

Structural Policy as Means of Upgrade of Regional Economy: Russian and Foreign Experience

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Abstract: The study considers the structural policy as a tool of state regulation of the economy. The concept of “growth points” at the regional level is analyzed. Determination of a concept of points of growth is considered from the point of view of economic development of the region on the basis of the idea of the polarized development F. Peru. The innovative way of development of economy of Russia on the basis of forming of zones of “the advancing development” is considered. Features of implementation of structural policy of foreign countries are provided.

Key words: Structural policy, regional economy, growth points, clusters, zones of the advancing development

INTRODUCTION

The term “structural policy” is actively used in the conditions of transition of economy of Russia to an innovative way of development recently. However, approaches to determination of this category don't differ in complexity and systematic. Structural policy assumes initiation and investment of various structural shifts in economy. In this case with structural policy also other types the politician are interconnected industrial, innovative, investment and the purposes and tasks of these types the politician will proceed from the purposes and tasks of structural adjustment of economy. Other approach to structural policy assumes allocation of separate aspects of economy for example, of industries. This approach to understanding of structural policy is realized in industry programs such as restructuring programs of power industry, mechanical engineering, food, metallurgical industries, etc. The third approach is based on an identification of structural policy with the change of territorial structure caused by influence innovative cluster or investment the politician.

Now, the structural policy realizes “policy of the polarized development” in which fundamentals the principle of the differentiated approach to regions is underlain. The founder of the theory of the polarized development F. Peru claimed that there are leading branches which has high extent of interaction with others and is dominating, i.e., have property of a propulsive, ability to be “growth points”, giving an impetus for development of other branches. Forming of poles of economic growth happens in the centers and areas of economic space where the entities of dynamically developing industries making new goods and services are

placed. Such territories become poles of an attraction of production factors that results in concentration of the entities, origin and growth of industrial centers. In case of limited localization of resources of a pole of growth, it is possible to enter a concept of “growth point”. Theoretical approaches to determination of “growth poles” are considered in works of Perroux (1950), the neoclassical theory of growth is provided in researches James E. Meade in 1951 which gained further development in researches Robert M. Solow in 1956 and Trevor Swan in 1956. The practical result of the polarized development consists in emergence of the regional economic centers kernels which are designed to become not only heart of regional development but also the channel of participation in globalization processes subsequently. Implementation of modern structural policy designed to rethink the role of government and executive authorities in upgrade of the economy in the context of regional development because the problem of determining the “growth pole” and the implementation of its development program rests, first and foremost to the regional and local authorities. Thus, the research of methodology of development and practice of implementation of structural policy on the principles of use of the concept of “growth poles” is obviously important also urgent.

Structural policy is based on the big preliminary analysis of territorial state system, structure of regional development, self-sufficiency of the republics, areas. The territorial organization of society covers territorial job specialization, placement of productive forces, regional distinctions in relations of production, resettlement of people, relations of society and the nature (Glazyev, 2010).

Regional structural policy, acting as a component of state regulation; represents a complex of the legislative, administrative and economic actions promoting the most rational placement of productive forces, reproduction and capitalization of different types of resources of the territory, development of industries in the frames of structural diversification of economy of the region initiated by bodies of the regional power according to the chosen development strategy. Regional structural policy is intended to create conditions for development of infrastructure security of the territories and increase in competitiveness of economy of regions to provide self-sufficiency and self-development of territorial “points of growth” to coordinate industry and territorial interests (Vertakova and Klimenko, 2008).

FORMATION AND DEVELOPMENT OF STRUCTURAL POLICY IN RUSSIA CONCEPT OF “GROWTH POINTS” OF REGIONAL ECONOMY

According to the legislation of the Russian Federation (the order of the Government of the Russian Federation “About the State Selective Structural Policy in 1993.” No 306 of 12.04.1993) implementation of federal structural policy in Russia since 1993 proceeded from carrying out active structural adjustment of economy within which the purposes and methods investment, industrial, innovative and other types the politician are coordinated among themselves.

In 2006 main objectives and tasks of the state structural policy were determined by the program of social and economic development of the Russian Federation for the medium term (2006-2008) which treat.

Implementation of the system-wide measures directed to decrease in institutional barriers; stimulation of demand for scientific and technical products, new equipment and technologies; acceleration of disposal of the obsolete equipment.

Development of program and target approach to structural transformations in economy and to development of infrastructure on the basis of implementation of federal and departmental target programs.

