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FRAMEWORK FOR REGIONAL DEVELOPMENT REGULATION IN EU INTEGRATION CONTEXT

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НАПРЯМИ РЕГУЛЮВАННЯ РЕГІОНАЛЬНОГО РОЗВИТКУ У КОНТЕКСТІ ІНТЕГРАЦІЇ ЄС

The article explores the goals of state regional policy, including increasing regional competitiveness level, territorial socio-economic integration and spatial development, effective state management in the field of regional development. The bases on which the process of formation and implementation of the state regional development policy should be based are determined. The stages of realization of the state strategy of regional development are considered. The main aspects of the EU's 2020 economic development strategy "Europe 2020, Strategy of smart, sustainable and inclusive growth" are explored. It is established that EU regional policy most clearly demonstrates the features of the EU's approach to policy formulation, its responsiveness and flexibility. The directions of improvement of the existing legal and normative framework for regulating regional development and the main objectives of the activities of the authorities in the context of European integration are suggested.

Keywords: institutional environment, regional economy, regional development strategy, European integration, spatial development

У статті досліджено цілі державної регіональної політики, включаючи підвищення рівня конкурентоспроможності регіонів, територіальну соціально-економічну інтеграцію та просторовий розвиток, ефективне управління державою у сфері регіонального розвитку. Визначено основи, на яких має ґрунтуватися процес формування та реалізації державної політики регіонального розвитку. Розглянуто етапи реалізації державної стратегії регіонального розвитку. Досліджено основні аспекти стратегії економічного розвитку ЄС до 2020 року "Європа 2020, стратегія розумного, стійкого та всеосяжного зростання". Встановлено, що регіональна політика ЄС найбільш яскраво демонструє особливості підходу ЄС до формування політики, її чуйність та гнучкість. Запропоновано напрями вдосконалення існуючої нормативно-правової бази регулювання регіонального розвитку та основні цілі діяльності органів влади в контексті європейської інтеграції.

Ключові слова: інституційне середовище, регіональна економіка, стратегія регіонального розвитку, європейська інтеграція, просторовий розвиток

Problem statement. The effectiveness of Ukraine's regional development in the context of strengthening the European integration processes is directly dependent on the organization of the modernization of the productive forces and the country in general. This control system should provide the best combination of all constituent elements of the economic mechanism of the region to create a competitive economy and to solve the main task – the increase of welfare of the population.

In this regard much attention should be paid to the structural modernization of the regional institutional development as complexity and consideration of the majority of social problems, unstable state of the national economy and certain political threats that are caused by Russian military aggression, impede the application of the mechanism of public administration to use spatial potential and to realize the competitive advantages of the relevant economic systems.

Analysis of recent research hand publications. Literature on framework for regional development regulation in EU integration context is devoted to many scientific works of domestic economists, among which O.I Amosha, M.P Butko, Z.S. V.M Heyets, Z.V. Gerasimchuk, B.M. Danylyshyn, M.I Dolishniy, SI Doroguntsov, V.I Zakharchenko, I.I. Lukinov, S.V Mocherny, T.V. Pepa, L.G Chernyuk, M.G Chumachenko, A.A Chukhno, S.M Scharlet etc.

Selection of previously unsettled parts of the general problem. The analysis of the results of scientific works shows the relevance of the issue of the institutional environment for regulating regional development, but in the context of European integration processes, these issues require further research and analysis.

The purpose of the article is an analysis of the institutional environment for regulating regional development in the context of European integration processes.

Statement material. Because of the changes in the socio-economic development of the state, and the global crisis in the international economy, there was a need to reduce the list of priorities for regional development in order to concentrate financial resources on the main tasks that will have a systemic and long-term impact on the development of regions and national economy.

According to the results of thorough analysis of the main trends of the socio-economic development of the regions during the last 20 years and problems existing in the field of regional policy, the objectives of the state regional policy 2020 have been identified [7].

Goal 1. Increasing regional competitiveness level:

- increase in regional competitiveness;
- ensuring the development of urban infrastructure;
- support for the integrating role of cities as centers of economic and social development;
- improvement of transport accessibility within the region;
- rural development;
- development of intellectual capital;
- increased level of innovation and investment capacity of regions;
- development of entrepreneurial environment and competition in regional commodity markets;
- rational use of nature-resource potential, preservation of cultural heritage and most valuable natural areas;
- development of cross-border cooperation;
- diversification of energy sources and increasing energy efficiency in regions [7].

