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STRATEGIC APPROACHES TO THE MANAGEMENT OF REGIONAL DEVELOPMENT IN UKRAINE: CURRENT STATE AND CONCEPTUAL AREAS OF IMPROVEMENT

PODEJŚCIA STRATEGICZNE W ZARZĄDZANIU ROZWOJEM REGIONALNYM NA UKRAINIE: STAN OBECNY I KONCEPCJA DOSKONALENIA

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Summary: The gaps in the practice of the realization of strategies of regional development in Ukraine cause the necessity of the review of the role of strategic approaches to regional management and renewal and modernization of the mechanisms of formation and implementation of strategies. The objectives of this study are: evaluation of the preconditions of the strategic approach in the management of a region; analysis of the current practice of strategic management and planning of regional development in Ukraine and identifying factors that affect it; implementation, based on an analysis of methodological approaches and local practices, improving the synthesis of conceptual foundations of strategic management and planning of regional development and the isolation of improving mechanisms for the implementation of regional development strategies in Ukraine. The basic conceptual principles whose implementation will define the directions of the improvement of mechanisms for the implementation of strategies of regional development in Ukraine are: a systematic approach; high scientific and methodological level of regional strategies; the relationship of regional structural policy; focus on a goal, not a process; a partnership approach to the formulation and implementation of regional strategies; transparency of the process of strategic planning.

Keywords: strategic approaches, the State strategy of regional development, regional development strategies.

Streszczenie: Problemy praktycznego zastosowania strategii rozwoju regionalnego na Ukrainie powodują konieczność zaproponowania przeglądu roli podejść strategicznych w zarządzaniu rozwojem regionalnym i modernizacji mechanizmów opracowania i realizacji strategii. Celem badań są: ocena zastosowania warunków wstępnych strategicznych podejść w zarządzaniu rozwojem regionalnym, analiza aktualnej praktyki zarządzania i planowania strategicznego rozwoju regionalnego na Ukrainie i identyfikacja czynników, które na to wpływają; realizacja – w oparciu o analizę – podejść metodologicznych i lokalnych praktyk, syn-

teza koncepcyjnych podstaw poprawiających strategiczne zarządzanie i planowanie rozwoju regionalnego oraz identyfikacja warunków poprawy mechanizmów realizacji strategii rozwoju regionalnego na Ukrainie.

Słowa kluczowe: podejścia strategiczne, strategia państwowa rozwoju regionalnego, strategie rozwoju regionalnego.

1. Introduction

Strategic approaches to regional development management involve the use of management practices of strategic foresight tools, alternative modeling scenarios, taking into account the risks and threats and opportunities for the use of resources and potential, as well as the joint efforts of all stakeholders around the development and implementation of regional development strategy.

Strategic approaches to management are widely developed in the works of many foreign researchers: K. Andrews, I. Ansoff, A.D. Chandler, J. Pearce, M. Porter, R. Robinson, P. Selznick, I. Wilson, etc. Nowadays this problem also devoted considerable number of studies of local scientists (R. Brusak, G. Drobenko, A. Karyi, J. Sanzharovskyi, R. Svirsky, Y. Sharov and others). On the level of regional development a number of works of scientists are devoted to the problems of forecasting and strategic planning of regional development (S. Bila, A. Melnyk, Z. Varnaliy, etc.). On the governmental level "The methodical recommendations for the formation of regional development strategies" are approved. But the problem of full implementation of regional strategies, despite the existence of a comprehensive and thorough study of foreign and domestic scientists in this area, is still open.

Within the outlined problem, the objectives of the present study are: 1) evaluation of a preconditions strategic approach in the management of a region; 2) analysis of the current practice of strategic management and planning of regional development in Ukraine and identify factors that affect it; 3) implementation, based on an analysis of methodological approaches and local practices, improving the synthesis of conceptual foundations of strategic management and planning of regional development and the isolation of improving mechanisms for the implementation of regional development strategies in Ukraine.