Creation of special economic zones and technology development parks, forming of territorial and production clusters, program implementation of assistance to development of innovative infrastructure, industrial design and engineering services, development of strategies of development for separate sectors of economy.

Regional development till 2012 was determined by generally already created zones of the advancing economic growth which treat:

- The largest agglomerations with the most dynamic economic growth providing inflow of the population and investments
- The large cities the centers of regions which growth is provided with concentration of service functions and industrial productions
- The territories in which mining and their conversion is concentrated
- Ports of the European part of Russia through which the main pass cargo and passenger traffics
- The territories of the South of Russia with the developed infrastructure, an exit to the sea coast and unique recreational resources

According to the concept of social and economic development of the Russian Federation, till 2020 the innovative and socially oriented way of development assumes multipolar development of the territory of the country and forming of zones of the advancing development. The territories (zone) of the advancing development shall serve as peculiar levers of creation of the new forms and methods of management promoting transition to innovative economy. For this purpose it is necessary to create the innovative environment of the region which shall include the centers of concentration of innovative activities, i.e., those “points of growth”. At the same time as a part of “points of economic growth” it is possible to allocate:

- The territory (as the constituting countries in general or regions in it)
- Industries (more perspective and less costly for the specific territory)
- Enterprises (basic for industries or just steadily functioning)
- The programs (directed to economic stabilization)

The leading industries which are a driving force of national economy belong to industry “points of growth”. The cities, regions (areas) and also special economic zones, technopolises (science cities), clusters which are characterized by spatial concentration of the productive forces providing agglomerative effect of economy belong to territorial “points of growth” (Vertakova and Shchedrin, 2012).

The following industries can act as points of growth of economy of Russia: IT, pharmaceuticals, automotive industry, agricultural industry and power. Among the called industries, the Russian Federation can adequately compete in the world market. In nuclear power Russia traditionally is the leader of the world market. The Russian

pharmaceutical industry in Russia of course is developed not as in the USA and Western Europe. However, the pharmaceutical industry has high potential and with the state support can become a point of growth of economy of Russia in the world. The agricultural industry in the Russian Federation really has high potential for development. The industry acts as “stabilizer” for regions of the South of Russia.

The first step for creating favorable conditions for the economic growth of the region is development and implementation of appropriate programs which purpose is achievement of higher level of economic development. Programs of regional economic development have the following features:

- Long-term nature of practical implementation
- A possibility of assessment with use quantitative (economy) and quantitative (social sector) indicators
- Attraction of external resources and investments
- Localization of business within “growth pole”
- A combination of the market principles of management that allows to consider
- Various options of the directions of development to expect and choose the most optimum

Investment projects in regions became local points of growth, creating the goods demand and services. The Olympic construction, start of the largest plant on liquefaction of natural gas within the “Sakhalin-2” project, a construction of “Sheremetyevo-3”, IT the “Skolkovo” project, a number of large investment projects in the field of chemistry and petrochemical and also in automotive industry due to the extensive market became such points of growth.

Development of innovative economy in Russia and upgrade of the country was led to creation of the new large-scale project, an analog of Silicon Valley in the USA the innovative center to Skolkovo. Skolkovo the most known innovative center of Russia representing the complete ecosystem capable to self-management and self-development; the place of an attraction of the scientific, research centers, the modern productions using nanotechnologies. The number of the Skolkovo projects in 2015 grew to 1070, requests for patents to 645. Budget financing “Skolkovo” till 2020 constitutes about 125.2 billion rubles. In addition to the budget investments at least 50% of total costs for creation of the innovative center “Skolkovo” are planned to be attracted due to public and private partnership. The innovative center becomes the platform for accumulating of the best domestic and foreign practices in the sphere of development and deployment of the latest

technologies. The key component of ideology Skolkovo consists in commercialization of results of scientific activities (Sevryukova and Trusov, 2014). Thus, integration of the Russian Federation into global economy led to allocation in its territory of the following zones:

- “The world cities”: Moscow has significant effect on distribution of forces on two significant segments of the global market: raw and safety; St.-Petersburg the transport and logistic, tourist market
- Zones of a technological transfer; near large segments of the domestic market in the international transport corridors in port complexes (Kaliningrad, Krasnodar, Irkutsk, the Crimea)
- Zones of innovative development; the organizational platform for concentration of innovative activities is created: science cities, universities, research organizations (Tomsk, Novosibirsk)
- Zones of old industrial regions; the production and technological base and system of resettlement is created even during the Soviet industrialization (Tver, Tula, Kemerovo, Chelyabinsk)
- Raw zones; development of export pipelines, development of raw regions and concentration of capital investments in them (the Northern territories of Russia)
- Safety areas; the border territories which are transit corridors of financial flows, a human capital and technologies in and from the country (Vladivostok, Khabarovsk; Krasnodar, Astrakhan, Kaliningrad, Murmansk, Arkhangelsk, etc.)

