



ШЛЯХИ УДОСКОНАЛЕННЯ НОРМАТИВНО-ПРАВОВОГО МЕХАНІЗМУ РЕГІОНАЛЬНОГО РОЗВИТКУ

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Анотація. У статті наведено основні механізми, що забезпечують ефективний регіональний розвиток та запропоновано напрям удосконалення нормативно-правового механізму шляхом формування регіональних концепцій розвитку. Обґрунтовано мету створення таких концепцій, наведено основні етапи створення концепції розвитку регіону: аналіз проблем; формулювання цілей і стратегій; оцінка можливих наслідків; вибір оптимальної стратегії. Розглянуто зміст кожного етапу створення концепції. Зазначено, що концепція регіонального розвитку повинна містити стратегію довгострокового розвитку та її коротке обґрунтування, примірна структура якої наведена у статті. Запропонована структура типової концепції регіонального розвитку, застосування якої по всій країні дозволить значно поліпшити керуваність процесів регіонального розвитку та сформувані єдину стратегію регіонального розвитку на довгострокову перспективу.

Ключові слова: регіональний розвиток, механізми регіонального розвитку; концепція регіонального розвитку, стратегія регіонального розвитку.

ПУТИ СОВЕРШЕНСТВОВАНИЯ НОРМАТИВНО-ПРАВОВОГО МЕХАНИЗМА РЕГИОНАЛЬНОГО РАЗВИТИЯ

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Аннотация. В статье приведены основные механизмы, обеспечивающие эффективное региональное развитие и предложено направление совершенствования нормативно-правового механизма путем формирования региональных концепций развития. Обоснованы цели создания таких концепций, приведены основные этапы создания концепции развития региона: анализ проблем; формулирование целей и стратегий, оценка возможных последствий, выбор оптимальной стратегии. Рассмотрено содержание каждого этапа создания концепции. Отмечено, что концепция регионального развития должна содержать стратегию долгосрочного развития и ее краткое обоснование, примерная структура которой приведена в статье. Предложена структура типовой концепции регионального развития, применение которой на всей территории страны позволит значительно улучшить управляемость процессов регионального развития и сформировать единую стратегию регионального развития на долгосрочную перспективу.

Ключевые слова: региональное развитие, механизмы регионального развития; концепция регионального развития, стратегия регионального развития.

WAYS OF IMPROVING THE NORMATIVE-LEGAL MECHANISM OF REGIONAL DEVELOPMENT

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Abstract. The article is about the main mechanisms to provide an effective regional development and a way of improving the normative-legal mechanism through the formation of the regional conceptions of the development is suggested. The purpose of the creation of such conceptions is substantiated and there are given the basic stages of the creation of the conceptions of regional development, namely: analysis of problems; formulation of the objectives and strategies; assessment of possible consequences; selection of the optimal strategy. Every stage of the conception creation is considered. It has been indicated here that the conception of regional development is to comprise the strategy of long-term development and its short substantiation, a model structure of such a strategy being given in the article. There is suggested a structure of the standard conception of the regional development; its application all over the country will make it possible to improve the management of the processes of regional development and to lay down a unified strategy of the long-term regional development.

Keywords: regional development, mechanisms of regional development; conception of regional development; strategy of regional development.

Introduction

Implementation of economic reforms in Ukraine is connected with the solution of the problem of improving the mechanisms of regional development. Management of the social and economic processes in regions in terms of the effective market economy formation requires a transition to stable, controllable relations between the state, regions and local self-government bodies which can promote a rational use of natural resources, of human, productive, investment-innovation and other potentials of an area both in the nationwide and regional interests.

The problem of regional development and how it is to be solved are considered in a lot of articles of both national and foreign scientists, namely: Z. S. Varnaly [1], V. E. Vorotin [7, 9], A. G. Granberg [3], V. V. Dorofienko [11], A. O. Epifanov, V. Yu. Keretsman [5], N. N. Nekrasov [2], O. S. Povazhny [10] and others. But the question of improving and determining the main mechanisms of the effective regional development is still a free-answer question. That is the reason why this question has been chosen for discussion in this article.

The main body

The effective regional development is possible thanks to the operation of three main mechanisms: normative-legal, organization and economic.

The main way of improving the normative-legal mechanism of regional development is the formation of the regional conceptions of development which will contribute to an effective use of the internal potential of each region.

At the state level Ukraine adopted the Conception of the state regional policy [6], but that was not enough to settle all the problems of regional development. But in accordance with this very document the Conception of the development of each region is to be worked out.

