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SOCIAL AND ECONOMIC DEVELOPMENT OF REGIONS BASED ON CLUSTER PROGRAMS: EUROPEAN AND RUSSIAN EXPERIENCE

Summary: The article considers the specific features of social and economic development of regions focused on a cluster-based approach. The authors point out the specificities of the domestic and foreign economic reform experience and the role of the cluster-based programs in strategic development. The paper provides the results of the comparative analysis of organizations and instruments for clusters' financial support through the example of the European Union member countries. In Russia the formation of a cluster-based policy is still being at the stage of its development. It is necessary to create a regulatory framework, organizational mechanisms and means for financial support of cluster initiatives of regions. The authors reveal the basic problems of the implementation of the cluster-based programs' financial instruments in Russia and provide a number of recommendations for the Russian regions' innovative development.

Keywords: clusters, cluster-based approach, social and economic development, innovative activity, financial instruments.

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1. Introduction

The distinctive feature of the modern reforming process of the Russian economy is the formation of social and economic policy moving from the Federal Center to regions. This can be explained by the importance of taking into consideration all the specific characteristics of regions in the implementation of the national investment, financial, social and foreign economic policy, specificities of resources potential, and financial background for development. Authorities at the regional level are responsible for the social and economic situation of the region towards people and the Federal Center.

The experience of the countries, which are current international innovation centers, shows that transition of economic systems to a new model of development starts from the creation of a specific cluster network. Aiming to accelerate such a tran-

sition, different types of economics focus on the formation of clusters while working out programs of their strategic development.

At present regions work out plans, programs, and concepts of social and economic development. In the programs of the majority of regions special attention is paid to the cluster approach in innovation policy implementation. The process of innovative clusters creation should go with due regard to the level of the regional innovation potential, financial resources of the regional budgets, innovative activity of the regional enterprises and their production development level. This paper aims to point out the specificities of such cluster-based social and economic development of the regions and consider the ways for its financial support.

2. Cluster-based approach and the EU's innovative policy

In the European Union a cluster-based approach started its formation in the end of the 90s of the 20th century. Nowadays the EU governments stimulate clusters development at the national level. However, the governments do not initiate clusters creation. Instead they help create favorable conditions through efficient tax, budget and customs policy as well as through the establishment of advanced research and development centers, institutes, universities and transport and energy infrastructure.

In July 2006 the EU enacted the “European Cluster Manifesto” and in January 2008 “The European Cluster Memorandum”. The main goal of the documents mentioned above is to increase a critical amount of clusters which can influence competitive ability of certain countries and the EU in general.¹

The state policy concerning clusters support is determined by many specific national features. A broad variety of policy methods define a diversity of forms and ways of innovative clusters state support. They can be as follows:

- direct financial support of innovative projects,
- information support and transfer of information,
- tax reduction for research and development and innovations,
- organization of public events,
- creation of networks which include universities and administration,
- creation of networks which include firms,
- support of incubators development,
- support of clusters reputation improvement,
- creation of transport communication with other clusters and geographic regions.²

¹ European Commission, 2012, *The European Cluster Memorandum*, <http://www.proinno-europe.eu>.

² Integrated Foreign Economic Information Portal, 2012, *Periodicheskiy obzor innovatsionnoy deyatel'nosti stran-liderov*, <http://www.ved.gov.ru>; Yarovoy G.O., Belokurova Ye.V., 2012, *Yevropeyskiy Soyuz dlya regionov: chto mozhno i nuzhno znat' rossiyskim regionam o YES*, SPb.: Norma.

Table 1. Institutions and instruments of the EU's cluster programs financial support

Countries	Institutions	Instruments
France	Single Interministerial Fund; Inter-ministerial Committee for Regional Competitiveness; DATAR, the National Planning Agency	Subsidies for the best R&D projects chosen on a competitive basis by the Single Interministerial Fund. Financial support of management structures, local community boards and enterprises. Partners recruitment: the National Agency of Research along with the OSEO Agency support R&D projects of competitiveness poles participants.
Germany	Federal Ministry of Education and Research; High-tech Start-ups Fund	Grants for research in the field of high technologies, which are part of R&D programs developed by Federal Ministry of Education and Research. Grants for small and medium enterprises which activity is connected with scientific research. Loans for innovation projects of small and medium high-tech companies.
Great Britain	LINK, a cooperation program; regional development agencies	Funds for innovation implementation which consider a possibility of business risk.
Sweden	Research Councils; government agencies and EU state agencies	Direct government grants on a non-competitive basis. Grants on a competitive basis, provided by research councils, government agencies. Grants on a competitive basis, provided by EU state agencies. Grants on a competitive basis, provided by independent R&D funds.
Finland	Centers of expertise; Agencies (Tekes); Fund for the Enhancement of the Economic Structure.	Subsidies for research groups which have high scientific potential and social and economic significance.