Goal 2: Territorial socio-economic integration and spatial development:

- restoration of vital activity and economic rehabilitation of Donetsk and Luhansk regions;
- protection of national interests and prevention of violation of constitutional rights of Ukrainian citizens in the temporarily occupied territory of the Autonomous Republic of Crimea and the city of Sevastopol;
- consistency of the policy of stimulation of "growth points" and support for economically less developed and depressed areas;
- creation of conditions for productive labor of the population;
- creation of conditions for resolving the urgent problems;
- increasing standards of living in rural areas;
- modernization of the education system;
- creating conditions for population health;
- socio-cultural development;
- provision of high quality transport and communication services;
- provision of high quality housing and public services;
- creating conditions for strengthening relations between regions and territorial communities;
- development of border areas [7].

Goal 3. Effective state management in the field of regional development:

- decentralization of power, the reform of local self-government and administrative-territorial structure;

- improvement of the system of strategic planning of regional development at the national and regional level;
- improving the quality of government management of regional development;
- strengthening cross-coordination in the process of planning and implementing state regional policy;
- institutional support for regional development [7].

Today, the development of Ukraine and its regions is influenced by both geopolitical and internal challenges of the growth of openness of the whole economy that requires changes in possible approaches to ensure the strategic development of Ukrainian regions and the identification of goals of regional development policy.

These changes involve the transition from direct short-term industry measures to implementation of investment projects in specific regions to address their development problems, to the systemic and comprehensive approach to the development of territories based on concentrating financial resources and creating conditions for competitive development in all regions. A clear understanding of the uneven regional development should contribute to the direction of regional policy to solve the problems of ensuring equal opportunities for economic activities for the public and business, development and stimulation of competitive principles of the economy, as well as equal access of the population to social, administrative and other services that provide the possibility of self-realization.

Another important factor is the enhancement of the role of institutional, social and economic environment at the regional and local level for economic growth of territories and the increase in the welfare of population, which requires the evolution of institutional model of developing and implementing the state regional policy, which contributes to the creation and sustainable functioning of the environment, favorable for implementation of local and regional initiatives.

The state regional policy should not be based on patterns of relations between the state and the region, but on the creation of favourable environment to lay continuously reproducing internal (endogenous) bases for development in the open economy conditions.

This is only possible under conditions of the systemic coordination of the activity of executive authorities, local authorities at all levels, representatives of business and civil society. The important factor is horizontal coordination of state authorities, which have an impact on regional development, and the implementation of multilevel vertical control, which should facilitate the synchronization of actions of central and local executive bodies of authorities, local governments in the area of regional and local development [7].

Thus, *the process of developing and implementing the state policy of regional development should be based on the following principles:*

- introduction of a permanent monitoring system, analysis and estimation of exogenous (external) and endogenous (internal) factors of regional development;
- development of state regional policy, the implementation of which extends to all regions and accordingly reacts to the challenges of exogenous and endogenous factors that hinder development;
- introduction of a mechanism of strong and flexible coordination of all state regional policy entities in the process of its development and implementation, harmonization of regional policy with the policy of development of certain sectors and spheres;
- establishment of a clear functional structure of central and local executive authorities to ensure the state regulation of regional development at all territorial levels, the coordination of multi-level governance with local self-government and business;
- training of highly skilled personnel in the relevant central and local executive bodies with knowledge and skills related to the development and implementation of regional development

projects, establishment of a management system for different structures, coordination of their activities in the process of formulation and implementation of state regional policy;

- ensuring financial capacity of the executive authorities responsible for the implementation of the state regional policy, legality and responsibility in the implementation involving local self-government actions related to regional and local development, as well as the fulfillment of relevant state obligations, that implies the selection of sources of financing for regional development projects on a medium-term basis;

- development of the mechanism of deconcentration and decentralization of state powers. The institutional model of power must provide for the possibility of deconcentration and decentralization of state powers – their transfer to the local level (or vice versa) in the process of dynamic changes of conditions of the regional development. On the one hand, the concentration of economic activity in the cities of Ukraine requires local authorities to make decisions aimed at prompt and rapid response to urban agglomeration processes. On the other hand, the reduction of the concentration of rural population should not adversely affect the access of rural residents and business entities to administrative and other services. In addition, local authorities of regions should have managerial, organizational and financial opportunities to stimulate cooperation of community at the inter-regional level to solve common problems of development [7].

