy of Ukraine to support the sphere of agricultural production. In particular, Article 1 of this Law defines the basics of state policy in the budget, credit, pricing, regulatory and other areas of public administration to stimulate agricultural production and agricultural market development, as well as food security.

Along with the mentioned legislative acts, there are also other normative legal acts of agrarian legislation, which provide for certain measures for state regulation of agriculture and define some areas of state agrarian policy of Ukraine:

Law of Ukraine "On the priority of social development of the village and agro-industrial complex in the national economy"³ of October 17, 1990;

Law of Ukraine "On Stimulating the Development of Agriculture for the Period 2001-2004"⁴ of January 18, 2001, etc.

¹ <https://zakon.rada.gov.ua/laws/show/2982-IV#Text>

² <https://zakon.rada.gov.ua/laws/show/1877-15#Text>

³ <https://zakon.rada.gov.ua/laws/show/400-12#Text>

⁴ <https://zakon.rada.gov.ua/laws/show/2238-14#Text>

At the same time, today Ukraine needs to develop a legislative act that would concentrate and systematically outline the state agricultural policy and rural development policy, which will ensure not only its effectiveness and consistency, but also the confidence of market participants in the appropriate behavior of government institutions.

Legal, economic and organizational principles of formation of forecast and program documents in Ukraine are established by the Resolution of the Cabinet of Ministers of Ukraine "On approval of the Regulations of the Cabinet of Ministers of Ukraine"⁵ of July 18, 2007 № 950 (as amended), and laws of Ukraine:

"On state forecasting and development of programs of economic and social development of Ukraine"⁶ of March 23, 2000 № 1602-III;

"On state target programs"⁷ of March 18, 2004 № 1621-IV.

In particular, the laws regulate the adoption of state target programs, which are divided into national programs of economic, scientific, technical, social, national and cultural development, environmental protection, covering the entire territory of the state, have a long implementation period and are implemented by central and local executive bodies. Other programs aimed at solving certain problems of economic and social development or certain industries that need state support.

3. CONCEPTUAL APPROACHES TO THE FORMATION OF AGRICULTURAL POLICY

During the years of Ukraine's independence, the authorities have not formed a clear strategy for reforming the agricultural sector of the economy and agricultural policy in general. The attempt to create an independent peasant economy objectively coincided with the general reform of the economy on a market basis, because normal market relations, on the one hand, must be provided by various forms of management, competing with each other as market participants, on the other, the market environment and formed.

The current state of the agricultural economy in Ukraine requires a change in the focus of agricultural policy and giving it a national character and responsible status, if agro-industrial production and its progressive development should be an integral part of statehood in Ukraine. For this to become a reality, it is necessary to fill a new understanding and content of agricultural policy, its structuring and modern understanding in the context of the agricultural economy. Ukraine's agriculture largely determines its socio-economic development, living standards, food security, and industry - raw materials. Based on this, the main task of the government and research institutions

⁵ <https://zakon.rada.gov.ua/laws/show/950-2007-%D0%BF#Text>

⁶ <https://zakon.rada.gov.ua/laws/show/1602-14#Text>

⁷ <https://zakon.rada.gov.ua/laws/show/1621-15#Text>

should be to create organizational and economic conditions for the effective development of the agricultural sector based on the unity of economic, social and environmental interests of society.

The mechanisms and institutions introduced by the state today have an exceptionally fundamental influence on the development of both micro- and macroeconomic transformations in the agricultural sector. In this context, the consideration of the peculiarities of domestic agricultural policy shows a large number of systemic problems that the state solves insufficiently effectively. Studies of practice show that the state has removed itself from the system-effective support of agricultural producers, and thus from the problems of agricultural development.

Consider the regulations and projects developed during 2010 – 2020 to reform and develop the agricultural sector and rural development.

One of the defining indicators influencing the formation of strategic priorities for the development of business entities are national, regional and sectoral development plans (projects, programs). The development and adoption of these long-term indicative documents is not only an effective tool for consolidating the efforts of the state and its institutional partners to solve socially significant problems, but also the basis for business entities in forecasting future parameters of the business environment. The activity of government bodies and business entities in this area, as mentioned above, is regulated by the Law of Ukraine "On State Targeted Programs".

3.1. State Target Program for the Development of Ukrainian Villages until 2015

The first such program document, which covered the development of the agricultural sector and rural development, was the **State Target Program for the Development of Ukrainian Villages until 2015**⁸, approved by the Cabinet of Ministers of Ukraine № 1158 of September 19, 2007. As a result of this Program, it was envisaged to achieve the strategic goal of ensuring the viability of agriculture, its competitiveness in the domestic and foreign markets, ensuring food security of the country, preserving the peasantry as a carrier of Ukrainian identity, culture and spirituality.

The implementation of the set tasks was envisaged in three stages, in particular, at the first of them (2008-2009) it was planned to adopt about 140 normative acts in order to ensure the right field of functioning of the authorities responsible for the implementation of the Program. However, according to the audit of the Board of the Accounting Chamber of Ukraine⁹, legislative and regulatory acts adopted at the second stage of implementation of the State Program (2010-2011) are imperfect and inconsistent with each other, which negatively affected the effectiveness of the program. During the second stage, none of

⁸ <https://zakon.rada.gov.ua/laws/show/1158-2007-%D0%BF#n603>

⁹ http://old.ac-rada.gov.ua/doccatalog/document/16747613/Bul_rozv_ukr_sel.pdf;jsessionid=E2491B93DDF7FB177EC50789369BBAF1

the number of social indicators envisaged by the Program was met, among the 19 main types of agricultural products, forecast indicators on production volumes were achieved by only 8 positions, and the planned gross production volume - by 92 percent.