Now, there are following types of the state support of the territories of the advancing development:

- Tax benefits (property tax, income tax, land tax) and customs privileges
- Construction of Common Economic Zone (CEZ) infrastructure by the federal and regional budgets
- The budget transfers (subsidies and grants) at the regional level (Tkachyova, 2011)

EXPERIENCE OF STRUCTURAL POLICY OF FOREIGN COUNTRIES

At the present stage China, India, Japan play a role basically the engine of world economic growth, the new world centers of economic development in Asia and Latin America appear. To improve the structural policy of Russia is of interest: concept of poles and centers of growth (France), policy of development of special economic zones (China), territorial planning and economic division into districts (Japan), market programming (France) and other achievements of Foreign countries.

Table 1: Characteristic of instruments of structural policy of economically developed countries

Country	Objectives	Instruments, Institutions
Japan	Export-oriented development of the knowledge-intensive productions in case of decrease in a role of traditional key branches within general policy of liberalization of economy	Combination enough active forms of selective policy (structural and innovative) with the "indirect" methods increasing on value in the long term (budget, tax, monetary, export). The main regulator; Department of Economic Affairs, trade and the industry (METI). The METI main tool; structural policy (selective industry programs and regulation of structure of the industry). Also, activities of legislature in the field of the antitrust law belong to structural policy
Italy	Development of scientific and technical base of the industry. Strengthening of competitive line items of regions. Activization of development of the state enterprises	Reform of institutional structures (privatization) and development of the legislation. State programs of support of small enterprises through mechanisms tax, credit, depreciation, innovative the politician. Use of the budget policy for the help in development of Research and Development for small and medium business. State program of stimulation of energy saving, financing of investigation of fields of energy resources, constructions of power plants
Norway	Increasing the competitiveness of industry in general with a focus on export development of the oil and gas industry. Improving the efficiency of the public sector	The system and the mechanism of regulation of the industry are under construction on active state participation in a number of key productions (transport, power industry, communication) and also effective export specialization on the basis of an oil and gas complex of productions. Measures of indirect impact on a private sector of the industry through the budget, tax, financial and credit, protectionist customs policy
South Korea	Ensuring the further accelerated growth of the industry on the basis of the latest developments of NTP and its integration into the world economy on the basis of bigger openness for the foreign equities, technologies, a know-how. Enhancement of an institutional and organizational structure of the industry by building-up of network of medium and small enterprises	Restructuring of major companies in the direction of attraction in them the foreign equity by liberalization of conditions of implementation of foreign firms on the South Korean industrial market. Enhancement of a financial credit system in relation to interests of development of the industry. Sharp strengthening of development assistance to small and medium business via tools of selective tax, credit, external economic policy, subsidizing of training of highly qualified specialists. Use of indirect methods: investment and tax policy of attraction of the foreign equity, stimulation of growth and protection against the external competition of national productions of export orientation, patent policy of acquisition of foreign scientific and technical innovations

In the Russian conditions, we accept experience of antidepressionny policy in Great Britain, Germany, the USA and other countries. In Great Britain social and economic depressiveness was most sharply shown in industrial agglomerations where traditional industries coal mining, steel production and textiles concentrate. In Germany Ruhr with coal and metallurgical specialization was the depressionny region. In the USA the territories with the high level of unemployment and low level of the income (the appalachian region) belong to similar regions. The characteristic of the main instruments of structural policy used in foreign countries is provided in Table 1.

In Strategy Europe 2020 developed for 10 years, accepted by the European Council in 2010 it is told that it is directed "to achievement of strong and comprehensive rise as method to overcome structural weaknesses in economy of Europe, increase in its competitiveness and performance and maintenance of stability of social market economy".

As more than two thirds of the population of Europe live in the cities, economic, social and ecological development becomes key for regional policy of the EU.

Territorial programs are oriented to development of the territories which have the low starting economic potential (countries of Eastern Europe). The purpose of programs is rise of economic and social development of these countries. The second type of programs is aimed at restructuring of regional economies, decrease traditional and growth of innovative industries of economy. The third type of programs is directed to creation of the communications, market and linear infrastructure promoting integration of the territories into single European space.

