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N° 75

Public administration reform in the forestry sector

DOI: https://doi.org/10.46398/cuestpol.4075.20

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Abstract

The purpose of the research was to determine and substantiate the content of public administration in the forestry sector of Ukraine on the basis of sustainable development with a balance of social, economic and environmental interests of the state in the study area. To achieve this goal, general scientific and special scientific methods of cognition were used, in particular, dialectical, logical-formal, analysis and synthesis, structural-systemic, legal-

comparative, legal-formal and prognostic. Everything allows to conclude that, it is expedient to develop and adopt the Forestry Strategy of Ukraine, with a separate section on the definition of tools for improving fire safety in forests, based on the principles of the European Union Forestry Strategy, in particular: sustainable and multifunctional forest management, balanced use of various forest resources and services, ensuring the protection of forests; resource efficiency, optimizing the contribution of forests and forestry sector to rural development, economic growth and job creation; global responsibility for forests, promotion of sustainable (responsible) production and consumption of forest products.

Keywords: policy reform; sustainable development; public administration; forestry; forestry studies.

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Reforma de la administración pública en el sector forestal

Resumen

El propósito de la investigación fue determinar y fundamentar el contenido de la administración pública en el sector forestal de Ucrania sobre la base del desarrollo sostenible con un equilibrio de los intereses sociales, económicos y ambientales del Estado en el área de estudio. Para lograr este objetivo, se utilizaron métodos de cognició, n científicos generales y científicos especiales, en particular, dialéctico, lógico-formal, análisis y síntesis, estructural-sistémico, legal-comparativo, legal-formal y de pronóstico. Todo permite concluir que, es conveniente desarrollar y adoptar la Estrategia Forestal de Ucrania, con una sección separada sobre la definición de herramientas para mejorar la seguridad contra incendios en los bosques, basada en los principios de la Estrategia Forestal de la Unión Europea, en particular: gestión forestal sostenible y multifuncional, uso equilibrado de diversos recursos y servicios forestales, asegurando la protección de los bosques; la eficiencia de los recursos, optimizando la contribución de los bosques y el sector forestal al desarrollo rural, el crecimiento económico y la creación de empleo; responsabilidad mundial por los bosques, promoción de la producción y el consumo sostenibles (responsables) de productos forestales.

Palabras clave: reforma política; desarrollo sostenible; administración pública; bosques; estudios forestales.

Introduction

Ukraine is on the threshold of significant, essential challenges, in which each of us is a direct participant. However, in our opinion, the biggest challenge in the situation of brutal military actions, significant economic decline, the breakdown of old state structures and the formation of a new essential platform for the establishment of state and self-governing institutions is the need to observe, first of all, legal and ideological norms before the international community.

Because the very existence of our state currently depends to a large extent on how, to what extent and in what manner public institutions will respond to the threats and challenges of a global scale that have been haunting our country recently (Gulac, 2020). The negative interaction of the environment and human activity has a global character, so it cannot be resolved within the borders of one country (Mazii, 2012).

The economic growth of each state inevitably leads to an increase in the use of natural resources and wastes of consumption, and increases the anthropogenic load on the environment. (Kolokolchykova *et al.*, 2021) Our environment is constantly changing. However, as our environment changes, so does the need to become increasingly aware of the problems that surround it.

The processes of globalization and social transformation have increased the priority of environmental protection, the desire to achieve ecological balance and ensure the sustainable development of the country (Kurylo *et al.*, 2020).

The main principles (strategy) of the state environmental policy of Ukraine for the period until 2030, approved by the Law of Ukraine dated 28.02.2019, among the existing problems of the current state of the environment in Ukraine, note that the processes of globalization and social transformations have increased the priority of environmental protection, and therefore, Ukraine needs to take urgent measures.

In particular, attention is focused on the fact that for a long time the economic development of the state was accompanied by unbalanced exploitation of natural resources, low priority of environmental protection issues, which made it impossible to achieve balanced (sustainable) development (On the Basic principles (strategy) of the state environmental policy of Ukraine for the period until 2030: Law of Ukraine, 2019).

Forests of Ukraine are an extremely important natural resource, the value of which is due to important characteristics that make it possible to use them as an important ecological, economic and social component, etc., which, however, requires a long time to renew. However, it is not possible to achieve efficiency in the management of forest resources only through changes to the forest legislation. Because, as correctly stated: "... the effect of norms establishing ideal behavior models from the point of view of legal regulation is often leveled by their ineffective implementation" (Khludeneva, 2011: 12).

Difficulties of reforming public management in the field of forest relations on the territory of our state in modern conditions, the inability of previous organizational formations in this field to effectively implement tasks related to ensuring fire safety, the limitation of financial and material resources of the state require a thorough restructuring of such relations, the search for effective ways of their further development (Gulac, 2020).