One of the main reasons for non-implementation of the measures envisaged by the Program is the insufficient level of their financing.

The audit found that the implementation of the State target program for the development of Ukrainian villages for the period up to 2015 in 2008-2014 and for 9 months. In 2015, UAH 64.0 billion was used, or almost 50 percent. from the projected amount (UAH 128.2 billion) provided by the State Program, including from the state budget - UAH 63.8 billion, or 52.8 percent. from the projected volume (UAH 120.8 billion), from local budgets and other sources - UAH 0.2 billion, or 2.7 percent. from the projected volume (7.4 billion hryvnias). Forecast and actual volumes of financing of the State target program of development of the Ukrainian village for the period till 2015 are given in tab. 1.

Table 1

Projected and actual funding
State program in 2008-2014 and for 9 months 2015

million hryvnias

Sources of funding	The amount of funding		Including by years							
			2008	2009	2010	2011	2012	2013	2014	2015 ³
National budget	Plan	120 750,5	15 318,9	15 153,5	14 550,4	75 727,7				
	Fact	63 830,2	12 681,9	9 377,7	9 118,1	10 137,9	8 367,0	6 525,0	4 865,5	2 757,0
Local budgets	Plan	11,2	0,1	0,3	10,1	0,7				
	Fact	225,2	0,0	0,0	0,0	51,0	47,9	52,6	53,5	20,2
Other sources	Plan	7 402,4	407,2	984,1	1 028,2	4 982,9				
	Fact	4,9	0,0	0,0	0,0	0,0	1,9	1,4	1,6	0,0
Total	Plan	128 164,1	15 726,2	16 137,9	15 588,7	80 711,3				
	Fact	64 060,3	12 681,9	9 377,7	9 118,1	10 188,9	8 416,8	6 579,0	4 920,7	2 777,2

The state program was implemented within the relevant budget programs and contains 7 areas of state support and 31 tasks, within which certain activities were implemented.

The audit showed that during the State Program, financial resources allocated in 2008-2014 and for 9 months. In 2015, to perform its tasks and activities, it was used in the following areas: development of the agricultural market - 39.5 percent. (UAH 25,279 million), vocational education - 27.4 percent. (UAH 17,529.9 million), improvement of existing instruments and reform of the management system in the agricultural sector - 17.9 percent. (UAH 11,502.5 million), financial support of the agricultural sector - 7.3 percent. (UAH 4,703.2 million), development of the social sphere and rural areas - 4.1 percent. (UAH 2,608.0 million), agricultural science - 3.8 percent. (UAH 2,427.5 million), development of advisory services - 0.02 percent. (UAH 10.2 million). In particular, UAH 63830.2 million of the state budget was used to implement the State Program

The audit also found that the expected results of social development of the village from

the implementation of the program are not achieved. With the general growth of gross agricultural output, exports of agricultural products and food products and investment in the agricultural sector, the decline of the social sphere of the village, as well as the village itself, continues. The number of rural settlements is declining every year. The number of social infrastructure facilities in rural areas is also declining, unemployment is rising, and the average monthly wage of agricultural workers remains one of the lowest in the economy.

The effectiveness of the implementation of the Program at the state level, however, was not monitored, which in turn did not contribute to the effective formation of further state policy on agricultural development and rural development. At the same time, it was a document that had outlined tasks and activities, sources of funding and the estimated amount of financial resources for their implementation.

Accordingly, the completion of the State Program in 2015 required the development and adoption of a new program document.

3.2. Strategy for the agricultural sector for the period up to 2020

In order to further develop the agricultural sector by ensuring the unity of economic, social and environmental interests of society for stable provision of the population with quality, safe, affordable domestic agricultural products and agricultural raw materials, the Cabinet of Ministers of Ukraine approved by October 17, 2013 **Strategy for the agricultural sector for the period up to 2020**¹⁰. Among the strategic goals of the agricultural sector are:

- guaranteeing the food security of the state;
- ensuring predictability of development and long-term sustainability of the agricultural sector through the development of various forms of management;
- promoting the development of rural settlements and the formation of the middle class in rural areas by providing employment to the rural population and increasing incomes;
- increasing the level of investment attractiveness of the agricultural sector and financial security of agricultural enterprises;
- increasing the competitiveness of domestic agricultural products, industry efficiency, ensuring market stability;
- expanding Ukraine's participation in providing the world market with agricultural products;
- rational use of agricultural lands and reduction of man-caused load of the agricultural sector on the environment.

¹⁰ <https://zakon.rada.gov.ua/laws/show/806-2013-%D1%80#Text>

The Strategy was to be implemented through the development, approval and implementation of the State Program for the Development of the Agricultural Sector for the period up to 2020, which will determine the ways and means of implementing the Strategy in each of the priority areas. The state program was never adopted.

3.3. Concept of the State Target Program for the Development of the Agricultural Sector for the period up to 2020

Another attempt to regulate the development of the agri-food sector was the **Concept of the State Target Program for the Development of the Agricultural Sector for the period up to 2020**¹¹, which was approved by the Order of the Cabinet of Ministers of Ukraine on December 30, 2015 № 1437-r. As of 2021, it still remains a concept, and its validity has been extended until 2022. The concept, in particular, emphasizes the imperfection of agricultural sector reform programs and their inconsistency with the requirements of legislation and principles of European Union law; incomplete land reform; fragmentation of current legislation on the development of the organic sector of agricultural production; high cost of capital in labor-intensive branches of agriculture, in particular in vegetable growing, horticulture, viticulture, hop growing, animal husbandry, organic production.

