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# REGIONAL INDUSTRIAL POLICY WITHIN THE FRAMEWORK OF ENSURING THE REGION'S INNOVATIVE DEVELOPMENT

*Structural and technological transformations of regional economies increase the importance of industrial policy as an instrument for creating conditions for innovation-driven development. This issue is particularly relevant for Ukrainian regions facing investment constraints, damaged production and logistics links, and the need for technological renewal. The article considers regional industrial policy in its relationship with regional innovation development. Attention is focused on aligning industrial priorities with territorial resources, production specialisation, investment capacity and human capital. The role of technological modernisation, structural diversification, innovation cooperation and smart specialisation is emphasised. Regional industrial policy is viewed as an integrated system of priorities and economic instruments that should be territorially differentiated and adaptable to technological and economic changes. Particular attention is paid to combining financial, investment, infrastructure, human-capital, cooperation and information instruments and to monitoring their contribution to regional innovation processes.*

***Keywords:*** *regional industrial policy, regional innovation development, industry, structural transformation, technological modernisation.*

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# РЕГІОНАЛЬНА ПРОМИСЛОВА ПОЛІТИКА В СИСТЕМІ ЗАБЕЗПЕЧЕННЯ ІННОВАЦІЙНОГО РОЗВИТКУ РЕГІОНУ

*Сучасні структурні та технологічні трансформації регіональної економіки посилюють значення промислової політики як одного з ключових інструментів створення умов для інноваційного розвитку територій. Особливої актуальності ця проблематика набуває для регіонів України, промисловий потенціал яких функціонує в умовах значних економічних, інвестиційних та інфраструктурних обмежень, порушення виробничих і логістичних зв'язків та необхідності прискореного технологічного оновлення. За таких обставин відновлення промисловості має бути орієнтоване не лише на збереження або відтворення наявних виробничих потужностей, а й на формування передумов для структурної диверсифікації, впровадження сучасних технологій, розвитку перспективних виробництв і підвищення конкурентоспроможності регіональної економіки. У статті розглядається регіональна промислова політика в контексті її взаємозв'язку з інноваційним розвитком регіону. Акцентовано увагу на необхідності узгодження стратегічних пріоритетів промислового розвитку з ресурсними можливостями території, її виробничою спеціалізацією, інвестиційним та кадрово-інтелектуальним потенціалом. Розкрито значення технологічного оновлення промисловості, структурних змін, активізації інвестиційної діяльності, розвитку компетентностей та розширення інноваційної кооперації для формування довгострокових конкурентних переваг регіону. Регіональна промислова політика розглядається як комплексна система взаємопов'язаних пріоритетів та організаційно-економічних інструментів, застосування яких має враховувати специфіку конкретної території та динамічність зовнішнього середовища. Значну увагу приділено питанням поєднання фінансово-інвестиційних, інфраструктурних, кадрових, кооперaційних та інформаційно-аналітичних інструментів, а також необхідності забезпечення їх взаємодоповнюваності. Підкреслено важливість територіально диференційованого підходу до формування промислової політики, використання можливостей розумної спеціалізації та розвитку партнерської взаємодії між підприємствами, органами управління, науковими й освітніми установами та іншими учасниками регіональної інноваційної системи. Окрему увагу приділено необхідності моніторингу інноваційних процесів та врахування ресурсних, процесних і результативних характеристик при оцінюванні впливу промислової політики на розвиток регіону. Наголошено на важливості адаптивності регіональної промислової політики, що передбачає можливість коригування її пріоритетів та інструментів відповідно до технологічних змін, трансформації економічних умов і потреб промислового сектору.*

***Ключові слова:*** *регіональна промислова політика, інноваційний розвиток регіону, промисловість, структурна трансформація, технологічна модернізація.*

