

COMPARATIVE ANALYSIS OF STATE SUPPORT PROGRAMMES FOR CLUSTERS: EXPERIENCE OF THE REPUBLIC OF KAZAKHSTAN AND THE RUSSIAN FEDERATION

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ABSTRACT. In the modern world, subject to active globalisation processes, the need to identify competitive advantages of territories is growing. One of the sources of such advantages is regional economy's clustering. At the same time, the question of effectiveness of state support measures aimed at industrial clusters development remains open. Based on the foregoing, study's relevance is determined by the need to develop a system of criteria for state support measures, allowing regional and cross-national comparisons. The research objective includes a comparative analysis of the legal regulation of cluster policy in the Republic of Kazakhstan and the Russian Federation; and development and testing of criteria for state support measures classification. The following methods of systemic and comparative analysis, formalised methods of regulatory acts analysis were used in the research. The novelty of the author's approach is the universality of the selected criteria, the possibility of their usage for state support measures analysis in various countries. The research information base was made up of programme documents, as well as strategies for socio-economic development of the regions of Kazakhstan and Russia, available at the official websites of regional administrations. During the research, an analysis of regulatory legal acts was carried out that form the basis of cluster policy in the Republic of Kazakhstan and the Russian Federation; the evolution of programme documents aimed at clusters development was studied; criteria for state support measures classification were established; and classification of state programmes according to the specified criteria was carried out. The practical significance of the research lies in the development of approaches that allow a comparative analysis of state regulation mechanisms for accelerated clustering of regions. The results obtained during the research can be used to determine priority areas for cluster policy development in the region.

Keywords: clusters, cluster policy, state programmes classification, Kazakhstan, Russia

КОМПАРАТИВНЫЙ АНАЛИЗ ПРОГРАММ ГОСУДАРСТВЕННОЙ ПОДДЕРЖКИ КЛАСТЕРОВ: ОПЫТ РЕСПУБЛИКИ КАЗАХСТАН И РОССИЙСКОЙ ФЕДЕРАЦИИ

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РЕЗЮМЕ. В современном мире, подверженном активным процессам глобализации, возрастает необходимость выявления конкурентных преимуществ территорий. Одним из источников таких преимуществ является кластеризация региональной экономики. При этом остается открытым вопрос эффективности мер государственной поддержки, направленных на развитие промышленных кластеров. Исходя из вышесказанного, актуальность исследования обуславливается необходимостью разработки системы мер государственной поддержки, позволяющей осуществлять региональные и кросс-национальные сравнения. Цель исследования включает проведение компаративного анализа нормативно-правового регулирования кластерной политики в Республике Казахстан и Российской Федерации, выработку и апробацию критериев для классификации мер государственной поддержки. В исследовании использованы методы системного и сравнительного анализа, формализованные методы анализа нормативно-правовых актов. Новизна авторского подхода состоит в универсальности отобранных критериев, возможности их использования для анализа мер государственной поддержки в различных странах. Информационную базу исследования составили программные документы, а также стратегии социально-экономического развития регионов Казахстана и России, представленные на официальных сайтах региональных администраций. В ходе исследования был проведен анализ нормативно-правовых актов, составляющих основу кластерной политики в Республике Казахстан и Российской Федерации; изучена эволюция программных документов, направленных на развитие кластеров; установлены критерии для классификации мер государственной поддержки, проведена классификация государственных программ по заданным критериям. Практическая значимость исследования заключается в разработке подходов, позволяющих провести компаративный анализ механизмов государственного регулирования ускоренной кластеризации регионов. Полученные в ходе исследования результаты могут быть использованы для определения приоритетных направлений развития кластерной политики в регионе.

Ключевые слова: кластеры, кластерная политика, классификация государственных программ, Казахстан, Россия

Introduction

Clusters are drivers of modern economy development. Regardless of the specialisation of the clusters, their activities also affect the general indicators of socio-economic development of the territory. The presence of clusters contributes to an increase in such important parameters of economic development of territories such as employment, level of wages, the number of enterprises, their stability and development. At present, it is becoming especially important to study the place and significance of cluster policy in the socio-economic development of regions. Each of them is unique in its own way, combining presence of a variety of resources, technologies, potential capabilities. That is why it becomes so

important to develop an approach to classification of the clusters studied according to certain criteria. This allows us to identify general trends in the clustering of regional economy and to focus on development priorities.