It offers the best option for the development of the agricultural sector of the economy, which provides for the definition, development and implementation of the agricultural sector of the economy under the Program based on optimizing its production and social infrastructure, increasing the competitiveness of agricultural production, increasing its volume, improving quality and safety of agricultural products. environment and reproduction of natural resources, increasing the level of employment of the rural population. It also provides for taking into account the experience of countries with developed agricultural economies, which shows that agricultural policy is implemented mainly through measures of economic incentives and state support for agricultural production.

At the same time, the adopted Concept is rather declarative, as it does not provide financial, logistical and labor resources necessary for its implementation.

3.4. Strategy to promote private investment in agriculture until 2023

Balancing a favorable climate and available natural resources, taking into account fertile chernozems, in Ukraine is the basis of sustainable strong potential to increase yields and productivity of agricultural production. At the same time, the low level of investment in agriculture does not allow to increase the productivity of agricultural production, which negatively affects the overall level of productivity of Ukrainian producers in both domestic and foreign markets, although in the presence of appropriate organizational and legal conditions make a significant contribution to the development of rural areas and the

¹¹ <https://zakon.rada.gov.ua/laws/show/1437-2015-%D1%80#Text>

economy as a whole. Despite the increase in investment in agriculture since 2000, since 2014 there has been a restraint in the growth of exports due to the predominantly high profitability of agricultural production and low investment in agriculture, including private investment. This is due to increased risks for investors due to the imperfection of the market infrastructure, the complicated procedure for obtaining state support, the uncertainty of the introduction of agricultural land and the unfavorable investment climate in Ukraine. This reduction in investment has led to the impossibility of active development of agricultural production with the creation of new or expansion of existing production facilities in order to achieve world standards of quality of products and technologies of agricultural production. One of the steps to ensure favorable organizational and legal conditions for investors in agriculture was the adoption of the **Strategy to promote private investment in agriculture until 2023**¹², approved by the Cabinet of Ministers of Ukraine from July 5, 2019, the implementation of which will contribute to national food security , improving the quality of food, sustainable development of agriculture, full and productive employment in agriculture. The Strategy is based on the "global goals" set by the 2030 Agenda for Sustainable Development, adopted on September 25, 2015 in New York at the Summit on Sustainable Development, where the main call for action was aimed at overcoming poverty, environmental protection, ensuring peace and prosperity in the world. The positive outcome of such calls depends to a large extent on balancing the goals of both supporting economic growth, the competitiveness of producers, and ensuring environmental security and reducing social inequality.

The next step, already aimed at achieving the goals of the Strategy, was the signing on August 27, 2019 of the Loan Agreement between Ukraine and the International Bank for Reconstruction and Development on the project "Acceleration of private investment in agriculture of Ukraine"¹³, which entered into force on May 20, 2020.

The aim of this system project is to increase the efficiency of agriculture in Ukraine by increasing the participation of the private sector, in particular, small and medium agricultural enterprises in both domestic and foreign markets by ensuring appropriate policies to support agriculture, increase transparency of state agricultural land. Thus, the modernization of sectoral policies will increase the competitiveness of small and medium-sized agricultural enterprises, which is a prerequisite for successful agricultural development. This will promote the development of cross-border trade and compliance with the requirements of Ukrainian agricultural producers in the markets of export agricultural products.

The effectiveness of this strategy can be judged at the end of its implementation and appropriate monitoring of implementation.

¹² <https://zakon.rada.gov.ua/laws/show/595-2019-%D1%80#Text>

¹³ https://zakon.rada.gov.ua/laws/show/996_005-19#Text

3.5. Draft Unified Comprehensive Strategy and Action Plan for the Development of Agriculture and Rural Areas in Ukraine for 2015 - 2020

Draft Unified Comprehensive Strategy and Action Plan for the Development of Agriculture and Rural Areas in Ukraine for 2015 - 2020¹⁴.

Further reforms of the agricultural sector of the economy were planned to be implemented through the development, approval and implementation of the Unified Comprehensive Strategy for the Development of Agriculture and Rural Areas in Ukraine for 2015-2020 (hereinafter - the Strategy). The strategy was designed to stimulate reform, the document was more of a step forward and a description of possible, far-sighted, best European achievements and experiences adapted for Ukraine.

The strategy was developed with the consolidated support of Canada, Switzerland, EU Member States, the United States Agency for International Development (USAID), the Food and Agriculture Organization (FAO), the World Bank, the European Investment Bank (EIB), the European Bank for Reconstruction and Development (EBRD), and the Organization for Economic Co-Operation and Development (OECD), etc. The construction of this Strategy was based on the Sustainable Development Strategy "Ukraine - 2020"¹⁵ and the Coalition Agreement¹⁶ of 2014.

The focus of the Strategy was focused not only on the development of agriculture as an economic sector, but also on rural areas in general. It identified ten main strategic priorities, the implementation of which should be aimed at increasing the competitiveness of the agricultural sector and promoting sustainable rural development in accordance with international and European standards. Among the priorities were: ensuring the business climate, combating corruption, creating a stable legal system that meets European and international standards, including the implementation of the Association Agreement between Ukraine and the EU; land reform; institutional reform of the Ministry of Agrarian Policy and related state agencies and state enterprises; food security; taxation; development of agri-food value chains; access to international markets, export promotion and domestic market, import management; rural development - the revival of the Ukrainian countryside; environmental protection and natural resources management; development of agricultural science, education, innovation and advisory services.