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**Formulation of the problem.** The current development of regional economic systems is shaped by the acceleration of technological change, the digitalisation of production, the transformation of traditional value chains, and intensifying competition for investment and intellectual resources. Under such conditions, a region's ability to ensure sustainable economic growth is largely determined by the innovative activity of the industrial sector, its capacity for technological modernisation, the development of new product ranges, and the establishment of promising areas of industrial specialisation. This highlights the importance of regional industrial policy as a tool for harmonising economic interests, resource capabilities and strategic priorities for the region's development. For the regions of Ukraine, these issues are of particular relevance due to structural imbalances in industrial development, damage to and loss of part of the production capacity, disruption of economic and logistical links, limited investment resources and the need for technological modernisation of enterprises. The revival of regional industry under such conditions should not be reduced to merely recreating its previous structure. An important task is to create the conditions for the innovative modernisation of production, structural diversification and the development of economic activities with higher added value. Accordingly, regional industrial policy requires a stronger focus on innovation and a orientation towards long-term structural and technological changes. At the same time, the relationship between regional industrial policy and innovative development is two-way. On the one hand, industrial policy – through the definition of strategic priorities, the creation of investment incentives, the development of innovation infrastructure, and support for cooperation and human capital – is capable of creating favourable conditions for stimulating innovation processes. On the other hand, technological and product innovations, the development of new production facilities and the spread of modern technologies alter the structure of the regional economy and necessitate adjustments to the priorities and corresponding instruments of industrial policy. It is therefore advisable to view innovative development not as a separate strand of such policy, but as one of the defining guiding principles for its formulation and implementation. Ensuring coherence between the strategic objectives of regional development, the needs of industrial enterprises and the instruments for stimulating innovation remains a challenge. The piecemeal application of financial, investment, infrastructure and organisational measures may limit their impact on structural and technological changes. This necessitates a systematic integration of regional industrial policy instruments with the priorities of innovative development, the region's resource capabilities, its production specialisation and the potential for cross-sectoral interaction.

Consequently, the research problem lies in the need to deepen theoretical understanding of the role of regional industrial policy within the framework for ensuring a region's innovative development, and to substantiate the interrelationship between its strategic priorities, implementation tools and expected innovation-related economic outcomes. Resolving this problem lays the groundwork for developing a holistic approach to directing industrial policy towards technological modernisation, structural transformation and enhancing the competitiveness of the regional economy.

**Analysis of recent achievements and publications.** The issue of the interrelationship between industrial policy and regional innovation development occupies a prominent place in contemporary research into regional transformations. P. McCann and R. Ortega-Argüelles highlight the importance of smart specialisation as a place-based approach to concentrating resources on promising areas of innovative development and structural change in the regional economy [1]. PubMed Central (PMC) Issues of industrial policy in the context of technological transformation are examined by D. Bailey, K. Glasmayer, P. Tomlinson and P. Tyler, who emphasise the need to take territorial characteristics into account and to align technological change with the objectives of regional economic development [2]. The OECD's work on regions undergoing industrial transformation is of significant relevance to the issues under consideration. The study Regions in Industrial Transition: Policies for People and Places emphasises the need for a territorially differentiated approach, the development of innovation potential, the modernisation of the manufacturing base and the development of relevant skills [3]. OECD In a subsequent OECD study, industrial transformation is viewed as a complex process requiring a combination of innovation, skills development, entrepreneurship, smart specialisation and new approaches to regional governance [4]. The contemporary European approach to industrial development is complemented by the Industry 5.0 concept, according to which the technological modernisation of industry must be combined with sustainability, a people-centred approach and the resilience of production systems [5]. Research and innovation Another key area for the development of regional innovation policy is the formation of partnerships capable of combining territorial potential, investment and strategic priorities for transformation. This approach is outlined in the Partnerships for Regional Innovation Playbook, where innovation-driven territorial transformation is linked to the coordination of policies, investments and stakeholder engagement [6]. The Smart Specialisation approach has practical significance for defining the priorities of regional innovation development; it involves concentrating resources on a limited number of investment priorities, taking into account the assets and capabilities of a specific region [7]. European Commission The Regional Innovation Scoreboard 2025 provides an important information and analytical basis for assessing the performance of regional innovation systems, enabling a comparison of the innovation performance of European regions using a system of relevant indicators [8]. At the same time, an analysis of scientific and methodological approaches indicates the need for further justification of regional industrial policy specifically as a component of the system for ensuring a region's innovative development. The interrelationship between its strategic priorities, instruments for influencing the industrial sector and the expected innovation- and economic-related outcomes remains insufficiently systematised, which determines the focus of this study.

