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To cite this article: A A Murasheva *et al* 2020 *IOP Conf. Ser.: Earth Environ. Sci.* **579** 012128

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Implementation of the Far Eastern Hectare program as a tool to improve land management in the Khabarovsk Territory

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Abstract. By the end of the first decade of the 21st century, an extremely serious migration situation had developed in the Far Eastern region of the Russian Federation, which was characterized by the alarming rate of population outflow from this already sparsely populated region of the country. Between 1991 and 2010, according to various estimates, the population of the Far East decreased by 1.8 million people or by 22%. Of all the constituent entities of the Russian Federation that are part of the Far Eastern Federal District, not one is characterized by positive population growth rates. In this regard, the Government has developed a number of measures aimed at breaking the tense migration situation. The so-called "Far Eastern hectare" has become the main instrument for the implementation of the new migration and economic policies in this region. The article sets forth material related to the development of proposals to ensure the sustainable development of rural territories of the Far Eastern Federal District of the Russian Federation through the implementation of the Far Eastern Hectare program. The practical significance lies in the fact that the results of the study can be useful in identifying and forming land for the Far Eastern Hectare program.

1. Introduction

At present, with trends in the development of the Russian national economy, as well as global economic relations, it is especially important to resolve issues related to the efficient use of agricultural land by increasing the profitability of agricultural production and ensuring sustainable development of rural areas. One of the goals of this work is to develop proposals for ensuring the sustainable development of rural territories of the Far Eastern Federal District of the Russian Federation on the basis of increasing the profitability and efficiency of regional agricultural production. The development of proposals was carried out within the framework of the adopted State Program for the Development of Agriculture in the Far Eastern Federal District by implementing the "Far Eastern Hectare" program.

In the process, the agricultural sector of the Far Eastern rural territories was analyzed, including the state of agricultural land use, information support and the quality of information in generating data for the Far Eastern Hectare program. The research regions are the regions of the Far East, examples are considered on materials of the Khabarovsk Territory.

Previously, the study of the research object, rendered in this article's title, were accessed by authors such as the ZI Sidorkina (2009), A.N. Demyanenko (2017), D.A. Izotov (2017), S.A. Lipsky (2017), I.N. Kustysheva (2018).

2. Materials and methods

When developing the proposals, the adopted incentive programs were analyzed, which are an important



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lever of the state's influence on the economy, since they allow comprehensively and systematically solving the problems of the country's economic and social policy in areas where other methods are ineffective or unacceptable. In this case, the balance method was used on materials obtained from publicly available sources (reports, statistical material). As a result of the application of these methods, the main problems of the implementation of the Far Eastern Hectare program in the Far Eastern Federal District were identified and suggestions were made to improve the effectiveness of its implementation.

3. A study of the implementation of the Far Eastern Hectare program in the Far Eastern Federal District

The agricultural industry of the Far East operates in difficult climatic and socio-economic conditions. The main reasons for this are the geographical location, climate features and remoteness from large industrial centers and agricultural areas. More than 80% of the region's territory belongs to the Far North and equivalent areas [1].

The severe climatic conditions in the Far East and the aggressive economic environment created a situation threatening agriculture in the Far East.

Positive results cannot be achieved without comprehensive state support. At present, the Federal Law "On the Development of Agriculture" dated December 29, 2006 N 264-FL as amended on December 2018 is in force, which defines the main provisions and vectors of development of the state agricultural policy [2]. In this law, agricultural policy is interpreted as "an integral part of the state socio-economic policy aimed at the sustainable development of agriculture and rural territories".

Federal Law dated 01.05.2016 N 119-FL "On the Peculiarities of Providing Citizens with State or Municipal Land Plots in the Territories of the Subjects of the Russian Federation that Are Part of the Far Eastern Federal District, and Amending Certain Legislative Acts of the Russian Federation" provided for a program supporting the settlement of the Far East and the development of local infrastructure, titled the "Far Eastern Hectare".

Initially, only local residents could receive land in their areas for development, but already on February 1, such permission was given to all citizens of the country. As of September 2019, more than 141 thousand people exercised their right, and about 68 thousand applicants have already received their allotment.