One of examples of the country where in regional economic policy the concept of poles of growth is used, Germany is. The government fully or partially supports activities of various centers (information, electronic, commercial, patent, technological and innovative in new lands). The German policy recognizes that all entities regardless of the sizes and patterns of ownership solve the research and sales problems better, working jointly in network structures within which institutional and program and network models of technology transfer are used. The particular emphasis is placed on support of the structures promoting consolidation in regions of various participants of innovative processes.

Before consolidation of the country of a pole of growth were allocated in problem regions, after consolidation the system of the centers and axes of growth was developed for new lands in general (it doesn't mean refusal of stimulation of development of other territories). The special part among points of growth was assigned to the largest East German Berlin agglomeration. As other centers of development were offered having the considerable potential of development of the city in the southern part of East Germany and also the city in a northern part having smaller economic potential but necessary as growth points for the sake of prevention of a bigger increase in territorial disproportions the North-South. For achievement of the best result it was offered to connect all centers of development by axes of transport and communication infrastructure with each other and with the western lands. Programs of creation of innovative poles of growth in regions are aimed at forming of networks of participants of innovative activities for the thematic principle. Implemented support for small and medium-sized enterprises (NEMO program); the research

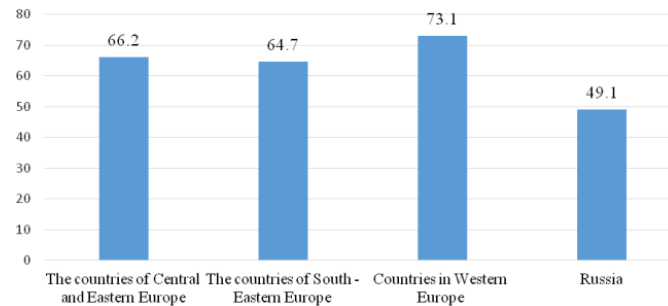


Fig. 1: An index of economic freedom of EU countries and Russia in 2015

organizations in new federal lands (Inno-Re-gio program), “firms beginners” (EXIST program) (Ramona Camelia Bere, 2015).

In the conditions of integration of the countries into world economic space of prospect of economies of the countries of the world on a long-term and strong growth and diversification of economy characterizes an index of economic freedom. The general index of economic freedom is an integrated indicator in four directions: rule of law, role of public administration, efficiency of regulation and openness of the market (European Union, 2015). The index of economic freedom is measured on a scale from 0-100, higher point in rating characterizes higher degree of economic freedom (Fig. 1).

Russia in 2015 gained 49.1% of and the 143 place in the world ranking. This fact confirms that in Russia requires carrying out policy of the economy directed to upgrade, enhancement of a regulatory framework, decrease in the state pressure upon a private sector, expansion of powers of regional authorities, improvement of fiscal freedom, freedom of the labor market, creating favorable conditions for investors is required.

CONCLUSION

According to the Strategy of social and economic development till 2020 in Russia the new basic framework of the structural organization providing goal achievement of structural policy is created. The innovative and managerial centers concentrating in themselves economic activity in the country shall act as nodes of a basic framework. The subjects of the Russian Federation which became on the way of innovative development shall become full-fledged control centers, “growth points”. Basic regions will be nodes of a basic framework of the spatial organization of the country as the main transport hubs, zones of integration of the Russian Federation with global economy, the territories of concentration of control centers of commodity, financial, information and migration flows. Functions of basic regions will be differentiated depending on the level of social and economic

development, production specialization, like their connecting transport and communication infrastructures, a method of integration into global economy.

Forming of the new territorial centers of growth as in areas of development of new raw material resources and in traditional regions of concentration of innovative, industrial and agrarian capacity of Russia will become result of the balanced economic development, scales of regional inequality and super-concentration of economic resources in capital agglomerations will decrease. The extensive transportation network providing the high level of interregional integration and territorial mobility of the population will be created. Thus, the structural policy differentiated taking into account regional features, an important component of economic policy of the state. At the same time correctly oriented and evidence-based structural policy will allow to accelerate upgrade of economy of Russia and to promote its transition to an innovative way of development.

ACKNOWLEDGEMENTS

The research is executed on the Russian President’s grant on the state support of the leading schools of sciences No. NSh-9726.2016.6 “implementation of the state economic policy by means of development of instruments of strategic and indicative planning”.

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