**The purpose of this article** is to provide a theoretical justification for the role of regional industrial policy within the framework for ensuring the region's innovative development, to systematise its strategic priorities and implementation tools, and to identify their interrelationship with the expected innovative and economic outcomes of regional economic development.

**Presentation of the main material.** The region's innovative development in the current climate depends to a large extent on the industrial sector's ability to generate, adopt and disseminate technological and organisational innovations. At the same time, the self-regulation of the market environment does not always ensure the necessary scale of investment in technological modernisation, the development of innovation infrastructure, staff training and the establishment of new areas of industrial specialisation. This highlights the role of regional industrial policy as a means of purposefully aligning the strategic development objectives of the region with the economic interests and innovative capabilities of industrial enterprises.

The contemporary understanding of industrial policy is gradually moving beyond the traditional support of individual sectors or enterprises. Its focus is increasingly linked to creating the conditions for technological and structural transformations, the development of new competencies and the utilisation of specific regional advantages [2; 3]. For regions characterised by varying industrial structures, resource potential and levels of innovation capacity, a territorially differentiated approach to the selection of priorities and policy instruments takes on particular significance [3; 4].

In this context, it is proposed that regional industrial policy, within the framework of ensuring a region's innovative development, be viewed as a set of strategically coordinated objectives, priorities and organisational and economic instruments aimed at creating favourable conditions for the technological modernisation of industry, the development of enterprises' innovative activity, the structural transformation of the regional economy, and the effective utilisation of its production, investment and intellectual potential.

This interpretation implies that the innovation-oriented focus of industrial policy should not be limited to the direct support of individual innovation projects. Its task should be to foster an environment in which technological, investment, human resources and structural changes complement one another. Accordingly, it is appropriate to identify five main areas through which regional industrial policy influences innovative development (Table 1).

These areas are interrelated. In particular, technological modernisation requires investment resources and the relevant staff skills, whilst structural diversification depends on the potential to establish new production facilities and develop cross-sectoral links [9]. Therefore, the effectiveness of regional industrial policy is determined not by the number of measures implemented, but by the extent to which they are aligned with the priorities of the region's innovative transformation.

The principle of smart specialisation takes on particular significance in this context. Its application allows resources to be channelled towards those types of activity, technologies and competencies in which the region has established or potential competitive advantages [1; 7]. At the same time, the concentration of resources must not lead to the preservation of the existing industrial structure. Priorities should be defined taking into account the potential for technological modernisation, the cross-sectoral dissemination of knowledge and the development of new areas of economic activity.

An important condition for the practical implementation of the identified priorities is the development of an appropriate set of regional industrial policy instruments. In this regard, direct financial measures should be complemented by investment, infrastructure, human resources and cooperation instruments (Table 2).

Table 1

**Areas through which regional industrial policy influences the region's innovative development**

| Area | Nature of impact | Expected innovation and economic outcome |
|---|---|---|
| Technological | Stimulating the modernisation of production, digitalisation and the introduction of new technologies | Raising the technological level and productivity of industry |
| Structural | Supporting promising industries, diversification and new areas of specialisation | Creating a more competitive structure for the regional economy |
| Investment | Creating conditions to attract resources for technological modernisation and innovative projects | Increased investment activity and the scale of innovation |
| Human capital and Intellectual | Development of competencies and collaboration between enterprises and the scientific and educational community | Strengthening the human capital and intellectual potential for innovative development |
| Infrastructure and cooperation | Developing innovative infrastructure, as well as cluster and cross-sectoral collaboration | Disseminating knowledge and technologies; expanding innovative cooperation |