The total area planned to be distributed exceeds 130,000 hectares. The program will run until 2035. The most important conditions of this program are as follows:

- The maximum size of the development plot is 1 ha;
- When combining several citizens, not necessarily related by kinship, you can get an area of maximum 10 ha;
- The size of the allotment may be less than the established norm; the area, configuration and location of the site is determined by the applicant;
- Land distribution is done online on an interactive map on the official website ("To the Far East").
- Allocation of the site is completely free.

In accordance with the provisions of the Far Eastern Hectare campaign, the following can claim rights to receive their land: Citizens of Russia; Foreigners participating in the program "Relocation of compatriots"; Associations consisting of several citizens of the Russian Federation or immigrants.

The program is designed for sustainable development of rural areas, that is: stable socio-economic development; increase in agricultural production; improving agricultural efficiency; achieving full employment of the rural population and improving their living standards; rational use of land.

In order to weaken negative phenomena as much as possible or more systematically control them, implementation of the program shall take into account the regional characteristics of the Far East, including its economic branch structure, features of the social sphere and others. Therefore, the study of trends, factors and conditions that determine the results of the agricultural sector in a particular region is of not only scientific, but also practical importance and economic entities will be able to more reasonably approach the improvement of business and increase the production of competitive products.

In this work, we set such a goal as conducting research on the implementation of the Far Eastern

Hectare program, identifying factors that have both positive and negative effects on the results of the program, justifying a system of measures and conditions for its sustainable development, which ultimately should lead to increasing incomes of the population and the region of the Far Eastern Federal District, solving economic and social problems in the Far East.

We believe that the effectiveness of program implementation correlates with indicators such as:

- tax rate;
- cadastral value, which depends on timely updating of land and appraisal information and differentiation of the cadastral value of land plots, taking into account their quality, location, and national economic significance;
- Providing relevant information on the state of land offered by the «Far Eastern Hectare» program, etc.

It should be noted that rural areas exist and work in difficult conditions - as already mentioned, adverse climatic and geographical factors have a significant impact on the results and quality indicators of activity. It is worth noting that agricultural lands of the Far East are characterized by rather low natural fertility, and the organizational scheme of agriculture is complicated by the remoteness of the supply centers of both production resources and finished agricultural products. An important aspect is also the state of the material and technical base of enterprises and the labor potential of the rural population [3].

Nevertheless, taking into account all of the above, it can be said that the State Program "Far Eastern Hectare" provided for all citizens of the Russian Federation new tools and technologies for obtaining land and effective ways of state support; as well as a number of regional programs that create conditions for suspending population outflow and attracting initiative people from all over the country to distant regions of a number of constituent entities of the Russian Federation with a low population density, which will create new industries and jobs in these territories, including for local residents.

In the early stages of the program, the constituent entities of the Russian Federation included in the Far Eastern Federal District decided on the land plots allocated to citizens participating in the project. The Far Eastern Federal District is the largest district of Russia, its area is 6,217 thousand km² or 36.4% of the country's territory. In the region's land reserve, agricultural land occupies 1.1% of the territory, and arable land - only 0.4%.

Table 1. Comparative characteristics of the regions participating in the Far Eastern Hectare program

Municipal District	The subject of the Russian Federation	Distance from the center of the subject, km	Population at the beginning of the project, people
Khankai district	Primorsky Krai	204	22992
Amur District	Khabarovsk region	431	61338
Oktyabrsky District	Jewish Autonomous Region	215	10068
Arkharin district	Amur region	269	15496
Namsky ulus	The Republic of Sakha (Yakutia)	84	23887
Olsky district	Magadan Region	36	9992
Ust-Bolsheretsky district	Kamchatka Krai	216	7944
Tymovsky district	Sakhalin region	494	14956
Anadyrsky district	Chukotka Autonomous Okrug	0	8788

The main agricultural territories of the Far Eastern Federal District are Amur Region, Primorsky and Khabarovsk Territories, these territories are shown in color; they are commonly called the southern territories of the Far Eastern Federal District. In these regions, 4,244 thousand hectares of agricultural land are concentrated, or 78.7% of all farmland in the Far East.

As can be seen from the data in Table 1, in the Chukotka Autonomous Region, the Republic of Sakha (Yakutia) and the Magadan Region, land plots were allocated for the implementation of the project

within a radius of less than 100 kilometers from the center of the region.

