

## ASSESSMENT OF FORMATION AND REALIZATION MECHANISMS ON REGIONAL DEVELOPMENT PROJECTS IN UKRAINE

### Abstract

Assessment of formation and realization mechanisms on regional development projects has been carried. The main problems, taking place during formation and realization of regional development projects in Ukraine, have been found out. The necessity of improvement of public administration mechanisms by regional development projects has been proved.

**Key words:** *projects, formation and realization mechanisms on projects, public administration, regional development.*

JEL codes: D83, H54, O20, R58.

### Аңдатпа

Украинада өңірлік даму жобаларын қалыптастыру мен іске асыру тетіктерінің жай-күйін талдау мен бағалау жүргізілді. Украинада өңірлік даму жобаларын қалыптастыру мен іске асыру кезінде негізгі проблемалар, мемлекеттік өңірлік саясаттың, өңірлік дамуды стратегиялық жоспарлау, Украинаның жекелеген облыстарының өңірлік даму стратегияларының жеткілікті қалыптаспағаны анықталды. Мемлекеттік өңірлік саясатты, өңірлік даму стратегияларын іске асыру жоспарларын іске асырудың кемшіліктері белгіленді. Өңірлік даму жобаларын мемлекеттік және жергілікті басқару тетіктерін жетілдіру қажеттігі негізделді. Украинада өңірлік дамуды жобалаудың негізгі мәселелерін шешу жолдары айқындалған.

**Тірек сөздер:** *жобалар, жобаларды қалыптастыру және іске асыру тетіктері, мемлекеттік басқару, өңірлік даму.*

JEL коды: D83, H54, O20, R58.

### Аннотация

В статье приведен анализ и оценка состояния механизмов формирования и реализации проектов регионального развития в Украине. Выявлены основные проблемы при формировании и реализации проектов регионального развития в Украине, несовершенства формирования государственной региональной политики, стратегического планирования регионального развития, региональных стратегий развития отдельных областей Украины. Установлены недостатки реализации государственной региональной политики, планов реализации стратегий регионального развития, особенно региональных стратегий развития отдельных областей Украины. Обоснована необходимость совершенствования механизмов государственного и местного управления проектами регионального развития. Установлены пути решения основных проблем проектирования регионального развития в Украине.

**Ключевые слова:** *проекты, механизмы формирования и реализации проектов, государственное управление, региональное развитие.*

JEL-коды: D83, H54, O20, R58.

**Problem Definition:** Ukraine is an inhomogeneous country from the point of view of historical, socio-economic, ethnocultural development and geographical climate conditions. Such a diversity of factors and conditions creates high potential for territorial development and investment climate, and is promising for modeling of synergetic manifestations, defining strategic directions of socio-economic development of an individual region. Modernization of regional socio-economic systems is conditioned, first of all, by their low effectiveness, caused by outdated models; secondly, by significant lag behind socio-economic models of the advanced world countries that makes it impossible to synchronize their interaction; thirdly, by lack of systematic, efficient and effective institutional and structural reforms in the country. Complex analysis of formation and realization mechanisms on regional development projects will allow defining problems, which have not only lost their urgency, but serve as a brake; and will allow implementing modern methods and forms of strategic planning of development instead for both individual regions and the country on the whole.