The imperfection of the financial and economic mechanism for the development of the forest industry; multi-departmental forest management system; lack of an economic mechanism for stimulating the use of environmentally friendly technologies; imperfect level of fire protection in the forest fund; a significant amount of illegal logging; imperfect

redistribution of forest fund lands; growth of man-made load on forest ecosystems; legal nihilism and a relatively low level of legal responsibility for forest violations are the existing problems that generally characterize the most significant shortcomings in the field of forest use and require optimization.

Thus, the main content should be the development of an effective mechanism aimed at achieving a harmonious balance between the social, economic and ecological interests of the state in the studied industry. (Oleksenko *et al.*, 2021) Ensuring such a balance can only be guaranteed by the state, as an institution as a whole, through the effective distribution of relevant powers between the entire system of state and non-state bodies.

1. Objectives

The purpose of this work is to define and substantiate the content of public management in the forest industry of Ukraine on the basis of sustainable development, while maintaining the balance of social, economic and ecological interests of the state in the researched industry.

2. Materials and methods

To achieve the purpose, general scientific and special scientific methods of cognition were used, in particular dialectical, formal-logical, analysis and synthesis, systemic-structural, comparative-legal, formal-legal, prognostic. The application of the dialectical method made it possible to investigate the directions of the formation of an effective state instrument aimed at achieving a harmonious balance between the social, economic and ecological interests of the state in the forest sector of Ukraine.

Taking into account the scientific theory of "person's place in the safety of life", the author's vision of a multi-component system of such an instrument with an emphasis on its environmentalization is presented.

The theoretical and methodological basis of the study was the previous work of the co-authors regarding: Cooperation of Ukraine and the European Union in the Ecological Sector (Gulac, 2019^a), New Approaches to Providing of Environmental Management in Ukraine on the Way to Euro Integration (Gulac, 2019^b), analysis Ensuring Sustainable Development of Local Self Government (Ladychenko, 2021), Formation of Ukraine's Climate Policy in the Context of European Integration (Golovko, 2021), Sustainable Approaches to Waste Management (Kutsevych, 2020), Legal Regulation of Waste Management in Ukraine on the Way to European Integration (Kidalov, 2020), Problems and Prospects of Implementation of European

Environmental Policy in Ukraine (Ladychenko, 2017), State environmental policy on the issue of legal regulation of fire safety in the forests of Ukraine (Gulac, 2022).

3. Results and discussion

The role of the state in ensuring sustainable preservation and protection of national forests is not only in the creation of high-quality normative legal acts and, most importantly, their implementation. The state, as the main driving force of social and economic development, at the same time acts as a guarantor of ensuring social and ecological balance in the field of bioresources and nature management as a whole, which is realized by the creation and effective functioning of relevant state institutions, infrastructure development, initiating the accumulation of certain material funds, additional investments, etc.

Given the need to increase the level of preservation and protection of forests, the Concept of the National Environmental Policy of Ukraine for the period until 2020 notes that the rational use and reproduction of forest resources requires the creation of a full-fledged forest monitoring system as a complex of continuous monitoring, assessment and forecasting of their condition.

Within the framework of the system of state monitoring of the natural environment of Ukraine, forest monitoring should become a means of management in the field of forest resources by optimizing the system of forest use and preventing critical environmental phenomena and processes (Concept of the National Environmental Policy of Ukraine for the period until 2020: Order of the Cabinet of Ministers of Ukraine, 2007).

A significant role in the reform and development of domestic forestry is necessary. Decree of the Cabinet of Ministers of Ukraine "On approval of the Concept of reform and development of forestry" dated April 18, 2006 No. 208. The approval of the Concept is due to significant problems in the field of forest use, the main ones of which are indicated above and, to note unfortunately, to a sufficient extent, they remain unsolved even now.

At the same time, it should be noted that despite the fact that this Concept was adopted more than ten years ago, the development of social relations in the state as a whole and in the field of forest relations in particular is very rapid and requires a fairly quick response to the corresponding changes, which must be expressed first of all by regulatory tools, preferably of the highest level.

In addition, this Concept is currently valid, since all other attempts (projects) to develop and adopt concepts for reforming the sphere of

forest relations have not been implemented. In particular, on the official website of the Cabinet of Ministers of Ukraine, the Concept of reforming the forestry and hunting industry of Ukraine, discussed on April 27, 2015 at the meeting of the Coordination Council of the State Forestry Agency of Ukraine (created by the order of the State Forestry Agency dated March 30, 2015 No. 112) is presented.

In addition, it should be noted that in recent years, the problem of forestry management in Ukraine, the development of proposals for its solution, has been the subject of numerous studies and projects carried out with the support, in particular, of the FLEG program (Law enforcement and management in the forest sector of the countries of the Eastern region), the project of the Food and Agricultural Organization of the United Nations (FAO) "Consolidation of forest policy in Ukraine", other international organizations.

