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THE APPLICABILITY OF THE SPECIAL ECONOMIC ZONE MODEL OF LOCAL DEVELOPMENT IN THE LIPETSK REGION

ABSTRACT. The model of regional economic development in the Lipetsk region based on the allocation of industry and agriculture production in Special Economic Zones has shown its effectiveness for the development of the whole region. However, this model was helpless to introduce any significant breakthrough changes in the structure of the economy. Currently there has been an attempt to apply the same allocation model to tourism segment objects. It is shown that tourist entities unlike industrial and agricultural have different development imperatives. The main condition for the successful formation and functioning of tourist objects on a territory is their interconnected interaction within a tourist cluster. A tourist cluster can not be created at the only site. Tourist objects of a tourist cluster must be distributed according to tourist destinations and integrated through a well-developed infrastructure in a single functional system. When applying the special economic zone model to a territory it is necessary to make adaptations in accordance to the specifics of the allocated objects. The conclusion is that the application of the same management model for different economy segments needs adjustment. It is also important to distinguish a "Cluster" which is a geographic concentration of interconnected companies and a "Special Economic Zone" which is a territory with economic preferences.

KEY WORDS: cluster model, Zadonsky district, Lipetsk region, Special Economic Zone, tourist cluster, tourist destination, taxonomy method

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INTRODUCTION

Lipetsk region is one of the most dynamically developing regions of Russia. In recent years, there has been a positive dynamics in the regional economy, exceeding the average Russian rate in many respects. According to the results of 2016, the growth rate of industrial production was 103.4%, agricultural production - 106.7%. The growth of investments in fixed

assets amounted to 103.6%, the average monthly wage increased by 105.9%, the growth of average per capita cash income of the population amounted to 103.1% (The results 2017).

On the other hand, there is a number of problems. The predominant sector of the economy is the production sector, in which the metallurgical industry is highly dominating. As a modern stable structure

of the economy assumes other priorities, diversifying the sector structure of the economy is an important task. Another imbalance is territorial – more than half of the production and the population is concentrated in the regional center - Lipetsk. Therefore, in addition to diversifying the sectoral structure, a territorial de-concentration of the economy is needed. To solve these economic problems in the Lipetsk region the cluster approach in management of regional economy has been applied.

The first ideas of the need for a cluster approach as a way to increase the competitiveness and efficiency of the national economy development date back to the late 1980s. Since then, many different definitions and interpretations of the cluster concept have appeared (Polyanskikh 2011; Kolmakov and Polyakova 2017). All the new approaches are united by a general idea, based on the views of the most well known propagator of the cluster theory M. Porter – clusters are geographic concentrations of interconnected companies, specialized suppliers, service providers, firms in related industries, training institutions and support companies. They are comprised of a multi-direct linkages, suppliers, distributors, and companies that supply complementary and related products and services, institutions such as government, universities, research institutes, etc. (Porter 2003; Porter 2011).

Clusters are considered a way to increase the competitiveness of the economic system. According to Porter's Diamond Model, there are 4 main determinations of the cluster's competitiveness: 1) Factor Conditions (Labor, Capital, etc.); 2) Demand Conditions (esp. Domestic Demand); 3) The context for Firm Strategy and Rivalry; 4) Related and Supporting Industries (Porter 2011). The effectiveness of a cluster comes from a «symbiosis of cooperation and competition», taking into account the positive synergetic effects of the territorial agglomeration. Synergetic effect can be achieved as a result of cooperation and effective use of the capabilities of all stakeholders in a long period of time. Competition within the cluster helps to

optimize the system, improves information exchange, allows the system to develop.

Since the beginning of 2010, the use of the cluster approach has been one of the key issues in the strategies of social and economic development of a number of subjects of the Russian Federation. The concept of long-term social and economic development of the Russian Federation targets a creation network of territorial clusters to use the competitive potential of the territories. The formation of competitive advantages of clusters mostly occurs at the regional level, not at the national. This approach is consistent with the theory of regional clusters developed by M. Enright (Enright 2003). In accordance with it, a regional cluster can be considered as an association of enterprises, equipment suppliers, raw materials and components, specialized production and services, research and educational organizations related to territorial proximity, that are technologically and functionally dependant.

An important issue in the Russian economic environment is the state's participation in the formation and development of clusters, especially at their initial stages. The creation of the necessary conditions for the cluster infrastructure development is a capital-intensive process. Therefore, in order to stimulate regional development, the need of a strong state cluster policy is obvious (Kolmakov and Polyakova 2017).