The text of the Strategy was supported by the Verkhovna Rada Committee on Agrarian Policy and Land Relations and approved by the National Reform Council on November 9, 2015. In March 2016, the Ministry of Agrarian Policy met with international donors to agree on the Consolidated Action Plan and rural areas of Ukraine for 2015-2020. It was planned that the Strategy would be adopted by the Verkhovna Rada of Ukraine. However,

¹⁴ http://search.ligazakon.ua/l_doc2.nsf/link1/NT1978.html

¹⁵ <https://zakon.rada.gov.ua/laws/show/5/2015#Text>

¹⁶ <https://zakon.rada.gov.ua/laws/show/n0001001-15#Text>

it remained an unapproved project and was not accepted for implementation, and its integration into other legislative initiatives, by-laws, programs, etc. did not take place.

The change of the Minister of Agrarian Policy and Food in April 2016 did not give the "green light" for the Unified Comprehensive Strategy for the Development of Agriculture and Rural Areas of Ukraine for 2015-2020, he announced a different strategy. Unfortunately, the practice of revising strategic documents when changing the leadership of the Ministries is a common practice in other areas in Ukraine.

3.6. Strategic plan of reforms of the Ministry of Agrarian Policy

"3 + 5"

Strategic plan of reforms of the Ministry of Agrarian Policy "3 + 5"¹⁷

This plan, which was to reform the industry, provided for 3 main priorities and 5 areas that intersect with them. The three priorities are the reform of the state support system with a focus on small farmers, the completion of land reform and the reform of state-owned enterprises. And also - 5 main areas: the development of markets, organic production and niche crops, rural development, irrigation and food safety. Accordingly, the expected results of land reform are civilized and transparent land turnover, impetus for the development of small farms (expansion of lease rights), intensification of production in southern Ukraine (development of irrigation and reclamation systems), increasing land value and intellectual market capacity. The expected results of the state support reform are the stimulation of organic production, the competitiveness and prosperity of small farmers, and the transparency of the distribution of support. The expected results of the reform of state-owned enterprises are new jobs, development of production technologies and investments, access to international markets, additional funds to the state budget (quality roads, schools, hospitals).

According to T. Kutov - "3 + 5 reforms will allow to maximize the potential of Ukraine's agro-industrial complex and bring it to the European level."

The strategic plan was approved by the US Trade and Investment Mission, but no policy document was developed to reform the industry.

3.7. Concept for the development of farms and agricultural cooperation for 2018-2020

The thesis on the need for state support of small businesses in agriculture is not new, it was recorded in such policy documents as the Strategy for the development of the agricultural sector for the period up to 2020, as well as the Concept of the State target program for the agricultural sector until 2022 year.

There are more than 46,000 farms in Ukraine today. This is more than 70% of the total number of economically active agricultural enterprises. However, the production and

¹⁷ <https://www.kmu.gov.ua/news/249048266>

social potential of farms remains unrealized. The level of technical equipment, efficiency indicators (in particular - productivity) are mostly much lower compared to medium and large enterprises. The annual loss of export potential of farms is estimated at at least \$ 350 million. The need for proper regulatory support for active support for the development of farming and agricultural cooperation contributed to the development of the **Concept for the development of farms and agricultural cooperation for 2018-2020**¹⁸, approved by the order of the Cabinet of Ministers of Ukraine dated September 13, 2017 № 664.

It is aimed exclusively at supporting farms with an area of not more than 100 hectares.

The implementation of the Concept was to contribute to the creation of the necessary organizational, legal and financial preconditions for the development of farms and agricultural cooperation. State support of small and medium-sized agricultural production structures will raise Ukrainian farming to a qualitatively new level, increase the efficiency and competitiveness of farms, help saturate the domestic market with quality products and expand the geography of exports. In addition, the development of farming will contribute to the creation of the middle class in the countryside, the development of rural areas and will improve the material and financial situation of the rural population.

The Concept was supposed to be financed from the state budget within the budget allocations of the Ministry of Agrarian Policy for the respective year in the amount of at least UAH 1 billion annually, as well as international technical assistance and other sources provided by law.

In general, the implementation of this Concept has yielded positive results. For three years under the budget program "Financial support for the development of farms" benefited 17,937 farms and 10 agricultural service cooperatives for a total of 753, 36 million hryvnia. The implementation of the Concept served as an incentive to create farms and agricultural cooperatives, so as of October 1, 2020, according to the State Statistics Service in Ukraine, 47,603 thousand farms were registered (excluding the temporarily occupied territory of Donetsk and Luhansk regions, the Autonomous Republic of Crimea. Sevastopol), which is 178 units more than on July 1, 2020 and 1,031 more than on the corresponding date of 2019. In addition, as of October 1, 2020, 1,279 agricultural service cooperatives were registered in Ukraine, which is 19 units more than on the corresponding date of 2019.

Another positive aspect of this Concept is the establishment of a minimum amount, which should be allocated annually to support farming and cooperation, in the amount of UAH 1 billion (although it was not allocated in such amounts). At the same time, the Concept proposed a restrictive approach to state support, focusing only on quantitative indicators, completely ignoring the qualitative ones.

Currently, the Concept has undergone changes, which the developer proposes to extend

¹⁸ <https://zakon.rada.gov.ua/laws/show/664-2017-%D1%80#Text>

the Concept of Farm Development and Agricultural Cooperation for 2018-2020 until 2030 and focus the state agricultural policy on the introduction of long-term tools to support the development of small agricultural producers, stimulate family farming, including among rural youth and agricultural cooperatives, as well as to promote the formation of an appropriate system of agricultural advisory.

Today, the multifunctional development of agriculture is a mutually beneficial solution for all the countries of the European Union, as this is the only way to ensure balanced development. In turn, the multifunctionality of agriculture leads to the multifunctionality of the village.

At present, about 13 million people live in rural areas, which is about 31 percent of the total population of Ukraine.