An extremely important step in the context of improving the effectiveness of fire safety in the forests of Ukraine is that the aforementioned concept defines the need to develop and adopt the "Strategy for the balanced development of the forestry and hunting industry of Ukraine". It would, in terms of forestry, provide, among others:

Ways to eliminate the departmental dispersion of forests in Ukraine, strengthening the responsibility of forest users, regardless of departmental affiliation, for non-fulfillment of the requirements of forest and hunting legislation, increasing the responsibility and legal support of forest protection activities and the effectiveness of state control in the field of forestry, primarily by the State Environmental Inspection and its divisions" (Concept of reforming the forestry and hunting industry of Ukraine, 2015; 63).

In general, we support the theses proposed within the framework of the developed Concept, since they have already been formed based on the best world experience, taking into account numerous shortcomings in the field of forest relations in general and modern challenges posed to the state by the forestry industry and all concerned public institutions.

And although, as repeatedly noted within the scope of this study, we do not support the presence of the term "forestry and hunting" in the title of the corresponding strategy, we nevertheless note the main, from our point of view, thesis - regarding the need to "clarify the delimitation of the powers of authorities, in particular executive power and local self-government bodies, control bodies, rights and obligations of business entities, introduction of more effective coordination mechanisms, coordination of their activities in the interests of integrated use of natural resources, in particular on the basis of public-private partnership".

This general thesis is actually important from the point of view of building an effective system and delimiting the functions of public bodies in the field of forest relations, which is increasingly emphasized by scientists and specialists. The system of authorized bodies in the field of forest relations is quite extensive, and each of them has a certain number of control powers, which are quite often duplicated and at the same time create the possibility of a corruption component, since the same officials in the field of forest relations implement and control the same range of issues.

In addition, the system of ensuring balanced nature use in the field of forest resources of Ukraine directly depends on the "introduction of more effective mechanisms of coordination and coordination of activities" of the authorized state bodies among themselves and taking into account the forces and means of voluntary self-governing organizations.

Thus, the Decree of the President of Ukraine "On additional measures for the development of forestry, rational nature management and conservation of nature reserve fund objects" dated 21.11.2017 No. 381 determined the need to take a whole set of measures for the development of forestry, increasing ecological and economic potential forests, as well as the preservation, protection and reproduction of forest plantations, in particular, "ensuring the preservation of the professional potential and material and technical base of the state forest protection in relation to the implementation of firefighting measures, fire extinguishing".

Thus, we must state that over the past few years there has been the development of a complex system of projects of strategic normative legal acts regarding the formation of ways of further development of the forestry industry.

They partially reflect the need to improve the processes of ensuring fire safety in the forests of Ukraine, however, did not receive the normative consolidation, The complex nature of these projects is due to the level of approaches to the regulation of social relations in the forestry industry and represents a complete system: "Concept - Strategy - Program".

In particular, these are currently: 1) The concept of reforming the forestry and hunting *industry of Ukraine*, discussed on April 27, 2015 at the meeting of the Coordination Council at the State Forestry Agency of Ukraine; 2) Strategy for the balanced development of the forestry and hunting industry of Ukraine, the adoption of which is determined by the said Concept; 3) Strategy of sustainable development and institutional reform of forestry of Ukraine for the period until 2022, which we propose to call "Strategy of sustainable development of forest resources of Ukraine"; 4) The "Forests of Ukraine - 2030" program, the approval of which is provided by the Decree of the President of Ukraine "On additional measures for the development of forestry, rational nature management and conservation of objects of the nature reserve" dated November 21, 2017 No. 381.

At the same time, the provisions of the Strategy for Sustainable Development and Institutional Reform of Forestry of Ukraine for the period up to 2022 have not been accepted by scientists, specialists, or the general public.

Thus, without a clear, balanced and consolidated strategy, it is difficult to imagine the development vector of the forest industry and the corresponding priorities. Supporting the position of experts, we note that it is extremely important to implement the fundamental positions: adoption of the concept of development of the forestry industry; appointment of a relevant minister and head of the State Forestry Agency; creation of a state forest fund; preservation of the state structure of forestry management.

However, the absence of approved strategic documents on the development of the forest sector makes it impossible to form a forecasted state policy, and therefore creates an irregularity of the organizational and legal structure of management in the field of forest relations in general and reduces the environmentalization of the forest industry as a whole. At the same time, the forest sector is currently of great strategic importance for the state, which is connected, in particular, with the increase in the negative impact of global warming, recreational load and man-made pollution on forests (Gulac, 2020).