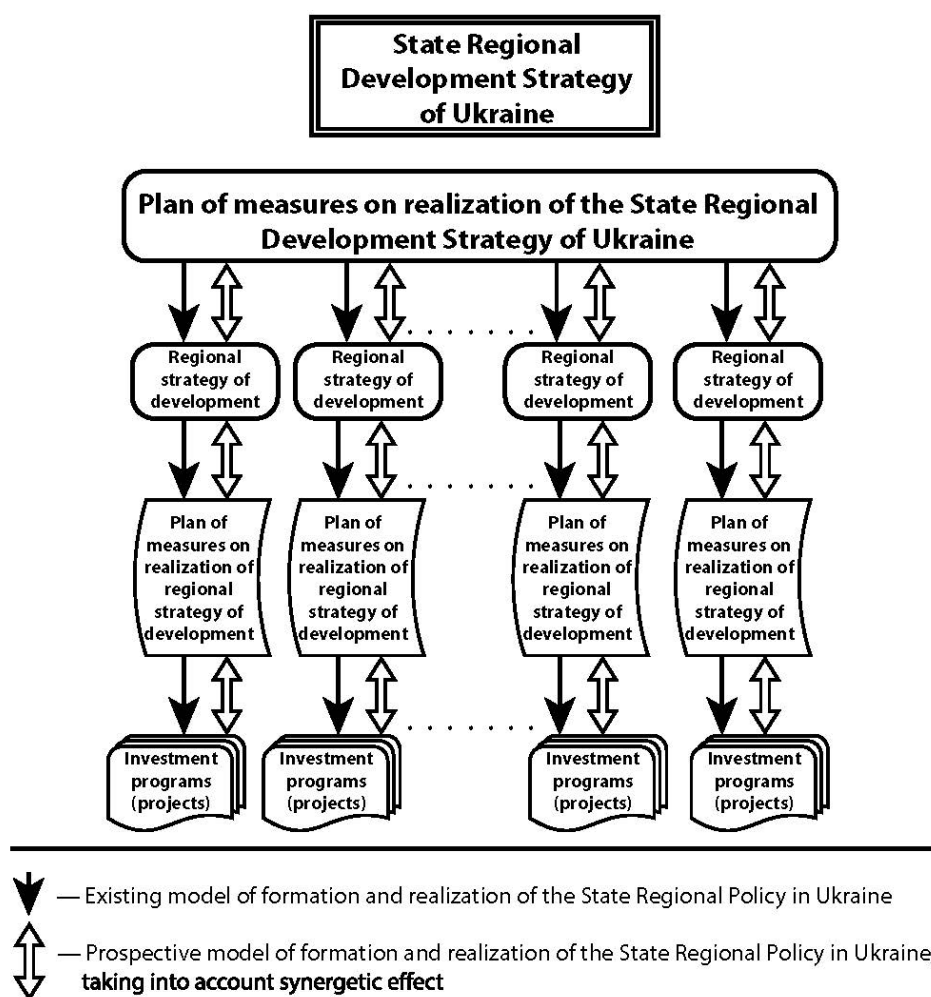
**Analysis of the Recent Researches and Publications.** The problems of project approach to public administration, implementation of project management in the public sphere were researched by such native scientists as T. Bezverkhniuk, V. Holubiatnikov, R. Dzianyi, N. Kotova, T. Mamatova, O. Nema, S. Popova, E. Sergiienko, O. Fedorchak, O. Chykarenko. The problems of regional development, researches in the field of regional economic sustainable development were studied by V. Bakumenko, Yu. Bilokon, Z. Varnalii, S. Hazarian, S. Gerasymchuk, T. Halushkina, V. Keretsman, I. Kresina, V. Kuibida, Yu. Kuts, E. Libanova, Yu. Makahon, V. Mamonova, M. Orlaty, S. Romaniuk, O. Skrypniuk, A. Tkachuk, L. Cherniuk, etc.

The above-mentioned scientists have accumulated significant theoretically-methodological base in the field of regional development and its projecting. However, the suggested approaches do not fully take into consideration the necessity of improvement of mechanisms on regional development projecting, especially in the direction of formation and realization of regional development projects and the necessity of implementation of more effective models of public administration in these processes.

**The Purpose of the Article.** Assessment of formation and realization mechanisms on regional development projects in Ukraine, definition of problems during the process of formation and realization of regional development projects in Ukraine and the way of their solution is the purpose of the article.

**Presentation of the Basic Materials.** Organizational and legal mechanism on formation and realization of regional development projects consists of such elements: legislative framework and corresponding institutions. Legal framework regarding state regional policy is based on the Constitution of Ukraine, the Laws of Ukraine On Bases of Domestic and Foreign Policy, On Stimulation of Development of Regions, On Local Self-Government in Ukraine, On Local State Administrations, On Cross-Border Cooperation, On Adjustment of Town-Planning Activities, On the State Target Programs, On the General Scheme of Planning of the Territory of Ukraine, On State Forecasting and Development of Programs of Economic and Social Development of Ukraine, etc. Main legal, economic, social, ecological, humanitarian and organizational concepts of state regional policy are defined in the Law of Ukraine on February, 5, 2015 № 156-VIII On Bases of State Regional Policy (further – LU on February, 5, 2015 № 156-VIII) [6]. Section II of this Law defines formation and realization mechanisms of state regional policy and outlines the main documents, defining state regional policy, such as the State Regional Development Strategy of Ukraine; regional strategy of development; plans of measures on realization of regional strategies of development; investment programs (projects), aimed at regional development (Fig. 1).

