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REGIONAL POLICY AS A COMPONENT
OF RESPECTIVE STATE POLICY

Annotation

The essence of that part of regional policy, which characterizes the policy of separate region of the state, is investigated. Structuring state regional policy, which allows considering its components in detail and exploring the relationship between them, is defined in this article.

Keywords: public policy, components, directions, regional policy, structuring.

Анотація

Досліджено сутність тієї частини регіональної політики, що характеризує політику окремого регіону держави. Визначено структурування державної регіональної політики, що дозволяє досить детально розглянути її складові та дослідити взаємозв'язок між ними.

Ключові слова: державна політика, компоненти, напрямки, регіональна політика, структурування.

Аннотация

Исследована сущность той части региональной политики, которая характеризует политику отдельного региона государства. Определено структурирование государственной региональной политики, что позволяет достаточно подробно рассмотреть ее составляющие и исследовать взаимосвязь между ними.

Ключевые слова: государственная политика, компоненты, направления, региональная политика, структурирование.

Introduction

State regional policy, which is based on national interests, is most organically complemented by policy of regions that reflects the interests of the certain territories, which constitute territorial space of the whole country.

Analysis of recent research

Such leading scientists as A. I. Amosha, G. V. Balabanov, P. T. Bubenko, Z. S. Varnaliy, S. G. Galuza, Z. V. Gerasymchuk, A. P. Golikov, G. K. Guberna, M. I. Dolishniy, L. M. Zaitseva, Y. M. Ipatov, B. T. Kliyanenko, V. S. Kravtsiv, O. P. Kraynyk, N. G. Kuznetsov, L. M. Kuzmenko, A. G. Mazur, T. S. Maksimova, A. S. Marshalova, D. M. Stechenko, G. F. Stolbov, L. L. Taranhul, S. G. Tyaglov, V. M. Hodachek, L. G. Chervova, M. G. Chumachenko, B. M. Shtulberh and others have made a significant contribution to the formation of ideas about approaches to managing the country's regions, regional development, principles of designing and implementing regional policy, identifying features of state regional policy and policies of regions, identifying their subjects and objects.

Statement of research objectives

– to explore nature of that part of regional policy, which characterizes the policy of separate region of the state;

– to determine structuring of state regional policy, which allows considering its components in some detail and exploring relationship between them.

Results

The distribution of state policy is primarily done depending on the sphere of application. Internal policy aimed at managing the processes taking place inside the country, and external policy aimed at protection of the country's own interests in relations with other countries, are distinguished according to such grounds. State regional policy is distinguished as part of internal policy, among other components. However, it can also be realized outside of this country, including relations with the neighboring territories of other countries, or actions in the national interest of the country around the world. There are many cases when the most powerful states conduct very aggressive foreign policy (from funding specific projects to military intervention) in the various regions of

the world, and such active measures are justified by «legitimacy» of establishing democracy in all countries and continents. Thus, state regional policy has also an external dimension to the state. But its main directions are still related to socio-economic territorial space of the country and its administrative regions.

In this regard M. H. Chumachenko notes that regional policy is divided into two types: the tactics of the state and the internal politics of the region [12, p. 52]. This selection of types of regional policy, unfortunately, does not completely correspond with the nature of its main components, even if we restrict the consideration to one country, because the state regional policy can not be represented only as a tactic of the state concerning management of the regions. Because, as it is mentioned previously, the policy is a «strategic line of behavior of the state in these or those areas of public life». [8, p. 12] Therefore, it may be noted that state's actions «aimed at equalizing the conditions of regions' activities and their results, effective use of regional resources and opportunities, creating conditions for increasing the efficiency of the regions» [12, p. 52], cease to be a deliberate policy without the strategic goal. Instead, they are reduced to the method of «trials and errors», the use of which has to be left in the past regarding regional development.

As for the tactical component of regional policy, it may be represented by a system of tasks that detail its purpose and by fundamental constraints on the ways to achieve it. At the same time, as the group of scientists, including O. I. Amosha S. M. Katsura and T. V. Schetilova note in the study on innovation policy, medium-term goals and objectives are important to coordinate with long-term strategic goals [6, p. 82]. Thus, it should be emphasized that the state regional policy can not be imagined only as a tactic, because effective purposeful regional policy, which is carried out in the interest of the state, necessarily implies the existence of a strategic goal, and the presence of a strategic component with it. However, together with an indication of clear strategic guidelines, regional policy should include tactics to adapt to constantly changing specific factors of internal and external environment to the subject of this policy, which is used at the stage of its implementation.