The current state of development of rural areas of Ukraine and, accordingly, agricultural production (currently the main activity in which the majority of the rural population is employed) remains at a low level. In every country, agriculture is a vital branch of the national economy, as it affects the interests of everyone, because agricultural products form today more than 80 percent of the consumption fund. For Ukraine, where the level of urbanization is one of the lowest in Europe, and the share of agricultural production in the structure of GDP is the highest among European countries, rural development policy should be one of the priorities in the state regional policy.

Rural development policy consists of three major parts: support for agricultural producers, environmental protection, support for comprehensive rural infrastructure development projects, and so on. Miscalculations in public policy and subjective mistakes that took place in the previous stages of market reform of the agricultural sector of the economy have led to a significant deterioration in the condition of rural areas. Therefore, today the main reasons for the crisis in rural areas are: - the lack of an effective program of strategic development of the state in general and the agricultural sector in particular; - almost complete destruction of social infrastructure due to the lack of interest of modern agricultural enterprises of all forms of ownership and management in creating (reviving) and maintaining life on its territory social infrastructure: schools, kindergartens, clubs, libraries, paramedics, etc., and lack of sufficient funds at local authorities; - destruction of the production potential of the village; - insufficient level of economic activity within the rural area; - the complexity of forming a market environment that depends on regional government, its decisions and the attitude of small and medium-sized businesses; - insufficient development of the components of the transport system, its irrational spatial differentiation; - lack of conditions for the development of alternative areas of entrepreneurship and their further diversification in rural areas; - inconsistency and complexity of the process of real and normative division of property between the state and regions; - lack of systematic and perfect, non-contradictory, legislative and regulatory framework for rural development; - unregulated tax base, which does not allow rural territorial communities to be financially self-sufficient; - Insufficient

effectiveness of regional economic policy, which ensures the development of socially oriented economy and improving the living standards of the rural population; - exacerbation of environmental problems, etc.¹⁹.

Therefore, a comprehensive approach to solving the problems of further development of rural areas is needed.

Unfortunately, today there is no single policy for integrated development of agriculture and rural development; moreover, there is no sectoral ministry responsible for the formation and implementation of rural development policy.

However, not every attempt to solve the problems that have accumulated in the countryside ended in success.

3.8. Sectoral Program for Socio-Economic Development of Rural Territorial Communities was developed (model project "New Rural Community")

Thus, within the framework of the implementation of the State Target Program for the Development of Ukrainian Villages for the period up to 2015, a **Sectoral Program for Socio-Economic Development of Rural Territorial Communities was developed (model project "New Rural Community")**²⁰, which actually duplicated rural development State target program for the development of Ukrainian villages for the period up to 2015 and other state programs, as well as it was planned to attract funds from local budgets, private investment, international technical and financial assistance.

The program provided for the development and implementation of the model project "New Rural Community". Programs of social and economic development of five rural territorial communities in five regions of Ukraine were to be developed, which were characterized by their inherent features of social structure and management: in Polissya (Zhytomyr region), in the Carpathian region (Ivano-Frankivsk region), in the Dnieper region (Cherkasy region), Donbass (Donetsk region) and in the Crimea.

The implementation of this model project could contribute to the approbation of the development of the regions taking into account their natural-climatic and socio-economic potential, which would further contribute to taking into account the shortcomings and disseminating this experience throughout Ukraine.

In the absence of information on the implementation, financing and analysis of the effectiveness of the implementation of the Sectoral Program gives grounds to conclude that it has not been implemented.

¹⁹ http://apie.org.ua/wp-content/uploads/2016/12/apie_2016_r04_11.pdf

²⁰ <http://consultant.parus.ua/?doc=06KZ3BE508>

3.9. Concept of the State Target Program for Sustainable Rural Development for the period up to 2020

The **Concept of the State Target Program for Sustainable Rural Development for the period up to 2020**²¹, approved by the order of the Cabinet of Ministers of Ukraine № 121-r of February 3, 2010, was also aimed at overcoming the crisis situation in ensuring sustainable socio-economic development of rural areas.

The implementation of this Program was to promote sustainable development of rural areas, improve the living standards of the rural population, protect the environment, preserve natural, labor and production resources, increase the competitiveness of agricultural production.

Therefore, the effective implementation of this Program could be an important step towards sustainable rural development and agriculture in Ukraine.

However, on September 2, 2010 the Order expired in accordance with the Order of the Cabinet of Ministers of Ukraine № 1761-r²²

This decision was provoked by a change of government and a radical divergence of their policies to support the development of the agricultural sector and rural development.

3.10. Concept of Rural Development and Action Plan to implement the Concept of Rural Development

The next basic documents on the basis of which the state policy on rural development is currently implemented are the **Concept of Rural Development**²³, approved by the Cabinet of Ministers of Ukraine on September 23, 2015 № 995-r and the **Action Plan to implement the Concept of Rural Development**²⁴ approved by the Cabinet of Ministers of 19 July 2017 № 489-r.

The concept outlines the main priorities for rural development and the mechanism for preparing the agricultural and rural sectors of the state to operate in a free trade area with the EU.

The purpose of the Concept is to form directions of state policy of sustainable development of rural areas to create socio-economic conditions to ensure the efficiency of the rural economy, improve the quality of life of the rural population, as well as rational use and revival of natural resource potential of rural areas. Implementation of the Concept provides for a system of legal, financial, economic and organizational measures that determine the activities of state and local authorities, local governments.