2. The prerequisites of a strategic approach to the management of regional development

The analysis of monographic sources [Asnoff 1989; Sharow 2001; Pearce, Robinson 1988] shows that during dynamic changes market's environment strategic approaches to management have evolved from "long-term planning" (which was used when the future was a repetition of the past or was exposed to extrapolation) to "strategic planning" (in the conditions of the emergence of unexpected phenomena

it allowed predicting future trends and react to them) and ultimately to "the strategic management based on emergency decision-making" (which is used in an environment in which changes are so unexpected that they escape any prevention and require immediate intervention and extremely urgent decisions). In spite of this, and taking into account that the term "strategic" according etymological reference, means "the one that applies strategies" [*Dictionary*..., 1975, p. 639], according to the strategic approach to management of regional development one should understand: 1) the use of technologies of strategic planning in the process of management of regional development within the framework of national regional policy; 2) the development, institutionalization and implementation strategies based on the simulation of alternative scenarios of regional development; 3) mobilization of population and active local groups around solving the problems of regional development.

The analysis of existing of national legal and regulatory framework suggests the presence of these conditions for a strategic approach to management during the implementation of national regional policy. The Law of Ukraine "On the stimulation of regional development" no. 2850-IV as of 08.09.2005 forecasts the fulfillment of regional policy to stimulate regional development and poverty depression in the areas on the basis of balancing national, regional and local development interests, determining the state of the suggestions of local scientifically based government priority areas of regional development; a program-based approach to solving problems of social and economic development, creating a favorable investment environment in a region; as close as services provided by state agencies and local governments to consumers of these services; concentration on a competitive basis from the State Budget of Ukraine, local budgets and other resources in order to achieve the most effective use for the purposes of regional development; cooperation and mutual responsibility of central and local executive bodies, local authorities, academia and non-governmental organizations and other actors in the tasks of regional development [The Law... 2003, art. 2]. The aforementioned bases responsible for their content are responsible for a framework of implementation of strategic management approaches. Also, under this Law, in the context of providing public promotion of regional development the following approval in necessary: the National Strategy for Regional Development by the Cabinet of Ministers of Ukraine; strategies of regional development by regional councils.

Therefore, recently a new version of the "State Strategy of Regional Development up to 2020" [State Strategy... 2014] has been approved, the implementation of which will take place in two stages (the first: 2014–2016, the second: 2017–2020). Practically the regional strategy of the development has been created almost in all of the country's regions (except the Autonomous Republic of Crimea), and in some areas regional strategy has approved in a new version (Zhitomir, Odessa and other regions).

In accordance with the art. 3 of the Law of Ukraine "On the stimulation of regional development," the coordination of the activity of central and local executive authorities and local self-government in the area of state stimulation of regional development,

implementation of the strategies of regional development is realized on the basis of Agreements about the Regional Development, concluded between the Government of Ukraine and the Verkhovna Rada of the Autonomous Republic of Crimea, regional, Kyiv and Sevastopol City councils [The Law... 2003]. The Agreements about the Regional Development as one of the instruments of State Strategy of Regional Development find addressing regional and inter-regional development problems. Such agreements are designed to help strengthen vertical and horizontal coordination of central and local executive authorities, local self-government in the implementation of measures to the dynamic increase of centers of economic activity and integration into them the territories that have less potential for development, especially in rural areas and small towns [State Strategy... 2014].

Thus, today we have reason to believe that in Ukraine there are corresponding conditions for the implementation of strategic approaches of management to regional development and for consolidating the efforts of state and local governments and representatives of local academia, business, NGOs and other active populations around the implementation of important measures for economic, social and cultural development that will ensure more effective implementation potential.

