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Genesis of public administration of sustainable development in the field of environmental security

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Abstract

This article aims to theoretically complement scientific knowledge on the genesis of public administration in the field of environmental security. The research methodology is based on a procedure involving the formulation of a hypothesis, the search for means to verify it and the application of the results obtained.

The results represent a scientific novelty: a substantiated proposal on the application of the dual genesis of the public administration of sustainable development in the field of environmental safety, as well as a presented list of the institutional norms and strategic documents governing its current state. The conclusions of the paper summarize the fundamentals and outline approaches to the systematization of the genesis of the public administration system, in the field of ecology as one of the spheres of sustainable development. The discussed theoretical achievements and retrospective can serve to develop and deepen the concept of sustainable development and simultaneously develop a list of institutional norms aimed at restoring the environmental security of Ukraine. Definitely, the restoration is necessary due to the large-scale military aggression of Russia and uncertainty about the types and scales of further environmental destruction.

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Keywords: public administration; environmental safety; nature care; natural environment protection policies; sustainable development.

Génesis de la administración pública del desarrollo sostenible en el campo de la seguridad ambiental

Resumen

Este artículo pretende complementar teóricamente el conocimiento científico sobre la génesis de la administración pública en el ámbito de la seguridad medioambiental. La metodología de la investigación se basa en un procedimiento que implica el planteamiento de una hipótesis, la búsqueda de medios para verificarla y la aplicación de los resultados obtenidos. Los resultados representan una novedad científica: una propuesta fundamentada sobre la aplicación de la génesis dual de la administración pública del desarrollo sostenible en el ámbito de la seguridad medioambiental, así como una lista presentada de las normas institucionales y los documentos estratégicos que rigen su estado actual. Las conclusiones del trabajo resumen los fundamentos y esbozan enfoques para la sistematización de la génesis del sistema de administración pública, en el campo de la ecología como uno de los ámbitos del desarrollo sostenible. Los logros teóricos y la retrospectiva tratados pueden servir para desarrollar y profundizar en el concepto de desarrollo sostenible y, simultáneamente, elaborar una lista de normas institucionales encaminadas a restaurar la seguridad medioambiental de Ucrania. Definitivamente, el restablecimiento es necesario debido a la agresión militar a gran escala de Rusia y a la incertidumbre sobre los tipos y escalas de una mayor destrucción medioambiental.

Palabras clave: administración pública; seguridad medioambiental; cuidado de la naturaleza; políticas de protección del entorno natural; desarrollo sostenible.

Introduction

- **Relevance**

The relevance of the issue under research is determined by the place and role of ecology in the existing studies related to the sustainable development concept. The experience of developed countries shows that it is difficult for any state to implement an effective environmental policy. This statement

is applicable even for a prosperous economy (Zelinska *et al.*, 2021). This is why the environmental legislation ratified by the international community shall be improved not only at the legislative level, but also at the level of regulation of relations in the field of natural resource management, environmental protection and environmental security.

The relevance of this study is also emphasized by the practical importance of the system of public administration of nature management, compliance with the requirements of environmental legislation, establishing control over compliance with environmental security provisions, ensuring effective and comprehensive measures for nature protection, rational use of natural resources. In particular, some supervisory functions of the Ministry of Environmental Protection and the Ministry of Agrarian Policy of Ukraine are doubled (Samofatova *et al.*, 2019). This issue also needs an urgent solution.

Public administration of ecology as one of the important areas of sustainable development is reduced to the legal regulation of the relevant theoretical and practical issues. The subjects of such regulation are government bodies, local self-government bodies, public associations. Their activities are aimed at ensuring the effective use of natural resources, protection of the natural environment, ensuring environmental security by authorized persons (natural and legal entities) through the compliance with the environmental legislation, preventing probable deterioration of the ecological situation and protecting the rights of citizens to ecological living conditions.

The aim of the article is supplementing and theoretical generalization of scientific knowledge about the genesis of public administration in ecology as one of the most important areas of sustainable development. The research objectives provide for resolution of the issues regarding the identification of the stages of development of the public administration system in the environmental field, as well as determination of the main institutional norms that formed its genesis and created public administration relationships aimed at the restoration of ecology and prudent nature management.