The purpose of the study includes conducting a comparative analysis of legal regulation of cluster policy in the Republic of Kazakhstan and the Russian Federation, developing and testing criteria for classifying government support measures.

Achievement of the research goal is ensured by consistently solving the following tasks:

- to analyse regulatory legal acts that form the basis of cluster policy in the Republic of Kazakhstan and the Russian Federation;

- to propose criteria for classification of state support measures;
- to classify state programmes according to the criteria specified.

Theoretical basis

The existing body of literature on the development of cluster initiatives and cluster policy can be divided into two groups. The first group of works is devoted to the issues of determining the essence of clusters and cluster policy, assessing its impact on the development of regional economy. Variants of definitions were proposed by L.S. Markov, V.B. Kurmashev, A. Yu. Nizkovsky, who came to the conclusion that "cluster policy is used as a generalised name for various methods of supporting and creating network associations of enterprises" [1]. Systematisation of the approaches of Russian and foreign scientists to the definition of the concept of "cluster" was carried out by M.S. Kokareva, who concludes that a cluster in general is a spatial form of organisation of productive forces, factors of production and social (economic and social) relations, which is characterised by the following characteristics: geographic location; specialisation of manufacturing firms; diversity and plurality of participants, their interdependence and complementarity; competition and cooperation "[2]. Furre H. emphasises the importance of impact of clusters on the economy and, in this regard, the need for a full study of such a concept as cluster policy and its components. The author himself defines a cluster as "a geographically close group of interconnected companies and associated institutions in a particular area, linked by common features and complementarities." The author refers to the cluster policy all policies that fall into one of three categories: those aimed at creating, mobilising or strengthening a specific cluster; using clusters to improve efficiency; aimed at creating an optimal environment for development and creating clusters [3].

Reflections on cluster policy and its role in economic development are contained in the works of Brakman, S., van Marrewijk, R.; Corrado, L., Martin, R., Weeks, M. Brakman, S., van Marrewijk, R. identify in their study a number of reasons why cluster policy is not always effective. Among them are the lack of a precise definition of the concept of "cluster"; difficulties in limiting a cluster in space; Porter's model is only partial [4]. Corrado, L., Martin, R., Weeks, M. in their study used a methodology that allows endogenous selection of regional clusters using a multidimensional stationarity criterion, where the number and composition of clusters are determined by applying pairwise criteria of regional differences in production volumes per capita in time [5].

Especially interesting is the study by E. Kozonogova [6], in which the author conducts economic and mathematical assessment of the impact of cluster policy on the quality of solving the tasks set by the Government: improving quality of life on the territory where the cluster is located; contribution to attracting investments to the territory; development of small and medium-sized businesses; development of international scientific and technical cooperation. As a result, it was proved that the fact of existence of a cluster in the territory is reflected in the amount of wages in it; with an increase in the number of clusters, the level of investment in fixed assets also increases. Ketels, C. in his study proves that development of clusters is closely related to changes in indicators' development of the

region. The article presents the opinions of foreign authors on the most significant criteria affecting cluster policy. Among them are the location of a cluster, its specialisation, size, etc. [7]. The aim of the study, conducted by DiMariaE., CostalongaG., was to find common theoretical foundations of the cluster concept in economics and concepts of internationalisation of business activity. The author notes that the internationalisation of clusters opens up wide opportunities for reorganisation of innovation processes in the regions, which are based on new forms of division of labour and cooperation among cluster members from different countries of the world. Using the example of Italian industrial regions, it is proved that clusters open their borders through expansion of production and distribution chains, both nationally and internationally. There are two main scenarios for development of internationalisation of clusters: production and commercial [8]. E. Kutsenko and D. Meissner [9] developing ideas about approaches to analysing the impact of clustering on the development of territories emphasize that the cluster approach makes innovation policy more systemic, coordinating measures aimed at supporting various participants in comprehensive efforts linking the most promising localised industries " ... The second group of studies is devoted to selection of criteria for classification of clusters. The importance of using the analysis of regulatory legal acts to study cluster policy was emphasised by L. Bozhko [10]. The work of M.N. Nikonova [11] should also be noted. The study is an analytical review of a modern package of documents, definitions, main institutional factors and concepts that determine cluster policy in the Russian Federation. In his research E.S. Kutsenko analyses characteristic features of a successful cluster (quality of urban environment; critical mass of specialised companies; domination of private initiative; internal competition and openness; presence of specialised independent governing bodies and active working groups; formalisation of rights, responsibilities and decision-making mechanisms; implementation of joint innovative projects and the formation of a belt of innovative start-ups around large companies or universities), correspondence of pilot innovative clusters in Russia to these characteristics, makes quantitative comparisons between Russian and foreign clusters [12].