The purpose of the development of such conceptions is the creation of the system of management which is to flexibly react to any possible changes in the society, i.e. a strategy is to adapt the regional development to external changes. The internal processes are to focus on the objectives of the conception, not on the settlement of current local problems. For the conception to be realized, there are definite stages of the development and specific tasks

from the viewpoint of creating necessary prerequisites for the further development. The Conception is to focus not on a larger use of the resources but on a more effective use of the existing potential.

The four main stages of the creation of the conception of regional development are:

Analysis of the problem:

- identification of the system disproportions and the factors causing them;
- analysis of the mechanisms of occurring and reproducing disproportions;
- determination of the relations and interdependences between the territorial problems;
- identification of the key problems, division of the problems into the external ones typical for the whole country and internal ones typical for a given territory;
- determination of the scope of a possible interference of the bodies of a given level of management to settle the problems which occur;
- determination of the factors which can help to settle the problems;
- determination of the time which are needed to settle this or that problem;
- if the analysis reveals the problems which have occurred because of the disproportions in the mechanisms external as to a given territorial level, they are fixed and after a short analysis they are submitted to higher levels, a way of their solution being added.

Formulation of the objectives and strategies:

- on the base of the performed analysis of the external problems they formulate a number of objectives of development;
- the formulated objectives are checked up for them not to be at variance with each other and with the objectives of development at higher levels;
- the maximum number of the directions to reach the objectives is determined;
- the alternative resources, government levers, structural shifts, economic and other stimuli and their possible combination and sequential application to reach the objectives are analyzed.

Thus, possible directions of reaching every objective are developed side by side with the formulation and substantiation of the requirements as to its (objective) realization mechanisms. The common aim of this stage of the conception formulation is determination of the most significant measures to pro-

vide a sufficient concentration of resources on the priority directions, their spreading being prevented.

The conception of regional development of a specific territory is to comprise an assessment of possible consequences and a choice of an optimal strategy.

When *assessing possible consequences*, strategies are analyzed from the following viewpoints:

- achievement of the pre-formulated objectives;
- change of the state of the current problems of the territory;
- possible occurrence of new problems and aggravation of the available problems.

This process can be optimized through a detailed modeling of the consequences of different strategies realization. When modeling the situation one should take into account a possible reaction of not only the external elements of the system but a possible reaction of the higher and neighboring elements and the bodies of government. If the assessment indicates that the formulated objectives are unattainable, the objectives and current problems are to be specified, strategies are to be substituted, the term of achieving the objectives are to be changed. As a result only those strategies which meet the objectives are chosen from the available ones.

When *choosing an optimal strategy*, all strategies available are compared with the help of the criteria which represent:

- the resources efficiency;
- the strategy universality, i. e. if it can adapt to any environmental change;
- the all-inclusiveness of the development;
- the realization of the basic functions of a given level.

At a given stage one should forecast some scenarios of the strategy realization which are used depending on the forecasted environmental changes. One should assess a probability and scale of the environmental changes and, in concordance with this, forecast the strategy updating in the process of its realization depending on the scenario. So, one should determine and estimate the resources which are to ensure the attainment of the formulated aims despite some possible unfavorable environmental changes. Besides one should also define possible events which might mean a necessity of a complete revision of the conception of a region development.

The strategy adopted is to serve as the basis for the development of both long-term and operative decisions in the management of the territory development. So, it is necessary to determine the terms of its realization and the basic parameters which are to be obtained at each stage.

By and large, the conception of a region development is to include the strategy of long-term development and its short substantiation. A model structure of the document is as follows:

Introduction

- A brief historical description of a region.
- Information about the achieved level of the economic and social development. Description of the present and desired standard of life.
- The rate of development in the spheres of industrial production and social infrastructure and other indices of development including the demographics.
- The main directions of the specialization which set up the territory.
- The problems, their interrelation and first priority.
- The main objectives, tasks and directions of the development in the planning period.

The introduction is about the results of the analysis and the points to start regular changes, to formulate the tasks of the social and economic development of a region.

Economic development of a region

- Industrial development.
- Transport infrastructure, wholesale centers and store.
- Capital construction of industrial projects and infrastructure.
- The basic sources of the logistic support of regional enterprises and ways of export and use of the industrial production of the region.
- The influence of the scientific-technical progress on a region economy.
- The financial sector in a region economy.

Social development of a region

- Changes of the social-demographic structure and the occupational pattern of a region.
- Rise of living standards of the population.
- Housing construction and construction of the social infrastructure projects.
- Municipal services.
- Development of education.
- Development of medicine.
- Maintenance of a public order.