Clusters developing on the territory of Russia have different specialization and could have a special form of institutional organization. Most often existing clusters in Russia are classified into 4 main types: industrial, innovative, port and tourist (Afanasyev 2016; Markushina 2010). According to Russia legislation (Report 2017) to support cluster development Special Economic Zones (SEZ) can be settled. Special economic zones are territories with a very special economy operation regime. An investor who wishes to become a resident of a special economic zone receives a number of benefits: renting a land plot without bidding, ready

engineering infrastructure, reduced taxes, reduced land rent rates.

This article aims to find out the opportunities and possibilities of transforming the positive experiences of developing a special economic zone model in one territory into another. The article addresses the following research questions:

1. How do clusters and special economic zones coincide;
2. What are the features of tourist clusters;
3. How are tourist objects distributed over the tourist SEZ "Zadonshchina";
4. Why is SEZ "Zadonshchina" not as successful as SEZ "Lipetsk".

METHODOLOGY AND DATA

To improve the qualitative characteristics of the Lipetsk region, it was decided to create a tourist Special Economic Zone in Zadonsky district of Lipetsk region. It could diversify the industry structure of the whole region as well as solve some basic Lipetsk region problems in the sphere of tourism. In short they are:

- 1) undeveloped tourist infrastructure, lack of multifunctional tourist complexes, motels at the main entrances to the cities of the region, unsatisfactory state of roads on tourist routes;
- 2) insufficient popularity of Lipetsk brands for Russian and foreign tourists;
- 3) lack of qualified personnel in the tourism industry, insufficient application of modern hotel technologies in the practice of tourist accommodation enterprises;
- 4) unpreparedness for display of the majority of natural and cultural Lipetsk region attractions;
- 5) inadequate level of roadside service development, which hinders the development of caravanning;
- 6) unified system of modern hospitality industry that can influence the formation of tourist flows.

In other words, the Lipetsk region authorities are going to create and develop a tourist cluster in Zadonsky district by setting a special economic zone of tourist specialization. This brings us to the problem of the relationship between special economic zones and clusters. The main dispute is about their similarity and difference. Most

authors consider special economic zones and clusters to be of the same meaning (Abashkin 2010, Skiba 2011, Markushina 2010). In this discourse, a special economic zone is an institutional form of a cluster organization and is aimed to more effective cluster development. Special economic zones can be established in two ways – on a basis of existing clusters to support their development, or by the initiative of the government organizations to form a cluster (the so-called "top-down" approach). On the other hand, many authors consider special economic zones and clusters to be of different categories (Prazdnichnykh 2006). In this discourse the main difference is that clusters are regional structures ("regional ecosystems") and are aimed to realize competitive advantages of a territory, while special economic zones represent a conglomerate of industries on a certain territory with economic preferences and are aimed to attract investors. The truth could lie in-between. According to Russia experience some special economic zones coincide existing clusters, while most of them are just a conglomerate of different industries attracted by economic preferences. As a result, some special economic zones can facilitate cluster development while the most can not because of the absence of a cluster core.

As a tourist Special Economic Zone in Zadonsky district of Lipetsk region is being established, it is important to explore the presence of tourist cluster elements on this territory. That brings us to the question of peculiar properties of tourist clusters. Existing studies describe in detail the structure of a tourist cluster, where the core and several concentric levels are allocated, and stages in the development of a tourist cluster are determined (Shcherbakova 2018). Ulyanchenko notes the differences between the tourist cluster and a simple group of tourist enterprises on a territory. The main distinction in the formation of a tourist cluster is considered to be the product dominant. That means that such a structure is created for the realization of a tourist product (Ulyanchenko 2015). Enterprises of different specialization and forms of ownership achieve a synergistic

effect from the pooling of their different potentials. Possible competition is transformed into interaction. An increase in effectiveness appears not only in cluster companies, but also in related industries. Thus, the tourist cluster can be viewed as a territorial structure designed to improve the qualitative characteristics of the territory as a whole.

It is obvious that in order for a tourist cluster to be formed on a territory it is necessary that tourist companies and organizations are located together and teamwise produce tourist products and services. Such important components of a tourist cluster are called "tourist destinations". Under the term "tourist destination" we should understand a separate territorial cell within the tourist cluster, which has a certain attractiveness for tourists (Rassokhina 2014; Morozov and Vojt 2013). Such a territory must satisfy at least the following three conditions: 1) have a specific set of tourist services (in accordance with the peculiarities of tourist demand),

necessary for the reception of tourists; 2) be geographically accessible; 3) have available information systems, necessary for tourist facilities functioning.