Assessment of the impact of national cluster policy, age of a cluster, benchmarks for clusters development in neighbouring regions and aggregate level of regional innovation potential on the number and quality of cluster initiatives in Russia was carried out by E.V. Kutsenko, E. Islankina, V. Abakshin [16]. Certain issues of cluster policy were considered in the works of Delgado M., Porter M., Stern S. [17], K. Beshimbaev [18], O.V. Kostenko [19], Karlsson Ch. [20], E.E. Kolchinskaya, L.E. Limonova, E.S. Stepanova [21], O.A. Vasilyeva [22], E. Islankina [23], A.K. Akhmetovna, D.M. Serikovna, B.T. Sovetovich [24], EngelJ.S., I. del-Palacio [25]. Experience of Russia and Kazakhstan in the field of regional cluster policy was considered by I.D. Turgel, L.L. Bozhko, E.V. Prachevoy [26].

Thus, having considered several approaches to the task at hand, it can be noted that there is fairly large experience in the study of cluster policy at the national and regional levels, and variants of cluster classification have been developed. At the same time, the issues of analysing state programmes aimed at supporting clusters remain insufficiently studied.

Methods and data

This study is based on analysis of key documents in the field of cluster policy in the Russian Federation and the Republic of Kazakhstan. The object of the research are state programmes aimed at the development of clusters. The choice of Russia and Kazakhstan for comparison is justified by a high degree of economic interconnections, similarity of trends in the social, economic and political development of these countries.

The work is based on a set of methods used to determine the main aspects of cluster policy. In addition to the analysis of regulatory legal acts, the study investigated information portals of the Russian Federation and the Republic of Kazakhstan, dedicated to the implementation of cluster policy. Particular attention was paid to information posted on the official portal of the project of "Map of Russian clusters". The collected statistics became the basis for further analysis.

The research includes three consecutive stages. At the first stage, the main normative legal acts in the sphere of cluster policy of the Russian Federation and the Republic of Kazakhstan were analysed. First of all, it was determined in which documents the main provisions of cluster policy were fixed. Conclusions are drawn about the general and distinctive features, developmental features. At the second stage, criteria for classification of the state support measures are proposed. These criteria were selected according to the principle of universality, as well as the possibility of combining clusters into groups or categories for the purpose of analysis. At the third stage, classification of state programmes was carried out according to the criteria specified.

Results

Legal regulation of cluster policy in Russia and Kazakhstan

Analysis of main regulatory legal acts in the field of cluster policy showed that the key directions of cluster development in Russia are determined by such regulatory legal acts as the Strategy for Innovative Development of the Russian Federation until 2020 and the Strategy for Spatial Socio-Economic Development of the Russian Federation until 2025. One of the 6 key tasks of the Strategy for Innovative Development of the Russian Federation until 2020 is associated precisely with the development of clusters: intensification of activities to implement innovation policy carried out by the authorities of the constituent entities of the Russian Federation and municipalities, formation of territories for innovative development, development of innovation clusters.

The need for cluster development is also emphasised in the Strategy for Spatial Socio-Economic Development of Russia. According to the Strategy, "innovative and social directions of the long-term socio-economic development of the Russian Federation are manifested in the following: formation of territorial production clusters (at least 6 - 8), focused on high-tech industries in priority sectors of the economy, with concentration of such clusters in urbanised regions; formation of territorial-production clusters in underdeveloped areas, focused on deep processing of raw materials and energy production using modern technologies."

The need for cluster policy is mentioned in many regulatory legal acts of the Republic of Kazakhstan. Importance of the work in this direction was emphasised in the Address of the

President of the Republic of Kazakhstan - the leader of the nation N.A. Nazarbayev to the people of Kazakhstan. In the Strategy "Kazakhstan-2050", the President sets a priority on the work on "road maps" for formation of promising national clusters.