- **Academic novelty**

The authors of this article were the first to propose a dual genesis of public administration of sustainable development in the field of environmental security of Ukraine, and make a list of institutional norms and strategic documents that determine its current state.

1. Literature review

In recent years, the Verkhovna Rada of Ukraine and the Cabinet of Ministers of Ukraine have quite regularly adopted laws and resolutions on environmental protection, but they were almost not implemented for a number of objective and, in some cases, quite subjective reasons (Shynkaruk *et al.*, 2020; Salnikova *et al.*, 2019).

The review of the Constitution and laws of Ukraine made it possible to identify a comprehensive list of obligations assigned to citizens, including those in the environmental field. Article 66 of the Constitution of Ukraine obliges every citizen “not to harm nature, cultural heritage and to compensate for any damage he or she inflicted” (Verkhovna Rada of Ukraine, 2020). Article 12 of the Law of Ukraine “On Environmental Protection” determines the obligations of citizens in the field of environmental protection (Verkhovna Rada of Ukraine, 2022c).

Zelenkov (2018) and Semenchuk (2013) are one of the most famous researchers in the field of public administration, who singled out the concept of public administration that was new at the time and focused on it. They determined that public administration is aimed at the realization of public interests and includes such components as governance (the subject is public authorities) and public management (the subject is public institutions) (Zelenkov, 2018; Semenchuk, 2013).

The well-known researchers who study another specialized concept “state environmental policy”, “mechanism of public administration”, its classification and main provisions include: Andriyenko and Shako (2016), Malysh (2011), Miahchenko (2010), Sakhaev and Shevchuk (1995), Kovbasyuk *et al.* (2010) and others. According to Andriyenko and Shako (2016), the state environmental policy is a component of the government policy, which reflects the totality of its goals and objectives in the field of ecology formed by the political system of the state in accordance with its social purpose and implemented through certain mechanisms.

According to Kovbasyuk *et al.* (2010), state environmental policy is a policy of society aimed at protecting the natural environment, rational use and reproduction of natural resources, preservation and development of the environment to ensure normal life and environmental safety of people.

As Malysh (2011) believes, state environmental policy is a set of tools and measures related to society’s impact on nature and aimed at ensuring ecologically balanced development and civilized attitude. Environmental policy is supposed to mean a coordinating fundamental principle that forms and makes use of the resources of an enterprise (organization) in order to achieve goals in the field of rational nature management, environmental protection, and environmental security through political, economic, legal,

educational, and other measures (Malysh, 2011). Miahchenko (2010) defines the state environmental policy as a system of measures related to the prevention of adverse effects of society on nature.

Sakhaev and Shevchuk (1995) consider the state environmental policy as the development of future priorities with the aim to improve the health of the population and increase life expectancy, the reproduction of flora and fauna, the preservation of the ecological, genetic and material background, natural, historical heritage and culture. The study of Zhyharieva (2014) had evidenced that there was an active search for effective mechanisms and means of public administration in the field of environmental security of Ukraine.

Zhyharieva (2014) emphasizes the ecologisation of public administration, she notes that the concept of ecologisation means decision-making and the implementation of measures for achieving better results in any field or branches of society, while striving for preserving the quality of the environment and ensure environmental security.

Modern researchers as Bukanov (2020) and Radchuk (2020) deal with the mechanism of public administration. According to Bukanov (2020), the mechanism of public administration in the field of environmental policy is a system of tools with the following functional objectives: legal regulation in the field of environmental protection; structural-functional and organizational-management support for environmental control and monitoring; promotion of sustainable development of the state, society and territories.

Radchuk (2020) considers the concept of the mechanism of public administration as a set of political, economic, organizational, motivational and legal means of influence of the subject of administration (public authorities and local self-government bodies) on the objects of administration.

According to the shared opinion of these authors, the meaning of each of the mechanisms of public administration differs depending not so much on subjective academic views, but on the direction of its application in the system of public administration.