For a spatial analysis of tourist destinations in the Zadonsky District, the cartographic taxonomy method was applied (Morozov et al. 2014). Cartographic taxonomy is a method of presenting information about the features of the region with the help of cartographic taxons - a set of territorial units of the study area that contain a homogeneous resource. Taxons of the Zadonsky district can be represented in the form of a matrix of square shaped units that have the same area. Each taxon has conventional rectangular coordinates along the X and Y axes. In each cell (taxon, tourist destination) an evaluation of 3 groups of tourist resources was carried out by the method of expert assessments - natural, historical, socio-economic. The integrated assessment of tourist resources in each destination can be displayed in the form of petal diagrams (Fig. 1) (Rostom 2018).

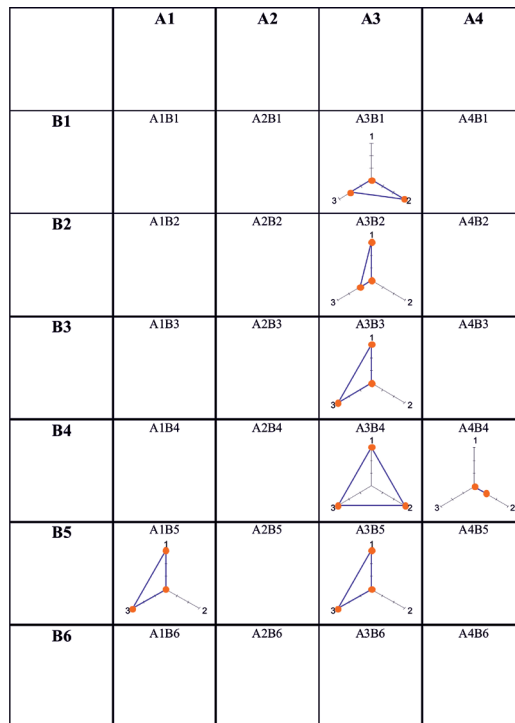


Fig. 1. Integrated assessment of tourist resources in regional taxons of the Zadonsky district. The names of the axes of the petal diagrams: 1 - the axis of the value of natural resources; 2 - the axis of value of historical resources; 3 - axis of values of socio-economic resources

The most complex tourist resources are represented in the A3B4 taxon. Here we have the district center of Zadonsk region with a complex of monasteries, recreation centers and hotels. From the north, west and south this taxon is surrounded by tourist destinations with no cultural resources, but with sufficient potential of natural and socio-economic components. There are recreation centers and hotels, amusement parks. The further the taxon is from the central one, the smaller set of tourist resources it possesses. In the taxon A3B2 the reserve «Galichya Gora» is situated and the main group of resources here are the natural ones. In taxons A4B4 and A3B1 the only tourist attractions are old manor houses. It is planned to improve the quality and quantity of tourist objects in those taxons.

The important thing is that the main objects of the tourist cluster «Zadonschina» are planned to be created in a completely deprived of tourist resources taxon A2B5. The only advantage of this taxon is the good geographical location - on the federal highway M-4 «Don» (Fig. 2). That determined the specialization of this destination – it is going to be an auto tourist one. The geographic position provides a sufficiently high intensity and a large number of vehicles, the owners of which represent potential consumers of services of this destination. The financing of development of this territory in the form of public-private partnership is provided. In accordance with the State Target Programs for the period of 2013-2020 the government is expected to spend more than 2.5 billion rubles on this project to construct roadside hotels, parking lots, cafes and restaurants, car-care centers and gas stations.

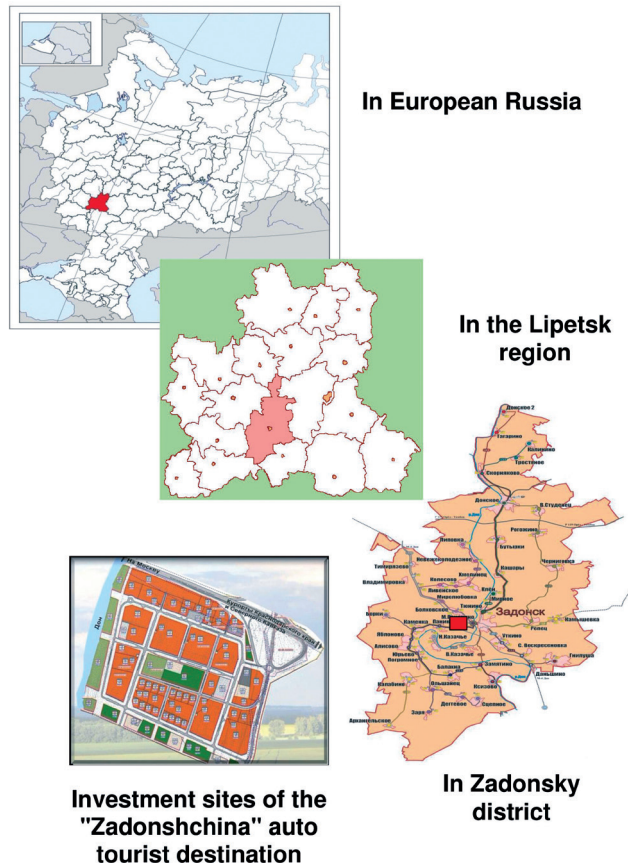


Fig. 2. The allocation of investment sites of the «Zadonschina» auto tourist destination