According to Article 8 LU on February, 5, 2015 № 156-VIII, the State Regional Development Strategy of Ukraine (further – the Strategy) is elaborated for seven years, however, the strategy, approved by the decree of the Cabinet of Ministers of Ukraine on August, 6, 2014 № 385 On the Approval of the State Regional Development Strategy of Ukraine until 2020, provides a 6-year term of the strategy and establishes a 6-month term for public authorities and municipal state administrations to work-out the plan of measures on realization of the Strategy and to conform regional strategies of development to the Strategy. Researching crisis phenomena in economy as an object of public administration, Krykun V.B. believes that “only coordinated realization of the established tasks in the above-mentioned programs by public authorities will give an opportunity to solve the problems, arousing due to crises” [8]. Such an approach may be justified in the context of complex politico-socio-economic conditions. However, formation of regional strategies of development must not be simply “let down” from top to bottom and “conformed to the Strategy”, but must be developed by societies and united in one general development strategy of a corresponding region on the principle “from bottom to top”.



**Fig. 1. Models of Formation and Realization of the State Regional Policy in Ukraine**

According to the results of the conducted research there have been defined such ways of improvement of formation and realization model of state regional policy in a part of formation and realization processes of strategic plans of development:

- engagement of scientists – specialists in the fields of public administration, economics, law, education, health protection, culture, arts, technical and agricultural production, etc. and specialized public societies to working-out the strategic plan of regional development;
- implementation of system service and technological, expert and public monitoring, professional complex analysis and transparent public assessment of realization effectiveness of the strategic plan of development;
- obligatory consideration of positively affecting both native and world realization models of strategic plans of development during the planning;
- constant enhancement of managers' professional development, basing on modern native and foreign scientific and practical forms and methods;
- conformation of legislation and regulatory framework, providing strategic regional planning, to the level and standards of the advanced countries;
- promotion of professional development of both regional state administration bodies and local self-government, and public institutions.

Table 1 provides information concerning availability of the approved strategies of development and basic indicators of economic development of each region for the year 2014. Upon the request of the decree of the Cabinet of Ministers on August, 6, 2014 № 385 On the Approval of the State Regional Development Strategy of Ukraine until 2020, almost all regions except for Luhansk,

Zaporizhia and Kherson regions approved corresponding strategies. In Donetsk, Kharkiv, Odessa Regions strategies of development until 2020/2025 had been approved by 2012. In Ternopil, Chernivtsi, Chernihiv regions the projects of strategies were not approved by corresponding region councils. Almost all the strategies were developed by local state administrations and approved by corresponding councils. In such a way formation of strategies of development is made not by local authorities, which specialize mainly in local problems, but by executive authority, dealing with "conformation of regional strategies of development to the Strategy". It was quite interesting to find out the number of strategic objectives, available in strategies, as there turned out to be 22 corresponding objectives, covering a wide range of issues, in Vinnytsia Region; Volyn, Kirovohrad, Lviv, Odessa Regions outlined 5 strategic objectives; all the others defined 3 or 4 strategic objectives.