Vetvytskyi (2010), Lazor (2003) and others made a significant contribution to the study of aspects of public environmental policy and environmental legislation. In his work Vetvytskyi (2010) studies the state environmental policy as a set of means and measures used by the state to protect and improve the environment, to provide the effective combination of nature management and nature protection and ensure the normal life of citizens, which has two dimensions — normative and regulatory.

Lazor (2003) provides the definition where the administration in the field of ecology and natural resources means the influence of society on the environment, in particular on its protection, rational use and reproduction, and management as a process in the field of ecology and natural resources means the legitimacy of relevant institutions – state, self-governing and public – to perform certain functions.

Dombrovska *et al.* (2017) studied public administration from the perspective of social, economic, and ecological development. They pointed out that it is appropriate to consider a set of methods and tools of state influence in the field of environmental protection, rational nature management, development of the “green” economy and improvement of citizens’ well-being as the mechanism of public administration in the field of security of social, ecological and economic systems.

So, the literature review revealed a number of definitions of the concept of “state environmental policy” provided by some researchers. Researchers consider this definition quite differently. Therefore, there is currently no single approach to the interpretation of this term.

2. Research methodology

The research design consisted of several stages and began with a hypothesis that describes a set of interrelationships between public administration phenomena related to the issue under research. Interrelationships of the definitions necessary for the academic definition of the public administration phenomena described in the article were also taken into account.

The ways of practical and scientific verification of the proposed interrelationships were planned when advancing the hypotheses. The research conducted on this basis was later used as the ground for interpreting its results. As the article is mostly theoretical and monodisciplinary in nature, the

hypothesis was supported by the study and systematization of existing theories, concepts and publications in the relevant field of public administration. The hypothesis was not refuted at this stage, and the course of implementation did not change during the work on the article.

The validity of the study was achieved based on the aim of the article.

The research objectives determined the need for a thorough sampling. The conceptual statements and academic publications chosen for further theoretical analysis enabled to fully represent the research results. The publications were selected with a view to the verification of the entire list of further conclusions on the issue under research.

The research design and approach to the sample were used to substantiate the historical foundations of public administration in one of the main areas of sustainable development, namely, in the field of environmental security of Ukraine. The literature review was used to review theoretical concepts and norms, and the method of data classification was used to identify the elements of ecology and mechanisms of public administration in this area.

3. Research results

Public administration in the field of environmental security of Ukraine dates back to August 24, 1991, when Ukraine gained independence. The declaration of independence of Ukraine was followed by the restoration of the entire system of public administration of the country, the formation of the legislative framework, the formation of new and the reformation of already existing power institutions. The system of public administration and the state machinery that existed at that time in Ukraine was based on the model of Soviet dogmas and did not comply with sustainable development, it required changes (Omarov, 2016).

In this regard, the authors are the first who proposed the genesis of the development of public administration in the field of environmental security of Ukraine, defined and considered its stages:

The first stage is legislative (1991-2011). This period included the stage of powerful law-making with the involvement of the leading Ukrainian researchers, which resulted in adoption of the regulatory legal acts of Ukraine, most of which are currently valid:

- Law of Ukraine “On the Environment” (1991) (Verkhovna Rada of Ukraine, 2022c);
- Law of Ukraine “On the Nature Reserve Fund of Ukraine” (1992) (Verkhovna Rada of Ukraine, 2021b);
- Law of Ukraine “On Protection of Atmospheric Air” (1992) (Verkhovna Rada of Ukraine, 2022);
- Resolution of the Verkhovna Rada of Ukraine “On the Red Book of Ukraine” (1992) (Verkhovna Rada of Ukraine, 1992) (was replaced by the Law of Ukraine “On the Red Book of Ukraine” (2002) (Verkhovna Rada of Ukraine, 2021c));
- Law of Ukraine “On Animal World” (1993) (Verkhovna Rada of Ukraine, 1993) (was replaced by the Law of Ukraine “On the Animal World” (2001) (Verkhovna Rada of Ukraine, 2021a);