- Ecology/Environmental conditions.
- Culture.
- Religion.
- Marketing and trade infrastructure of a region (shops, market, cash-and-carry centers and wholesale stores).
- The nonmaterial infrastructure.
- The main passenger traffic and transport.
- Mass media.

Each point of the set of issues of the economic development and the set of issues of the social development is to contain the formulated aims and strategies of development as well as the main ways of achieving these aims, the substantiation of the most significant measures for each direction, the specified consequences of the strategy realization, the main criteria of the strategies comparison and the results of their application, the general properties of the chosen strategy – proportions in the development of different sub-systems, their operating benefits, stages of the strategy realization.

The bodies of state power can define some additional components and requirements as to the plan for development of the state sector of economy. The executive powers of the regions can work out the long-term special-purpose programs which are to be approved by the corresponding body of power. A list of the long-term special-purpose programs is drawn up in concordance with the priorities conditioned by the forecast of the social-economic development.

A long-term special-purpose program is to comprise the technical and economic assessment, the forecast of the expected results of the program realization, the name of the local body of self-government – the principal of the program, information about the year distribution of amounts and sources of financing and other documents and materials which are necessary for its approval.

A competently worked-out conception of a region development makes much easier the development and acceptance of special-purpose programs of a region development. A special-purpose program is a complex of research, research and design, production, social-economic, economic-organizing and other efforts connected with the resources, performers and dates of performance in order to successfully perform the tasks of regional development.

To make the application of the conception of region development effective within the whole country, the conceptions of development are to be uni-

form in structure and methodology of their preparation. Such an approach will greatly simplify the creation of the conceptions of development and improve their quality. The superior bodies of power will be able to request the conceptions of development of the jurisdictional territories from the local bodies of power to work out the generalized conception of development for larger territorial entities. At present some regions of Ukraine have prepared their conceptions of development. But essential distinctions in their structure and content do not make it possible to compare them without fear or favor. Besides, not all regions can take the liberty to carry out research and decide the methodological issues on their own.

For this problem to be solved, standard conceptions of region development are to be developed and approved at the State level. The conceptions of development are to be approved by the corresponding representative body of power, but they come into effect only after being approved by a higher body of power. It should be done for the objectives in the conception of a separate region or city not to come into conflict with the objectives of development of the neighboring regions and territories of Ukraine at large.

Thus, two neighboring regions can make a decision on the construction of large river ports on their territories. But for the country the construction of two river ports is economically unreasonable. In this case, after negotiations with the two regions a higher body of state power has to find out a viable alternative to the situation. In addition, a comparative multivariate analysis of the both projects can be carried out and from its results a more effective project is to be chosen.

A regional conception of development is to contain the following chapters:

- 1) assessment of the problems of a region development;
- 2) description of the specific purposes and directions of the sustainable development policy as well as the identification of priorities;
- 3) determination of the ways of realization of some individual objectives of the sustainable development policy;
- 4) determination of the criteria of assessing the efficiency of the sustainable development policy (stages of realization of some individual objectives);
- 5) organization of the measures which are to popularize the sustainable development policy;
- 6) getting a social support (consulting and editing the Conception content);
- 7) approval of the document «Conception of the sustainable development of a region» by a body of trust.

The only approach to the preparation and a compulsory use of the conception of development all over the country will make it possible to improve the management of the processes of regional development and will allow formulating the unified strategy of the long-term development of a region.

The principal directions of this strategy are to be the following:

- consistency of economic, social and environmental aspects of a territory development;
- assurance of the economic development of a region in order to increase the standard of living of the population, to assure the employment of all able-bodied laborers and to guarantee them a worthy remuneration of labor and a worthy social maintenance, social protection and social assistance for disabled person and pensioners;
- assurance of the scientific support of the sustainable development of a region by carrying out research which would favour the solution of social-economic, environmental and other problems of providing the region development, first of all in the resource-saving sphere;
- development of the information systems to perform an environmental monitoring, to study, use and spread the best practice both in Ukraine and abroad to assure the sustainable development of the human settlements in a region, to store static and other data for performing necessary analytical developments;
- assurance of the international cooperation to guarantee the sustainable development of a region;
- to make up all kinds of the infrastructure in a region.

Conclusion

The normative-legal mechanism of the regional development can be improved through the introduction of the Conception of regional development for a separate region. This document is approved at the State level; the regional development is performed in accordance with this Conception. The conceptions of all regions of Ukraine are to be included into the general strategy of the long-term regional development.

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