**Table 1. Analysis of Regional Strategies of Development and Basic Economic Indicators for the Year 2014**

№	Regions of Ukraine	Availability of the 2020	Number of Strategic Objectives	Availability of Plan of Measures on the Strategy Realization	Capital Investments by Types of Economic Activities in 2014					Average Population per 2014, thou.	Index of Investment Attractiveness of the Region
					Agriculture*	Industry	Building	Retailing and Wholesaling	All the Assimilated (Spent) Investments, thou. UAH		
	Vinnytsia Region	+	22	-	1545.9	2328.8	835.3	181.9	5674.6	1607.3	1.428
	Volyn Region	+	5	-	316.4	933.9	1056.8	169.4	3389.7	1039.4	1.410
	Dnipropetrovsk Region	+	4	-	1327.7	12715.5	940.2	1327.8	20356.5	3281.2	1.418
	Donetsk Region	+	3	-	321.9	7917.2	899.3	806.1	13155.3	4307.6	1.281
	Zhytomyr Region	+	3	-	561.2	1218.5	440.3	261.7	2904.9	1260	1.385
	Zakarpattia Region	+	4	-	57.5	747	1300.5	80.4	2638.7	1255.4	1.247
	Zaporizhia Region	-	-	-	605.7	5447.2	251.6	160.2	7034.5	1770.1	1.355
	Ivano-Frankivsk Region	+	4	-	410	2591.2	2725.5	442.6	6837.5	1379.6	1.478
	Kyiv Region	+	3	-	1618.7	9432.5	4506.5	1943	19653.5	1721.6	1.353
	Kirovohrad Region	+	5	-	1269	774.3	297.7	180.3	3122.4	977.7	1.283
	Luhansk Region	-	-	-	199.7	4391.8	107.6	135.3	5222.6	2225.2	1.280
	Lviv Region	+	5	+	472	2749.1	3115.6	642	9555	2519.7	1.601
	Mykolaiv Region	+	3	-	712.1	1214.7	345.3	457.7	3771.4	1165.6	1.329
	Odessa Region	+	5	-	864.1	1664.6	1710.9	510	9361.3	2385.4	1.459
	Poltava Region	+	3	+	1578.3	4865.7	572.6	162.6	8827.8	1445.7	1.283
	Rivne Region	+	3	-	316	980.1	973	100	2804.6	1158.9	1.343
	Sumy Region	+	3	-	849.4	948.9	422.1	37.6	2798.1	1126.0	1.339
	Ternopil Region	+	3	-	591.6	407.5	681	85.1	2590	1068.4	1.356
	Kharkiv Region	+	3	+	922.9	2811.5	1221.4	435.4	8032.3	2718.6	1.404
	Kherson Region	-	-	-	662.1	729.6	336.5	97.9	2208.1	1068.8	1.264
	Khmelnitskyi Region	+	4	+	826.5	924.1	852.7	91.4	4078.3	1301	1.289
	Cherkasy Region	+	4	-	1164.2	6978	379.3	468	3262.1	1252.3	1.310
	Chernivtsi Region	+	3	-	292.5	190.5	787	56.8	1686.9	906.2	1.250
	Chernihiv Region	+	3	-	852.7	932.8	425.7	86.4	2621.2	1052.7	1.397



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As for availability of plan of measures on the Strategy realization, such a plan is approved only in Lviv, Poltava, Kharkiv, Khmelnytskyi Regions. In other regions gathering of offers is still taking place; tenders regarding selection and inclusion of the projects, presented by subjects of regional development, into corresponding plans have been invited. According to the data of the State Statistics Service of Ukraine, most capital investments were channeled into industry – 86,242 thou. UAH, then into building – 36,056.7 thou. UAH, retailing and wholesaling – 20,715.7 thou. UAH, and fewest investments – into agriculture (including forestry and fishery) – 18,795.6 thou. UAH in 2014. The most attractive regions for investments were Lviv (index 1.601), Ivano-Frankivsk (1.478), Odessa regions (1.459) in 2014. Analysis of statistical information has not revealed interrelation between population and the index of investment attractiveness and the amount of external capital investments into the economy of a region.

According to the accepted management concepts, strategies of development of each region at the present stage in Ukraine are practically forming on the principles of administrative management, typical for the 20's - 30's of the XX century. Such a management concept is typical for the soviet period of a planned economy, which functioned on five-year plans. Under current economic conditions administrative management is inefficient because it does not reflect the existing needs and the real state of matters of each region. Starting from the 70's of the XX century the management concept has been shifting from strategic planning with application of system approach to strategic management, where an emphasis is put on concentration of management influences for achieving objectives, but not on the planning process [5]. Strategic management focuses mainly on application of contingency perspective, influence on organizational structure, implementation of scientific methods of grounding of decisions and up-to-dated technical means, specialized informational systems for management processes [4]. As technologies are developing, and the processes of functioning of such complex and large-scale systems as regions is becoming more complicated, system of their management is inevitably changing as well. In fact, it is the process of constant evolving of both a management object and management influence on it. Neglect or unwillingness to implement new management methods and reversion to low-efficient procedures will result in low coefficient of efficiency of such management.