As of February 1, 2019 (two years from the beginning of the implementation of the Far Eastern Hectare program), more than 73 thousand citizens of the Russian Federation became participants in the program, and the area of the provided plots is about 47 thousand hectares. During the implementation of the program, about 17% of applications were received from residents of non-Far Eastern regions (Moscow and Moscow Region, St. Petersburg and the Leningrad Region, Sverdlovsk Region, Krasnodar Territory, Irkutsk Region and others).

In all other constituent entities of the Russian Federation, land was allocated at a great distance, which causes additional difficulties for project participants at all stages of its implementation, since all issues related to the provision of public services are resolved in the capital of the subject, and not in the center of the municipality [4].

Note that this situation arose in connection with the state program, according to which the plots are distributed far from settlements - no closer than 10 km from a city with a population of 50 thousand people and at least 20 km from a city with a population of 300 thousand people or more. Moreover, even in the most attractive part for resettlement in the Far Eastern Federal District - Amur Region - more than 500 settlements have no gas supply. In some villages there is no water supply, drinking water can only be obtained from a depth of 100 meters, and there are problems with the power supply. To a greater extent, there are problems with infrastructure and not with obtaining land.

For example, in the Amur Region, not only the Far Eastern hectare program is being implemented, but there is also the possibility of obtaining land in accordance with the current law No. 422-OZ "On the grounds (cases) for the free provision and the maximum size of land plots to be granted to citizens in the territory of the Amur Region".

It should be noted that in accordance with the legislative acts, during the first year after the registration of the site provided under the Far Eastern Hectare program, the user must determine the direction of its use. At the same time, after 3 years the user is obliged to report on the use of the site. In accordance with the norm of Law No. 119-FL, a corresponding Declaration will be submitted as a report, in which, in addition to the general sections, it is necessary to describe the actions and measures taken by the citizen for the intended use of the land plot provided to him.

If the allocated site is not being developed or the program participant does not invest in the development of the region, then the site is returned to the state.

Due to the fact that the allocation of a site under the Far Eastern Hectare program takes place upon mandatory development, and, accordingly, its involvement in economic turnover, there is a need to carry out a procedure for registering a legal entity and determining a taxation system. In some regions, a reduced tax rate is calculated using the simplified tax system. So, most regions of the Far Eastern Federal District have adopted local laws that provide for lowering tax rates for the simplified tax system (the relevant legislative acts are listed in table 2).

The exception is Primorsky Krai, where reduced tax rates are not set. We draw attention to the fact that in many cases differentiated tax rates are set. As a rule, the basis for this approach is the main type of activity. When studying these legislative acts, we came to the conclusion that for most types of activities that theoretically can be developed on the Far Eastern hectare, the indicated tax rates can be applied. Legislative acts of the Chukotka Autonomous Okrug provide for lowering rates for all program participants, without exception, in comparison with federal legislation. We consider it appropriate to use a similar approach in economic activity.

In order for the Program to function fully, it needs to be improved. For example, the mandatory connection of infrastructure to areas suitable for agriculture. At the same time, the state can put forward the following condition - certain areas can only be used for their intended purpose and impose sanctions in the form of fines for non-use of land or its use for other purposes. This will force citizens to take a more responsible approach to choosing a site and realistically assess their capabilities.

The state could provide material support to program participants who proposed the most successful and promising business plans, requesting in return the provision of full reports on the use of the funds provided.

It will also be prudent to provide participants with more detailed information on the status of hectares participating in the program and an approximate list of activities that can be carried out in such areas. For these purposes, land quality assessment is carried out as a result of receiving digital information on the properties of land as a means of production in agriculture. Assessment of the quality of land that is the original habitat of the indigenous peoples of the North, Siberia and the Far East of the Russian Federation is carried out in order to establish the productivity of deer pastures and the availability of biological resources necessary to ensure the traditional way of life of the indigenous peoples of the North, Siberia and the Far East of the Russian Federation [5].

