

Research Article

The Main Directions of Public Policy in The Field of Economic Protection of Lands of Agricultural Purpose

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ABSTRACT

Theoretical questions of increase in efficiency of agricultural land use in the conditions of the undertaken market reforms of the region are considered. The economy of interindustry interactions at redistribution of lands of agricultural purpose, in particular, the economic mechanism of compensation of withdrawal of lands from agrarian production is considered. The main objectives, the principles and measures of economic protection of lands of agricultural purpose are defined. The optimum combination of requirements of production and public work of the person and requirements of preservation and multiplication of land resources provides sustainable development of regions and the country in general. Now in regions there was very difficult ecological situation that aggravated an economic situation because in the sphere of the production and consumer relations the economy and ecology are closely connected, interdependent and represent uniform economic system in national economy.

Keywords: agricultural industry, region, industry

1. INTRODUCTION

The market is one of mechanisms of coordination of behavior of economic subjects. Therefore in the world did not exist and there is no state which economy would function without use of the state regulation machinery of economy. Only the proportion of use of these mechanisms changed and changes. In literature

various positions concerning state regulation express. State regulation, A.P. Alyokhin pays attention, it can be understood in broad and narrow sense. In a broad sense it is expressed in establishment by the state of the general rules of conduct of participants of the public relations and their adjustment depending on the changing

conditions. In narrow sense state regulation – one of functions of public administration [1]. According to G.E. Bystrov, state regulation of agricultural industry designates activities of the state for impact on the system of the agrarian business functioning mainly on a market basis with application of methods of economic regulation (the prices, taxes, the credits, duties) and also the state orders, licenses, quotas, other administrative methods of influence [2]. M.I. Kozyr considers that state regulation of agricultural industry is understood as various purposeful impact of the state on education and activity of rural producers and rendering the corresponding state support to them, adoption of laws and other regulations in the field of agricultural industry and also creation of system and definition of tasks, functions and competence of the bodies which are carrying out state regulation of this branch [3].

Proceeding from contents of the Federal law of December 29, 2006 № 264-FZ «About development of agricultural industry» state regulation of the relations in agricultural industry makes the maintenance of the public social and economic policy in the sphere of development of agricultural industry as economic activity on production of agricultural production, rendering services for providing the population with the Russian food products, the industry – agricultural raw materials and assistance to sustainable development of territories of rural settlements and the territories (Art. 1) corresponding the *mezhselennykh*. At the same time this activity of the state covers not only the sphere of production, but also the sphere of the market of agricultural production, raw materials and food as spheres of the address of agricultural production, raw materials and food (Art. 4).

2. RESULTS

The necessity of state regulation of agricultural industry is caused including the features inherent in the agrarian sector of economy: considerable influence of climatic factors on agricultural production and specialization of farms, use of the earth as the main means of production, a disproportion in pricing between agricultural and industrial output, dependence of

an agricultural producer on local monopoly of the processor of this production, the diversified nature of a significant amount of the organizations, existence of specific forms of the organization of agricultural production, etc. It is necessary to agree with opinion that «even in the conditions of the developed market in which economic contradictions are maleficated there are ineradicable objective reasons and need of the state intervention in agricultural industry» [4]. Main objectives of state regulation of agricultural industry are: increase in competitiveness of the Russian agricultural production and Russian agricultural producers, ensuring quality of the Russian food products; ensuring sustainable development of rural territories, employment of a rural population, increase in level of his life, including compensation of the workers occupied in agricultural industry; preservation and reproduction of the natural resources used for needs of agricultural production; formation of effectively functioning market of agricultural production, raw materials and food providing increase in profitability of agricultural producers and development of infrastructure of this market; creation of favorable investment climate and increase in the volume of investment in the sphere of agricultural industry; observation of a price index on agricultural production, raw materials and a price index (tariffs) for the industrial output (services) used by agricultural producers and maintenance of parity of indexes of such prices (tariffs).

Allocate the following functions of state regulation of agricultural industry: formation of the effective qualified subjects of the market relations; maintenance of steady demand for food and their offer; encouragement of creation of system of infrastructure providing for ensuring the markets of the earth, material resources, the capital and food products, assistance scientific and to staffing of steady reproduction [5,6,7].

Lawyers and economists refer to the basic principles on which the specified regulation has to be based: rational agrarian protectionism which is one of bases of ensuring food security of the country; combination of the economic and social targets; program and target regulation;

establishment and maintenance of parity of the prices and income in agricultural industry and other branches of the national economy; the guaranteed state support of agricultural producers; the differentiated approach to implementation of state regulation; motivational orientation of state regulation, the most effective use of resources.

