DEVELOPMENT OF RURAL AREAS OF RUSSIA AND JORDAN

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Rural areas both in Russia and Jordan are characterized by the lack of job places and relatively low opportunities for female and youth labor. The situation is worsened by the decrease in the efficiency of the agricultural production in general. Institutional and technological transformations are required to improve the efficiency of the agricultural sector which will inevitably be accompanied by the expansion of the employment. The purpose of the research is to analyze socio-economic aspects of agricultural sectors of Russia and Jordan and to develop proposals for the management of labor resources with the focus on women employment. Research methods consist of comparative analysis of socio-economic development of agricultural areas on the basis of statistical data for Russia and Jordan as well as SWOT analysis. It is recommended to launch a national project on agricultural development in Jordan, as in Russia, with specific country targets and similar objectives pointed out in the study.

Key words: agriculture, employment, Jordan, Russia, rural areas.
JEL Codes: J08, J21, J43.

1. Introduction

In 2018 relationship between the Russian Federation and the Hashemite Kingdom of Jordan gains new strength. Economic’s trade and scientific and technical cooperation of two countries has very good prospects. The Intergovernmental Russian-Jordanian commission on development of economic's trade and scientific and technical cooperation is created. One of the most important directions of two countries’ cooperation is agriculture. Following the results of 2015 the mutual trade's volume in agricultural production, raw materials and food between the Russian Federation and Jordan was 125.5 million dollars.

Currently the economic recession and complicated international relations exacerbate the economic situation of agricultural enterprises in Russia which leads to a significant reduction in jobs. As far as Jordan, the population dynamics in the region, namely, population size, urbanization levels, age structures and internal and international migration flows are significantly expanding the region’s water demand that directly affects the economic development of the rural areas and the employment.
The decrease in the efficiency of agricultural production, the increase in the share of unprofitable farms, the institutional transformation that is not accompanied by expansion of employment in rural areas, – all these have a negative impact on the use of labor resources. In addition, the deformation of the sectoral structure of labor resources in agriculture severely limits the variety of fields of application of labor which causes further outflow of skilled personnel. Rural labor resources due to the specificity of rural areas are characterized by the lowest level of wages; the fall in the need for labor during the financial and economic crisis is negative; the territorial remoteness of rural settlements sharply limits mobility and causes limited opportunities to provide job seekers with the necessary information, complicates their professional retraining.

The mentioned circumstances exacerbate the problem of labor management in agriculture and, thus, increase the need to find new approaches of its solution. The aim of the study is to study socio-economic aspects of the rural development, point out main features of agricultural sectors of Russia and Jordan, develop proposals for the management of labor resources in the agricultural sector in general and in women’s employment in particular; and on this basis to improve the efficiency of the sector. The methodology of the research: comparative analyses, SWOT analysis. The research outcomes may be applied by the officials and decision-makers of government institutions responsible for agricultural sector development and the employment.

2. Employment in Rural Areas in Russian Federation

In this article progress and problems of the Russian agricultural sector, and rural territories is carried out. The most effective measures for increase in employment of rural areas are revealed. Authors have presented the most effective and universal instruments of increase in agriculture's efficiency tested on regional territorial subjects of the Russian Federation which can be applied effectively in other countries. First of all, the review of the main statistics and tendencies in the agriculture's sector is given.

In Russia the agro-industrial complex plays a very important role in social and economic life of the country. It's share in gross domestic product makes about 8.5%, and directly in production of goods – about 12%, there are more than 38 million people in rural areas, it means about 27% of the population of the country. In Russia the main distinctive feature of the present stage of agriculture's development is that more than 10 years there is an increase in production. From 1999 till 2016 the volume of agriculture's gross output has increased by 34.5%. For the last 50 years there wasn't so continuous growth in this economic sphere. For the first time in the Russia's history the purposes, legal bases and the directions of federal agrarian policy as component of social and economic policy of the state are established at the legislative level. State regulations and implementation of the priority national project "Development of Agro-industrial Complex" is the main basis of such success.