Financial support of strategy implementation is carried out by:

- State Fund for Regional Development.

According to the legislation, the annual volume of the State Fund for Regional Development in the state budget will be at least 1% of total fund revenues. The approximate amount is about 3 billion UAH annually. The funds of the State Fund for Regional Development are used to take measures for implementation of the strategy and regional development strategies, implementation of state programs of regional development, state program of cross-border cooperation, regional development programs to overcome depression of certain territories;

- funds of industry (intersectoral) state target programs and budget programs of central executive bodies that aimed at the development of the relevant sector in the regions;
- subventions and other transfers from the state budget to local budgets;
- funds of local budgets;
- EU technical assistance, other international donors, international financial organizations;
- investors' funds, funds of enterprises.

Two stages of implementation of the state strategy for regional development are determined [7].

The first stage involves:

- providing legal environment to solve problematic issues of socio-economic development of eastern regions, in particular Donetsk and Luhansk region, through the development and approval of an appropriate comprehensive state target program;

- implementing comprehensive measures to restore the jurisdiction of Ukraine in the temporarily occupied territories of the Autonomous Republic of Crimea and the city of Sevastopol to protect the rights and interests of the population living in the territory;

- introducing amendments to the budget and tax codes of Ukraine regarding decentralization of finance, strengthening of the material and financial basis to prepare conceptual proposals of the constitutional reform and to develop the legislative framework necessary for reforming the local self-government and territorial organization of government in Ukraine on the principles of decentralization, subsidiarity, the capacity of local self-government;

- local self-government;
- creating the system of strategic, medium-term and short-term forecasting and planning at the state, regional and local level;

- providing the mechanism for coordination of target programs and projects in the field of state regional policy and their harmonization with the relevant national programs, target programs of ministries and other central executive authorities;
- identifying forms of participation of public associations in shaping, implementing, monitoring and evaluating the effectiveness of regional development strategies at the legislative level;
- conducting effective activities of the Interagency Coordinating Committee on Regional Development;
- improving the level of qualification of central and local executive authorities in the field of regional development strategic planning, identifying and implementing new mechanisms to stimulate the development of regions, and monitor assessment of their effectiveness;
- ensuring methodological support and coordination of the process of approval and implementation of regional development strategies;
- improving the legal framework concerning the expansion of urban development opportunities as centers of economic growth;
- completing the process of planning and approval of general development schemes at the regional level, including the cities – regional centers;
- improving administrative territorial system of providing services to individuals and legal entities;
- creating legal environment for state stimulation of the association on a voluntary basis, opportunities for cooperation on the terms of organizational and financial cooperation;
- implementing projects on cross-border cooperation, raising the level of socio-economic development of border areas;
- stimulating the implementation of new energy-efficient technologies and energy-saving measures, producing renewable energy sources and alternative fuels in the regions;
- concentrating financial resources on priority directions of regional development;
- supporting the investment of housing construction projects;
- creating conditions for the development of effective competitive environment in regional markets;
- minimizing the negative impact on economic competition in the regional markets caused by anticompetitive actions of local executive authorities and bodies of local self-government.

The second stage implies:

- carrying out an institutional reorganization of local self-government bodies and local executive authorities on a new territorial basis;
- completing the normative and legal frameworks on the issues of local self-government bodies and executive bodies, taking into account the constitutional reform;
- increasing the level of financial provision of local executive authorities and local self-government bodies;
- implementing state infrastructure projects aimed at strengthening interregional and regional integration;
- launching innovative cross-sectoral projects in the field of regional development aimed at stimulating the process of economic development of certain regions and territories;
- expanding the scope of regional development agreements;
- creating the interregional and intra-regional system of spreading innovations and knowledge;
- implementing effective mechanisms to stimulate the creation of effective regional labor markets in accordance with the needs of the regional economy and taking into account its competitive advantages;

- facilitating the market infrastructure of regional markets;
- eliminating or reducing entry barriers in regional commodity markets for new producers and goods;
- increasing the level of engineering support of regions, including water supply of rural settlements; creating information and communication network, developing road-transport infrastructure;
- ensuring equal conditions for the access of population, in particular rural, to education, improving the quality of education;
- disseminating positive experience of pilot projects of health care reform in other regions, increasing the availability and efficiency of medical service for the population regardless of their place of residence;
- improving the territorial accommodation system of the objects of cultural sphere, particularly in rural areas;
- enhancing the quality of housing and public services by creating a competitive environment in the market of such services.