RESULTS AND DISCUSSION

The cluster model of regional economic development in the Lipetsk region resulted in the appearance of eleven special economic zones. One is a special economic zone of federal level «Lipetsk» and 10 are special economic zones of regional level of various specialization. The “special” in them is the preferential management regime.

The most successful is the special economic zone of federal level «Lipetsk». It has attracted 47 participants, whereas the 10 regional zones altogether attracted 51 participants. In 2016 the industries of this territory played a significant role in the Lipetsk region economy. They accounted for 2% in the region’s tax revenues and 2,5% in the region’s revenues in the GRP. The share of the territory in the region’s volume of output of processing industries was 8%, in the number of newly created jobs – 10,5%. In 2017 (for the fourth year in a row) SEZ “Lipetsk” received the winner’s diplomas in two nominations in the Global Free Zones of the Year rating, conducted by The FDi Intelligence - a specialist division from “The Financial Times”, which provides industry leading insight and analysis on cross border expansion, greenfield inward investment and foreign direct investment trends.

Nevertheless, it should be noted that this SEZ could not be considered a model of a cluster. There are only three industries that

form the cluster core and belong to one and the same group of industries – the production of household appliances. The rest industries have nothing in common and just work on the same territory. That is why there have been no significant change in the sector structure of the economy that was expected from the introduction of high-tech industries in this SEZ (Table 1).

Speaking about the tourist SEZ «Zadonshchina», there was no significant success. Some of the existing tourist objects were slightly improved and a few new objects of small size were created. But since 2013 not a single planned object (recreation centers, health complexes, clubs of various kinds (golf, shooting), complexes for environmental and agrarian tourism, water parks) appeared in the «Zadonshchina» auto tourist destination of this SEZ. Although SEZ «Zadonshchina» had the same economic environment as SEZ “Lipetsk”.

The main cause of the failures in the development of the tourist cluster «Zadonshchina» is seen in transferring the model of development of an industrial SEZ (“Lipetsk”) to the development of a tourist SEZ without any amendments. According to the foresaid we can understand that SEZ “Lipetsk” is mostly an industrial conglomerate and can hardly be considered a cluster. For industry sights to work successfully it appeared enough for the territory to have some economic

Table 1. Changes in the industrial structure of the economy of Lipetsk region in 10 years of SEZ existence (Lipetsk region 2017)

		2006	2016
Average per capita monetary income, thousand rubles. per capita		5,5	28,5
Share of processing industries in fixed assets,%		18,8	28
Share of the two largest segments in the structure of the gross regional product,%	manufacturing industry	55	40,6
	agriculture	7	12,6
Share of the three largest segments in the commodity structure of the manufacturing industry,%	metallurgy	68	61
	food	16	25,1
	engineering	9	5

and management preferences. It was not obligatory to form a cluster. But for tourist industry objects that is not enough. Tourist objects if they function on a territory should form a cluster and have a number of features that distinguish them from industrial and agrarian ones:

- availability of tourist and recreational resources, on the basis of which tourist products and tourist services are formed;
- a cluster is formed on the basis of a product node (product dominant).
- presence of specialized tourist infrastructure that unites the elements of the cluster and ensures the unity of its functioning;
- the main role in the formation of regional tourist clusters belongs to local administrations that initiate and coordinate the activities of all its participants;
- the flexibility, fuzziness and variability of geographical boundaries within administrative areas or at the junction of several territorial entities (interregional clusters);
- tourist clusters always have a routing-territorial organization of objects, due to which the cluster objects are transformed into interacting elements;
- cluster members are territorially distributed within the destination (Kruzhalin et al. 2014; Morozov et al. 2014)

That is why new tourist objects can not be planned to be built within the only site, but should be distributed within the destination. Even if new objects were built, they would not be able to work in a system because no reliable infrastructure was planned for creation. That makes even existing tourist objects helpless to function effectively (Safaryan 2015; Zyryanov et al. 2014).