Nevertheless there are number of system problems in the country. Despite the big areas, fertile soils, stocks of natural resources, Russia is the country, which is not providing itself with food in volumes according to norms. That's why in 2017 own food has provided only 22 territorial Russian Federation's subjects, but there are 89 subjects there.
During years of reforms extensive damage has been caused to the system of melioration in Russia. But the need for water grows every year. In 2014 the farmlands' areas of the Russian Federation were 221 million hectares: 122 million hectares of an arable land; 92 million hectares occupy pastures and haymakings; 4.7 million hectares belong to the category of deposits. In general, on arable land Russia takes the fourth place in the world after the USA (186 million hectares), India (166 million hectares) and China (143 million hectares). Considering population' density of the countries, arable land on 1 citizen of Russia is 0.83 hectares of an arable land at the average world indicator 0.23 hectares on one inhabitant. At such indicators of security's soil of Russians' requirement society for land reclamations or agricultural grounds can be limited.

It will be noted that at the soil's (arable land) high rates of security, specific (on one resident of the country) and gross indicators of the received agricultural production in the Russian Federation rather low. So, the average annual output of grain in Russia in 1998 was 50 million tons, and in fruitful 2001 – 83 million tons that per capita makes 340–550 kg that there is less standard (600 kg) corresponding to a condition of the country's food security . Assessment of agricultural grounds on the moistening mode, thermal resources and solar radiation and adverse agroclimatic conditions shows that the most part of Russia is in a zone of risky agriculture" (The meliorative ..., 2017).

Now the Russian Federation's Government supports small and medium businesses, all , who want to open the case in the village, to invest in development of base for breeding livestock production, in fish farming, to restore the Russian seed farming, to develop rural territories, agricultural mechanical engineering. The share not occupied in rural territories makes 66.4% of the general level of the unemployed.

Problems of the rural development remain: dramatic differentiation of rural areas by the volume of investment per capita; low level of rural activities of municipal entities in the field of extra-budgetary financing their development; the lack of sufficient powers of municipal authorities to dispose the components of the investment potential (such as land resources) and the relevant organizational structures. Taking into account capabilities of local governments and the formation of the global capital market, the conceptual model of the organizational and economic mechanism of extra-budgetary financing for sustainable development of rural areas can be based on the principle of indicative management of the investment process by coordinating the actions of investors by means of trust management of some part of municipal, state and private property, as well as stimulating investment activity of small and medium-sized businesses in the stock and financial markets.

Realization the priority national project "Agrarian and Industrial Complex Development" has made possible to fund information and consulting centers. As an experiment, pilot consulting centers has been established on the basis of municipalities in 2016 (Pakhomova, 2017). They operate in the form of non-profit organizations, the main objectives of which are to consult heads of farms and owners of small farms, to provide legal assistance, to support the organization of agricultural consumer cooperatives, to train and to assist in obtaining loans, grants, subsidies.
The novelty of such an organization is to ensure interaction with local authorities in an integrated approach to solving the problems of sustainable development of territorial entities and the socio-economic protection of rural residents (Saprykina, 2016).

The world practice shows that high technologies and new means of communication are becoming more common in rural areas. In many countries industrial production is also moving to rural areas. For example, in China almost half of exports are made in rural areas. This helps to avoid the over-concentration of population in cities and creates better living conditions for people (Ustinova, 2016).

The solution to the problem of female unemployment is expedient within the framework of programs of development of small entrepreneurship which are implemented in some rural areas. According to such programs administration of Oktyabrsksky rural district in Rostov region carries out work on rendering financial and credit support to small business at the expense of means of the local budget and reinvested means of municipal Fund for the Development and Support of Business (Pakhomova, 2010). As the result of these activities the number of small enterprises increased to 307; the amount of tax revenues of small business entities increased by 13,380 thousand rubbles. Currently, the number of employees in small business of Oktyabrsksky rural district is more than 5,000 people.

To activate the solution of the problem of women’s employment (while developing and implementing the regional target program for small business development for 2017–2020), it is necessary to implement into the practice the provision of guarantees to small businesses through the pledge of municipal property. Trust should be transferred to municipal funds for local development.

3. Employment in the Agricultural Sector in Hashemite Kingdom of Jordan

In this section SWOT analysis of Jordanian agricultural sector is conducted. Its strengths and weaknesses, opportunities and threats are considered. Measures to increase employment in rural areas are outlined. It is revealed that Russia and Jordan have many similar problems and tasks related to employment in rural areas. In this regard, Russian experience, as well as recommendations in the field of economic policy, can also be successfully applied in Jordan.