*Source: compiled by the author based on [1–6]*

Table 2

**Instruments of regional industrial policy in ensuring innovative development**

| Tool group | Core tools | Focus of innovative impact |
|---|---|---|
| Financial and investment | Co-funding of innovative projects, guarantee schemes, investment incentives | Reducing resource constraints on technological modernisation |
| Infrastructure | Industrial and technology parks, technology transfer centres, digital infrastructure | Improving conditions for the creation, development and dissemination of innovations |
| Human resources | Competency development programmes, vocational training and retraining | Aligning qualifications with the needs of technological development |
| Cooperation | Clusters, partnerships between businesses, science and education, inter-regional cooperation | Exchange of knowledge and technologies, and joint implementation of innovative projects |
| Information and analysis | Technology monitoring, specialisation analysis, and information support for investments | Enhancing the soundness of the selection of innovation priorities |

*Source: developed by the author, drawing on [3; 4; 6; 7]*

The use of these instruments requires them to be tailored to the characteristics of a specific region. In areas with traditional industrial specialisation, technological modernisation and diversification may take precedence, whilst for regions with developed scientific and educational potential, the commercialisation of knowledge, the development of technological entrepreneurship and cooperation may be prioritised. It is precisely the territorial adaptation of these tools that is one of the key conditions for the success of industrial transformations [3; 4].

At the same time, modern regional industrial policy must take into account not only technological performance but also the resilience of industrial systems, the development of human capital and the ability of production to withstand external shocks. This approach is in line with the Industry 5.0 guidelines, within which industrial transformations are combined with the principles of sustainability, human-centredness and resilience [5].

Equally important is the shift from piecemeal support for individual projects to the coordination of participants in the regional innovation system. Partnership-based collaboration between government bodies, enterprises, scientific and educational institutions, infrastructure organisations and investors enables the pooling of various resources and expertise around defined transformation priorities [6]. In this context, the role of regional industrial policy lies not in the administrative designation of specific innovations, but in creating the economic and institutional conditions for their emergence, dissemination and scaling up [10].

To ensure a link between the measures implemented and the strategic objectives, it is essential to monitor their effectiveness. Taking into account approaches to assessing regional innovation capacity [8], it is proposed to distinguish between resource, process and outcome indicators. Resource indicators characterise the established preconditions for innovation activity; process indicators – the intensity of technological and collaborative changes; and outcome indicators – the actual structural and economic consequences.

The proposed distinction is of fundamental importance, as an increase in the volume of funding or the number of support programmes does not in itself indicate the effectiveness of industrial policy. The assessment should demonstrate the extent to which the resources utilised have been transformed into innovative activity by enterprises, and the extent to which this, in turn, has led to technological, structural and economic changes in the region. At the same time, it is advisable to adapt the specific set of indicators to sectoral specialisation and the availability of regional statistical data.

The use of the proposed evaluation benchmarks entails taking into account the fact that the innovative impact of regional industrial policy may manifest itself with a certain time lag. Investment in technological modernisation, the development of innovation infrastructure, the training of specialists or the establishment of partnerships does not always lead to an immediate improvement in economic indicators. Therefore, short-term evaluation should focus primarily on changes in resources and processes, whilst in the medium and long term, the results relating to increased productivity, the adoption of new technologies, structural diversification and the strengthening of the competitive position of regional industry take on primary importance.

At the same time, the effectiveness of industrial policy depends not only on the volume of resources mobilised, but also on the complementarity of the instruments employed. For example, financial support for technological modernisation may have a limited effect in the absence of the necessary staff competencies or an adequate innovation infrastructure. The development of a region's scientific and educational potential also does not automatically ensure the dissemination of innovation within industry unless effective mechanisms for technology transfer and collaboration between enterprises and knowledge-generating institutions are in place. Consequently, it is advisable to combine individual industrial policy instruments into coordinated packages in line with defined regional priorities [3; 6].

An important principle here should be selective support without unduly rigidly maintaining the existing sectoral structure. Focusing exclusively on industrial activities traditional to the region may help to preserve employment and production capacity in the short term, but at the same time creates a risk of technological inertia. Instead, the identification of promising areas should take into account the potential for combining existing production capabilities with new technologies, knowledge and market opportunities. In this respect, the smart specialisation approach allows the region's established competitive advantages to be linked to the search for new trajectories of innovative and structural transformation [1; 7].