The combination of methods of direct (administrative) and indirect (economic) regulation is characteristic of state regulation of agricultural industry.

The direct method (direct budget financing, participation of the government or municipal institutions in production or management of branch) assumes administrative and legal regulation. The indirect method is a method of impact on market mechanisms without direct participation of the state in them (price control, realization of the budgetary, tax, credit policy, antimonopoly regulation, development and implementation of programs, application of a balance method, the standard method providing determination of volumes and structure of requirements of agricultural industry). According to Art. 6 of the Federal law «About Development of Agricultural Industry» which fixed bases of state regulation of the agrarian sector of economy the following measures can be applied to realization of the public agrarian policy: granting budgetary funds to agricultural producers; application of the particular tax treatments concerning agricultural producers; implementation of purchase, storage, processing and deliveries of agricultural production, raw materials and food for the state and municipal needs; regulation of the market of agricultural production, raw materials and food, including customs and tariff and non-tariff regulation; information support of agricultural producers and other participants of the market of agricultural production, raw materials and food and also providing consulting help to them; antimonopoly regulation of the markets of agricultural production, raw materials and food; participation of public organizations in formation and realization of the public agrarian policy; carrying out purchasing interventions, commodity interventions in the market of agricultural production, raw materials and food

and also mortgage operations and other measures provided by the legislation of the Russian Federation. Maintenance of stability of providing population with the Russian food products; formation and regulation of the market of agricultural production, raw materials and food, development of its infrastructure; state support of agricultural producers; protection of economic interests of the Russian agricultural producers in the internal and external markets; development of science and innovative activity in the sphere of agro-industrial complex; sustainable development of rural territories; improvement of system of preparation and additional professional education of shots for agricultural industry act as the main directions of the public agrarian policy. The modern agricultural industry of the region needs the state support, protection of the domestic agrarian market and the domestic agricultural manufacturer. In the developed economic conditions the enormous value is gained by a preservation problem for society of public property – farmlands. Now in regions the areas of productive grounds are reduced, their quality as a result of inefficient use, irrational redistribution of lands worsens. Effective management of agro-industrial production assumes the organization of rational use of all production, and especially, land resources as the earth in agricultural industry is the main means of production. The present stage of development of the land relations in agro-industrial complex of the country can be characterized as the period of their reforming in connection with market transformations in economy. As the main signs of this phenomenon, first of all, variety of forms of ownership on the earth and managing, formation of the mechanism of availability at a price of land tenure and land use, involvement of the earth in the sphere of the commodity-money relations, transfer of lands to maintaining territorial administrations act. Radical restructurings are characteristic of all отраслей domestic agricultural industry. Formation of multistructure economy happens against the background of the active interindustry redistribution of land resources infringing, as a rule, on the interests of agricultural industry. In particular, development of industrial production

is followed by process of its territorial organization, considerable withdrawals of lands of an agricultural turn. Increase in acreage of settlements happens, generally at the expense of lands of agricultural purpose. Development of network of engineering infrastructure is carried out, considerably at the expense of the lands occupied in agricultural production. Formation of the market of the earth also influences intensity of process of redistribution of land resources.

This problem acquired special relevance owing to extremely active movement on implementation of the Law «About Land Turnover of Agricultural Purpose» which began to work since 2003. As a result of a market turnover the most productive grounds in zones of the developed agriculture often leave commodity agrarian production, that is there is their hidden interindustry redistribution for the purposes which are not connected with maintaining directly agricultural industry. At the same time the purpose of the earth and its role in production changes. Being the main means of production in agricultural industry, the earth in other production spheres keeps, mainly, a role of the location of production (spatial operational basis) where in small degree such unique property of the earth as soil fertility by means of which the person also carries out actually agricultural production is implemented.

At the same time, the problem of self-sufficiency of the country high-quality food in enough and the range is extremely relevant. There is a contradiction: on the one hand society develops new lands and increases efficiency of grounds for the purpose of the solution of a food problem, and with another - withdraws agricultural holdings for nonagricultural needs. It inevitably results in tension of land balance of the country. The high need of agricultural industry for productive grounds causes need of more careful approach to granting lands for nonagricultural needs and creation of system of effective economic protection of agricultural holdings against unreasonable withdrawals, including as a result of a market turnover.