- Law of Ukraine “On Environmental Expertise” (1995) (Verkhovna Rada of Ukraine, 1995) (was replaced by the Law of Ukraine “On Environmental Impact Assessment” (2017) (Verkhovna Rada of Ukraine, 2022b));
- Subsoil Code of Ukraine (1994) (Verkhovna Rada of Ukraine, 2022d);
- Forest Code (1994) (Verkhovna Rada of Ukraine, 2022a);
- Water Code (1995) (Verkhovna Rada of Ukraine, 2022e) and others.
- The Resolution of the Verkhovna Rada of Ukraine of 29 October 1992 approved the Regulation on the Red Book of Ukraine (Verkhovna Rada of Ukraine, 1992) as the main document governing the protection of animal and plant life. The Red Book of Ukraine is an official state document that contains a list of rare, vulnerable and endangered species of animal and plant life in the territory of Ukraine, as well as general information about the current state of these species and measures for their preservation. Species listed in the Red Book of Ukraine are protected on the entire territory of Ukraine, its continental shelf and exclusive marine economic zone. It is regulated by the Law of Ukraine “On the Red Book of Ukraine” No. 3055-III of 7 February 2002 (with subsequent amendments) (Verkhovna Rada of Ukraine, 2021c).

The first edition of the Red Book of Ukraine was published in 1980 in one volume entitled *The Red Book of the Ukrainian SSR* by Naukova Dumka publishing house. The first Red Book of Ukraine included 85 species (subspecies) of animals: mammals (29), birds (28), reptiles (6), amphibians (4), insects (18) and species of higher plants (151).

The second edition of the Red Book of Ukraine was approved by the Resolution of the Verkhovna Rada of Ukraine of 29 October 1992. It had two volumes, which were published with a two-year interval by *Ukrainska Entsyklopedia* publishing house: in 1994 — the *Animal World* volume, and - the *Plant World* volume in 1996. The second edition included 382 species of animals and 541 species of plants. Compared to the first edition, the number of animal species increased by 297, and the number of plant species increased by 390.

The third edition of the Red Book of Ukraine was published in 2009. It includes 826 species of plants: vascular plants (611), bryophytes (46), algae (60), lichens (52), fungi (57). The number of animal species in the third edition compared to the second edition increased by 160 species, while 191 species were included in the Red Book, and 31 were excluded, including 27 species of insects, 2 species of fish and 2 species of mammals.

On March 3, 2021, the Ministry of Environmental Protection and Natural Resources of Ukraine published an approved Order with an updated list of animal species listed in the Red Book of Ukraine (Order of the Ministry of Environmental Protection of January 17, 2021, approved by the Ministry of Justice on March 1, 2021, entered into force on March 12, 2021). The fourth edition of the collection of the Red Book of Ukraine is currently being prepared.

The Main Directions of State Policy in the Field of Environmental Protection, Use of Natural Resources and Environmental Security were approved during this period. According to the authors, this document initiated the public administration in the field of environmental security of Ukraine. It was approved by Resolution of the Verkhovna Rada of Ukraine No. 188/98-VR of 5 March 1998, which became invalid on January 1, 2020 (Verkhovna Rada of Ukraine, 1998).

This document defines not only the goal and priority objectives of environmental security, but also the mechanisms of their implementation, directions of harmonization and integration of environmental security of Ukraine. This document, which combines strategic goals with specific objectives, is the basis for the development of state programmes in the field of environmental protection and environmental security (Bardina, 2013).

The goals of the strategy of public management in the field of environmental security in that period were: institutional reform of the state system of environmental protection and use of natural resources, implementation of mechanisms and tools of environmental policy, implementation of priority national and state programmes with the aim of creating conditions for sustainable balanced development of the state; formation of the state system of environmental security regulation as an indispensable component of Ukraine's national security (Verkhovna Rada of Ukraine, 1998; Borysyuk, 2013).

The second stage is administrative (2011-2019). The emphasis on management decisions and on the organizational mechanism of public administration in the field of environmental security was made during this period.