To begin with, an overview of the main statistical indicators of the country and trends in the sector of agriculture are denoted.

Jordan belongs to the group of upper-middle-income countries in Western Asia with a poor resource base and a high water deficit. The human development index (HDI) is classified as high, and in 2017 it was 0.741 (decreased from 0.760 compared to 2010), placing Jordan on the 86th place in the ranking of 188 countries (UNDP, 2016; Alhanaqtah, 2016).

The GDP value of Jordan represents 0.06% of the world economy, reaching an all time high of $38.65 billion in 2016 (Trading economics, 2018). Despite a small share of GDP, agriculture is an economically important sector and the main source of food and currency from exports. GDP from agriculture in Jordan has reached an all
time high of JOD 137.8 million in the fourth quarter of 2017 (Trading economics, 2018). However, the contribution of agriculture to the country’s GDP decreased significantly from 40% in the 1950s to 4.3% in 2016 (WDI, 2018).

Jordan is a food-deficit country in which most agricultural products, namely fruits and vegetables, are consumed locally. The sector is substantially affected by shortage of water for irrigation and excessive use of underground water sources. The country is one of the four poorest in the world in terms of water resources, and the Jordanian population is among the most water-deprived globally (Alhanaqtah, 2014). Thus, economic growth is highly impacted by the water deficit because production capacity is limited by restrictions on water supply (Kamel, 2008). And politics here has played a major role in shaping the water situation in Jordan: owing to a history of regional instability and conflicts (Yorke, 2013), Jordan has received millions of refugees, from Palestine in 1948 and 1967, from Iraq in 2003 and from Syria since 2011 until now.

The population of Jordan in 2018 is about 8.3 million. Agricultural land occupies 12% of the total land area, of which agricultural irrigated land is 9.9%, and permanent arable land is only 1% according to 2014 data. Water consumption in the agricultural sector in 2014 was 65% (Freshwater withdrawal…, 2015). Recent available statistics also indicate that intake per capita in 2010 amounted to 145 m³ per year per capita. It is expected that currently this value decreased dramatically due to the population growth, mainly because of refugees. Naturally, the water supply per capita, as well as by sectors, decreased, resulting in a significant increase in the demand for the water for agricultural needs.

Jordan is characterized by the high urbanization. Less than one third of the population lives in rural areas, mostly in villages unevenly distributed throughout the country. Currently, the number of jobs provided in rural areas is very low, and the rural way of life has become less attractive for a large number of the population.

According to 2012 estimates, the share of employed in the total population of Jordan was 38%, of which 14.1% were women (Sidahmed, 2012). An analysis of the employment in the agricultural sector shows that unpaid family labor is the predominant form of labor. Social and cultural traditions hinder women’s large-scale participation in agricultural activities, i.e. the share of women’s employment remains very low. In extreme cases, poor people, including women, have resorted to casual labor on large farms. In general, Jordanian agricultural sector relies heavily on migrant labor, mainly from Egypt. Despite the importance of agriculture to the economy, employment in the sector has been declining steadily.

Agriculture is the main source of income and livelihood for about 25% of the poor. Among the main causes of the poverty in rural areas of Jordan are high unemployment and low wages of agricultural labor, uneven economic growth by region, as well as seasonal drought, desertification, deterioration of rangelands, etc. Notably, about one third of the population of Jordan is very young (under 15 years), which raises the issue of youth employment in general and in rural areas in particular.
4. SWOT ANALYSIS OF RUSSIA'S AGRICULTURE AND JORDAN

Authors have made the matrix of SWOT analysis of agriculture and rural territories for Russia and Jordan (Table 1).