System crisis of agricultural industry due to the lack of the full-fledged standard and legal basis declaring a priority of agrarian production

aggravates a problem of preservation of fertile lands; lack of the state measures for support and protection of the agrarian producer; disparity of prices for products of agricultural industry and industrial branches of economy; the incorrect social policy shown in elimination of incentives to occupation by agricultural work and lives in the village; disorder of production base of agricultural industry; destructions of interindustry and intra-branch communications; low efficiency of capital investments and small volume of investment into agricultural industry. Irrational intra-branch use of fertile lands because of the low level of an agrotechnology and lack of financial opportunities became the characteristic phenomenon for modern agrarian production. As a result of the earth of agricultural purpose lose the productive properties, are thrown, grow with a melkolesye and a bush, that is actually leave agricultural production.

Interindustry redistribution of farmlands, their active market turnover and inefficient intra-branch use lead to sharp reduction of production potential of agricultural industry, its land and resource basis. These processes happen everywhere and very actively. Situation gains catastrophic character and demands immediate and effective intervention of the state for protection of productive agricultural holdings, in the system of measures for support of agro-industrial production and agrarian producer, to ensuring property interests of agricultural industry.

Problems of food security of the state demand observance of a priority of agricultural industry to the earth which economic expression is obligatory compensation of all types of damage connected with withdrawal of lands from agricultural turnover of any reasons. Creation of conditions under which such withdrawal will become impossible is also important.

Agrarian production belongs to such kinds of activity which importance cannot be estimated only from the point of view of profitability as it is connected with need of satisfaction of the vital needs of the person. This circumstance dictates need of the state support of agricultural industry, including in the course of interindustry redistribution of lands, their market turnover and

agrarian use. At the same time it is necessary to seek for providing an optimum combination of commercial and public concerns.

Problems of rational use, distribution and redistribution of farmlands found reflection in works of many scientists in different years and remain relevant today. The special topical character is gained by questions of development of the theory and improvement of practice of protection of lands of agricultural purpose by economic means in relation to conditions of market transformations.

3. DISCUSSION

The modern mechanism of protection of lands has a number of shortcomings, as well as an order of determination of the damage connected with an exception of lands of an agricultural turn. In the theory and practice extremely important questions of identification and assessment of the social consequences accompanying reduction of the area of farmlands and deterioration in their quality are not considered. Features of formation of the economic relations at redistribution of productive lands in market conditions are not considered. The provisions reflecting features of agrarian land use in industrially developed regions, settlements, residential suburbs, specifics of protection of lands in their territory are insufficiently developed. There is no mechanism guaranteeing compensation of damage of agricultural industry at change of purpose of productive lands as a result of their market turnover. Are not covered in the theory and are absent in practice of situation, providing compensation of the losses of agrarian production connected with non-use or inefficient use of grounds in agricultural industry, decrease in level of their fertility, overgrowing by a bush and a melkolesye. Therefore extremely important economic value has elimination of the called shortcomings by means of the system of economic tools and actions allowing to interest economically all participants of the land relations to keep fertile lands for agrarian production. Natural resources hold a specific place in the system of production potential of agricultural industry, being a natural basis of creation of material benefits. Among natural

resources a specific place is held by the earth which is an initial material basis of agricultural production, a basis of reproduction processes of all factors of economic growth - labor, material, technical, natural [1]. As a result of reforming of the public relations and creation of multistructure economy the value of natural resources increases in Russia and takes the dominating place among factors of social development. In this regard, the qualitative condition of natural resources in agricultural industry of the region is one of fundamental factors of intensive development of branch. The optimum combination of requirements of production and public work of the person and requirements of preservation and multiplication of land resources provides sustainable development of regions and the country in general. For formation of effective economic protection of lands of agricultural purpose it is necessary to develop the following directions: creation of the corresponding standard and legal basis; organization of legal monitoring; financing of economic protection of lands at the expense of the budgetary funds arriving from a payment for the earth; organization of protection of lands; control of distribution, redistribution, use of farmlands and also of use of funds for protection of lands; formation of interest of participants of the land relations to economic protection of lands; creation of system of penalties for irrational redistribution and use of productive lands; the organization of measures for material encouragement of participants of the land relations which are carrying out economic protection of lands.

One of the most important directions of increase in efficiency of agricultural land use is every possible increase in economic fertility of the earth. The economic fertility of the earth develops under the influence of numerous factors from which main thing is the agriculture intensification. The intensification of agriculture is the main, but not the only factor of increase in economic fertility of the earth.

All variety of the factors influencing economic fertility of the earth can be united in the following groups conditionally: biological, technological, technical, organizational and economic and social and economic [8]. Action

of these factors is caused and directly connected with quantity and quality of the live and last work embodied in means of production. Each group of factors of increase in economic fertility of the earth includes the system of the m ropriyatiya providing improvement of ways of processing of the soil, ways of impact of work and means of production on plants. Implementation of these actions will allow to use achievements of scientific and technical progress in agriculture and in other branches, to increase production exit from unit of area of agricultural holdings.