Ensuring the adaptability of regional industrial policy takes on particular significance. The dynamic nature of technological change, the emergence of new production models and shifting investment conditions mean that it is inadvisable to set its priorities and instruments for a long period without the possibility of review. Monitoring results should be used not only for the final evaluation of the implementation of programme measures, but also for the timely adjustment of instruments, the reallocation of resources and the refinement of priorities. In this way, a feedback loop is established between the actual outcomes of innovation processes and subsequent decisions in the field of regional industrial development.

Table 3

**Guidelines for assessing the effectiveness of regional industrial policy in the context of innovation-driven development**

| Assessment level | Examples of indicators | What they characterise |
|---|---|---|
| Resource-based | Investment in technological modernisation; expenditure on research and development; staffing; innovation infrastructure | The extent to which resource-based prerequisites are in place |
| Process-based | Innovation activity of enterprises; technological cooperation; implementation of joint innovation projects | The intensity of innovation processes |
| Outcome | Productivity; share of innovative products; development of new production facilities; structural diversification | Economic and structural outcomes of the transformation |

*Source: proposed by the author, taking into account [4; 8]*

It is also important to distinguish between direct and systemic effects of regional industrial policy. Direct effects include the implementation of innovation projects, the modernisation of production facilities, the creation of innovation infrastructure, or the upskilling of workers. Systemic effects manifest themselves in the formation of sustainable cross-sectoral and cross-organisational links, the dissemination of technologies between enterprises, the emergence of new areas of specialisation, and a gradual change in the structure of the regional economy. It is precisely the achievement of such effects that signals a transition from supporting individual innovation initiatives to the creation of a fully-fledged environment for innovation-driven development.

In view of this, regional industrial policy must fulfil not only stimulating but also coordinating and transformative functions. The stimulatory function lies in creating economic incentives for technological modernisation and innovative activity among enterprises; the coordinating function lies in harmonising the interests and resources of participants in the regional innovation system; and the transformative function lies in channelling the accumulated innovative potential towards qualitative changes in the structure of industry. The combination of these functions makes it possible to link support for the innovative activities of individual enterprises with the long-term development goals of the regional economy.

Consequently, the effectiveness of regional industrial policy in the context of innovative development is determined not by a single instrument or indicator, but by the ability to establish a coherent chain of transformation of resources into structural and technological outcomes. Within this framework, the financial, human resources, infrastructural and intellectual capabilities that have been developed should ensure the revitalisation of innovation processes within enterprises, whilst the results achieved should create the conditions for the further modernisation and diversification of regional industry. It is precisely the existence of such an interconnection that makes it possible to evaluate industrial policy not by the number of measures implemented, but by the nature of the qualitative changes it brings about.

**Conclusions.** The study has substantiated the role of regional industrial policy within the framework for ensuring the region's innovative development. It has been established that its current focus should encompass not only support for industrial production, but also the creation of conditions for technological modernisation, structural diversification, the development of human and intellectual capital, the stimulation of investment processes and innovative cooperation. The main areas through which regional industrial policy influences innovative development have been systematised; these include technological, structural, investment, human and intellectual capital, and infrastructure and cooperation. The corresponding groups of instruments for their implementation have been identified, and the need for a comprehensive and territorially differentiated application of such instruments has been justified, taking into account industrial specialisation, resource potential and the prospects for the region's structural and technological transformation. It is proposed that the effectiveness of regional industrial policy be assessed using resource, process and outcome indicators, which allows one to track the sequence of transformation of established resource capabilities into innovative activity by enterprises and subsequent economic and structural changes. The study justifies the need to ensure the adaptability of industrial policy by periodically reviewing its priorities and instruments in line with monitoring results.

The scientific outcome of the study lies in the systematisation of the interrelationship between 'regional industrial policy priority – implementation instrument – innovation process – innovation-economic outcome', which forms the basis for aligning measures to support industry with the long-term goals of the region's innovative development.

Prospects for further research relate to the development of a methodological framework for evaluating the effectiveness of regional industrial policy and its testing using the example of regions in Ukraine with different industrial specialisations.

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