Studying synergetic effect of sustainable development of regions, Volynchuk Yu.V. insists that modeling of positive synergetic effect is becoming of strategic importance. Complexity of usage of several mutually agreed strategies is more productive then implementation of only one strategy. Manifestations of synergetic effect of a region's development are the sum of efficient result of the factors, implemented for their obtaining in course of effective combination of interrelations of these factors. Considering a region as a system, Volynchuk Yu.V. analyzes its subsystems not as subordinate and dependent, but as synergetically interacting parts, forming an entity. In such a way it is important to consider the necessity of multifaceted reconciliation of development objectives of a region with the tasks of systems' functioning of other level and scale: national space on the whole, development programs of separate territories and kinds of economic activity or spheres of interests of commercial organizations and households [2]. It will give an opportunity to intensify positive economic effect.

One should have a regional development strategy for effective formation and realization of state regional policy. Sharov Yu.P. defines a development strategy as a system means of changes management in order to insure development of an organization or a separate field of activity. Working-out development strategies is made with the help of technologies of strategic planning, presupposing definition of activity's mission, strategic perspective of development, analysis of external and internal environment, building-up hierarchical system of objectives, working-out the complex of program-aiming means (projects, programs) for strategic priorities (plan of actions) achievement, formation of realization policies of a development strategy and a system of indicators of its efficiency [11].

Let us consider the financial mechanism of the Strategy realization. Financial support of the Strategy realization is made by: the state fund for regional development; finances of sectoral state goal-oriented programs; subventions and transfers from the state budget; finances of local

budgets; finances of foreign donators; finances of investors, etc. The State Fund for Regional Development will carry the main financial loading for the Strategy realization. According to the decree of the Cabinet of Ministers on March, 18, 2015 № 196 On Certain Issues of the State Fund for Regional Development there was defined Procedure of preparation, assessment and selection of investment programs (projects), which can be realized at the expense of the State Fund for Regional Development. The Fund's amount is no less than 1% of the expected earnings of the general fund of the State Budget of Ukraine for the corresponding budget period according to the Budget Code of Ukraine [1].

**Table 2. Comparative Table of Financing Amount of Programs (Projects) at the Expense of the State Fund for Regional Development in 2012-2015**

Year	Amount of the General Fund of the State Budget of Ukraine, thou. UAH	Amount of Finances of the State Fund for Regional Development according to the Legislation, thou. UAH	Planned Finances of the State Fund for Regional Development*, thou. UAH	Allocated Finances of the State Fund for Regional Development**, thou. UAH	Applied Finances of the State Fund for Regional Development**, thou. UAH	Percentage of Applied Finances to Planned Finances, %
2012	322 226 831,8	3 222 268,3	1 149 015	1 533 579,1	1 004 686,2	87,4%
2013	304 481 410,3	3 044 814,1	619 048,3	637 010	419 899	67,8%
2014	321 993 534,9	3 219 935,3	0	0	0	0%
2015	474 745 676,6	4 747 456,7	-	-	-	-

\* The decree of the Cabinet of Ministers of Ukraine on April, 25, 2012 № 243-p On the Approval of the List of Objects and Events, Being Financed at the Expense of the State Fund for Regional Development; the decree of the Cabinet of Ministers on May, 22, 2013 № 508-p On the Approval of the List of Investment Programs (Projects), Being Financed in 2013 at the Expense of the State Fund for Regional Development,

\*\* According to the reports of the State Treasury Service of Ukraine: Report on Application of Finances of the State Fund for Regional Development in 2012; Report on Application of Finances of the State Fund for Regional Development in 2013; Report on Application of Finances of the State Fund for Regional Development in 2013 [7].