Implementation of cluster policy was carried out within the framework of the State Programme for Industrial and Innovative Development (SPIID) of the Republic of Kazakhstan for 2015-2019 and the project between the Government of the Republic of Kazakhstan and the World Bank "Increasing the competitiveness of small and medium-sized enterprises in Kazakhstan". Within the framework of the project, 6 pilot territorial clusters were identified, for which a cluster analysis was carried out in order to implement a cluster initiative, as well as accompanying measures of state support and necessary basis for the further implementation of cluster policy in the Republic of Kazakhstan were developed.

The normative legal act that fixes the main provisions of cluster policy on the territory of the Republic is the Concept of formation of promising national clusters of the Republic of Kazakhstan until 2020. According to the Concept, cluster policy is focused on two areas: National clusters in traditional sectors of economy and clusters in the sectors of "economy of the future".

After analysing the documents in the field of cluster policy in Russia and Kazakhstan, we can conclude that it plays a significant role in building a strategy for development of territories. Support measures for cluster initiatives are very similar. First of all, in the regulatory legal acts of the Russian Federation, an emphasis is placed on the allocation of subsidies and co-financing of regional programmes, financing of research and development of cluster members, i.e. financial assistance, however, considerable attention is paid to the recognition of the need to establish relationships between participants in cluster policy.

Classification of government programmes that promote cluster development

The following issues were identified as the main criteria for classification of state programmes contributing to intellectual and innovative clusters development:

- assistance in increasing the level of readiness of a cluster for transition to Industry 4.0 solutions through technological development, expansion of production and increase in exports;
- promoting innovative and technological development of a cluster through introduction of elements of Industry 4.0, which have technological, market and managerial readiness;
- creating basic conditions for smart cluster formation and ensuring digital synergy;
- assistance in re-employment of the labour resources released in connection with the intellectual and innovative clusters development (development of automation and digitalisation) (Table 1).

In the Republic of Kazakhstan, much attention is paid to the introduction of elements of 4.0 Industry. Accordingly, the criteria selected contain a set of measures related to technological development, expansion of production, increasing exports, development of automation and digitalisation, as well as introduction of elements of Industry 4.0, which have technological, market and managerial readiness. Among these criteria, the initiatives aimed at creating smart clusters and ensuring digital synergy are identified. But in this case, it should be noted that mechanisms

for financing the introduction of a concept of smart clusters have not been formed in the country yet. There is a deep gap

between the priorities declared at the national level and real actions.

Table 1. Classification of state programmes contributing to intellectual and innovative clusters development

Classification feature	Main purpose of support	State programme
Facilitating an increase in the level of readiness of a cluster for transition to Industry 4.0 solutions through technological development, expansion of production and increase in exports	sales growth	1. State programme for industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 2. Concept of industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 3. State programme for development of agro-industrial complex of the Republic of Kazakhstan for 2017-2021 4. Export strategy 5. Local content policy state programme "Otandykty Goldau", aimed at creating a strong base of local producers and their integration into the supply chain of large enterprises.
	investments growth	1. State programme for industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 2. Concept of industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 3. State programme for development of agro-industrial complex of the Republic of Kazakhstan for 2017-2021 4. Export strategy
	acceleration of technological modernisation	1. State programme for industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 2. Concept of industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 3. State programme for development of agro-industrial complex of the Republic of Kazakhstan for 2017-2021
Promoting innovative and technological development of a cluster through introduction of elements of Industry 4.0 that have technological, market and managerial readiness	development of digital competencies	Package of measures 2025
Creation of basic conditions for formation of a smart cluster and ensuring digital synergy	digital creation	1. State programme "Digital Kazakhstan" 2. Improving the position of the Republic of Kazakhstan in the rating of network infrastructure development of the WEF
Promoting re-employment of released labour resources in connection with intellectual and innovative clusters development	levelling of negative effects	1. Employment and Entrepreneurship Programme 2017 - 2021 2. Business Roadmap 2025

The following criteria were identified as the main ones for classification of government programmes that contribute to the development of industrial clusters in the Republic of Kazakhstan:

- promoting development of industrial cooperation and cooperation of cluster members;

- creation of basic conditions for ensuring import substitution;

- promoting innovative and technological development of a cluster (table 2).

