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THE EXPERIENCE OF POLAND IN THE IMPLEMENTATION OF A COMMON REGIONAL POLICY OF THE EUROPEAN UNION

Abstract. Using Poland as an example, we summarize the content of the initial European Union institutional support programs for the reform of regional policy in post-socialist countries and consider the basis for introducing the method of program-targeted regulation of the development of depressed areas in them.

Keywords: regional policy, European Union, Poland, Ukraine, EU-programs.

Introduction. The experience of countries that have successfully implemented not only the transformation of command economies into market-oriented economic systems, but also achieved significant success in building socially responsible legal democratic societies, shows the following. One of the main components of such transformations was their effective implementation of the state regional policy based on the approaches, forms and mechanisms of common (supranational) regional policy of the European Union (EU) – Cohesion policy. An analysis and generalization of the experience of reforming the countries of Central and Eastern Europe (CEE) shows that Poland has become one of the most successful in implementing this policy.

The need for real implementation of regional policy reform is becoming increasingly relevant in Ukraine. After the signing of the Ukraine–European Union Association Agreement with inclusion of the Agreement on the Deep and Comprehensive Free Trade Area between Ukraine and the European Union with fixing the course on the European



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integration in Ukrainian Constitution, research of developmental strategies is transferred to the plane of urgent scientific and practical elaboration. Moreover, in Ukrainian science, examples of thorough studies of the problems of state regional policy remain single [1].

Thus, for science and practice in Ukraine, the problem arises of comprehending the initial foundations and logic of the implementation of the EU Cohesion Policy in Poland with determining the prospects for using its relevant experience in carrying out systemic reforms.

The subject of the study is a set of phenomena, processes and mechanisms for the implementation of the Cohesion Policy of the European Union in the former socialist countries (for example, Poland) in the context of the implementation of their European integration course.

The purpose of the study is to analyze the foundations of institutional support and the main mechanisms for implementing the regional policy of the European Union in Poland with the definition of common approaches in using this experience in Ukraine in the process of local self-government reform.

Research Objectives:

- a synthesis of the initial programs for the implementation of the European integration course of Poland in the context of the reform of its regional policy;
- analysis of the content of the program-targeted method for regulating regional development.

Research methods: the method of unity of logical and historical (when considering the initial economic and institutional postulates of regional policy in Poland); the concreteness of truth method (when isolating a strictly defined regional development program with reference to specific voivodeships); program-targeted method (when analyzing the first EU program in the field of regional policy of the former socialist countries).

Research data were the EU Programs for providing European integration courses and the introduction of a program-targeted approach to the development of the regions of the former socialist countries: PHARE, ISPA, IPA I. As a specific empirical material, was used the data obtained by the author in the process of fulfilling the research elaboration of the Department of economics, marketing and entrepreneurship of the Luhansk Taras Shevchenko National University (Starobil's'k) "Formation of socially responsible entrepreneurship in the agro-food sector of the eastern regions of Ukraine under the conditions of local self-government reform" (state registration number 0116U0048810).

Research results. With the decision of the EU to enlarge upon the post-socialist countries as members, the relevance of the implementation of its Common (supranational) regional policy has increased significantly. This stems from the particularly significant disparities that are characteristic of all new EU member countries.



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Thus, in addition to the purely economic and social content, the regional policy of the European Union has acquired a pronounced political orientation. The EU began to develop special integrated programs aimed at the implementation of European integration strategies by candidate countries.

It should be noted a fundamentally important aspect. The launch in the post-socialist countries of regional development reforms began with the solution of more general problems. Namely:

- the transfer of the national economies of the candidate countries from nationalized administrative-command forms to the market principles of administration;
- institutional support for the perception by citizens of the countries of the former socialist camp (and, as a whole, by the society of these countries) of the value system of a market economy and a legal democratic society.

In the context of solving the noted more general problems, institutional support was provided for the starting foundations of regional policy reform. An analysis and generalization of the experience of CEE countries gives reason to note: PHARE, ISPA and IPA I became such fundamental programs of the European Union. The defining parameters of these Programs are presented in the Table 1.

Table 1

European Union institutional support initiatives for regional policy reforms in Poland*

Program	Program Objectives	Program tools / specific investment projects
PHARE (1990-2006)	public administrations and institutions strengthening and ensuring governance of law	digitalization of public services and increase of administration staff digital expertise
ISPA 2000-2006)	human capital enhancement	ensuring Internet access to 90 % of region's enterprises and 100 % of households
	infrastructure development	coverage enlargement of sewage systems
	SME competitiveness and innovativeness boost	flood protection of low-level areas
IPA I (2007-2013)	equalizing regions development chances	creating places in crèches and kindergartens
		involving students in exchange, internship and vocational programs

* generalized programs' and programs' task examples; author's own elaboration

In the field of regional development regulation, the noted comprehensive Programs in Poland, as in other EU candidate countries, were aimed at solving the following problems.

1. The transition in the planning of socio-economic development (of countries as a whole, and their regions) from a production and industry approach inherent in



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administrative-command management to a socio-territorial one, which is a hallmark of a modern market EU economy.

2. Creation of the necessary economic conditions and public perception of administrative-territorial transformations in the context of single European regional policy.

3. Establishing cooperation between national government authorities with EU institutions implementing regulatory policies in the field of regional development (primarily, with the European Regional Development Fund, the European Social Fund, the European Cohesion Fund).

