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#### ИНФОРМАЦИЯ ОБ АВТОРЕ

**Ларкин Михаил Александрович** – кандидат юридических наук, доцент, доцент кафедры уголовного права и правосудия Запорожского национального университета;

#### INFORMATION ABOUT THE AUTHOR

**Larkin Mikhail Aleksandrovich** – PhD in Law, Associate Professor, Associate Professor at the Department of Criminal Law and Justice of Zaporizhzhya National University;

*malark777@ukr.net*

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## STATE REGULATION OF DEVELOPMENT OF CLUSTERED ZONES IN THE SPHERE OF TOURISM

**Nelli LEONENKO,**

Ph.D. in Economics,

Doctoral Student of the Educational-Scientific-Production Center of the National University of Civil Protection of Ukraine

#### SUMMARY

The article provides a scientifically based analysis of the development of tourism clusters in Ukraine. The regulatory legal status of clusters in Ukrainian legislation is examined. The general problems that hinder the development of cluster structures are identified. The main advantages of the cluster model of the organization of tourism for national enterprises are described, as well as certain threats associated with the formation of such associations. The role of the state in the implementation of the cluster approach to the development of the tourism sector is substantiated. A set of measures is proposed to ensure the formation of favorable conditions for the development of tourism clusters, as an effective mechanism for optimizing the development of tourism business in the regions of Ukraine.

**Key words:** cluster, tourism cluster, tourism, government regulation, regulatory status of clusters.

## ГОСУДАРСТВЕННОЕ РЕГУЛИРОВАНИЕ РАЗВИТИЯ КЛАСТЕРНЫХ ЗОН ТУРИСТИЧЕСКОЙ СФЕРЫ

**Нелли ЛЕОНЕНКО,**

кандидат экономических наук,

докторант учебно-научно-производственного центра Национального университета гражданской защиты Украины

#### АННОТАЦИЯ

В статье проведен научно обоснованный анализ развития туристических кластеров в Украине. Исследован нормативно-правовой статус кластеров в украинском законодательстве. Определены общие проблемы, сдерживающие развитие кластерных структур. Описаны основные преимущества кластерной модели организации туристической деятельности для национальных предприятий, а также определены угрозы, связанные с формированием таких объединений. Обоснована роль государства в реализации кластерного подхода по развитию туристической сферы. Предложен комплекс мероприятий для обеспечения формирования благоприятных условий развития туристических кластеров как эффективного механизма оптимизации развития туристического бизнеса в регионах Украины.

**Ключевые слова:** кластер, туристический кластер, туристическая сфера, государственное регулирование, нормативно-правовой статус кластеров.

**Problem statement.** In recent decades, the cluster concept of economic development and increasing competitiveness has been increasingly developed in the world. The growth in the number and quality of clusters in many countries confirms the viability of this model. The cluster approach is becoming the main tool for developing economic strategies in countries with a high level of development and provides a number of advantages (institutional, innovative, improving the effi-

ciency of activities), due to which it is possible to ensure economic growth, attract foreign direct investment, solve the problem of employment, etc. The intensive development of tourism in Ukraine requires the search for new innovative forms of regulation of this sphere of activity, directions of coordination of activities of authorities, territorial communities and business entities. Such an innovative direction of tourism development is the creation of tourism clusters.



### Relevance of the research topic.

The tourism sector has a number of features that make the cluster approach relevant in the development of the leisure and travel industry. One of the main features is that the tourism industry is synergistically interconnected with other sectors of the economy. Industry, agriculture, construction, trade is involved in meeting diverse tourism demand, which, in turn, has a multiplier effect on the integrated development of the economy as a whole. The search for approaches to improving the efficiency of tourism activities, which form the growth of the well-being of the population by all indicators in our country, is one of the most important tasks of social and economic development of Ukraine.

**The state of the research.** Scientific studies of the functioning of the tourism business in Ukraine indicate that today the optimal model for regulating the development of the tourism industry at the level of regions, individual territories and enterprises has not yet been found. More and more scientists and practitioners agree that the tourism cluster should become an effective mechanism for optimizing the development of the tourism business in the regions of Ukraine. The most authoritative in the study of clusters can be called the fundamental scientific development of M. Porter. Also, the problems of the creation, functioning and development of clusters, including in the tourism sector, are devoted to the scientific work of such scientists as A. Burkovsky, S. Galasyuk, V. Gerasimenko, I. Davydenko, V. Danilchuk, L. Istomina, O. Mikhaylyuk, Yu. Nikolaev, S. Sokolenko, N. Shcherbakova and others. But in modern conditions, the problems of clustering in the tourism industry are still not conceptually meaningful and require further informed approaches and practical recommendations.

**The purpose and objective of the article** is to study the cluster approach in the tourism sector and proposals for improving state regulation of the development of tourism clusters in Ukraine.