Table 1. SWOT matrix analysis of agricultural and rural development

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Threats</th>
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<tbody>
<tr>
<td>Increase in production at the expense of a production intensification (application of effective methods, modern technologies, the closed cycles of production, technologies 6 of technological way) Providing the country with own food and surpluses' export of production on foreign markets Development and production of renewables</td>
<td>Natural and technogenic catastrophes Food security's threat because of import's abundance of agricultural production. Lands' desertification, violation of ecological balance. Degradation and increase in number of the poor at the villagers' expense. Social tension's growth</td>
</tr>
</tbody>
</table>

**Strengths**

- Enough agricultural grounds.
- Existence of internal reserves and unoccupied competitive niches of the Russia's food market.
- Ensuring food security are a priority wall-paper of the countries.

**Weaknesses**

- The state support's need. Results' dependence of activity on an environment
- Low level of production's intensification, rudimentary condition of use in biotechnologies' agriculture, an insufficient share of the farms which are actively using breeding seed farming and livestock production.
- High need for water.
- High share of unemployment, about domination of women and youth.

Using the tools of institutional economy aimed to the development of both agriculture, and rural territories.

Rural territories' development with high support of municipal units and initiatives.

New technologies' introduction will lead to quality's improvement of production and increase in demand for her. Carrying out timely market researches and forecasting of supply and demand. The production of goods which is in the greatest demand among consumers taking into account biological and environmental standards.

Increase in a share of employment at the expense of state stimulations' mechanisms development of small and medium business in rural territories.

New types' emergence of the knowledge-intensive and innovative production in agriculture, the expanding possibilities of employment not of a busy manpower.

Systems' development of melioration and desalting of water.

The social sphere's development of rural territories.

The cluster form's development of agriculture's integration.

Using tourist and improved opportunities of rural territories.

Development of small and medium business at the expense of an unoccupied manpower (women and youth).

Replication and encouragement of initiatives of agrobusiness in rural territories

Production greening.

**Weaknesses of the agricultural sector.** The weaknesses of the Jordanian agricultural sector relate to the natural factors mentioned above. On balance, these are
the water deficit in the whole country and the decline in the water supply for the needs of the agricultural sector in particular, desertification and land degradation due to frequent droughts, extensive land use and the problem of overgrazing, the land fragmentation.

The analysis revealed the shortcomings caused by institutional factors: lack of participation and the role of women and youth, lack of motivation and incentives, almost complete absence of partnerships with the private sector and NGOs, the lack of support for the organization of agricultural cooperatives, the weak system of cooperation of farms, the lack of knowledge and awareness among farmers and other stakeholders, the lack of the legislative framework, the untested nature of issues associated with the allocation of financial resources for the development of the agriculture and the employment, the lack of understanding of the importance of agriculture, the limited access of farmers to sources of investment, the inconsistent collection or the complete absence of statistics to analyze the situation in the agriculture and the employment. All this testifies to the low efficiency of agricultural support by government institutions and inadequate rural employment.

Weaknesses related to socio-economic factors can be summarized as follows: the overwhelming majority of young people do not seek to work in the agricultural sector, despite the availability of family (household) and village-level jobs; the lack of health and pension insurance policies for wage-earners in agricultural farms; strong competition from migrant workers (refugees, the poorest, low-wage workers); lack of investments in the development of water-saving technologies and cost-effective resources for animal feeding; the availability of earnings in foreign countries and the possibility of remittances to family members; the orientation of investors to other sectors of the economy. All these factors lead to low returns and suppress incentives for the employment in the agricultural sector. The labor force moves from agriculture to other sectors of the economy or even prefers to remain unemployed.

Disadvantages related to the productivity and profitability of the sector include: land degradation due to overgrazing and desertification; reduced biodiversity; underdeveloped agricultural infrastructure and marketing; poor cooperation or lack of farmers’ associations; the growing gap between farm output prices and market consumer prices due to the desire of intermediaries to obtain high profits; lack of marketing standards; low competitiveness of Jordanian agricultural products in foreign markets due to high costs, unfavorable pricing policy, availability of cheaper resources and subsidies to the industry in other countries, as well as the irrational distribution of budget resources.

Thus, according to the available data, the total annual average budget of the Jordanian Ministry of Agriculture is roughly equally distributed between current (administrative and wage costs) and capital (investment) expenditures. While the share of current expenditure increased by 46% between 2008 and 2012, the share of the investment expenditure decreased by 26%. The expenditure trend for all departments of the Ministry of Agriculture also reflects an increase of 61% in salaries and
administrative expenses and a decrease of 27% in investment expenditures for the same period. It is obvious that the increase in the share of wages puts a strain on the investment (Sidahmed, 2012).