The following regulatory legal acts were approved at this stage of the development of public administration in the field of environmental security of Ukraine:

Law of Ukraine "On Approval of the State Programme for the Development of Water Management and Ecological Improvement of the Dnipro River Basin Until 2021" (Verkhovna Rada of Ukraine, 2012);

Decree of the President of Ukraine No. 111/2021 "On the Decision of the National Security and Defence Council of Ukraine of 23 March 2021 "On

Challenges and Threats to the National Environmental Security of Ukraine and Priority Measures to Neutralize Them” (President of Ukraine, 2021);

Decree of the President of Ukraine No. 722/2019 “On the Sustainable Development Goals of Ukraine Until 2030” (President of Ukraine, 2019);

Law of Ukraine “On the Basic Principles (Strategy) of the State Environmental Policy of Ukraine Until 2020” No. 2818-VI of 21 December 2010 (hereinafter referred to as the 2020 Strategy) was also in force at that time, which became invalid on January 1, 2020 (Verkhovna Rada of Ukraine, 2010a).

The goals of the strategy of public administration in the field of environmental security in that period were the following: increasing the level of public environmental awareness, improving the ecological situation and increasing the level of environmental security, achieving a safe environment for human health, integrating environmental policy and improving the system of integrated environmental management, halting the loss of biological and landscape diversity and creating an ecological network, ensuring ecologically balanced nature management, improving regional environmental policy (Verkhovna Rada of Ukraine, 2010a; Rylach, 2018).

The Plan of the National Environmental Policy in Ukraine for 2011-2015 and the Plan of the National Environmental Policy in Ukraine for 2016-2019 were approved in accordance with the 2020 Strategy.

The third stage is the public values stage (2020-2030). This period is characterized by the manifestation of public management in the field of environmental security. It is based on the combination of solving economic and environmental problems in the process of reforming society, creating motivation, requests and conditions for solving environmental problems at the national, regional and local levels.

Law of Ukraine “On the Key Principles (Strategy) of the State Environmental Policy of Ukraine for the Period till 2030” No. 2697-VIII of February 28, 2019 (hereinafter referred to as Strategy-2030) (Verkhovna Rada of Ukraine, 2019) is in force. The item “Ensuring Ecologically Balanced Nature Management” of this document says that the Resolution of the General Assembly of the United Nations Organization “Transforming our world: the 2030 Agenda for Sustainable Development” was adopted in September 2015 (Bobkova *et al.*, 2020a).

A national system of sustainable development goals was developed in Ukraine. It should provide a background for further planning of Ukraine’s development, overcoming imbalances in the economic, social and environmental spheres; ensure such a state of the environment that will contribute to the quality of life and well-being of current and future

generations; create the necessary conditions for a social contract between the government, business and civil society to improve the quality of life of citizens and guarantee socio-economic and environmental stability; achieve a high level of education and public health protection; implementation of regional policy, which will be based on a harmonious combination of national and regional interests; preservation of national cultural values and traditions (Pushak *et al.*, 2021; Bobkova *et al.*, 2020b; Hulych, 2014).

The goals of the strategy of public administration in the field of environmental security in this period are: the formation of ecological values in society and the principles of sustainable consumption and production, ensuring the sustainable development of Ukraine's natural resource potential, ensuring the integration of environmental policy into the decision-making process regarding the socio-economic development of Ukraine, reducing environmental risks in order to minimize their impact on ecosystems, socio-economic development and health of the population, improvement and development of the state system of environmental management (Verkhovna Rada of Ukraine, 2019; Ivanchenkova *et al.*, 2021).

In accordance with the Strategy-2030, the National Action Plan for Environmental Protection till 2025 is currently approved, Decree of the Cabinet of Ministers of Ukraine No. 443-r of 21 April 2021. About 250 national, national, international, sectoral and regional programmes financed from state budget have been developed and implemented in Ukraine. Of them, 137 are directly related to the environmental security (Zybareva *et al.*, 2021; Khylo, 2017).

4. Discussion

Public administration in the field of ecology is based on a combination of forms and methods of direct and indirect management. The state exercises direct administration by establishing ecologically justified prohibitions, mutual obligations for waste disposal, requirements for material recycling. Indirect administration is exercised with the help of economic levers: customs duties, taxes, benefits, subsidies, financial action means, etc. (Zhulavsky and Gordienko, 2016; Verkhovna Rada of Ukraine, 2010b).