Taking into account the EU economic development strategy for the nearest years – "Europe-2020", Strategy of smart, sustainable and comprehensive growth, we can talk about about the next programme to promote innovative development of regions. Judging from the priorities of the EU financial policy for the period of 2014–2020, European countries focus their resources on supporting the innovative development of the regions as the basis for creating new jobs, developing competitiveness, economic growth, improving the quality of life and sustainable development [4; 5].

Despite the ongoing global financial and economic crises as well as the EU debt crisis, the latter continues to be considered as the regional policy for one of the most important common policies. The statement, made on 6 October 2010 by the European Commission of the European Parliament and the EU Council, said that the regional policy directly contributes to the sensible growth of Europe [2]. This is particularly evident in the content of the unification policy 2014–2020 [3].

It is noteworthy that the European Commission concentrates the resources of the European Fund for Regional Development to support a limited number of goals. This primarily involves improving energy efficiency and renewable energy sources, developing innovations and supporting small and medium-sized businesses. At the same time, even in the priority sectors of the economy, certain projects will not be funded. In particular, it concerns the decommissioning of nuclear power plants, etc. [5].

The European Commission in its proposals for the 2014-2020 programming period suggests a concentration of major parts of ERDF spending around three thematic goals: 1) Research and Innovation, 2) SME competitiveness and 3) Shift to a low-carbon economy. For this purpose it invites member states and regions to unlock innovative potential and develop comprehensive innovative strategies for start-innovation. These priorities are proposed as pre-conditions for using funds of the mentioned fund for the period of 2014–2020. They should provide solutions for five such tasks:

- concentration of each state on tasks and needs for innovations and knowledge based development;
- focus on stimulating private sector investment in research and technical development;
- emphasis on competitive advantages of the region in each country with a focus on their enhancement;
- improving stakeholders' access to participation and support of innovation and experimentation;
- use of monitoring indicators based on actual data [8].

Thus, the EU regional policy most clearly demonstrates the characteristic features of the EU approach to the development of its policy directions, its responsiveness and flexibility. Originated in the postwar years in the form of measures of extraordinary nature, now the regional policy has become a constant factor, without which a full integration is impossible. Therefore, approaches to regional development in Ukraine should be based on the use of catalysts for regional development, motivation of regions for self-development and diversification of economic activity [5].

To implement regional policy the EU spent a third of the total budget – 308 billion euros during 2007–2013, 81.5% of this amount was spent to carry out measures to reduce territorial imbalances, about 16% - to increase the level of regional competitiveness and 2.5% for European territorial cooperation [7].

At that time when European integration processes are strengthened in Europe, the role of regions in the amalgamation process is gaining great importance. The issues such as the distribution of responsibilities and the cooperation through partnerships between the various policy levels have consequently come to the fore, subsidiarity being the basic principle to define everyone's role. The movement for regionalism is strong within the European Union as well as beyond. This movement strengthens the certainty that the powers vested in the European Union, EU Member States, and regions are complementary.

The Declaration on regionalism in Europe defines the concept of "region" [1, article 1]:

- region is the territorial body of public law established at the level immediately below that of the state and endowed with political self-government;

- the region is recognised in the National Constitution or legislation, which guarantees its autonomy, identity, powers and organizational structures;

- the region has its own constitution, statute of autonomy or other law which is part of the legal order of the state at the highest level establishing at least, its organisation and powers. The status of the region can be altered only in cooperation with the region concerned. Regions within the same state may have a different status, in keeping with their historical, political, social or cultural characteristics;

- the region is the expression of a distinct political identity which may take very different political forms, reflecting the democratic will of each region to adopt the form of political organisation it deems preferable. The region generates and finances its administration and establishes its representative symbolism.