The introduction of any significant changes in the issues of public administration in the field of forest relations as a whole should take into account the main priority of the forest industry - the preservation and protection of the forest fund. Therefore, the implementation of the state function of ensuring fire safety in forests, which currently has a certain institutional stability. And with long-term institutional changes in the field of forest relations, there can be a significant time imbalance from the management position, which is inherent in many other spheres of social relations (What can the "forest reserve" Decree of the President lead to? The rule of law to protect the environment, n/d).

In addition, the subordination of the State Forestry Agency to the Ministry of Agrarian Policy, and not to the Ministry of Nature, in our opinion, creates a number of inconsistencies and contradictions in the formation of strategic positions for the development of relations in the forest industry.

However, in accordance with the Resolution of the CMU of October 20, 2019, the Dezhlis Agency came under the "jurisdiction" of the Minister of Energy and Environmental Protection of Ukraine (On making changes to the scheme of directing and coordinating the activities of central executive bodies by the Cabinet of Ministers of Ukraine through the relevant members of the Cabinet of Ministers of Ukraine: Resolution of the Cabinet of Ministers of Ukraine, 2019).

The implementation of public administration in the field of forest relations should also be based on international standards, taking into account the essential European integration vector of development chosen by the Ukrainian people. We must state that, in contrast to the state of Ukraine, the somewhat fragmented European community managed to adopt a consolidated forest strategy.

Therefore, the principles of the development of the EU forest sector should be the basis for the formation of the standards of the corresponding national forest strategy, the structural component of which we see the Strategy for improving fire safety in forests (New Forest strategy of the European Union, n/d; Gulac, 2013).

The new strategy envisages stricter regulation of the actions of EU member states in the part related to forest management, and more active involvement of them in joint actions regarding the development of the forest sector. Therefore, the main theses of the Forest EU are that: 1) the forest is a key resource for improving the quality of life and creating new jobs in rural areas; 2) European states should join forces in protecting ecosystems and ensuring environmental security (Forest strategy).

The strategy emphasizes that forests are important not only for the development of rural areas, but also for the stabilization of the environment, in particular the mitigation of the consequences of climate change, and the preservation of biodiversity. In this regard, it is necessary to implement a comprehensive approach to forest management.

The task of creating a pan-European forestry information system and the unification of forest information stands out, which in fact makes possible a comprehensive approach to management in any field. In Ukraine, unfortunately, we talk more about the need to solve the relevant problems than we implement certain real steps.

New social challenges associated with global climate change, the emergence of new technologies for the use of renewable forest resources, the growing need to preserve biodiversity and the use of forest resources, first of all, from the point of view of realizing their social and ecological functions, call for a new and deeply responsible to approach the issue of rational use and forest protection, anticipating the need to create and implement a real and effective national forest strategy based on the principles and methods of the already created EU Forest Strategy.

In addition, the document clearly states that the provisions of the EU Forest Strategy should be taken into account in the National Forest Policies and plans for the development of forests and forest sectors of the EU countries, where Ukraine, based on the legally established course, seeks to get to (New Forest Strategy of the European Union, n/d).

It is seen that the real will of the authorities to follow the policy of gradual implementation of the legal standards of the European community existence in general, and the sphere of its forest relations in particular, to the system of the fundamental principles of the activity of our state, the real implementation, first of all, of the principles of implementing such standards into the work of domestic organizations, starting from the highest executive level, the consistent implementation of the anti-corruption policy in the system of public administration bodies will nevertheless lead to a significant improvement in the sustainable development of the forest sector as a natural wealth of our state.

The effectiveness of the regulation of fire safety in forests directly depends on the quality of the regulatory provision of relations in the forest industry, which, in turn, is formed through the definition of the appropriate state strategy. Currently, we consider it expedient to highlight in the General Strategy of sustainable development in the field of forest relations a section on the definition of tools aimed at increasing the level of fire safety in forests.

At the same time, we emphasize the need to develop, adopt and implement such a Strategy, because the effectiveness of ensuring fire safety in forests directly depends on the effectiveness and sustainability of management in the forest industry as a whole. And the fact that the need for systemic changes in the management of the forest industry is urgent is beyond anyone's doubt.

Conclusions

Thus, we see the need for the development and adoption of the Forest Strategy of Ukraine, with a section on defining tools aimed at increasing the level of fire safety in forests, based on the principles of the Forest Strategy of the European Union, in particular: sustainable and multi-purpose management of forests, balanced use of various resources and forest services, ensuring forest protection; resource efficiency, optimizing the contribution of forests and the forest sector to the development of rural areas, economic growth and job creation; global responsibility for the forest, stimulation of sustainable (responsible) production and consumption of forest products.

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CUESTIONES POLÍTICAS

Vol.40 Nº 75

Esta revista fue editada en formato digital y publicada en diciembre de 2022, por el **Fondo Editorial Serbiluz, Universidad del Zulia. Maracaibo-Venezuela**

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