**Main material.** The cluster is the latest way to structure tourism activities, provide long-term develop-

ment opportunities, establish the foundations of state and regional policies. And if the first theoretical views on clusters were based solely on industry combinations, today clusters should be considered as innovative-territorial associations that are consistent in the nature of competition and sources of achievement of competitive advantages, encompass foreign economic relations, relations between production, technology, information and marketing.

The cluster model of tourism organization is actively implemented by such European countries as Italy, France, Norway, Greece, Belgium and others. The cluster approach has in recent years become a key tool in the tourism policy of leading European countries. However, its practical application for the formation of an effective business environment, the creation of tourism infrastructure, and the enhancement of the competitiveness of tourist destinations has not yet been studied and evaluated in Ukraine. The analysis shows that the clustering of the tourism business, as a promising direction for the development of the Ukrainian economy, is proceeding at a slow pace, although positive dynamics are observed.

In Ukraine, the process of clustering the tourism sector began in the early 2000s. The definition of "cluster" is actively used in Ukraine by both business entities and authorities. However, the analysis of Ukrainian legislation does not give a clear answer regarding the interpretation of the concept of "cluster", although the state should be interested in the first place in the creation and functioning of tourism clusters, which are a tool to increase the competitiveness of the economy. In 2008, an attempt was made to adopt a document that defined some concepts about clusters, provided for informational work among potential participants in the clusters. However, this document "The concept of creating clusters in Ukraine", developed by the Cabinet of Ministers of Ukraine, has not entered into force. This concept determined the types of clusters – production, innovation and technology, tourism and transport and logistics. The draft of this decree of the Cabinet of Ministers of Ukraine indicated that the most important indicator of the activity

of clusters is their high competitiveness in the world market. Therefore, the cluster development of the country is one of the characteristic features of the modern innovative economy. In addition, clusters are a combination of competition and cooperation; therefore, combining in some areas helps to successfully compete in others [1].

Draft Law of Ukraine "On the Development and State Support of Small and Medium Enterprises in Ukraine" № 125 of December 4, 2014 provided for the definition of the concepts of "cluster", "clustering of small and medium enterprises", "cluster strategy". However, having passed the first reading in 2015, this bill was never considered in the second reading, and, accordingly, was not adopted [2].

Articles 120 and 127 of the Commercial Code of Ukraine provide for various legal forms of business associations, namely: associations, corporations, consortia, concerns, other business associations prescribed by law (unions, business associations, etc.). The cluster, as a legal form, is not provided for by the Commercial Code of Ukraine [3]. If we compare the existing forms of enterprise associations with the cluster form of association, then we can conclude that the cluster can exist in one of these legal forms or be a separate form of enterprise combination. In Ukraine, most enterprises choose the first option, due to the legislative unresolved concept of "cluster".

Article 6 "Implementation of medium-term priority areas of innovation" of the Law of Ukraine "On Priority Areas of Innovation in Ukraine" [4] for the first time at the official level refers to the concept of "cluster": development of innovation infrastructure (innovation centers, technology parks, science parks, technopolises, innovative business incubators, technology transfer centers, innovation clusters, venture capital funds, etc.).

It should be noted that in Ukrainian legislation there are a number of regulatory documents that use the concept of "cluster". However, the issues of defining the concept of "cluster", types of clusters, the procedure for creating and state registration of clusters remain



unresolved in Ukrainian legislation. Thus, the creation of a business combination in the form of a cluster is a modern direction in the regulation of tourism in Ukraine and can create certain competitive advantages, but the absence of special regulatory legal acts on the activities of cluster associations does not make it possible to fully regulate their activities at this stage.

In the domestic scientific literature you can find a significant list of the number of tourist clusters that operate in Ukraine. However, since at this stage the legal status of clusters is uncertain, it is impossible to determine their actual number, although specific figures are often mentioned in scientific works. In our study, we used official information from the Unified State Register of Legal Entities, Individual Entrepreneurs, and Public Associations. According to this Register, nine tourist clusters are officially registered in Ukraine (excluding the territory of the Autonomous Republic of Crimea), which are created in the form of public organizations or unions, which once again indicates the unsettled legal framework on the procedure for creating and state registration of clusters. These include [5]:

1) tourist cluster “Kamyanets” (2001 established, legal form – public organization, Khmelnytsky region) – the main goals: reconstruction and construction of hotels, catering establishments; development of new tourist routes; development of the souvenir industry; holding seminars, round tables for owners of rural estates; initiating and coordinating tourism development projects in the region;

2) the tourist cluster “Kamyanets Divokrai” (2006 year of creation, legal form – public organization, Khmelnytsky region) – main goals: reconstruction and construction of hotels, catering establishments; development of new tourist routes; development of the souvenir industry; holding seminars, round tables for owners of rural estates;