Table 2. Tax rate reduction in the regions participating in the Far Eastern Hectare program

The subject of the Russian Federation	Object of taxation		Regional legislative act
	income%	income minus expenses, %	
Amur region	1 and 3 - for individual activities	5 - for individual activities	The law of the Amur Region dated 10.10.2015 No. 592-OZ
Jewish Autonomous Region	6	5, 8 and 10 - for individual activities	Law of the Jewish Autonomous Region of December 24, 2008 No. 501-OZ
Kamchatka Krai	1, 2, 3, 4 and 5 - for individual activities	10	The law of the Kamchatka Krai dated March 19, 2009 No. 245
Magadan Region	3 - for individual activities	7, 5 - for individual activities	Law of the Magadan Region of November 27, 2015 No. 1950-OZ and dated July 29, 2009 No. 1178-OZ
The Republic of Sakha (Yakutia)	2 and 4 - for individual activities	5 - for individual activities	The Law of the Republic of Sakha (Yakutia) dated 07.11.2013 1231-3 No. 17-V
Sakhalin Oblast	3 - for individual activities	5 - for individual activities	Law of the Sakhalin Region dated 10.02.2009 No. 4-OZ
Khabarovsk region	6	8 - for certain types of activities specified in the law	The law of the Khabarovsk Territory dated 10.11.2005 No. 47-OZ
Chukotka Autonomous Okrug	2 - for certain types of activities specified in the law	5 - for certain types of activities specified in the law	Law of the Chukotka Autonomous Okrug of May 18, 2015 No. 47-OZ
	4 - for individual activities	10 - for all other activities	Article 346.20 of the Tax Code of the Russian Federation

Without obtaining reliable data on the actual use of land, the legal status of land used by agricultural enterprises and organizations, the identification and establishment of the area of land unused, irrationally

used, or used for other purposes and not in accordance with the permitted use of land, the possibility of development and implementation of actions aimed at the development and improvement of agricultural land is excluded. The original data must be contained, first of all, in the Unified State Register of Real Estate (USRRE).

As a result of the study, using the example of the Khabarovsk Territory, the information recorded in the USRRE on the provided land plots as part of the implementation of the Federal Law dated 05/01/2016 No. 119-FL was analyzed (Fig. 1).

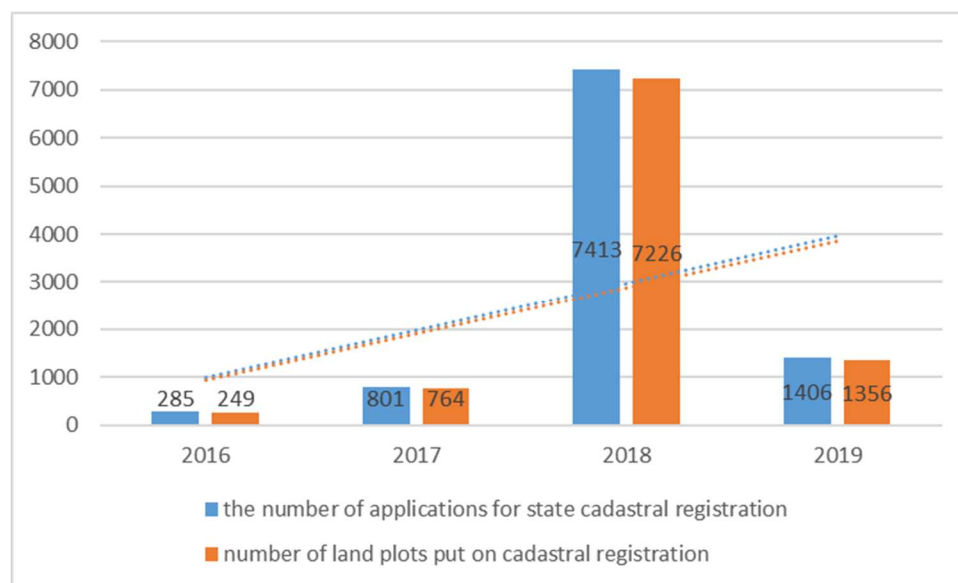


Figure 1. Statistics of applications received to the branch of FSBI FRS Rosreestr for the provision of a land plot under the Far Eastern Hectare program

From the diagram it is seen that:

- for the period of 2019 (as of 04/17/2019), the branch of the Federal State Budgetary Institution “Federal Registration Service Rosreestr” (FSBI FRS Rosreestr) received 285 applications for cadastral registration of land plots sent to the Branch by authorized bodies. Of these, 249 land plots were registered;
- for the period of 2018, a branch of the FSBI FRS Rosreestr received 801 applications for cadastral registration of land plots sent to the Branch by authorized bodies. Of these, 764 land plots were registered;
- for the period of 2017, the branch of the FSBI FRS Rosreestr received 7413 applications for registration of land plots sent to the Branch by authorized bodies. Of these, 7226 land plots were registered.;
- for the period of 2016 (from June 1, 2016 to December 31, 2016), 1406 applications for registration of land plots sent to the Branch by authorized bodies were received at the branch of the FSBI FRS Rosreestr. Of these, 1356 land plots were registered.