3. The analysis of the factors of the implementation of strategic approaches to the management of regional development

The study of current management practices allows observing a positive attempt at the realization of "The State Strategy of Regional Development up to 2015" in Ukraine [State Strategy... 2006]. However, this document has expired, and the results of its implementation show that during the realization of "The State Strategy of Regional Development up to 2015" such important tasks as providing dynamic sustainable development in general, the alignment of living standards with the European standards and creating conditions for increasing economic activity in all the regions of the country, which could contribute to the gradual softening of interregional disparities, reduce risks of formation of depressed areas and protect society from significant investment in restoring proper conditions of life remained unfulfilled.

The strategies that were approved in regions did not take into account "The guidelines of the formation of strategies of regional development" [Order… 2002], adopted at the national level, including the use of the scenario-based approach; modeling of alternative strategies, etc. These documents are not fully used in management practice and do not play an important role in managing the development of a region. Accordingly, with the adoption of these strategies the expected economic and social growth in the regions did not happen.

A significant problem today is the presence of significant inter-regional disparities. In particular, the productions of gross regional product in 2012 were traditionally separated between such areas as the city of Kyiv (19%), the Donetsk region (12%), the Dnipropetrovsk region (10%) (see Figure 1).

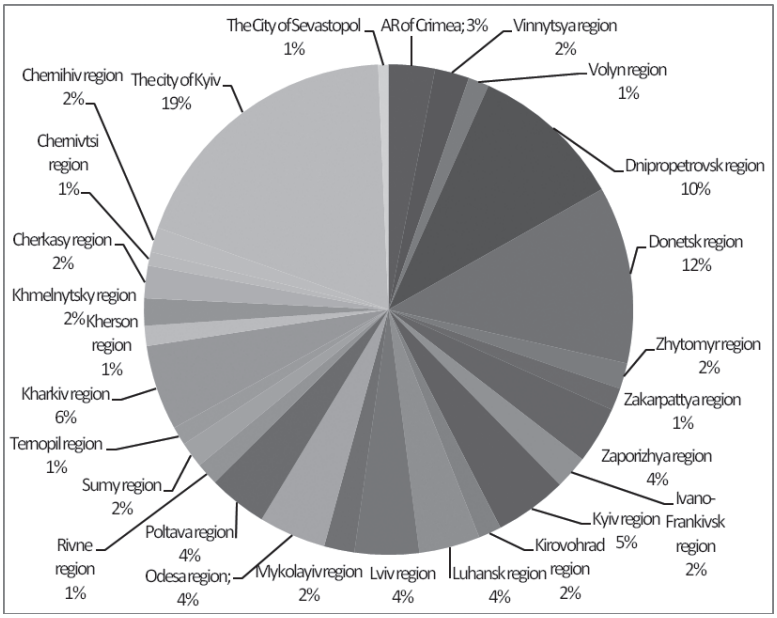

Figure 1. The structure of the gross regional product by the regions of Ukraine in 2012, in %

Source: based on Express [2014].

The provincial development of individual regions in particular is reflected in terms of the average wage, which today, despite a positive trend to increase its size, varies considerably by regions: for example [Express… 2014]: UAN 5007 for a person in Kyiv and UAN 2359 for a person in the Ternopil region. The significant inter-regional disparities on the level of poverty [State Strategy... 2014]: in 2012 the highest by the relative criterion is observed in the Rivne region (46.7%), the lowest – traditionally preserved in the city Kyiv (7.8%), while the national average was 25.5%.

The Practice of Agreements about the Regional Development, concluded between the Government of Ukraine and the Verkhovna Rada of the Autonomous Republic of Crimea, regional, Kyiv and Sevastopol City councils as part of realization of strategic approaches to the management of regional development, is not extended enough to all regions today. As of 2009 such agreements were concluded only in the Donetsk and Lviv regions, and to 2014 the participation from only four regions was approved (Vinnitsa, Volyn, Ivano-Frankivsk, Kherson regions) (see Table 1).