Analysis of financing of programs (projects) at the expense of the State Fund for Regional Development (code 3511460) gave the next results: maximum financing of projects was in 2012 – almost 87% of the planned, 65.5% of the allocated and 31% of the amount of finances fixed in the legislation of Ukraine. In 2013 reduction of financing was observed – almost 68% of the planned, 65.9% of the allocated finances and 13.7% of the amount of finances fixed in the legislation of Ukraine. In 2014 selection and approval of programs and projects, being financed at the expense of the State Fund for Regional Development, and, as the result, planning and application of the Fund's finances did not take place.

The conducted research let us define the following ways of improvement of the economic-financial mechanism during realization of regional development projects in Ukraine:

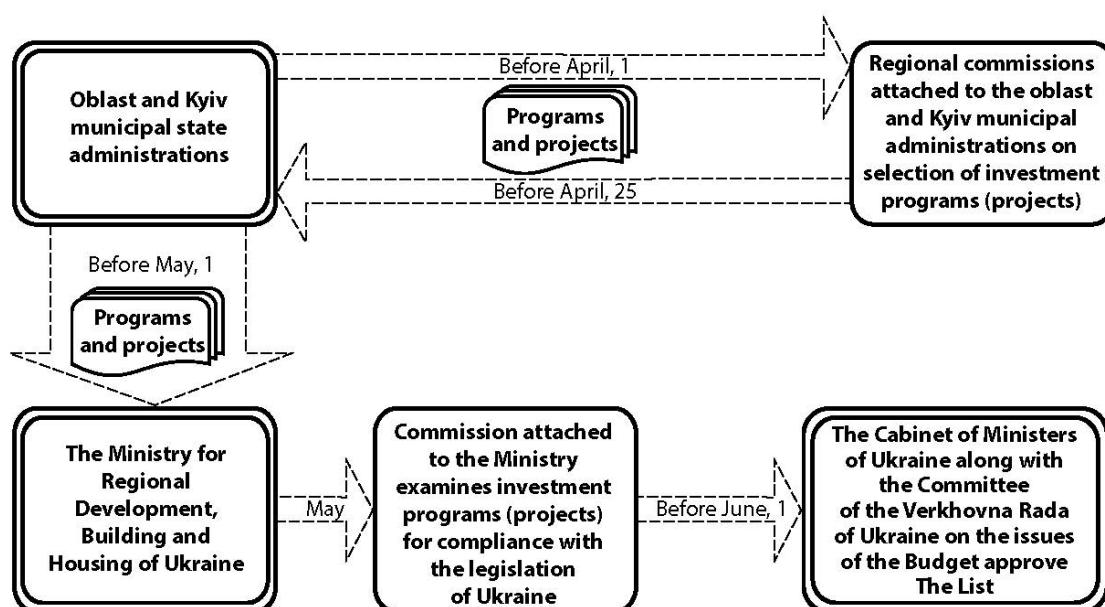
- implementation of the American model of state financial assistance grant - Federal Grant and Cooperative Agreement Act (FGCAA) – into the mechanism of financial support of the Strategy's realization;
- type promotion of state financial assistance such as: grants, cooperation agreements, subsidies, credits, credit bails, insurance, etc.
- creation of new rules of giving state financial assistance to the field of scientific researches (fundamental and applied) and disruptive technologies with high coefficient of economic efficiency;
- introduction of changes into the rules of giving finances of sectoral (intersectoral) state goal-oriented programs and other programs of central executive authorities through presenting grants or contractual mechanisms, including programs of technical support into the field of

effective using of human and natural resources and lands; maintenance of public buildings and constructions, including transport infrastructure; realization of long-lasting programs and plans of development of local self-government authorities;

– working-out transparent and open mechanism of giving state financial assistance or selection of projects (programs) of regional development through creation of powerful on-line supplements or unified governmental portals, where all the kinds of financial programs (or other kinds of financial support) will be presented, where all the interested parties and beneficiaries will be able to apply and track the made decisions concerning providing of financial support.

In 2015 there were introduced changes in some legislative acts and there was approved a new Procedure of preparation, assessment and selection of investment programs and projects, being financed at the expense of the State Fund for Regional Development in 2015 according to the decree of the Cabinet of Ministers on March, 18, 2015 № 196 On Certain Issues of the State Fund for Regional Development and according to the decree of the Cabinet of Ministers of Ukraine on March, 18, 2015 № 195 Issues of Finances Application of the State Fund for Regional Development in 2015.