In accordance with the law on the Far Eastern Hectare, the application will be considered within 10 business days. Then the recipient will have another 30 days to sign the contract. Table 3 shows the dynamics of processing applications in the branch of FSBI “FRS Rosreestr”.

The problems associated with obtaining a hectare are analyzed - these are previously registered land plots that do not have borders in the state real estate cadastre, as well as land plots arbitrarily occupied by local residents that are not reflected in the state federal information system (FIS), through which the “Far Eastern hectare” is provided”. Accordingly, upon receipt or allocation of plots, controversial situations arise between potential recipients of the “hectare” and local residents [6].

The recipients of the “Far Eastern Hectare” highlight the longest paperwork and the fact that most of the land, for various reasons, is in the “gray” zone, which is forbidden to be issued, as the most important and acute problems. This applies in particular to hunting grounds.

There are several typical mistakes due to which the provision of one hectare is delayed for a long time:

- the format of the documents does not correspond to the format established by the regulatory authority (provided in the format Doc, Jpeg);
- documents submitted in electronic form are not signed by an enhanced qualified electronic signature (EQES) of the authorized body;
- documents required for state cadastral registration or registration of rights are not presented: in particular, there is no scheme for placing a land plot on a public cadastral map (when submitting an application for land plot civil registration), there is no contract for gratuitous use (when submitting an application for registration);

Table 3. Dynamics of processing applications of participants in the Far Eastern Hectare program

	01.06.2016 - 31.12.2016	01.01.2017 - 31.12.2017	01.01.2018 - 31.12.2018	01.01.2019 - 17.04.2019
Received applications for state cadastral registration (SCR)	1408	7413	1009	285
Registered at SCR	1345	7238	963	249
SCR terminated upon application	40	82	1	0
Decisions made to refuse to conduct SCR	10	102	35	0
Decision made to suspend SCR	0	0	0	19

- the contract for gratuitous use in the form of an electronic image of the document was not signed by all parties: in particular, there is no signature of the representative of the authorized body or the signature of the citizen who is granted the land plot, or the contract is not signed by all citizens who submitted a collective application for the provision of the land;

- the area of the formed land plot according to the document differs significantly from the area on the cadastral map with the coordinates presented in the scheme; Also, when submitting an application for accounting for changes in connection with a change in the boundaries of the land plot in the title document, there is no cadastral number of the land plot [7].

The majority of users of the Far Eastern Hectare, about 25% of the participants in the Far Eastern Hectare program, plan to build housing for themselves; 15% - to set up a personal plot for personal subsidiary plots, to build a country or garden house. Also, 13.5% of residents of the Far East plan to use the land for the implementation of tourism projects or for recreation. Other types of entrepreneurship - including trade, hotel services, entertainment, catering and motor vehicle servicing, account for 7% of the total number of applications sent to the Federal Information System (FIS) (Fig. 2) [8].

Taking into account the requirements of the Order of the Government of the Russian Federation to improve the investment and business climate of the Khabarovsk Territory, remove legal, administrative, economic and organizational barriers to business development, the Governor of the Khabarovsk Territory has approved “road maps” for introducing targeted models to simplify business processes and increase the investment attractiveness of Khabarovsk Territory, including: “Cadastral registration of land plots and real estate” and “Registration of ownership rights to land plots and real estate objects” [9].