The plan provides for a number of systemic measures aimed at comprehensive regulation

²¹ <https://zakon.rada.gov.ua/laws/show/121-2010-%D1%80#Text>

²² <https://zakon.rada.gov.ua/laws/show/1761-2010-%D1%80#Text>

²³ <https://zakon.rada.gov.ua/laws/show/995-2015-%D1%80#n8>

²⁴ <https://zakon.rada.gov.ua/laws/show/489-2017-%D1%80#Text>

of rural development issues and ensuring the areas defined by the Concept, namely:

- improving the quality of life of the rural population;
- protection and conservation of natural resources in rural areas;
- diversification and development of the rural economy;
- improving the management system of rural areas;
- education and information and consulting support, which will be regulated, supported and coordinated by the state executive authorities.

It was assumed that the implementation of the Concept will be carried out at the expense of state, local budgets and other sources not prohibited by law.

The plan identifies measures and indicators to be achieved during its implementation without adequate funding, and their implementation is ensured by central executive bodies and structural units of regional state administrations that ensure the implementation of functions on agro-industrial development within their funding. Thus, it can be argued that the above-mentioned Concept of Rural Development and the Action Plan for its implementation were basically populist, as they did not contain an appropriate financial basis.

3.11. Draft order of the Cabinet of Ministers of Ukraine "On approval of the Concept of rural development until 2030"

Draft order of the Cabinet of Ministers of Ukraine "On approval of the Concept of rural development until 2030"²⁵

The draft act was developed pursuant to paragraph 14 of the order of the Prime Minister of Ukraine D. Shmygal dated 11.09.2020 № 37573/1 / 1-20 to the letter of the President of Ukraine dated 07.09.2020 № 01-01 / 730 based on the results of the working trip to Zaporizhia, Kherson and Mykolayiv oblasts on August 19-21, 2020, which instructed the Minister of Economic Development, Trade and Agriculture I. Petrushko to work out the issues of updating the measures defined by the Concept of Rural Development.

The draft order, as noted by the developer in the explanatory note, was prepared to form a comprehensive approach to solving the main problems of rural development, in particular, increasing rural employment, social standards, improving the environment and ensuring sustainable socio-economic development of rural areas.

With the Concept of Rural Development valid until 2025 and the plan for its implementation, the Ministry of Agrarian Policy and Food has developed a new conceptual document, which in fact duplicates the provisions of already approved regulations.

²⁵ <https://www.me.gov.ua/Documents/Detail?lang=uk-UA&id=a707d9ff-0c4b-4b8b-8d84-3f9a994ee729&title=ProektRozporiadzhenniaKabinetuMinistrivUkraini-proSkhvallengiaKontseptsiiSil'skogoRozvitkuDo2030-Roku->

²⁵ <https://zakon.rada.gov.ua/laws/show/695-2020-%D0%BF#Text>

In particular, according to the current Concept of Rural Development, the best solution is to create conditions for integrated rural development in the interests of society, which provides for the rational formation of competitive diversified and diversified agriculture, diversified rural economy, favorable living environment based on increasing human and social capital and developing partnerships between government and business. This, in turn, will provide an opportunity to reform the management system of rural development, intensify the initiative and responsibility of territorial communities of villages, settlements, expand employment, increase rural incomes and access to basic services, normalize the demographic situation in most rural areas.

Therefore, it would be expedient to revise the current Concept of Rural Development and update the Plan for its implementation, while providing for the relevant expenditures from the State budget for its implementation.

3.12. State Strategy for Regional Development for 2021-2027

The need to prepare the **State Strategy for Regional Development for 2021-2027**²⁶ (Government Resolution of August 5, 2020 № 695) is caused by the completion of the State Strategy for Regional Development until 2020, as well as the presence of new challenges facing Ukraine over the past seven years and which significantly affect the situation in the regions, and hence the quality of life of Ukrainians in cities and villages.

The priorities of the new regional policy are to accelerate the economic growth of the regions, increase their competitiveness through the efficient use of domestic potential, create new jobs, improve employment, and create conditions for the repatriation of migrant workers. The above strategy also states that "the main problem that hinders the development of regions and the state as a whole and needs to be addressed is the low level of competitiveness of regions.

The strategy until 2027 offers fundamentally new approaches to the implementation of state regional policy. It envisages abandoning the approach of stimulating the development of certain industries and supporting depressed areas and moving to a sectoral-territorial approach. The strategy identifies certain types of territories to which special mechanisms and instruments of state support will be applied.

We are talking about agglomerations, large, medium, small, monofunctional cities, rural areas in adverse conditions, mountainous areas of the Ukrainian Carpathians, the macro-region "Azov-Black Sea", areas of influence of international transport corridors, border regions, border areas in adverse conditions, temporarily occupied territories of Ukraine, protected areas and objects.

In particular, the Strategy specifies which tasks will be performed in agglomerations,

large, medium and small cities, etc. The development of rural areas is determined separately.

The Strategy also notes that despite some successes in budget decentralization, "there has been no real conversion of new opportunities for the development of local communities and regions into a better quality of life, regardless of place of residence." These findings are also confirmed by a recent poll by the Democratic Initiatives Foundation, which found that 47 percent of the population did not experience any change as a result of local government reform²⁷.

Considerable attention is paid to raising the status of regional development agencies, in particular with regard to their establishment, operation and financing. As of today, there are 20 such agencies in Ukraine, and the efficiency and effectiveness of their activities vary depending on the region.

The main financial instruments for the implementation of the Strategy are: the State Fund for Regional Development (SFRD), which is currently being reformed in the direction of increasing the transparency and efficiency of its use; state budget funds within the budget programs aimed at the development of the relevant area in the regions; subventions, other transfers from the state budget to local budgets; funds from local budgets; funds for technical assistance and sectoral support of the EU, other international donors, international financial organizations; funds of investors, own funds of enterprises.