3) the tourism cluster of the young woman’s Berezhanshchina (the year 2007 was established, the legal form is a public organization, Ternopil region) – the main goals are: to

promote the development of tourism in the countryside; participation in the development of rural tourism development programs and projects; organizing and conducting events that popularize the village of Berezhanshchina as a recreation zone; dissemination of accumulated experience, organization of exhibitions, fairs, conferences, seminars, festivals and other cultural events; assistance to increase business qualifications and professionalism of managers and members of the cluster;

4) Slavutich tourism cluster (legal form – public organization, Kiev region) – main goals: development of business tourism; development of extreme tourism in the exclusion zone (Chernobyl site, sarcophagus, Pripyat – “dead city”);

5) regional tourist cluster (legal form – public organization, the city of Poltava) – the main goals: to help solve social, cultural, educational, scientific and managerial problems of cluster members; assistance in the development and coordination of the tourism industry in the Poltava region; the organization of cultural communication, recreation of cluster members, the establishment and maintenance of the relationship between them, including for mutual assistance; providing effective forms of professional development of cluster members in educational institutions of Ukraine and abroad, as well as through seminars, workshops, conferences, round tables aimed at promoting the Poltava regional tourist product in the national and international markets;

6) innovative and technological cluster “Sorochinskaya Yarmarka” (the year of creation 2010, legal form – public organization, Poltava region) – main goals: to promote the development of rural territories; development of small business in the field of tourism; development of new tourist routes in rural areas; preservation, revival and development of folk art crafts; increasing the level of employment in rural areas;

7) Volyn tourism cluster (legal form – association, Volyn region) – main goals: popularization and attraction of people to ecotourism; market research and opinion polls; development of cross-border tourism;

8) the tourist cluster “Posulla” (2013, legal form – public organization, Sumy region) – the main goals: to promote the cultural revival of the Ukrainian people and the spiritual enrichment of the individual, the comprehensive development of culture, traditions and customs; coordination of joint actions and joint marketing of the tourism infrastructure of the region, to improve the ecological state, improve the health of the population; amateur sports and educational activities;

9) agro-ecological and recreational cluster “Frumushika-Nova” (2018 year of creation, legal form – public organization, Odessa region) – the main goals: to increase tourist attractiveness and increase the tourist flow to Tarutinsky district of Odessa region; preservation of the cultural and natural heritage of the region; development of agriculture, animal husbandry and stimulation of individual entrepreneurship.

According to the Ministry of Agrarian Policy and Food in Ukraine, five agro-tourism clusters have already begun to form, which have already been presented at the International Agro-Industrial Exhibition “Agro – 2017”. These are such clusters as the Medvin agroecological cluster in the Kiev region; agro-tourism cluster “Dikanka” in the Poltava region; agroecological cluster “Frumushika-Nova” in Odessa region; agricultural recreation resort “Koblevo” in the Nikolaev area; agro-tourism cluster “GorboGory” in the Lviv region [6]. However, only the Frumushika-Nova cluster has passed the official registration procedure. There is no information on the other indicated entities in the Unified State Register. Also at the stage of formation is the municipal institution “Cluster of green tourism of territorial communities of the Kremenchug region” [7].

Common problems that inhibit the development of cluster structures include:

- low level of transparency and trust between potential participants in clusters, including trust in government;

- the lack of sufficient experience in public-private partnerships, as well as the legal problems of its implementation;



- lack of understanding of the essence of the cluster approach, its advantages and effectiveness on the part of authorities and business entities, and, consequently, the lack of cluster initiatives and the corresponding policy for their implementation;

- lack of qualified personnel associated with content mismatch and the quality of educational programs of institutions of higher, secondary and primary vocational education to the needs of the economy;

- insufficient quality and accessibility of transport and engineering infrastructure;

- insufficient level of organizational development of the cluster, including the lack of practice of strategic planning for the development of the cluster, the lack of a system of effective information communications between cluster members;

- limited access to foreign markets.

The main advantages of the cluster model of organizing tourism activities for national enterprises are: increasing the economic efficiency and competitiveness of the joint activities of the enterprises united in the tourism cluster in comparison with separate functioning; reducing the cost of services through the sharing of tourism resources and tourism infrastructure; expanding the circle of competing suppliers and consumers of tourism services, development of cooperation, contract specialization; stimulation of innovative development, expansion of access to innovation by increasing inter-company flows of ideas and information; the formation of a local industry labor market, which will allow for the exchange of employees, their internships, and advanced training; improving the investment attractiveness of the regions. Clustering tourism activities with proper organization stimulates the growth and development of other industries, and cluster technologies contribute to establishing links between government and business in solving economic and social problems of the regions [8].