By the way, sometimes one can find the view that orientations, including strategic orientations, unlike the goal, are something vague and, therefore, not worthy of an attention. Relevant thesis,

which proposes M. I. Dolishnyi, we present about this: «the main differences in approaches to definition of the purpose of regional policy are generated by different visions of strategic orientations for its implementation». [4, p. 22] Indeed, the definition of such an objective of regional policy, which can be considered as concrete end or desirable result [5, p. 89] rather than a general wish is impossible without clarification of strategic orientations, on which the implementation of this policy should be directed (as the term «orientation» means the pointer for directing actions in a certain direction [2, p. 461-462]). Thus, defining strategic orientations of the development of the country in the regional context must precede the formation of goals and state regional policy itself.

Study of that nature of regional policy, which characterizes the policy of a separate region of the state, shows that in fact it can not be defined as «internal politics of the region». After all it is aimed not only on ensuring the development of region itself, but also on forming its relations with the state and other regions (and these regions may be outside of the country). This means that the internal politics of region, similar to internal politics of any country, is only part of its comprehensive policy, in this case – regional policy. The presence of foreign policy component in the policy of the region can be partially illustrated by the study of V. V. Tretyak. The author examines the regional aspect of foreign economic policy of Ukraine, regional foreign economic policy and foreign economic policy of region [11, p. 71] in it.

It should be added to all said above that policy of any region of the country can not be considered exclusively regional, because it also includes economic, social, environmental and other aspects. At the same time problems of spatial development of the region (alignment of inter-district disparities in socio-economic development, allocation of productive forces within the region, opening of branches of enterprises and institutions of the region in other regions of the country or the world, etc.) in this case should be referred to regional policy of the administrative region.

In contrast to M. H. Chumachenko's approach to the selection of components of regional policy, V. K. Symonenko divides regional socio-economic policy into regional state policy and regions' own socio-economic policy [9, p. 50, 66-67]. Regarding the first component it is appropriate to use the term «state regional policy» similar to the construction of the terms «state policy», «state pow-

er» and «state interests». The term «regions' own socio-economic policy» is correct in its essence. But it can be shortened to the phrase «policy of region», which even extends its value because, in addition to social and economic policy, it covers a number of other components.

Specialists in Regionalistics quite often use general term «regional policy» to refer to the aggregation of state regional policy and policies of all regions of the country. The same term is sometimes applied to state regional policy [1, p. 69] as evidence the definitions of this term provided by H. V. Balabanov and Y. V. Navruzov. M. I. Dolish-niy, V. S. Kravtsiv and V. K. Symonenko use the term «regional policy» as to indicate state regional policy and as for more general concept that, along with the state regional policy, involves policies of administrative regions. In this case study stipulates directly in the text exactly when regional policy is considered «in the broad sense» [8, p. 14].

Specifying the approach to the concept of «regional policy», we must also consider that it is much broader than the regional policy, which is carried out in a given country. This is because there are regional policy of the European Union [13] and even international (world) regional policy aimed at supporting problematic areas and developing areas, preservation of peace in conflict regions and solving many other issues. In this regard H. V. Balabanov, based on research experience of Western European countries, states that regional policy had left the national framework and turned into important interstate task, became a «two-story»: a supranational communitarian policy and regional policy of separate states [1, p. 70] (although he does not consider another level, namely the level of sub-national regions).

All the above enables to draw this conclusion: problem of separation of regional policy, under which the totality of state policies' component and policies of all sub-national regions of the country as well as state regional policy are meant, can not be solved through the use of the term «regional policy», which is common to all spatial policies. Shortest path in this direction is to move away from the use of the terms «regional policy» and «state regional policy» as synonyms, which quite often found in specialized literature, and to give them in accordance «wide» and «narrow» meaning that applied in the interpretation of regional policy.

Application of this approach when discussing regional policy of Ukraine or regional policy

of any other state will allow using the term «state regional policy» solely to indicate the aggregation of state regional policy and policies of the administrative regions of the country. At the same time the term «regional policy» should remain as generalizing one for policies of the territorial units of different levels (supranational, state or subnational level) to address the complex of issues of spatial aspects of their socio-economic development.