An example of a successful distribution of tourist objects across the territory is the creation of a tourist cluster in the Vologda region. The cluster consists of five subclusters with certain forms of regional tourist destinations on the basis of geographical and cultural identity. The objects of the subclusters are located within «development corridors». For each of the subclusters, the tourist infrastructure has

been determined, a work schedule has been prepared, the structure of management has been defined. It is planned to develop transport infrastructure (construction of berths, parking lots) and information and IT components (an interactive map of the cluster, a free Wi-Fi access). The cluster includes 26 participants among which there are 1 public and 12 private travel companies; 3 private restaurants, cafes; 2 hotels; 2 companies that provide sports and outdoor activities; 1 company of souvenirs production; 1 publishing house and 1 real estate operator. As a result the tourist flow to the Veliky Ustyug district (one of the subclusters) increased in 74 times from 1998 to 2014 (Alexandrova et al. 2016; Program 2014). A good example of interaction of different economic objects and sectors was the creation of a system of facilities for the World Cup in Russia. Constructing huge stadiums was not enough. It was necessary to improve airports, the system of roads, improve the range of hotels, change the public transportation system, improve the system of trade and catering, enlarge upon information infrastructure. All these industries and services constituted a single functional integrity. Better functioning of one component contributes to the effective work of the whole system.

CONCLUSION

Every territory has economic problems related with regional development. One of the possible ways to solve them is to use the cluster approach in the management of the regional economy. That means that the whole region can be developed through geographic concentrations of interconnected companies on isolated territories that are called clusters. Clusters are considered the way to increase the competitiveness of the regional economic system. Since the beginning of 2010, the use of the cluster approach has been one of the key issues in the strategies of social and economic development of a number of subjects of the Russian Federation. Some clusters in Russia exist in the form of Special Economic Zones (SEZ). All SEZ in Russia have a state development program and are to be one of the instruments of the regional

state management policy. In Lipetsk region there are eleven special economic zones – one of federal level «Lipetsk» and 10 of regional level of various specialization. The federal special economic zone «Lipetsk» has an industrial specialization and achieved very good results in development. At the same time Special Economic Zones in Russia are falsely considered to be an institutional form of a cluster. That is why the SEZ «Lipetsk» development model was taken as a template to develop other SEZ, namely the tourist SEZ «Zadonshchina» in Zadonsky district of Lipetsk region. In this case there appeared no significant progress. The analysis of this phenomena allowed to make some conclusions on the applicability of the industry SEZ allocation model to tourist SEZ.

1. The analysis of SEZ “Lipetsk” structure and development indicators showed, that this territory is mostly an industrial conglomerate and can hardly be considered a cluster. It was established to attract investments by providing economic preferences. Only a few companies within the SEZ are interconnected. Most economic objects act separately and are not functionally interdependent, have no managerial relations between each other.

2. Establishing a tourist SEZ demands a cluster organization just because tourist objects have different (in some cases inverse) development imperatives and geographical patterns than industrial or agricultural objects. There are two most important tourist object properties. a) Tourist objects are territorially distributed within tourist destinations. Every object is situated in a territory, which is attractive for tourists in its own way. All the different objects and destinations can be transformed into interacting elements through the realization of a definite tourist product or tourist service. It is considered that the leading in the tourist objects formation is the product dominant. To

make territorially distributed tourist objects work effectively, they should be tied up not only by a definite tourist product, but also by optimal functioning infrastructure objects and networks. b) Objects that provide a tourist product belong to different branches, industries and services. To make them develop and work synchronically on a territory a strong state regional policy is needed, especially on the first stages of planning and development. Government guidance is also important because of the capital intensity of objects. All these requirements could be effectively implemented only through a cluster organization.

3. The territory of the tourist SEZ “Zadonshchina” has a lot of tourist resources in different destinations. But they can not separately work effectively and should be tied up in a cluster. It is rather likely that tourist objects planned for creation at one site (“Zadonshina” autotourist destination) far from other tourist destinations could be of low economic benefit. They could meet only the demand of autotourists travelling through the M-4 «Don» highway. That could mean that such tourist objects would have a local impact. That does not correspond to the expected role of regional clusters as points of economic growth of the whole territory.

4. The cluster model of regional economic development in the Lipetsk region based on the allocation of industrial objects in special economic zones has shown its effectiveness for the development of the whole region. The attempt to apply the same allocation model for tourist objects without any adjustments has been so far unsuccessful.

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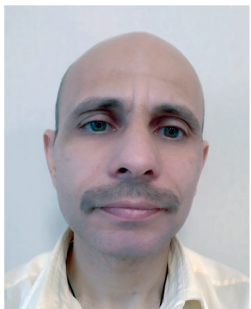
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