At the present stage of development of productive forces of society the fertility of the earth more and more becomes the substantiated product of human labor, knowledge, experience. Under the influence of industrialization of production there are following high-quality and quantitative changes in use of land fund: increase in level of use of lands; intensification of use of lands of agricultural purpose, lands of settlements, lands of the industry and other nonagricultural appointment; increase in level of specialization and concentration of use of the earth as subject to managing; alignment of natural and economic conditions of use of the earth in certain areas and farms, etc. Subject to economic protection are the earth of agricultural purpose, used in agrarian production and intended for needs of agricultural industry, characterized by certain spatial properties, a relief, soil fertility, natural vegetation, hydrogeological and hydrographic conditions. The main feature of economic protection of lands in modern conditions is cardinal change of properties of the earth as object of the social and economic relations, connected with market transformations in the land relations and national economy [5].

Economic protection of lands of agricultural purpose is the system of the governmental activities realized by economic means, on prevention of unreasonable withdrawal of lands from an agricultural turn, decrease in their productive ability, directed to rationalization of agricultural land tenure, land use and implementation of a priority of agricultural industry to the earth [9].

The main objectives of economic protection of lands of agricultural purpose is the following:

1. Establishment of a barrier against unreasonable withdrawal of lands from an agricultural turn and decrease in their quality as a result of interindustry redistribution of lands.
2. Creation of obstacles for the inappropriate use and reduction of acreage occupied in agrarian production as a result of a market turnover of lands of agricultural purpose.
3. Establishment of obstacles for inefficient use of lands of agricultural purpose, their exception of a turn or conversion in less valuable grounds when conducting agrarian production.

At economic protection of lands, as well as in any other sphere of human activity, it is necessary to be guided by the basic provisions reflecting the most essential lines of protection, its orientation and contents. This circumstance demands a formulation of the principles of protection of the lands occupied in agricultural production:

1. Prime accounting of the state and public concerns at observance of a priority of agricultural industry to the earth. The earth of agricultural purpose as unique natural gift, represent considerable economic value. Such specific property of the earth as soil fertility, does farmlands really invaluable.
2. Actions for economic protection of farmlands have to be made on a scientific basis, that is to be evidence-based. Implementation of measures for protection of lands has to be made taking into account the scientific and technical progress in society made level [10,11].
3. Economic protection of lands of agricultural purpose has to be system, have complex character. Separate actions in the mechanism of protection of lands have to be made in a certain system and to be uniform for the whole country. Realization of separate elements of system has to work in total for a common goal - protection of productive lands. At the same time the mechanism of economic protection has to cover all lands of agricultural purpose in the country - from a national level to the certain land plot.

4. Relevant nature of economic protection of lands of agricultural purpose. All measures directed to protection of land resources have to correspond to the modern level of development of society and economy of the state. The solution of practical problems of this direction has to rely on the available domestic and foreign experience, the existing standard and legal base, the production and land relations which developed in the country and separate branches of economy.
5. Possibility of implementation of economic protection of lands. The value of any economic actions is defined by a possibility of their use in the specific practical goals. Therefore implementation of economic protection of lands of agricultural purpose also has to be focused on obtaining concrete results in the form of a complex of the certain actions realized in practice.

The principle of a priority of agricultural land tenure and land use has to be the fundamental principle of interindustry redistribution of lands. Respect for this principle means that farmlands and also the lands suitable for conducting agricultural production have to be provided for these purposes.

Thus, in our opinion, the following conditions are necessary for formation of effective system of protection of lands of agricultural purpose: formation of a necessary standard and legal basis of the economic protection of lands consisting of laws and other regulations of the Russian Federation, territorial subjects of the Russian Federation, local government bodies; the organization and implementation of legal monitoring of the land legislation for effective management of lands of agricultural purpose; financing an action for economic protection of lands at the expense of the budgetary funds arriving from a payment for lands of agricultural purpose and other sources provided by standards of the modern legislation; organization of production activity for economic protection of productive lands; implementation of effective control of distribution, redistribution, use and civil circulation of farmlands and also behind use of the financial means allocated for protection of lands, etc. The problem of economic protection of lands of agricultural

purpose far exceeds the limit of intra-branch level and has nation-wide value. Education land use of nonagricultural appointment is closely connected with a concept of allocation of land which traditionally is understood as a complex of actions for establishment in nature of borders of the land plot provided in property, possession or use. At the same time practical application of this term far is beyond the definition given above which approaches such technical concept as land surveying of lands more. A concept of allocation of land actions for development of the project documentation, adoption by competent authority of the decision on branch, allocation of the land plot on the area unite with execution of the relevant documents today. Therefore the problem of specification of the term «allocation of land» in relation to modern conditions and taking into account the sphere of its practical application is represented rather relevant.