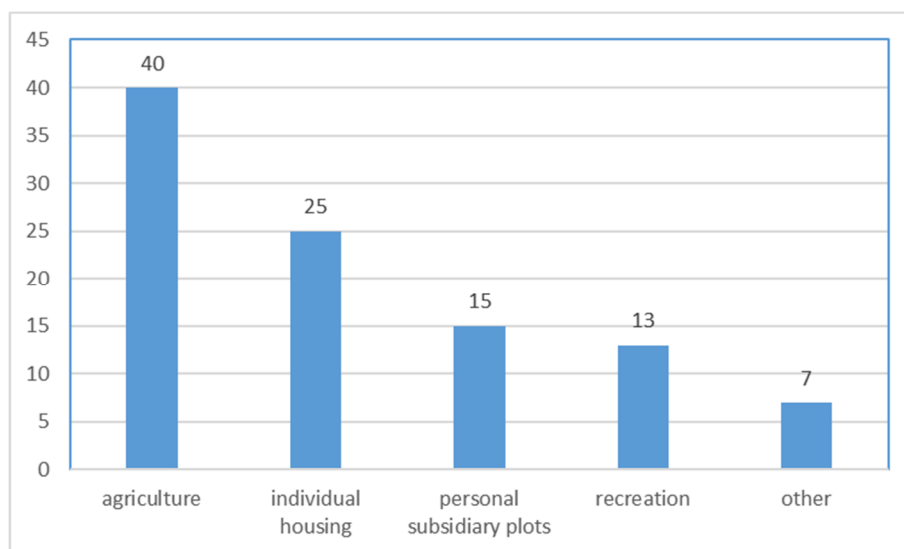


Figure 2. Types of use of the Far Eastern Hectare

Now more than 73,200 Russians are participating in the Far Eastern Hectare program. The area of the provided plots is more than 48 thousand hectares, and the authorized bodies made a positive decision on the provision of land for another 6 thousand hectares (Fig. 3).

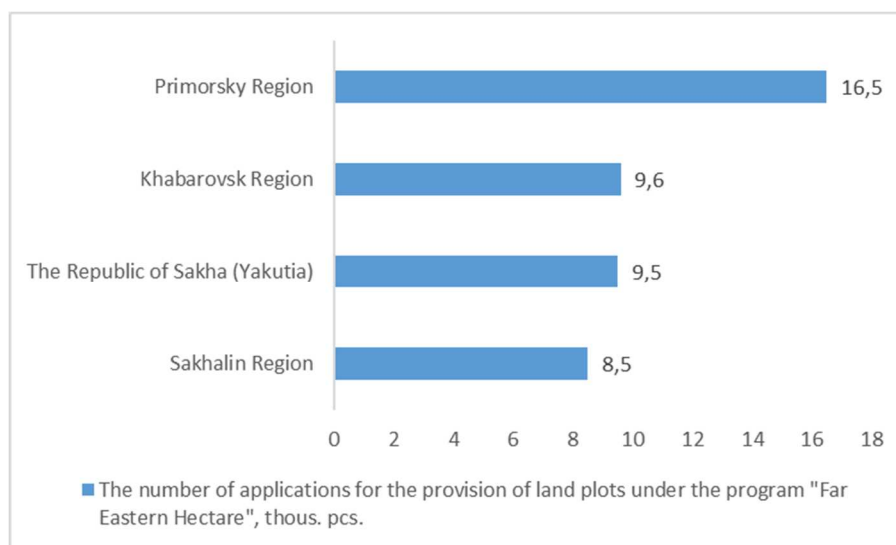


Figure 3. The number of applications for the provision of land plots under the program "Far Eastern hectare" in the subjects of the Far East

The most popular land is in Primorsky Krai - 16.5 thousand land plots are approved here (free use agreements were signed with citizens or approval of authorized bodies was obtained). 9.6 and 9.5 thousand applications were approved in the Khabarovsk Territory and the Republic of Sakha (Yakutia), respectively. 8.5 thousand sites approved in Sakhalin Oblast [10].

It should be noted that for operational work with applicants for the provision of the Far Eastern hectare, the Federal Service for State Registration, Cadastre and Cartography (hereinafter referred to as Rosreestr) acted as the operator of the federal information system (FIS) "На Дальний Восток. РФ". Rosreestr keeps statistics including on the "Far Eastern hectare". FIS provides an opportunity using the official website to:

1) to prepare the layout of the land on the public cadastral map in the form of an electronic document;
2) to prepare and send citizen's application to the authorized body (in the form of an electronic document) for provision of a land plot for gratuitous use, rental or ownership, as well as other documents and information, the submission of which by a citizen to the authorized body is required by Federal Law No. 119-FL;

3) to prepare and send to the authorized body documents and information at the request of a citizen interested in providing land for gratuitous use, rental or ownership by a federal executive body authorized by the Government of the Russian Federation to carry out the functions of registering rights to real estate and transactions with it and providing public services in the field of cadastral registration of real estate, land management, state monitoring of land, geodesy and cartography (hereinafter referred to as the registration authority);

4) to receive information from the authorized body on decisions taken in connection with a citizen's application for the provision of a land plot for free use, rental or ownership;

5) receive from the authorized body the draft contract for the gratuitous use of the land plot, the draft lease agreement or the draft contract for the sale of the land plot, as well as the decision to grant the land plot ownership free of charge or other documents and information the provision of which to the citizen by the authorized body is provided for by Federal Law No. 119- FL [11].