Overall, the competitiveness of the agricultural sector is weakened by the lack of access to modern technologies and financial resources, high commodity prices, unfavorable fiscal policies and excessive dependence on government assistance.

**Strengths of the agricultural sector.** A number of studies indicate that Jordan enjoys a strong comparative advantage in the production of virtually all types of vegetables, some types of fruit trees (especially olive trees) and a comparative disadvantage in tomato cultivation. Jordan has the strongest comparative advantage in winter (Sidahmed, 2012; Jordan Human Resources, 2017).

Jordanian agricultural production has the potential to improve through the extensive use of irrigation systems, greenhouses and the cultivation of hybrid varieties of crops. The fragmentation of land, its high cost, an increasing number of households which do not wish to engage in traditional cultivation in the open ground led to the transition to the commercial production of agricultural crops in greenhouses by larger producers that mostly employ the cheap foreign labor. The commercialization of fragmented lands leads to the expansion of areas under greenhouses for growing vegetables, diversification of products, the use of modern technologies and varieties.

**Opportunities and threats of the agricultural sector.** Agriculture in Jordan is closely linked to a number of socio-economic problems, particularly in rural areas. First of all, it is necessary to overcome the natural problems related to water shortages, and implement technologies and innovations that maximize water use efficiency, such as drip irrigation, desalination and treatment of water, construction of dams, water management systems, etc. Modern trends show a significant potential for market development of desalination technologies. Construction of desalination plants in dry lands is carried out almost on an absolutely guaranteed “customer base”: local farmers, businessmen and urban residents (Alhanaqtah, 2014).

It is actual for the majority of the countries in the world that problems with ensuring food independence with own production. Agriculture's development of the country is very important, especially it is being discussed not only about providing the population with own food, but about development of rural territories as a factor of social and economic stability. Russia is the country with a large number of rural territories, Jordan is territorially, quantitatively productive considerably less and it is impossible to compare absolute values as figures aren't comparable also effectiveness of such data extremely low. Authors have investigated and analysed employment indicators in rural territories, allowed to reveal the general regularities for two explored countries. So as a result of the structure's analysis of the country's population, quantity busy and unemployed, the gender and age structure of labor, volume of the unemployed in rural territories have allowed to reveal the following regularities. For two countries unemployment rate in rural territories is more considerable than in city agglomerations, for women to find work more difficult, than for men if in Russia this
indicator is about 68%, then in Jordan it is more than 78%, problems of youth's unemployment are characteristic of both explored countries (Table 2).

<table>
<thead>
<tr>
<th>Parameter</th>
<th>Russia, 2006</th>
<th>Russia, 2017</th>
<th>Jordan, 2017</th>
</tr>
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<tbody>
<tr>
<td>labour</td>
<td>100</td>
<td>100</td>
<td>100</td>
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among them:

| Busy      | 74.2         | 87.3         | 73.3         |
| unemploy  | 25.7         | 12.7         | 26.7         |
| Of them   |              |              |              |
| menfolk   | 31.4         | 15.5         | 11.7         |
| women     | 68.5         | 84.5         | 78.3         |

Age structure of the unemployed

| at the age of 18–30 years | 53.3 | 23.5 | 68.3 |
| at the age of 31–45 years | 14.2 | 14.6 | 23.4 |
| at the age of 46–60 years | 32.5 | 62.9 | 8.3  |

Unemployment rate

| Of them employed:         | 100 | 100 | 100 |
| Unemployed in the city    | 33.6 | 43.6 | 41.3 |
| Unemployed in rural areas | 66.4 | 56.4 | 59.7 |