However, it should be noted that in already existing practice in the regional strategies, on the basis of which the agreements on regional development were signed between the Government and local authorities, the state priorities of regional development for the joint implementation of a regional strategic action plan were defined centrally. But these priorities sometimes need the correction based on the inner vision by the local communities of a region. If officials of regional administrations responsible

for designing a strategy of regional development for the Ministry of Economy of Ukraine and the Cabinet of Ministers of Ukraine cannot find a compromise to revise the aforementioned priorities, and insist on taking their steady basis for a strategic regional plan, this document does not find support in the community and business, raises a conflict of interest and, in essence, does not respect the partnership approach. It, in turn, will further complicate the implementation of a strategy in a region and will reduce the effectiveness of the implementation of agreements on regional development.

Table 1. The state of signing of the agreements and planned structure of financing of agreements about the Regional Development, concluded between the Government of Ukraine and the Verkhovna Rada of the Autonomous Republic of Crimea, regional, Kyiv and Sevastopol City councils in the framework of realization strategies of regional development in Ukraine as on September 2014

Region	Date of signing	Validity to	The amount of funding measures						
			Total	including by:					
			million UAH	the State budget		local budgets		other sources	
				million UAH	% of total	million UAH	% of total	million UAH	% of total
Volyn region	12.01.2010	31.12.2014	in 2010–2014						
			1 941.81	1 179.97	60.8	296.71	15.3	465.13	23.9
Vinnytsya region	26.01.2010	31.12.2015	in 2010–2015						
			2 852.01	1 624.96	57	497.64	17.4	728.90	25.6
Ivano-Frankivsk region	06.10.2010	31.12.2015	in 2011–2015						
			1 060.64	594.32	56	237.68	22.4	228.64	21.6
Lviv region	25.06.2009	31.12.2013	in 2009–2013						
			3 255.90	1 842.00	56.6	1339.08	41.1	74.81	2.3
Kherson region	19.10.2010	31.12.2013	in 2011–2013						
			1 113.32	173.45	15.6	123.81	11.1	816.00	73.3
Donetsk region	15.09.2007; 20.10.2010 (additional agreement)	31.12.2011	in 2008–2011						
			4 410.68	3760.54	85.3	327.86	7.4	322.28	7.3

Source: based on *The Report on the Implementation*...

Thus, modern technologies of strategic management and planning focused on the development of competitive strategy in a region, sustainable development of its territorial units, effective change management and risk prediction, etc., because they have several advantages compared with traditional approaches. However, incomplete domestic methodological and institutional foundation of the strategic management of regional development cannot use these benefits, which prevents effective implementation mechanisms. Therefore, despite the presence of some experience in

implementing strategic approaches to the management of regional development in Ukraine, the whole problem of their effectiveness is still relevant.

The analysis shows that the positive preconditions implementing strategic approaches to the management of regional development in Ukraine are still not fully used. As a result, we have the presence of a significant asymmetry in regional development, decreased quality of life for people and increased social tension in society. The situation is particularly acute with increasing challenges and threats of external aggressive environment.

4. The conceptual frameworks of the improvement of strategic planning of regional development

Amid rapid changes in the external environment and competition insufficient attention to the formation and implementation of effective and efficient strategies essentially diminishes chances for sustainable development of a region. Meanwhile, "the foreign practice emphasizes that the strategic planning is increasingly becoming a tool for improving the competitiveness of territories and regions, a means of uniting the various actors of territorial development around new values and long--range priorities. This revitalization of planning activities, on the one hand, there logical stage of development of individual regions and territories of the other – an attempt to find regions of adequate tools that would help meet the challenges of today's globalized world, when accelerated significantly different changes, including political, economic, social, technological, and environmental and so on. An additional dimension of globalization is the development of the information society, generating many new activities that managers should take into account for the purposes of local sustainable development" [Berdanova, Vakulenko 2012].