The Ministry of Community and Territorial Development is responsible for the implementation of the Strategy.

3.13. Strategy for the Development of Exports of Agriculture, Food and Processing Industry of Ukraine for the period up to 2026

The world food market and the strategic studies of the Food and Agriculture Organization of the United Nations (FAO) indicate the urgent need to increase food production and trade in order to meet the growing demand in the world.

Poverty and hunger were the first of the UN General Assembly's Sustainable Development Goals (UN General Assembly Resolution of 21 October 2015 № A / RES / 70/1).

Recognizing the role of Ukraine in ensuring global food security, the **Strategy for the Development of Exports of Agriculture, Food and Processing Industry of Ukraine for the period up to 2026**²⁸ was adopted for the first time, which was approved by the order of the Cabinet of Ministers of Ukraine dated July 10, 2019 № 588-r.

This Strategy is closely linked to expanding Ukraine's participation in achieving the UN Sustainable Development Goals, in particular overcoming hunger, achieving food security,

²⁷ <https://dif.org.ua/article/gromadska-dumka-naselennya-shchodo-reformi-detsentralizatsii-ta-ii-rezultativ>

²⁸ <https://zakon.rada.gov.ua/laws/show/588-2019-%D1%80#Text>

improving nutrition and promoting sustainable agricultural development, while realizing its strong production and export potential.

It is planned that during the implementation of the Strategy there will be an increase in exports of agricultural products, food and processing industries by 17 percent.

This strategy also focuses on improving export opportunities and entering the markets of the EU, Turkey, Arab and Asian countries, Canada, the United States and more. To this end, the harmonization of domestic legislation in terms of sanitary and phytosanitary measures with European norms, standards and regulations; adequate level of support for domestic exporters of agricultural products and food and processing industry products both within the country and abroad; change in the ratio between raw materials, primary processing products and finished products in the total volume of exported agricultural products, food and processed products from 55/34/11 to 39/40/21 at the end of 2026.

It is envisaged to finance the measures of the Strategy at the expense of the state budget within the budget allocations of the Ministry of Agrarian Policy for the respective year, international technical assistance and other sources not prohibited by law.

3.14. National Economic Strategy for the period up to 2030

The last strategic document of the complex development of the state was the **National Economic Strategy for the period up to 2030**²⁹ developed on the initiative of the President, approved by the Resolution of the Cabinet of Ministers of Ukraine of March 3, 2021 № 179.

The strategy is the basis for the development by ministries and other central executive bodies of action plans, draft program and strategic documents, draft laws and other legislation.

The basis for the development of the Strategy were 17 global Sustainable Development Goals for the period up to 2030, the Sustainable Development Strategy "Ukraine - 2020" and the Updated EU Sustainable Development Strategy. The strategy is also based on SWOT analysis and analysis of policy gaps, legislation, programs and plans in eight areas: economics, social policy, nature management and environmental protection, agriculture, energy, transport, regional and local development, education and science.

The document identifies strategic steps for the development of industry, agriculture, mining, infrastructure, transport, energy, information and communication technologies, creative industries and services. The Strategy also takes into account important cross-cutting areas - digitalization, the "green" course, business development and balanced regional development.

The Strategy also defines long-term economic vision, principles and values, "red lines" (unacceptable directions of movement), key directions (vectors) of economic

²⁹ <https://www.kmu.gov.ua/npas/pro-zatverdzhennya-nacionalnoyi-eko-a179>

development and for each of the 20 areas - strategic goals, ways to achieve them taking into account existing and potential challenges and bar. as well as the main objectives of state economic policy and target indicators for the period up to 2030.

The development of the "Agro-industrial sector and food industry" is one of the 20 areas envisaged by the Strategy and has seven strategic goals: providing a stimulating and advisory agricultural policy; providing market players with quality infrastructure; creating conditions for producers to be able to provide available material and technical resources; balancing the production of high- and low-margin products to increase the profitability of the sector; promoting the development and full provision of the market for the functioning of processing; optimization of the ecosystem of sales in domestic and foreign markets; ensuring the production and export of safe and healthy agricultural and food products.

Realization of the purposes, in turn, will allow to provide development of agro-industrial sector and the food industry by: attraction and stimulation of investments; stimulating the export of goods and services; improving rural development and quality of life in rural areas; preserving the quality and quantity of agricultural land; increasing the volume of value added products; increase in yield; stimulating and advisory agricultural policy.

4. CONCLUSIONS

Given the above, it can be stated that the presence of a large number of policy documents and numerous concepts contrasts unpleasantly with the realities of development of both production and social components of agriculture in Ukraine. In general, the peculiarities of regulatory and legal support for the implementation of state agricultural policy now is that, first, these and other regulations are too general, do not contain specific mechanisms by which the state would clearly influence the functioning of the agricultural sector of the economy. guarantees food security of the country; secondly, there is no full or no financial support for the adopted regulations; thirdly, there is non-compliance with the adopted acts, ie low executive discipline.

The lack of monitoring and control over the implementation of regulations does not allow to draw conclusions about their effectiveness and, accordingly, to make adjustments to the implementation of acts at the next stages or in the development of new ones. Therefore, an effective, publicly available monitoring system should be included in the process.

Also, the division of basic powers and functions between several ministries leads, on the one hand, to duplication of powers and, on the other hand, to a reduction in attention to issues, in particular with regard to rural development.

A new agricultural policy is needed now, following the example of European countries, based on a systemic approach, in which it is formed as a complex phenomenon in the close relationship between agricultural, agro-industrial, foreign economic, institutional,

food policy, food quality and safety, population nutrition and sustainable rural development policy with identified sources of funding over a period of time.