Source: made up by the authors on the basis of the following: Borisov V.V., Sokolov D.V., 2012, *Innovatsionnaya politika: yevropeyskiy opyt*. M.: Yazyki slavyanskoy kul'tury; Longhi C., Rochhia S., 2012, *Cluster policy for innovation and competitiveness. Lessons from the French experience*, [<http://revel.unice.fr/eriep/index.html?id=3495>]; Integrated Foreign Economic Information Portal, 2012, *Periodicheskiy obzor innovatsionnoy deyatel'nosti stran-liderov innovatsionnogo razvitiya v Yevrope, Severnoy Amerike i Azii* [<http://www.ved.gov.ru>].

The creation of innovative infrastructure plays an important role in the implementation of clusters development state support. As a rule, the implementation of cluster-based strategies implies the use of grant funds (institutes, agencies), which support cluster initiatives: for instance, DATAR, the National Planning Agency (France); CASSIS, an Information system for clusters search and classification (Luxembourg); LINK, a cooperation program (Great Britain). Apart from that, a formation of innovation institutes is also of high importance for the process of building and internalization of network structures. Such institutes include centers of expertise (Finland), institutes and agencies which are part of cluster initiatives (Technical University of Munich). To make an effective infrastructure for cluster strategies it is important to create business incubator zones, technology parks, special economic zones which are the catalysts of industrial clusters formation.

According to international experience, the initiators of the cluster policy can be central government bodies or regional authorities and local associations of entrepreneurs which help implement cluster programs in a bottom-up way. Such programs are called cluster initiatives and can be described as a way to increase economic growth and cluster's competitive ability in a certain region, involving enterprises, government and research institutes into the process.³

Let us consider the ways of cluster programs financing through the example of the EU member-countries. The financial instruments and institutions used by the EU countries are presented in Table 1.

As Table 1 shows there is a wide variety of financial instruments used by different European countries. They also establish various institutions in order to support cluster programs according to their territorial specificities and abilities.

3. The Russian experience of cluster development

Generally we can say that the cluster policy in Russia is still being developed. The concept of long-term social and economic development of the Russian Federation until 2020 presenting the priorities of the regional policy includes the following aspects:

- development of innovation, scientific and technical and educational potential of existing big urban conglomerations,
- formation of the territorial and production clusters focused on high-tech production in aircraft and nuclear industry, shipbuilding and machinery engineering, IT and telecommunication and new materials creation in the north-west of Russia, Southern Urals and Far East.⁴

³ Yeroshkin A.M., Petrov M.V., Plisetskiy D.Ye., 2012, *Finansirovaniye innovatsionnogo razvitiya: teoriya i praktika*, M.: In-t Yevropy RAN; SPb.: Nestor-Istoriya.

⁴ Government of the Russian Federation, 2008, *Kontseptsiya dolgosrochnogo sotsial'no-ekonomicheskogo razvitiya Ros. Federatsii do 2020g.*, .: *Rasporyazheniye Pravitel'stva Ros. Federatsii ot 17.11. 2008g. № 1662-r*, <http://base.consultant.ru>.

Moreover, Ministry of Economic Development of The Russian Federation has developed “Recommended practices for cluster policy implementation”.⁵ Many of the projects are implemented in an initiative way. At federal level there are mechanisms which allow to make a flexible finance system for cluster development measures. Those are competitive subsidization of Russian regions as a part of the small enterprises government support, ability of getting a sponsorship for projects oriented to the development of a shared scientific equipment centers network, federal budget funding of cluster’s marketing activities within the framework of Russian presentations at international exhibitions and fairs. The research and development funding is achieved by both direct budget payments for those purposes and the use of different mechanisms of soft lending and tax concession.

The EU’s practice could provide the basis for the creation of the same mechanism of the cluster-based strategy in Russia. It is worth noting that not all of the European financial mechanisms can be implemented in the context of the Russian economy. Among the distinctive features of domestic economy we point out an undeveloped private risk capital market, poor access to loans and their high interests, inability of small and medium innovative companies to receive fund financing. Moreover, short-term loans as an instrument of innovations financing do not appear to be effective in a long-term outlook. The process which concerns venture capital financing is still being at the stage of development in Russia.

