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**IMPROVEMENT OF THE ADMINISTRATION
SYSTEM IN THE FIELD OF NATURAL RESOURCES
USE**

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Introduction. The main content of modern trends in the rational use of natural resources is aimed at reducing all types of resource flows per unit of produced products or services at different levels of economic activity and minimizing the generation of waste per unit produced national product. The rational use of natural resources directly depends on the development of the permit system, reducing the scale of material and resource flows of economic activity.

Aim and tasks. The purpose of the article is to substantiate the main directions of improvement of the administrative system in the field of licensing services of nature use, as an instrument for promoting the process of transition to environmental friendly technologies and reducing the resource intensity of production.

Research results. The article outlines directions for improving the administration of licensing services in the field of nature management, taking into account the need to reduce the volume of material and resource intensities of economic activity. It is substantiated that it is not necessary to approach this procedure formally when issuing permits for the use of natural resources (based on the emissions during the operation of this equipment) and taking into account such factors as existing of ecologically clean technologies, the assimilation potential of the territory, the existing environmental burden and external effects. When administering the permitting system in the environment, it is necessary to create a separate structural subdivision at the Centre of administrative services. Also, it is necessary to establish an electronic document flow between the licensing and administrative centres, the subject of the use of natural resources and organizations authorized to issue permits for handling natural resources, and the creation of a unified database, contained and gathered information from the "History of the use of natural resources for a business entity". Information of this document should help to make influential decisions such as the directions of natural resources use, a system for monitoring their use, and the basis for the revocation of the permit in case of non-fulfilment of its conditions.

Conclusions. The permit system in environmental use should be aimed at preserving the environment, taking into account the interests of producers of goods and services, their consumers and third parties living or staying in the region. The system for obtaining permits for the use of natural resources and for emissions into the atmosphere, discharges into water facilities and the placement of wastes in the natural environment should be, on the one hand, simplified and exempt from corruption mechanisms, and on the other hand, simplified and accessible to the subjects of their obtaining.

Key words: permit system, administration in the field of nature management, distribution of natural resources, administrative services; permits for the use of natural resources.

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УДОСКОНАЛЕННЯ СИСТЕМИ АДМІНІСТРУВАННЯ У СФЕРІ ПРИРОДОКОРИСТУВАННЯ

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Проблема. Основний зміст сучасних тенденцій у раціональному використанні природних ресурсів спрямований на зменшення всіх видів ресурсних потоків на одиницю виробленої продукції або наданих послуг на різних рівнях ведення господарської діяльності, мінімізація утворення відходів на одиницю виробленого національного продукту. Раціональне використання природних ресурсів безпосередньо залежить від розвитку дозвільної системи на поводження з ними, скорочення масштабів матеріало- та ресурсопотоків господарської діяльності.

Мета та завдання. Метою статті є обґрунтування основних напрямів удосконалення адміністративної системи в області надання дозвільних послуг в сфері природокористування, як інструменту сприяння процесу переходу на екологічно-чисті технології та зменшення ресурсоемності виробництва.

Результати. В статті визначено напрями удосконалення адміністрування дозвільних послуг у сфері природокористування з урахуванням необхідності скорочення обсягів матеріало- та ресурсоемності господарської діяльності. Обґрунтовано, що при видачі дозволів на природокористування необхідно підходити до цієї процедури не формально, виходячи з викидів при роботі даного обладнання, а з урахуванням існуючих екологічно чистих технологій, асиміляційного потенціалу території, існуючого навантаження на довкілля та екстернальних ефектів. При адмініструванні дозвільної системи у природокористуванні необхідно створити окремий структурний підрозділ у Центрі надання адміністративних послуг. Необхідно налагодження електронного документообігу між дозвільними та адміністративними центрами, суб'єктом використання природного ресурсу та організаціями уповноваженими у видачі дозволів щодо поводження із природними ресурсами, а також створення єдиної бази даних на основі «Історії природокористування суб'єкту господарської діяльності». На основі інформації даного документу мають прийматися рішення щодо напрямів використання природних ресурсів, формуватись система контролю за їх використанням, а також основа для анулювання дозволу при невиконанні його умов.

Висновки. Дозвільна система в природокористуванні має бути направлена на збереження довкілля, урахування інтересів виробників товарів та послуг, їх споживачів та третіх осіб, що проживають або перебувають на території регіону. Система одержання дозволів на використання природних ресурсів та на викиди в атмосферу, скиди у водні об'єкти та розміщення відходів у природному середовищі має бути з одного боку спрощеною, звільненою від корупційних механізмів, а з другого боку спрощеною та доступною для суб'єктів їх одержання.

Ключові слова: дозвільна система, адміністрування у сфері природокористування, розподіл природних ресурсів, адміністративні послуги; дозволи на використання природних ресурсів.

Introduction. The main content of those modern concepts of rational nature management, which are used in the developed countries, is directed to the reduction the scale of material and resource streams at the different levels of conducting economic activity and also have the purpose to decrease in volumes of consumption and resources power, transition to the alternate substitutes of natural resources and also the minimization of formation of a wastage on unit of the produced national product.