The requirements for the procedure for updating, forming and using basic state information resources are determined by the Government of the Russian Federation. These requirements should contain a list of measures aimed at ensuring the observance of the rights of subjects of personal data, as well as provide for measures to protect information in accordance with the legislation of the Russian Federation. Information on basic State information resources and on the procedure for access to information on basic State information resources are included in the register of basic State information resources, the procedure for the formation, updating and use of which is determined by the Government of the Russian Federation.

4. Conclusion

Taking into account the requirements of the Order of the Government of the Russian Federation to improve the investment and business climate of the Khabarovsk Territory, as well as remove legal, administrative, economic and organizational barriers to business development, the Governor of the Khabarovsk Territory approved "road maps" for introducing targeted models to simplify business processes and increase investment attractiveness of the Khabarovsk Territory.

The introduction of FSIS USRRE on the territory of the Khabarovsk Territory will automate the processing of incoming applications, as well as reduce the processing time of incoming applications and reduce the timing of accounting and registration actions. At the same time, applications can be accepted at any office of the MFC (multifunctional centers), including on an extraterritorial basis - regardless of the location of the facility.

The main purpose of the information system is to ensure automation of the processes of providing land plots to citizens for free use in the territory of the Far Eastern Federal District in accordance with the legislation of the Russian Federation;

An interdepartmental request for the submission of documents and information should contain an identifier of information about an individual.

Thanks to the interagency cooperation of the authorized bodies, information on land plots under the Far Eastern Hectare program was optimized and improved, which reduced the time for making a decision on granting or refusing to give one hectare.

In order to improve the investment climate in the region, the Government of the Khabarovsk Territory has implemented a number of important decisions for investors:

- a procedure has been established for supporting investment projects on the basis of the "one-stop-shop" principle in order to provide information, consulting and organizational assistance to investors;
- A specialized organization for attracting investments and working with investors was created - ANO "Agency for Investment and Development of the Khabarovsk Territory";

- Created an investment map of the Khabarovsk Territory;
- a specialized bilingual Internet portal on investment activity in the Khabarovsk Territory has been created - Investment portal of the Khabarovsk Territory.

6) In the structure of the land fund of the Khabarovsk Territory, 93.6% are the lands of the forest fund, 1.2% are the lands of the water fund, 1.8% are the lands of the reserve, 0.5% are the lands of agricultural purpose, 0.5% are the lands of settlements, 0.3% - lands of industrial and other special purposes, 2.1% - lands of specially protected territories and objects.

7) The Far Eastern hectare program is designed to attract settlers to the relatively uninhabited region of Russia; at present, the multiplier effect of its implementation is noted.

8) Taking into account the requirements of the Order of the Government of the Russian Federation in order to improve the investment and business climate of the Khabarovsk Territory, the Governor of the Khabarovsk Territory approved “road maps” for introducing targeted models to simplify business processes and increase the investment attractiveness of the Khabarovsk Territory.

9) The introduction of FSIS USRRE on the territory of the Khabarovsk Territory will automate the processing of incoming applications, as well as reduce the processing time of incoming applications and reduce the timing of accounting and registration actions. At the same time, applications can be accepted at any office of the MFC (multifunctional centers), including on an extraterritorial basis - regardless of the location of the facility.

10) Based on the analysis of the work of the FIS “НаДальнийВосток.рф”, a requirement is formulated to display the recommended types of permitted use (TPU) of land plots in the information system by establishing the boundaries of zones with special ones recommended by TPU.

11) Thanks to the interagency cooperation of the authorized bodies, information on land plots under the Far Eastern Hectare program was optimized and improved, which reduced the time for making a decision on granting or refusing to give one hectare.

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