The administration in the field of ecology is reduced to regulation through the involvement of legal levers of social relations. The subjects of such regulation are public authorities, local self-government bodies, and partly public associations. Their activities are aimed at ensuring the effective natural resource management, environmental protection, and environmental security by authorized persons (individuals and legal entities) through compliance with environmental legislation, prevention

of possible deterioration of the environmental situation, and protection of citizens' rights to environmentally safe living conditions (Holynska and Bieloshapka, 2020).

According to Bukanov (2019), the goal of public administration in the field of environmental security is to achieve a satisfactory state of the natural environment by implementing an ecological system approach in all directions of the socio-economic development of Ukraine with the aim of ensuring the constitutional right of every citizen of Ukraine to a safe environment, preservation and reproduction of natural ecosystems, as well as balanced nature management.

The main task of the Concept of Sustainable Development of Ukraine is to ensure the integration of environmental policy into the strategy of socio-economic reforms. The concept of sustainable ecologically safe development was adopted by the world community at the United Nations Conference on Environment and Development (Rio de Janeiro, 1992). Its main goal is to ensure a balanced solution of social and environmental issues, preservation of the natural environment and natural resource potential in the future.

The first principle of the Rio Declaration on Environment and Development states: "Human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature." The sustainable development is supposed to meet the current needs without limiting the interests of future generations (Rylach, 2016).

Work is being carried out in Ukraine to create a unified state system for the use and reproduction of natural resources, aimed primarily at the development of the system of keeping natural resources cadastres, improving the regulatory and legal support for issuing permits and licenses for nature use. The areas of the nature reserve fund continue to increase despite the complications that arose during the creation of the nature reserve fund facilities in connection with the land reform.

The legislative framework in the field of environmental security and waste management is also being improved. The main goal of the environmental policy of Ukraine is to guarantee the environmental safety to Ukrainian citizens (Shcherbak *et al.*, 2020).

The authors hold that there is currently a significant anthropogenic load in the ecological field in Ukraine. It was caused by military operations as a result of the invasion of Russian troops from Russia and Belarus on a large part of the territory of Ukraine.

In this context, public administration in the field of environmental security should include a number of priority measures: providing the population with high-quality drinking water and food, introducing the

latest energy-saving technologies; protection of forests, agricultural lands, development of effective innovative business activity; use of alternative energy sources, etc.

So, we are currently witnessing the actual beginning of the third stage of the development of the public administration system in the field of environmental security. The authors advance a thesis that this stage may have the main feature associated with the restoration of ecology. This feature is decisive in the description of the promising issues of future institutional norms and strategic documents aimed at the restoration.

The study presented a retrospective of the development of institutional norms, their division into historical stages, a classic definition was provided. However, the uncertainty of the timing and scale of further environmental losses and destruction caused by Russia's military aggression on the territory of Ukraine hindered a complete description and characteristics of the public administration relations that will be built during the latest historical stage of the development of the concept of sustainable development.

Conclusions

The practical significance of the author's research is the summarized foundations and outlined approaches to the systematization of the genesis of the public administration system in the field of ecology as one of the areas of sustainable development. The theoretical achievements and the retrospective covered in the article can be used in the future to develop and deepen the concept of sustainable development, as well as to make a list of institutional norms aimed at restoring the environmental security of Ukraine. The restoration is necessitated by Russia's large-scale military aggression and caused by the problem of uncertainty of the types and scales of further environmental destruction.

The analysis of the features of the historical retrospective of public administration in the field of environmental security carried out in the article gave grounds to determine that the corresponding genesis was formed under the simultaneous influence of two main factors. So, the genesis is dual and demonstrates both the specifics of government regulation and the specifics of the scope of application of security tools in the system of public environmental management.

Focusing on this aspect, the authors revealed that the main purpose of activity — the mission of using tools of public administration in the field of environmental security — is primarily the protection of society, the state, and the natural environment. The issues of strengthening the influence of public administration are urged in the current conditions by

the aggravated problems of environmental security and protection of the natural environment, which, along with other resource losses, have suffered significant wartime destruction and require urgent restoration.

The need for the restoration requires strengthening of the influence of the principles of sustainability and balance of socio-economic development in the post-war period, while determining the nature of the future third stage in the genesis of public management in the field of environmental security. This thesis determines the prospects for further research on the subject proposed in this article.

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