Allocation of land is the process of creation of a territorial basis for the organization of concrete production or other activity including establishment of the borders of the provided land plot defined according to the necessary project documentation and the current legislation and also registration of the corresponding land rights [12-14]. Granting lands, as a rule, is followed by their withdrawal (except for cases of granting sites from category of lands of a stock or Special Purpose Funds). This circumstance allows to characterize process of investment with the earth of nonagricultural branches of economy as intereconomic. It is necessary to understand the process of withdrawal and granting the land plots which is followed by change of their purpose, and respectively the transfer from one category of lands to another as interindustry redistribution of farmlands. At withdrawal of agricultural holdings for nonagricultural needs there are two types of damage: users of the earth – producers of agricultural products and all agricultural industry as branches of economy. The first is defined by a concept of losses of owners of land, land owners, land users, tenants and is compensated to specific subjects of land rights; the second is defined by a concept of losses of agricultural production and is compensated at a rate of the cost of development of the equal

areas to all agricultural industry (as branches of economy) and to society by transfer of compensation payments in the budget of appropriate authority of local self-government. Modern theory and practice of interindustry distribution and redistribution of land resources do not consider all social and economic consequences arising at withdrawal of farmlands, construction of industrial facilities and constructions, further functioning and development of industrial production. As a result the size of damage caused to agricultural industry and society in general by withdrawals of lands for needs of the industry, transport, communication, other special purpose, development of municipal economy is significantly underestimated. Elaboration of full classification of the consequences caused by withdrawal of lands, construction of nonagricultural objects and constructions, activity and development of the industrial enterprises has to become an important step in improvement of the developed mechanism of redistribution of lands of agricultural purpose. The main sign of classification is the direction of influence (influence) of the consequences caused by withdrawal of farmlands and development of industrial production. Let's allocate three main types of the consequences arising at withdrawal of lands of agricultural purpose for the purposes which are not connected with conducting agrarian production: economic, ecological and social. In established practices of redistribution of lands only that part of damage which is formed as a result of adverse economic effects (losses of owners of land, land owners, land users, tenants and loss of agricultural production) was estimated and compensated until recently. In the modern land legislation need of compensation of the damage resulting from the economic and ecological consequences connected with granting lands for nonagricultural needs is proclaimed.

4. CONCLUSION

Redistribution of lands of agricultural purpose in market conditions has the specifics caused by existence in process of the participants possessing different types of land rights, from

here and special character of the economic relations between persons of law at land allocations. In data center of the relations there is a complex system of mutual settlements between branches of economy, certain users of the earth in the course of its redistribution. The system of compensation payments includes payment of losses of users of the earth, losses of agricultural production, a payment for the earth. Let's present the system of compensation payments according to options of land allocations taking into account market transformations:

1. The earth of agricultural purpose, being in a state property and not assigned to specific users, are withdrawn for construction of the state or municipal industrial facility.
2. The earth of agricultural purpose, being in a state property and not assigned to specific users, are withdrawn for placement of the nonagricultural object which is owned by natural or legal entities.
3. The earth of the state or municipal agricultural enterprise are withdrawn for construction of the state or municipal industrial facility.
4. The earth of the state or municipal agricultural enterprise are withdrawn for the industrial enterprises which are owned by natural or legal entities.
5. The earth of agricultural purpose, owned by citizens or legal entities, are withdrawn for construction of the state or municipal industrial facility.
6. The earth of agricultural purpose, owned by citizens or legal entities, are withdrawn for the industrial enterprises which are owned by natural or legal entities. In this case to the agricultural user all damages, including the missed benefit and also the market value of the earth and real estate as a part of the redemption price of the site have to be paid.

Thus, the priority of agricultural land tenure and land use assumes except restrictions in a free turn of farmlands (obligation of maintaining purpose, indivisibility of sites, inadmissibility of a construction of the capital structures which are not corresponding to purpose of lands) need of a full recovery of damage caused by withdrawals of lands from an agricultural turn. The

obligation of compensation of losses of owners, including the cost of sites, and losses of agricultural production at a rate of the cost of development of new lands, in our opinion, plays very important role in the mechanism of economic protection of productive grounds against unreasonable withdrawals.

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