It should be noted that along with the undoubted advantages of clusters, there may be certain threats associated with the formation of such associations. These threats include:

- significant “branding” of the cluster, when the concept of “cluster” is automatically associated with high competitiveness, is actively used to promote regions and attract investors. It is based on the postulate of the Porter concept: if a cluster is formed in the region, then the region will certainly be competitive, and this does not always correspond to reality. So, for example, in Portugal in 1994, 33 clusters were created. However, after several years, it became clear that the low efficiency of the state cluster policy was due to the fact that the formed clusters were either initially uncompetitive or represented a cluster of unrelated firms [9]. There were also examples in Ukraine when tourist clusters were created only formally, their participants did not have a common interest in interaction, implementation of joint projects. Therefore, the “Branding” of clusters can lead to unjustified costs, as well as mislead potential private investors;

- specialization of production within the cluster can lead to a decrease in the diversification of the regional economy, a violation of its stability;

- decrease in competitive pressure – cooperation can cause a decrease in competitive pressure, that is, a reduction in the driving force of innovation. Innovation is largely a result of the interaction of people with significantly different knowledge and experience. The opposite approach gives rise to group thinking with a predominance of conservative approaches and stereotypes;

- self-sufficiency syndrome – clusters, as a form of increasing competitiveness, provide, as a rule, for active scientific activity, the creation of new technologies, and the introduction of innovations. However, getting used to past successes, the cluster may not recognize current trends, changes in demand and preferences. Self-sufficiency can also lead to a decrease in internal competition in the cluster;

- blocking of single enterprises, as the likelihood that individual enterprises may be more competitive than those combined in a cluster.

In Ukraine, despite the growing interest in clusters and the effective experience of their implementation in

foreign countries, the number of clusters in general and tourism in particular is growing rather slowly. This is due to the following factors: imperfection of the regulatory framework for the creation and operation of clusters; lack of experience and sufficient information support for the creation and functioning of clusters; low perception of innovation by enterprises; insufficient interest of small and medium enterprises to unite in large production systems; lack of investors due to investment unsightly regions; lack of state financial support for cluster entities.

In Ukrainian conditions, the role of the system integrator in the implementation of the cluster approach to the development of the tourism sector should be played by the state, and this policy should include not only organizational, but also financial component. The cluster approach provides the authorities with a toolbox of effective interaction with business, leads to a deeper understanding of its characteristic features and tactical tasks, and enables targeted and motivated strategic planning of the region's resources, development of territories and increasing the competitiveness of the economy. Moreover, the state acts as:

a) a regulator that determines the rules of interaction between all elements of the cluster (state – business – scientific and educational institutions);

b) the guarantor of the preservation and development of favorable conditions for investment, innovation and the development of horizontally oriented network business communities;

c) an entrepreneur, that is, a direct participant in the functioning of clusters.

To ensure the formation of favorable conditions for the development of tourist clusters, it is necessary to implement a set of measures in the state, such as:

- development and improvement of the legislative framework for the organization of tourist clusters in Ukraine;

- conducting an information campaign among potential participants and interested parties to explain the competitive advantages of clusters;





– state support of the processes of cooperation, accession and integration among travel agencies;

– increasing the effectiveness of the system of education and training of specialists in the creation and implementation of a cluster model in the tourism sector;

– creation of industrial parks and technology parks as infrastructure for the development of clusters;

– encouraging the use of technological innovation in the work of tourism enterprises;

– implementation of tax regulation measures for cluster members; reduction of administrative barriers.

**Conclusions.** Thus, the cluster approach in the tourism sector increases the efficiency of the enterprises and organizations included in the cluster, stimulates innovation and new areas of activity, activates entrepreneurship through the concentration of business activity, helps create jobs, incomes, improve the quality of tourism services, and the life of the population in its territory education. At the same time, a long-term strategy for the development of tourism clusters should be determined in close contact between state authorities and key tourism business enterprises. The most acceptable cluster policy of the state, which focuses on the development of tourism infrastructure in the country, stimulating innovation, initiating educational programs, projects for business entities working in the tourism sector, introducing certain benefits and preferences to stimulate development, may be the most acceptable for the tourism business in Ukraine entrepreneurial activity in certain regions, for example, in rural areas. The cluster organization for the provision of tourist and recreational services based on science-based forms using public-private partnerships is able to create the necessary and sufficient conditions for the speedy development of tourism infrastructure and the corresponding sphere of related services.

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#### INFORMATION ABOUT THE AUTHOR

**Leonenko Nelli Anatolievna** – Ph.D. in Economics, Doctoral Student of the Educational-Scientific-Production Center of the National University of Civil Protection of Ukraine;

#### ИНФОРМАЦИЯ ОБ АВТОРЕ

**Леоненко Нелли Анатольевна** – кандидат экономических наук, докторант учебно-научно-производственного центра Национального университета гражданской защиты Украины;

[nellileo82@gmail.com](mailto:nellileo82@gmail.com)