Table 2. Classification of government programmes contributing to industrial clusters development

Classification feature	Main purpose of support	State programme
Promoting the development of industrial cooperation and cooperation of cluster members	development of cooperation	1. State programme for industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 2. Concept of industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 3. State programme for development of agro-industrial complex of the Republic of Kazakhstan for 2017-2021 4. Economy of simple things (2018-2020)
Creation of basic conditions for ensuring import substitution	growth of localisation	1. Local content policy state programme "Otandykty Goldau", aimed at creating a strong base of local producers and their integration into the supply chain of large enterprises
Promoting innovative and technological development of a cluster	investments growth	1. State programme for industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 2. Concept of industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 3. State programme for development of agro-industrial complex of the Republic of Kazakhstan for 2017-2021 4. Export strategy 5. Economy of simple things (2018-2020)

The following criteria were identified as the main ones for classifying government programmes that contribute to pilot innovative territorial clusters development in the Republic of Kazakhstan:

- promoting development of innovation infrastructure;

- creating business climate;
- creation of an infrastructure for collective use of a cluster (laboratories, centres of competence, service centres, showrooms, etc.) (Table 3).

Table 3. Classification of state programmes contributing to pilot innovative territorial clusters development

Classification feature	Main purpose of support	State programme
Promoting innovative infrastructure development	creation of an innovation ecosystem	1. State programme "Innovative Kazakhstan"
Creating business climate	shaping business environment	1. Local content policy state programme "Otandykty Goldau" aimed at creating a strong base of local producers and their integration into the supply chain of large enterprises 2. "Enbek" Programme (2017-2021) 3. Tourism Industry Development Programme (2019-2025)
Creation of infrastructure for collective use of a cluster (laboratories, competence centres, service centres, show rooms, etc.)	development of scientific infrastructure	1. State programme for industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 2. Concept of industrial and innovative development of the Republic of Kazakhstan for 2020 - 2025 3. State programme for development of agro-industrial complex of the Republic of Kazakhstan for 2017-2021 4. Export strategy

In general, we can distinguish 3 classification features that allow identifying a set of measures aimed at supporting all types of clusters in the Republic of Kazakhstan:

- measures of state support;
- targets of state support;
- sectoral focus of state support (table 4).

Table 4. Classification of a set of measures aimed at supporting all types of clusters in the Republic of Kazakhstan

Classification feature	Types of clusters		
	Intellectual and innovative clusters	Pilot innovative territorial clusters	Industrial clusters
State support measures	Comprehensive support cluster development (export, attraction of investments, commercialisation of technology, training of managers cluster, etc.)	Possibility of introducing fiscal incentives, as well as revising the rules on failed innovations. Establishing international cooperation and building partnerships with international organisations in the field of industrial and innovative development and technology transfer. Measures to stimulate creation of venture capital funds will be taken that will focus on solving industry-based venture funds in the manufacturing industry. Tools to attract players of the start-up ecosystem to solving technological problems and problems of manufacturing enterprises will be developed. Measures to stimulate the market for technology brokerage services, creation of cluster competence centres, service centres for equipment maintenance, as well as centres for the exchange of experience and information, including the development of local competencies suppliers will be developed.	Information and analytical support and state support aimed at the development of cooperation and cooperation of participants. Human resource development (trainings, education, professional development). Cluster expansion (attracting foreign investors, conducting an information and advertising campaign). Innovative and technological development, including stimulating creation of specialised regional engineering organisations. Creation of infrastructure, including on the basis of public-private partnership. Stimulation of improving manufactured products quality (testing facilities, laboratories).
State support targets	On increase in the volume of non-resource exports, attraction of investments, implementation of 4.0 Industry	Development of innovation infrastructure and innovation cycle	Strengthening industrial cooperation, import substitution course
Sectoral focus of state support	Information and communication technologies, advanced technologies (clean and green technologies, smart industry, smart environment, e-commerce and media) Production of new materials, advanced technologies (energy saving, 3D printing, biotechnology) and design.	Development of universities and business incubators	Manufacturing industry

Thus, government measures to support clusters in the Republic of Kazakhstan are linked to the country's overall development strategy. The complex of key state programmes defined by the Plan of the Nation - 100 Concrete Steps is aimed at accelerating the technological modernisation of the country's economy. Key policy documents include as follows:

- SPIID-3 (2020-2025) - continuation of SPIID-2 (2015-2019), focusing on manufacturing industry;
- Economy of simple things (2018-2020) - focusing on the agro-industrial complex and manufacturing industry;

- Agro-industrial complex development programme (2017-2021) - a set of measures for agro-industrial complex development;

- DKB-2025 (2020-2024) - continuation of the DKB-2020, development of entrepreneurship in villages and priority sectors;

- The Enbek programme (2017-2021) - stimulation of mass entrepreneurship.