It should be noted that the adaptation of the principals of classical production planning to the requirements of economic management has led to the use of strategic approaches in the management of the meso-level. Particularly in the international practice methods of strategic planning have been developed: the method of United States Agency for International Development (USAID) [*Strategic Planning*... 2014]; the model of the management of the public sector of the USA "Ozborn & Gebler" [Osborne, Gaebler 1992]; Bryson's method of management of public and non-profit organizations [Bryson 1995]; the method of strategic planning Malopolskyi's Institute of Local Government and Administration in the framework "IBPP – Support to Civil Society and Local Initiatives" of the European Commission Tacis [Strategic Plan… 2005]; the integrated method of creating local strategies Varda-Kiosovski [Warda, Kiosovski 2005] and others. Foreign methods formed the basis for the strategic planning of local communities in Ukraine. However, approaches rooted in foreign methodology require greater adaptation to modern domestic realities.

Given the complexity of the abovementioned problem, we distinguish basic conceptual principles whose implementation will define the directions of the

improvement of mechanisms for the implementation of the strategies of regional development in Ukraine:

1. A systematic approach. The Strategies of Regional Development should be developed and implemented systematically within the state regional policy integrating the priorities of the state and the region with the needs of local communities. As well "the integration of territories through territorial cooperation can be an important factor in fostering global competitiveness. Territorial Cooperation should be better embedded within national, regional and local development strategies" [Territorial Agenda… 2011].

2. High scientific and methodological level of regional strategies. Today they require enhancing scientific and methodological level developed strategies and, above all, the current methodological bases in which there are inconsistencies regarding the application of certain categories of strategic planning in the practical development of strategic plans. The updated "State Strategy of Regional Development up to 2020" [State Strategy... 2014] requires a review within six months of strategies in the region. Such a step can be seen as an opportunity to improve the scientific and methodological level of the document and improve the current practice of strategic management.

3. The relationship of regional structural policy. The content of strategies should be based necessarily on the results of complex priorities of structural correction of the regional economy, as in these conditions it is impossible to make qualitative changes.

4. Focus on the goal, not the process. The way of imagination of local authorities must be changed about the ultimate goals of developing regional strategies, so that the objective must be not the process of developing and approving the document, as it is common today in practice but achieving a desired result for people and local communities in a region. Effectively implemented strategies will increase the chances of a region to attract investment and produce different types of financial assistance for its development.

5. A partnership approach to the formulation and implementation of regional strategies. When developing and implementing strategies necessary to mobilize the efforts of all the members of a region – the leaders of local communities, local businesses, academia and other stakeholders – to directing their objectives in a joint channel, fuller use of the potential of the territory and its representatives and, as a result – a more effectively achievement of its goals.

6. Formulating clear goals and objectives; transparency of the process of strategic planning. Availability, clarity and openness of strategies will contribute to their full use in practical terms and additional implication of resources for the intensification of economic transformation and development of a region.

5. Conclusions

Modern technologies of strategic management and planning have several advantages compared with traditional approaches. First of all, a highly motivating role of

real involvement of participants to develop strategies (both government officials and local business communities, scientists and other members of local communities) to the administrative processes in a region, making maximum efficiency use potential and resources of a territory, which is very important in the context of limited budget resources and inter-regional competition. Moreover, a science-based formulation of alternative scenarios of regional development allows responding to the challenges of the macro-environment. Partnership and collegiality in determining priorities for regional development increases their attachment to local needs, and the transparency and openness of procedures and the availability of information lead to their higher efficiency.

However, despite the considerable attention of local authorities to the process of developing regional strategies and the declaration of strategic intent, the actual results of their implementation in Ukraine are far from expected. There are still some problems: asymmetric financing of peripheral regions; failure to eliminate structural deformation and the deepening of transformation crisis; the excess of the cost for the maintenance of employees is above the effect of their activities for a region. As a result, most domestic regional units are not able to cope effectively with changes and maintain a high competitive position in the conditions of territorial competition. Strengthening of social tension, distrust to local authorities aggravated the problem of unemployment, poverty and so on. The gaps in the practice of the realization of strategies of regional development in Ukraine cause the necessity of the review of the role of strategic approaches to regional management and renewal and modernization of the mechanisms of strategy formation and implementation.

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