ANNEX 1

Comparative evaluation of strategic documents

Criteria	Structural integration into the general strategies of the Government of Ukraine and mechanisms of interdepartmental coordination	The official political mandate of the document	A clear description of the general political or economic framework conditions (including supply and demand, environmental policy, etc.) with an impact on the long-term development of the agricultural sector	Identification of deficits that require institutional regulation by agricultural policy	Clear separation of planned regulations / measures on the part of agricultural policy with indication of terms and responsibilities from the above-mentioned framework conditions	The size of the relevant document	Implementation monitoring	Analysis of results	
Rating	Available yes / no	If yes, with what strategies and how exactly	The document was approved yes / no	Included in the document yes / no	Included in the document yes / no	Available yes / no	Number of pages	It took place yes / no	It took place yes / no
1	State target program for the development of the Ukrainian countryside until 2015	no, an Interdepartmental Coordination Council for Rural Development has been established	Resolution of the Cabinet of Ministers of Ukraine of September 19, 2007 № 1158	yes	yes	yes	76 pages	Yes, the Ministry of Agrarian Policy, annually, during the operation of the program	the effectiveness of the program at the state level was not monitored

2	Sectoral program of socio-economic development of rural territorial communities (model project "New rural community")	yes, developed within the program of the President of Ukraine Yanukovich VF "Ukraine - for the people!", Which provided that an important place should be given to the implementation of conceptual and program measures for the development of rural communities	Order of the Ministry of Agrarian Policy of Ukraine of June 1, 2010 № 280	yes	No		6 pages	yes, the Ministry of Agrarian Policy	No
3	The concept of the State target program of sustainable development of rural areas for the period up to 2020	no	Order of the Cabinet of Ministers of Ukraine of February 3, 2010 № 121-r	yes	No	No	5 pages	yes, the Ministry of Agrarian Policy	No
4	Strategy for the development of the agricultural sector of the economy until 2020	no	Order of the Cabinet of Ministers of Ukraine of October 17, 2013 № 806-r	yes	No	No	9 pages	Yes, the Ministry of Agrarian Policy, as a result of the implementation of the State target program for the development of the agricultural sector of the economy for the period up to 2020	No

5	The concept of the State target program for the development of the agricultural sector of the economy until 2020	no	Order of the Cabinet of Ministers of Ukraine of December 30, 2015 № 1437-r	yes	No	No	8 pages	not provided	No
6	Strategy to promote private investment in agriculture until 2023	yes, in the framework of the implementation of the Association Agreement between Ukraine and the EU	Order of the Cabinet of Ministers of Ukraine of July 5, 2019 № 595-r	yes	No	No	6 pages	not provided	No
7	Strategy for the development of exports of agricultural products, food and processing industries of Ukraine until 2026	no	Order of the Cabinet of Ministers of Ukraine of July 10, 2019 № 588-r	yes	yes	yes	19 pages	yes, the Ministry of Economic Development	No
8	Draft Unified Comprehensive Strategy and Action Plan for the Development of Agriculture and Rural Areas in Ukraine for 2015 - 2020	Yes, developed within the framework of the Sustainable Development Strategy "Ukraine - 2020", the Strategy provided for the establishment of an appropriate body to ensure coordination and monitoring	not approved by the Government	no	yes	No	263 pages	yes, the Ministry of Agrarian Policy	No
9	Strategic plan of reforms of the Ministry of Agrarian Policy "3 + 5"	no	not approved by the Government	no	No	No	16 слайдів	not provided	No

10	The concept of rural development	Yes, developed in the framework of the implementation of the State Strategy for Regional Development for the period up to 2020, interdepartmental coordination may take place within the framework of the current Interdepartmental Coordination Council for Rural Development		Order of the Cabinet of Ministers of Ukraine of September 23, 2015 № 995-r	yes	No	yes	7 pages	not provided	No
11	Action plan for the implementation of the Concept of Rural Development	interdepartmental coordination can take place within the existing	Interdepartmental Coordinating Council for Rural Development	Order of the Cabinet of Ministers of Ukraine of July 19, 2017 № 489-r	yes	No	yes	10 pages	yes, the Ministry of Agrarian Policy, every year	No
12	The concept of development of farms and agricultural cooperation for 2018-2020	no		Order of the Cabinet of Ministers of Ukraine of September 13, 2017 № 664	yes	No	yes	6 pages	not provided	No

13	State strategy of regional development for 2021-2027	yes, developed in accordance with the Sustainable Development Goals of Ukraine until 2030, approved by the Decree of the President of Ukraine of September 30, 2019 № 722.	The overall coordination of the implementation of this Strategy is provided by the Interdepartmental Coordination Commission for Regional Development.	Resolution of the Cabinet of Ministers of Ukraine of August 5, 2020 № 695	yes	No	No	61 pages	yes, the Ministry of Regional Development every year	the evaluation of the effectiveness of the Strategy is envisaged 1.5 years after the expiration of its validity
14	Draft order of the Cabinet of Ministers of Ukraine "On approval of the Concept of rural development until 2030"	yes, developed in accordance with the Sustainable Development Goals of Ukraine until 2030, approved by the Decree of the President of Ukraine of September 30, 2019 № 722.		not approved by the Government	yes	yes	No	20 pages	yes, the Ministry of Economy	No
15	National economic strategy for the period up to 2030	no, the strategy is designed to ensure the implementation of state economic policy		Resolution of the Cabinet of Ministers of Ukraine of March 3, 2021 № 179	yes	yes	yes	343 pages	yes, monitoring will be carried out on an ongoing basis on a single e-government web portal	No