In addition, most cities in the Republic of Kazakhstan and the Russian Federation seek to consolidate cluster policy priorities in strategic urban development plans (Table 5).

Table 5. Priorities of cluster policy in accordance with the strategy of socio-economic development of cities in Russia and Kazakhstan

City	Cluster policy priorities
Kazan	- formation of "smart" economy clusters; - implementation of technical re-equipment of the production base of the clusters being formed; - promoting creation of creative campus clusters, co-working spaces for innovative and creative entrepreneurship, attracting international partners; - promoting effective interaction between business, science and government within clusters.
Yekaterinburg	"IT-cluster" as a project within the framework of the strategic programme of "Digital Yekaterinburg".
Novosibirsk	- development of scientific and industrial clusters as one of the opportunities to develop the city of Novosibirsk; - information cluster development as one of the ways to implement of digital economy.
Rostov-on-Don	- activation and expansion of cluster policy in key areas of industry; - launching cluster projects in the fields of mechanical engineering, food industry and digital media communications; - participation in the development of existing and creation of new cluster interactions for development of information and communication infrastructure.
Voronezh	- creating conditions for activation of city's universities in the creation of technology parks, clusters, and other forms of integration interaction; - activation of cluster policy in the industry; - formation of scientific and educational, and scientific and industrial clusters in high-tech sectors of the economy.
Samara	- launching the process of regular elaboration of product, technological and managerial prospects for development of industrial sectors and clusters as one of the goals of innovative and technological production; - development of tourism and aerospace clusters.
Krasnoyarsk	- ensuring development of the tourist and recreational cluster; - creation of conditions for high-tech competitive clusters development; - creating conditions for formation and development of a medical cluster.
Perm	ensuring coordination of plans and development programmes for the city of Perm and large enterprises, including formation of clusters to assist the city's enterprises in obtaining resources for modernisation and development as one of the key tasks of functional-target direction of "Economic Development".
Krasnodar	Economic development objectives: Development of a cluster of "creative industries", a financial cluster, a transport and logistics cluster, an industrial and construction cluster, an agro-scientific cluster, a tourism cluster, an educational and scientific cluster, an "Olympic" cluster
Volgograd	- formation of transport and logistics cluster as one of the development goals of the city's transport and logistics complex; - creation of favourable environment for activities of the subjects of tourism industry, formation and development of a full-fledged tourist cluster on the territory of Volgograd.
Nur-Sultan	- development of the educational cluster as a means of providing highly qualified personnel staff and a way to attract investment; - development of a cluster of financial services as a means of improving their quality, stimulating development of financial technologies, transfer of knowledge and technologies.
Almaty	- development of tourism cluster to world level; - creation of scientific, educational and industrial clusters together with coordination training centres for training, retraining, advanced training and certification of personnel at organisations of technical and vocational education.
Shymkent	- development of greenhouse clusters in the peripheral territory as a way to form an agro-zone with intensive technologies; - implementation of "Food Clusters" Concept with characteristics of the agricultural park.

It should be noted that not all urban strategies mention cluster policy. For example, the cities of Ufa, Omsk, Chelyabinsk and Nizhny Novgorod have not specified it in the strategy of socio-economic development.

Conclusion

The interest in the issues of cluster policy and its impact on socio-economic development of the territory led to the creation of many methods for studying clusters, depending on their distinctive features. The research is based on the analysis of clusters located on the same territory. In our study, we

identified a specific algorithm by which one can analyse governmental programmes aimed at developing clusters.

The regulatory legal acts that form the basis of cluster policy in the Russian Federation and the Republic of Kazakhstan were investigated during the study. We managed to determine the vectors of further development of cluster policy in Russia and Kazakhstan, its priorities and measures of state support. The analysis showed that the cluster policy is an integral and promising part of the further development of territories. In both Russia and Kazakhstan, innovation clusters are a priority.

Criteria for classification of state programmes aimed at the development of intellectual and innovative, industrial and pilot innovative territorial clusters were established.

It has been determined that the strategy of socio-economic development is the main document in the sphere of cluster policy on the territory of cities.

The study has confirmed that cluster policy plays a crucial role in the socio-economic development of the countries studied. Competent selection of criteria for clusters' classification will allow obtaining qualitatively new results and making a conclusion about the further development of the researched object.

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