Article 12 of the Declaration focuses on the relations of the regions of Member States with the European Union:

- the European Union recognises the regions of its Member States and the regional associations as active participants in its policy. It has a body composed of representatives of regions that participates in decision-making on issues concerning regions. Members of this body are proposed by the regions;

- the regions may have representative offices in the European Union. Such representations can be established jointly by several regions. The European Union and its member States recognise the proper status of these representations;

- the regions within the scope of their powers or where it relates to their interests, participate in the determination of the positions taken by their states in the Community institutions;

- if the issue relates to the exclusive responsibility of the region or its direct interests, the state cannot adhere to the position which differs from the regional one, excluding those cases when the domestic legislation requires this in the interests of unity of the state;

- the regions implement the legislation of the Community within their sphere of competence;

- the regions receive assistance from community funds for matters within their powers. For this purpose, the regions establish communication with the European Union without the intermediation of the state;

- the regions may enter into agreements that are designed to improve the community policy. The courts shall supervise the implementation of Community legislation by the regions. The state and the regions shall keep one another informed of the measures they adopt in the implementation of Community legislation and programmes;

- the regions have the right to bring proceedings before the European Court of Justice where measures taken by the Community institutions affect their powers or interests;

- the legislation on elections to the European Parliament shall refer to regional constituencies in states which have decentralised political or administrative structures;

- there must be a mechanism for making contacts between the European Parliament and regional parliaments, in their capacity as institutions which directly represent the will of the citizen [1, art. 12].

The Cabinet of Ministers of Ukraine supports the principal positions of the EU approach to the implementation of regional policy, based on a combination of policy to increase the level of competitiveness of territories and policies aimed at avoiding growth, but is currently limited in terms of resources to carry out effective measures within this approach [7].

A detailed analysis of the existing legislative framework indicates that many of the powers of the state and local self-government bodies are delegated, which means granting authorities for a certain time while preserving the right of the subject to return them. At the same time the subject acquires the right to control the condition and the consequences of fulfilling these powers and financial support of their provision must be carried out. However, for the most part, delegation of powers between different branches is not supported by appropriate resources, although territorial communities, district and oblast councils must be self-sufficient entities in the respective territories. In our opinion, the primary measures to achieve this goal should be:

- revision of provisions of Constitution of Ukraine on management of territorial development processes;

- expansion of powers of local self-government;

- consolidation of the territorial community as a basic institution at the territorial level;

- rejection of the system of delegation of powers in the field of regional development;

- improvement of the quality of management environment [5].

Implementation of effective management of territorial development, solving the problems of their institutional support largely depends on the level of competence of civil servants and officials in local self-government bodies at national, regional and local levels. In fact, lack of competence, inability to make thoughtful and strategically planned management decisions are the characteristics of managerial personnel in Ukraine.

At the same time the priority of the problem requires improvement of the legal framework for sustainable development of regions since it does not correspond exactly to reality.

Accordingly, in our opinion, the directions of improvement of the existing legal and normative framework for regulating regional development and the main objectives of the activities of the authorities in the context of European integration should be:

- intensification of investment and innovation activity to encourage promising sectors of economic activity in accordance with the prevailing priorities;

- growth of business activity, especially in the sector of small and medium-sized business;

- introduction of motivational mechanisms for increasing the volume of export and systematic import substitution;

- use of intellectual potential in order to accelerate the formation of a cluster, a network and other new territorial and production forms of optimization of the economy;

- establishment of effective inter-regional relations for the purpose of dominance in the domestic market;

- integration of efforts to establish effective cross-border cooperation, especially with EU countries;
- introduction of monitoring activities of communities and regions in terms of balanced and comprehensive development and dissemination of the best practices within the state.

Conclusions. Regional development in Ukraine requires the use of a significant amount of levers of government regulation. This is due to the following reasons: inability to resolve all issues within the contractual relationship between the authorities, local authorities and the public sector; heterogeneity of socio-economic and humanitarian development of separate parts of the country; the necessity of strengthened state influence on certain phenomena of social life in the regional dimension which results in regions having diverse interests, and there is a need to use mechanisms that would implement the state interest.

The author proposed the following directions of improvement of the existing legal and normative framework for regulating regional development and the main objectives of the activities of the authorities in the context of European integration, including intensification of investment and innovation activity, growth of business activity, introduction of motivational mechanisms for increasing the volume of export and systematic import substitution, use of intellectual potential, establishment of effective inter-regional relations, integration of efforts to establish effective cross-border cooperation, especially with EU countries, introduction of monitoring activities of communities and regions in terms of balanced and comprehensive development and dissemination of the best practices within the state.

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