The implementation of the cluster-based approach is closely connected with the innovative activity of regions. We note that regions’ innovative activity has uneven distribution. Not long time ago regional authorities did not take active part in the development of innovative processes at their territories. However, today many federal subjects have established legislation on innovations and innovative activity, where they also reveal the mechanisms of innovative activity support at regional level.

Many of the highest indicators of innovative activity were shown by the AIRR (Association of Innovative Regions of Russia) member regions. The purposes of the Association is the stimulation of experience exchange in order to create a positive legal, economic and social environment for innovations development, as well as organization and promotion of joint innovative, economic, science and technological and educational projects among the members of the Association and authorities. In 2013 they published the “Rating of Russian regions’ innovative development” [6] in which they included 24 indicators of innovative activity and analyzed 83 regions of the Russian Federation. According to the results they formed 5 groups of investors: strong, medium-strong, medium, medium-weak and weak. Table 2 shows the positions of the AIRR member regions in the overall rating of regions’ innovative development.

⁵ Ministry of Economic Development of the Russian Federation, 2008, *Metodicheskiye rekomendatsii po realizatsii klasternoy politiki v sub'yektakh Ros. Federatsii*, <http://www.economy.gov.ru>.

Table 2. Rating of AIRR member regions' innovative development

Regions	Position in Overall Rating	Group
Republic of Tatarstan	4	Strong Investors
Tomsk Region	5	
Samara Region	6	
Perm Krai	10	
Kaluga Region	11	
Novosibirsk Region	12	Medium-Strong Investors
Ulyanovsk Region	13	
Republic of Mordovia	16	
Republic of Bashkortostan	17	
Krasnoyarsk Krai	22	
Irkutsk Region	34	
Lipetsk Region	45	Medium Investors
Altai Krai	51	

Source: made up by the authors on the basis of the Association of Innovative Regions of Russia, 2013, *Reyting innovatsionnogo razvitiya regionov Rossii dlya tseley monitoringa i upravleniya*. [<http://www.i-regions.org/>].

In general, regional authorities have an interest in the intensification of economic subjects innovative activity and the growth of regional innovative potential as innovations implementation will provide competitive advantage and high business income to territories. That will allow to enhance the competitive ability of a region on interregional and international markets.

4. Conclusions

In order to increase the competitive ability of a region it is important to create efficient network production systems, promote cluster approach at the regional level.

While identifying the way of cluster programs creation it is necessary to join efforts and resources of the regional authorities and business sector in order to activate innovative processes.

Having studied the European experience of formation and implementation of financial institutes and instruments, we would like to provide the following recommendations for the Russian regions innovative development. First of all, it is necessary to create an efficient legal framework without which it seems impossible to correctly make a regulatory background for clusters operation. Secondly, it is important to work out mechanisms for clusters operation and for support of cluster initiatives. Thirdly, we need to form a cluster policy aimed at the creation of favorable conditions of innovative development at local level.

Thus, due to obvious difference in Russia regions' level of innovative development it is necessary to use the methods of financing taking into account the distinctive features of regions. It is required to improve the methods as well, considering

the specificities of the Russian economy. We should keep in mind the fact that Russia is still being at the stage of transition to an innovative way of development, which means that many financial mechanisms are still being developed.

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ROZWÓJ SPOŁECZNO-GOSPODARCZY REGIONÓW NA PODSTAWIE PROGRAMÓW KLASTROWYCH: DOŚWIADCZENIA UNII EUROPEJSKIEJ I ROSJI

Streszczenie: W artykule uwzględniono specyficzne cechy rozwoju społecznego i gospodarczego regionów bazującego na klastrowym podejściu. Autor zwraca uwagę na specyfikę krajowych i zagranicznych doświadczeń reform gospodarczych, rolę programów klastrowych w rozwoju strategicznym. Przedstawiono też wyniki analizy porównawczej instytucji i instrumentów wsparcia finansowego klastrów na przykładzie krajów członkowskich Unii Europejskiej. W Rosji tworzenie polityki bazującej na klastrach nadal pozostaje w fazie rozwoju. Konieczne jest wyznaczenie ram prawnych, mechanizmów organizacyjnych, środków do wsparcia finansowego regionalnych inicjatyw klastrowych. Autor ukazuje podstawowe problemy wdrażania instrumentów finansowych programów klastrowych w Rosji i przedstawia szereg zaleceń dla rosyjskich regionów, dotyczących innowacyjnego rozwoju.

Słowa kluczowe: klastry, podejście oparte na klastrach, rozwój społeczny i gospodarczy, działalność innowacyjna, instrumenty finansowe.