These documents regulate issues regarding creation of conditions for transparent selection of investment programs (projects) for regional development on the level of oblast contest commissions [3, 9]. Procedure of selection of investment programs (projects) is shown in Figure 2.



**Fig. 2. Procedure of Selection of Investment Programs (Projects)**

Unlike the previous years where selection of programs (projects) had been made in two steps – on the regional level and on the Ministry level – the new procedure provides only monitoring function of the Ministry regarding compliance of investment programs (projects) with the legislation in force; besides it lays an obligation on the Ministry to formulate proposals concerning The List of Investment Programs (Projects) in order to submit them for approval of the Cabinet of Ministers of Ukraine and the Committee of the Verkhovna Rada of Ukraine on the issues of the Budget. Changes were also made in the sphere of investment programs (projects) realization. Apart from social and infrastructural projects, and cross-border cooperation projects, there were added issues on creation of infrastructure of industrial and innovative parks, and territorial societies' cooperation projects. It is a step towards realization of the administrative-territorial reform of Ukraine and real decentralization of power. The criteria of selection of projects were also changed: except for compliance with the priorities, defined in

the State Regional Development Strategy until 2020, investment programs and projects as territorial societies' cooperation projects and support of voluntary united territorial societies were added for implementation. Selection conditions also included demand for co-financing of projects from local budgets at the level of 10% and the possibility to attract finances of other donators or even public associations. According to the decree of the Cabinet of Ministers on March, 18, 2015 № 196 On Certain Issues of the State Fund for Regional Development, the above-mentioned criteria of selection conditions of investment programs (projects) also included projects of provision of housing for the internally displaced and families of military men-participants of the anti-terrorist operation; projects-winners of the All Ukrainian Contest of Projects and Programs of Local Self-Government Development in 2013-2014. Besides, there was provided a possibility to work out project documents for projects, being financed at the expense of international credit resources, aimed at reconstruction of Luhansk and Donetsk oblasts, and solving of problems of the internally displaced [3]. It should be mentioned that these points of the Procedures did not correspond to Part II Article 24<sup>1</sup> of the Budget Code of Ukraine, which was mentioned in a remark by the Ministry of Justice of Ukraine. However, the issue concerning financing of winners of the All Ukrainian Contest of Projects and Programs of Local Self-Government Development in 2013-2014 was totally defined due to the investment character of the All Ukrainian Contest, and aiming of finances at solving of urgent problems of local self-government development and wide-spreading of this positive experience. Improvement of the order of selection of regional development investment programs (projects) can be made by means of creation of transparent mechanisms of tracking the decision-making process by means of creation of on-line supplements and platforms. It will contribute to overcoming distrust of business and people to executive authorities.

Conclusions. Assessment of formation and realization mechanisms on regional development projects in Ukraine has revealed a chain of problems during formation and realization of regional development projects, though organizational and legal mechanism had undergone positive changes, first of all, in simplification of the mechanism of selection of investment programs (projects) on the issues of regional development on the regional level without interference of central authorities. However, regional strategies of development are worked-out by local executive authorities (oblast state administrations); they have to correspond to the State Regional Development Strategy until 2020, and they are approved by corresponding councils. Such a hierarchical principal of strategies' formation (and similarly their realization programs) contradicts the principal of decentralization of power and real changes on the regional level. Strategies' formation must be made directly by local self-government authorities. Proposals concerning plan of measures of the State Strategy must be formed on the basis of the summarized proposals of realization plans of regional development strategies. Such an approach "from bottom to top" corresponds to the world practice of decentralization of power and formation of territorial development. Analysis of issues of economic-financial mechanism has revealed problems with the amount of finances of the State Fund for Regional Development, fixed in the Budget Code of Ukraine; amount of finances is significantly less than it is described in the legislation. Besides, there is fixed untimely and not to the fullest extent flow of finances, which results in credit debts and significantly reduces trust of business to central and local executive authorities.

Prospective for further researches is defined by the above-mentioned problems and presupposes creation of more effective economic-financial mechanism of working-out and approving of state government decisions concerning projects of regional development.

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