The carried-out analysis has shown that the structure of employment of a manpower in Jordaniya, is similar to Russia before implementation of the priority national project "Development of an Agro-industrial Komplek". Implementation of this national project has allowed Russia to change significantly an economic situation, having provided the stable growth and development of rural territories. As in Russian Federation, Jordanian agricultural sector is a high priority. There is an urgent need to overcome the shortcomings noted above, to increase the investment and to create new jobs in the sector. The experience of the Russian Federation might be useful in this regard. The authors recommend the launch of a national project on “Agricultural Development in Jordan” with country targets and similar objectives, as Jordan and Russia face similar challenges in terms of stimulating the development of the sector and increasing the employment. Thus, in order to support small agricultural businesses and strengthen farmers’ organizations, it is advisable to create consulting centers to provide entrepreneurs with up-to-date information on legislation, available technologies and sources of financing (grants, loans, subsidies). In order to support the unemployed, the government of Jordan has already established a special fund which provides financial loans only to the unemployed, up to 125,000 JD (equivalent to €125,000) for the development of small businesses with a 5% annual interest rate for 8 years and a deferred first payment of 1 year. With regard to employment, unfortunately, Jordanian youth avoid working and living in rural areas. Young people prefer to stay out of work for several years (up to 5 years), so as not to live far away from their families and not to work in the unattractive jobs provided by commercial agricultural farms. With regard to women’s labor,
although Jordanian women enjoyed constitutional rights to work and participate in public life, their employment in agriculture is difficult. The reasons are the decline in households, the lack of encouragement of women’s work in general, and especially the hard work with long-term employment during the day on large commercial farms. In accordance with religious and cultural traditions, women must play their natural role as women and do all the work within the household. There is the need to conduct a study in order to identify the reasons for the poor participation of young people in the agricultural sector. Moreover, targeted reduction in the demand for foreign labor can contribute to the development of the sector and increase its employment.

Agriculture is not a stand-alone sector, there are direct and indirect links; and the prosperity requires the creation of the enabling environment at the state level.

4. Conclusion

1. The decrease in the efficiency of agricultural production, the increase in the share of unprofitable farms, the institutional transformation that is not accompanied by expansion of employment in rural areas, – all these have a negative impact on the use of labor resources.

2. Problems of the rural development in Russia: dramatic differentiation of rural areas by the volume of investment per capita; low level of rural activities of municipal entities in the field of extra-budgetary financing of their development; the lack of sufficient powers of municipal authorities to dispose the components of the investment potential and the relevant organizational structures.

3. The conceptual model of the organizational and economic mechanism of extra-budgetary financing for sustainable development of rural areas can be based on the principle of indicative management of the investment process by coordinating the actions of investors by means of trust management of some part of municipal, state and private property, as well as stimulating investment activity of small and medium-sized businesses in the stock and financial markets.

4. Realization of the priority national project “Agrarian and Industrial Complex Development” made possible to fund information and consulting centers. The solution to the problem of the female unemployment is expedient within the framework of programs of the development of small entrepreneurship in rural areas.

5. The agricultural sector in Jordan is substantially affected by shortage of water for irrigation and excessive use of underground water sources. Currently, the number of jobs provided in rural areas is very low, and the rural way of life has become less attractive for a large number of the population, especially the youth.

6. The analysis of the employment in the agricultural sector of Jordan shows that unpaid family labor is the predominant form of labor. Social and cultural traditions hinder women’s large-scale participation in agricultural activities. Jordan’s agricultural sector relies heavily on migrant labor, mainly from Egypt. Despite the importance of agriculture to the economy, employment in the sector has been declining
steadily. Targeted reduction in the demand for foreign labor can contribute to the development of the sector and increase its employment.

7. In order to support small agricultural businesses and strengthen farmers’ organizations, it is advisable to create consulting centers to provide entrepreneurs with up-to-date information on legislation, available technologies and sources of financing.

8. Agriculture in Jordan is closely linked to a number of socio-economic problems, particularly in rural areas. First of all, it is necessary to overcome the natural problems related to water shortages, and implement technologies and innovations that maximize the water use efficiency.

9. As in Russian Federation, Jordanian agricultural sector is a high priority. The experience of the Russian Federation might be useful in that regard. The authors recommend the launch of a national project on “Agricultural Development in Jordan” with country targets and similar objectives, as Jordan and Russia face similar challenges in terms of stimulating the development of the sector and increasing the employment.

10. Both in Russia and in Jordan, agriculture is not a separate and independent sector of the economy. As in any complex socio-economic system there are many direct and indirect relationships. Successful development of agriculture, rural areas and infrastructure requires the creation of an enabling environment at the state level.

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