Regional policy of the world that reflects the spatial aspects of its development and applies to all peoples and all countries can be considered the highest level of regional policy. Regional policy worldwide is made up of regional policies that are formed and actively carried out by supranational organizations and communities, as well as of state policies around the world. In fact, regional policies of each of influential supranational organizations are thoroughly investigated by state institutions and political forces of all countries to use the identified trends in development of their own strategies. Scientific researches are also devoted to regional policies of major supranational organizations, including an entire section is dedicated to the policy of the European Union in regional development in the monograph of V. I. Pyly, O. S. Chmyr, O. A. Harasyuk and T. V. Tereschenko. [10, pp. 38-87]. The set of all regional policies of supranational organizations and communities through mutual integration and balance the interests of their subjects has gradually transformed into a global regional policy (which, in turn, is part of geopolitics). The main subject of regional policy is currently the United Nations Organization, which consists of 192 member states and, thus, represents the common interests of the overwhelming majority of countries worldwide. In addition to this global organization all international organizations and communities form the global regional policy. These organizations are particularly the European Union, the North Atlantic Treaty Organization, the Organization for Security and Cooperation in Europe, the Shanghai Cooperation Organization, the International Monetary Fund, the World Trade Organization and other international associations that geographically cover several countries of the world and implement their own policy including the regional one.

Respective state regional policies, which together with the policies of subnational regions of each country determine the overall regional policy of the state, are part of state policies of all countries. To this one needs to add that the policies of

sub regions formed in the legislative order and endowed with political self-government have their own regional component. It reflects the spatial aspect of their development in all areas, the list of which will be formed in the process of further investigation of the structure of regional policy.

Detailed study of the components of regional policy and their relationship to state policy revealed the existence of several approaches to the selection of those policy directions that belong to their composition. Dictionary of Public Administration, edited V. M. Knyazyeva and V. D. Bakumenko, in detailed interpretation of the term «public policy», reads as follows: «In drawing up plans for socio-economic development of the country the measures are developed in the following areas: financial, monetary and pricing policies, structural policies, agricultural policy, social policy, regional economic policy, foreign economic policy». And it is also added: «Economic policy, in turn, is divided into industrial, tax, tariff, monetary, price, customs, investment, etc.» [3, p. 51].

Analyzing such approach to defining components of the policy according to the directions for its implementation, one should pay attention to the fact that, firstly, there is an inconsistency: financial, monetary and pricing policies are specified as parts of state policy, and as separate components of economic policy. Secondly, not regional and foreign policies are highlighted within the state policy, but only their economic elements. Indeed they are essential, but nevertheless one should also take into account social, scientific, technical, humanitarian and environmental spheres of society's life. Thirdly, industrial policy is seen as part of economic policy, and agricultural policy is derived outside its boundaries by this approach to the structuring of state policy. An analogue regarding separation of agricultural component from economic policy is found in the philosophical dictionary under the editorship by I. T. Frolova. It states that according to various spheres of social life policy is divided into economic, social, national, agricultural, cultural and others. However, despite the fact that the economies of various economic sectors (industry, agriculture, transport, etc.) [2, p. 74] are components of an integrated economy of any country, agricultural policy should be considered within the economic policy.

Given that the state regional policy has the same directions as state policy (except regional), approach, according to which not only agricultural but also industrial components are separated from

economic policy, is found in some sources. Thus, in the monograph under the editorship M. I. Dolishniy it is proposed to consider the state regional economic policy «as a conglomerate of fiscal, tax, credit, pricing, structure, investment and institutional policy» [8, p. 19], and based on the universality of economic policy, not to include it in the division of state regional policy for the areas of public life. Thus, a group of authors divides the state regional policy according to directions «on the social, industrial, agricultural, environmental, humanitarian, scientific and technical» [8, p. 20].

At the same time the next level of detailing the structure of state regional policy involves the allocation of such policy components within the social policy as social protection, housing, demographic, urban, and recreational and employment policy, and within the humanitarian policy – ethnic, cultural, interfaith and educational policy [8, p. 20-21]. We can completely agree with that, except for the use of the term «demographic policy» that requires separate consideration.