Systemic institutional support in Poland for reforming the foundations of regional policy made it possible to reformat the regional development management vertically. In 1999, poviats were introduced into the hierarchy of regional administration. On a formal basis, we can say that the districts were returned to the system of regional administration after their abolition in 1975. In modern conditions, there are 308 of such units; not only was the enlargement of the poviats compared to the 1975 administrative-command reform, but they received new powers and, at the same time, responsibilities towards the basic level of regional administration - gminas (their number got insignificantly increased and amount to 2399). In 1999 the substantial enlargement of voivodeships also occurred (their number decreased from 49 to 16) with the acquisition of new powers already in relations with the center [4].

The noted organizational and managerial changes lay at the basis of ensuring transition of power and budget funds from higher levels of regional development management to lower ones.

Thus, Poland switched to the regional management system adopted in the EU, with the presence of such entities: NUTS I (with a population from 3 million to 7 million); NUTS II (800 thousand - 3 million); NUTS III (150 thousand - 800 thousand).

Another of the most important components of the EU regional policy is the formation of self-sufficient competitive regional entities. Their formation was carried out on the basis of the introduction of the program-targeted method for ensuring the regulation of regional development.

The first EU program of its kind in post-socialist countries was adopted in Poland in July 2006. – "Program rewitalizacji gospodarczej obszaru delty Wisły i Zalewu Wiślanego" (it is often called the "Program Zulawski"). The time period of this Program was 2007-2013. It covered 16 gminas of Zulawy and 22 gminas of the adjacent to Zulawy Wislane area in the north of the country: 4600 sq. km., on which at the time of adoption of the Program about 570 thousand people lived (NUTS III).

What is characteristic, these 38 gminas, in accordance with the country's reformed administrative structure, are the entities of two voivodeships: Pomorskie and Warminsko-Mazurskie. Three priority areas of the Program (economic, social and environmental) were disaggregated according to seventeen tasks. Another feature: by the date of approval of the



Program, budgets in the final form were determined only for seven of the seventeen tasks (budgets for the remaining ten tasks were approved during the implementation of the Program, taking into account specific conditions) [2].

In general, financing of programs was carried out according to the commonly practiced in the EU budgeting "3 to 1" scheme: three quarters of a program budget came from EU funds, one part was provided by national and local budgets. However, the exact share of EU contribution could reach up to 85% of a project budget.

A thorough study of regional development issues allows Poland to receive the largest volumes of appropriate funding from the EU budget (in addition to the mentioned funds, it is also financed by the European Agricultural Fund and the Fund for Financial Instruments for Fisheries Orientation). Within the budget period of the European Union 2007 - 2013 total funding for regional development in Poland (not including funding for other areas of socio-economic development: agriculture, science, culture, etc.) amounted to 62.7 billion euros. This is the largest designated volume among all EU countries. Within the budget period 2014 - 2020 Poland's regional development financing amounts to 82.27 billion euros (more than for the rest of EU countries) [3].

In general, the budget of the regional policy of the European Union in the framework of 2014 - 2020 amount to 351.8 billion euros (this makes 32.5% of the total budget of the EU), which is already starting to exceed the volumes of the previously absolutely dominant in the European Union Common Agricultural Policy (CAP).

Research implication. An analysis and generalization of Poland's experience in implementing regional policy allows us to conclude that the implementation of the regional policy of Ukraine on a European basis requires fundamental, first of all, institutional preparation. At the same time, the implementation of such a policy should be carried out on the basis of common approaches of the EU supranational policy, but with the obligatory consideration of the specifics of Ukraine and the level of preparedness of our country for its practical implementation.

If this fundamental condition is not met, then at the level of oblasts, districts, and local levels, rejection of nation-wide approaches will appear (including, - with regard to recently adopted decisions on consolidation of the united territorial communities).

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ОЦІНКА РЕЦЕСІЙНОГО РОЗРИВУ ВВП В КРАЇНАХ МЕРКОСУР ЗА МЕТОДОМ КАЛМАНА

Анотація. Розраховано величину розриву ВВП в країнах МЕРКОСУР у 2011-2019 рр. З'ясовано, що найбільші втрати ВВП внаслідок циклічного безробіття є в Бразилії; натомість у Чилі величина розриву ВВП є порівняно незначною, а динаміка розриву – сталою. Запропоновано комплекс заходів монетарної, фінансової та зовнішньоторговельної політики для зменшення розриву ВВП в країнах МЕРКОСУР.

Ключові слова: ВВП, потенційний ВВП, розрив ВВП, рецесійний розрив, циклічне безробіття, МЕРКОСУР, фільтр Калмана.

Проблема дослідження та її актуальність. У сучасних умовах в багатьох країнах Латинської Америки відбуваються складні структурно-ринково-інноваційні перетворення. Окрім позитивних результатів, ці зміни мають і серйозні негативні наслідки, зокрема спад національного виробництва і зростання циклічного безробіття. Як результат, збільшується відставання фактичного ВВП від потенційного ВВП і зростає рецесійний розрив національного виробництва.

Існують різні підходи до оцінювання розриву ВВП, а саме структурні підходи, засновані на побудові виробничих функцій (модель Кобба-Дугласа, модель де Масі, модель Лукаса-Ромера та ін.), одновимірні неструктурні підходи, засновані на статистичному аналізі довгострокових змін (відхилень) тренду фактичного ВВП від його короткострокових коливань (HP-фільтр, фільтр Бакстера-Кінга, фільтр Калмана, фільтр Крістіано-Фіцджеральда, фільтр Ходрика-Прескотта, тест Тейлора), багатовимірні неструктурні підходи, засновані на побудові економетричних моделей часових рядів (ARMA-модель, DSGE-модель, SVAR-модель та ін.). На нашу думку, найбільш обґрунтованим серед вказаних підходів є метод Калмана.