Sharing mainly position on described above approach to the structuring of state regional policy, which allows considering its components and the interactions between them in detail enough, we should nevertheless note that the proposal of M. I. Dolishniy, V. S. Kravtsiv and V. K. Symonenko on structuring economic policy and its separation from the general division of state regional policy according to various directions requires a certain adjustment. First, proceeding from the fact that those components that are linked to economic policy in the monograph under the editorship M. I. Dolishniy, and that are indicated by M. H. Chumachenko within economic policy along with the policies of individual production complexes relate to «all spheres of public life» [8, p. 20], then they should be combined in infra-structure policy, whose function is to ensure the functioning of the economy, social and humanitarian areas, conservation ecosystem and the development of science and technology. Second, given that the economic policy is a policy in the field of industrial relations on the exchange, distribution and consumption of wealth or the aggregation of industrial relations (based on the definition of «economics»), we consider it necessary to mandatory inclusion of industrial and agricultural policies that can be further detailed by specific types of industries, to its characteristics.

For example, M. H. Chumachenko identifies policy of development of regional systems (agro-

industrial, construction, transport) in economic policy, noting also the following components: budget and tax policy; planning, forecasting and programming in the region; use of natural resources and property management in the region; distribution of productive forces and structural transformations in the region; control and analytical activities and information support [12, p. 52]. As can be seen, there are many components in this list, related to economic policy by M. I. Dolishniy, V. S. Kravtsivim and V. K. Symonenko, including those that are difficult to directly associate only with the economy (especially the institutional and structural policies [8, p. 19], and also carrying out structural transformations in the region and information support [12, p. 52]).

Another approach to the selection of components of regional policy is presented in the detailed work of V. I. Pavlov. In particular, he notes that the regional socio-economic policy is «a complex system, whose effectiveness depends on the level and areas of operation and development of its subsystems», to which the following is included: demographic policy of in the region, policy of market transformation, policy of investment support of functioning and the development of the region, policy of ensuring the environmental safety in the region, policy of the social sphere in the region, policy of development of economic areas of the region and policy of the use of the nature and resource potential of the region [7, p. 21]. Obviously, some of these policies may be connected to the above mentioned policy of the development of the economic sphere of the region (in particular, policy of market transformation, policy of investment support of functioning and the development of the region). In addition, such very close in the meaning components of regional policy, allocated V. I. Pavlov, as policy of ensuring the environmental safety in the region and policy of the use of the nature and resource potential of the region can be combined into a common political direction.

Such component as «environmental policy» requires separate consideration. The paragraph devoted to the characteristics of the region has already provided an explanation of terms, which includes an appeal to a certain science. Thus, ecological or demographic policy is a policy in the sphere of the development of relevant science. Therefore, despite the fact that these concepts are commonly used, they essentially do not correspond with the phenomenon, which is indicated by them. Thus, taking into account that the social

component of ecosystem is displayed in social policy, the term «environmental policy» should be changed to «environmental protection policy» and «demographic policy» to «policy on the composition and movement of population.»

According to the above stated arguments, the main components of state regional policy finally need to be recognized economic, scientific, technical, social, humanitarian and environmental protection components. Accordingly, it is advisable except the regional component also to highlight economic, scientific, technical, social, humanitarian and environmental protection components within state policy and the policies of regions. It should be borne in mind that the economic component includes policy in the branches of industry and agriculture, scientific and technical – creation of conditions for development of science, development and implementation of new equipment and technologies, humanitarian – development of culture and the arts, preservation of ethnic identity of different peoples and nationalities, environment protection – conservation, sustainable use and restoration of natural resources, social - health care, education, stimulating birth, providing employment, support for disabled people, creating decent living conditions and more. Infrastructure policy, based on its nature, is actually possible not to submit to the list of the main components of state policy, state regional policy and the policies of regions. Nevertheless, one needs to have clear idea of how it relates to the elements that are distinguished by the spheres of public life. This is the interconnection of infrastructure components of the policy (budget, tax, pricing, and credit; investment, structural and institutional) and components that are allocated by the policy direction in different spheres of social life (economic, scientific, technical, social, humanitarian and environment protection). Similarly, the relationship between elements of the infrastructure policy and components, selected by the spheres of public life, state policy or policy of the region can be studied.

Conclusions

Thus, this study provides grounds for such a generalized conclusion: regional policy of the state (for example, regional policy of Ukraine) consists of state regional policy and policies of its administrative regions; state regional policy has internal and external components, so it can not be attributed only to the internal policy; policy of administrative region is divided into internal and external policies, and it has a regional (spa-

tial) component along with economic, scientific, technical, social, humanitarian and environmental components. State regional policy of each country is a part of relevant state policy. It, along with state

policies of other world countries and policies of international organizations, makes regional policy of the world, which determines its spatial development in various spheres of human life.

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