The problem of the national natural resources distribution connects to the using of administrative tools, including planning, regulation and control over their rational using. In the national system of public administration, the functions of environmental management are largely concentrated at the level of executive authorities in the field of nature management. However, the development of market relations in the country encourages the development of new ones and improves existing organizational and economic mechanisms to the disposal and distribution of natural resources. To a large extent this concerns the enhancement of the system of administrative management of nature usage, including requirements for economic entities that receive permits for handling natural resources. After all, nowadays these permits are issued without proper economic and environmental justification, which ultimately do not promote the introduction of innovative ecologically oriented technologies into production processes.

Analysis of recent researches and publications. Scientific works of domestic and foreign scientists testify to considerable work on theoretical bases, principles and mechanisms of regulation of the rational using of natural resources; in most scientific works the emphasis is placed on the formation of regulatory mechanisms for the allocation of natural resources, minimization of their use, rational distribution of material and resource flows, and ensuring transition to sustainable development, among there are works of such scientists: N. Andryeyeva [1], B. Burkynskyi [2], I. Bystryakov [3], O. Veklych [4], S. Illyashenko [5], B. Danylyshyn [6], A. Fedorischeva [7], M. Khvesyk [8, 9], L. Melnyk [10], I. Sotnik [11] and others.

The main purpose of the article consists of the substantiate the main areas of the improvement of the administrative system regarding the granting of permissive services in the field of nature use, as an instrument for promoting the process of transition to environmentally sound technologies and reducing material and resource intensiveness of economic activity.

The article deals with the following issues:

- the current state of administration of licensing services in the field of nature management is analyzed;
- the procedural aspects of work permit centers are defined;
- the directions of the improvement of the administration of licensing services in the context of reduction of material and resource intensity of economic activity are justified.

Results. Ukraine possesses significant natural resources and economic potential for their use, sometimes with negative resources and changing forms and ownership rights to them. Such processes determine the need to regulate the issues of their treatment through the improvement of the state administration system (granting and obtaining permits), in particular on the use of land, water, animals, plants, recreational resources, resources of the subsoil, etc. In the view of the fact that in different countries of the world, against the background of the formation of a post-industrial, informational and network economic system, the concept of administrative management is replaced by the concept of an effective state, which envisages the expansion of non-state initiatives and increased responsibility for the rational use of budget funds. In the domestic sphere of nature use it is necessary to gradually adjust the civil servants to work on the principles of administration, formation and implementation of environmental measures, as well as the rational use of budgetary funds in the field of handling natural capital.

The ongoing administrative reform in Ukraine should change the relationship between the executive authority in the field of nature management and economic entities (individuals and legal entities), in particular, it concerns obtaining permits for the extraction of

natural resources from the environment, use the potential of natural resources, pollution of natural resources by the domestic and industrial waste, landscaping, etc. The specifics of the sphere of nature management consider that some separate services of the rational use of natural resources can be carried out both by executive authorities and non-governmental organizations. International rules of administration require changes to the existing approaches in our state to the provision of administrative services and treatment of the persons to whom they are provided, as well as the supremacy of the principle of "the client is always right" and his interests are paramount. An alternative to applying either to a state or to a non-governmental organization should be given to the client.

The introduction of the administrative reform should create conditions for the development of an administrative management system based on the principle of competition between state authorities in the field of nature management and non-governmental organizations (provision of services in the field of nature management, etc.). A market approach to the state management of natural resources should eliminate the bureaucratic hierarchy, support decentralization of functions and increase the role of local self-government.

From our point of view, the key directions for improvement of the sphere of administrative management of natural resources are: rationalization of the structure, functions and methods of activity of executive authorities in the field of nature use, simplification and reduction of ineffective subdivisions; introduction of an effective system of state control on the principles of the ecosystem approach; deregulation and improvement of the system of management services in the field of nature management, provided at different levels of executive power; improvement of the system of training of managerial personnel and the mechanism of appointment to managerial positions, the introduction of such market elements as a contractual system for employees with the development of a mechanism for assessing their work and responsibility for decision-making; updating of the legislative base of administrative legal relations, organizational and legal support for the

development of the environmental management system [12].

Nowadays the domestic legislative and regulatory framework in this field is not sufficiently developed and does not contribute to the effectiveness of the provision of permit services, to the monitoring and to the control over the rational use of natural resources [13, 14, 15]. Because of the specificity, diversity and increase in the volume of administrative services in the field of natural resources, one of the important issues is the necessity to create appropriate structural units in the existing centers for the provision of administrative services (CPAA). As of the date 10/19/2017 there are 675 these centers and 48 their territorial subdivisions [16]. However, none of them provides permitting services for handling natural resources. Unfortunately, permission centers and the CPAA are not united into a single structure, they operate separately, and that in general reduces the efficiency of providing administrative services. For obtaining permits for the use of natural resources interested subjects are obliged to independently collect the whole package of necessary documents and apply to the central authorities, which are responsible for the use of natural resources (Fig. 1).

In accordance with the procedure for obtaining a permit for the subject of circulation, it is provided for the filling of information cards containing a certain list of necessary documents, some of which practically do not reflect the real state of their economic activity. In addition, these procedures take a lot of time and some transport costs.

The introduction of institutional changes in the establishment of a unified system of permit centers in environmental use with the relevant authorized structures in the CPAA should be theoretically and practically substantiated. The coordinated actions of these two institutions should ensure the implementation of the administrative services that are necessary for economic entities to obtain permits for the use of water, land, recreational, marine resources, fauna and other ecosystem services that are in the natural state, and to promote the formation of rational flows of natural capital [17, p.245].

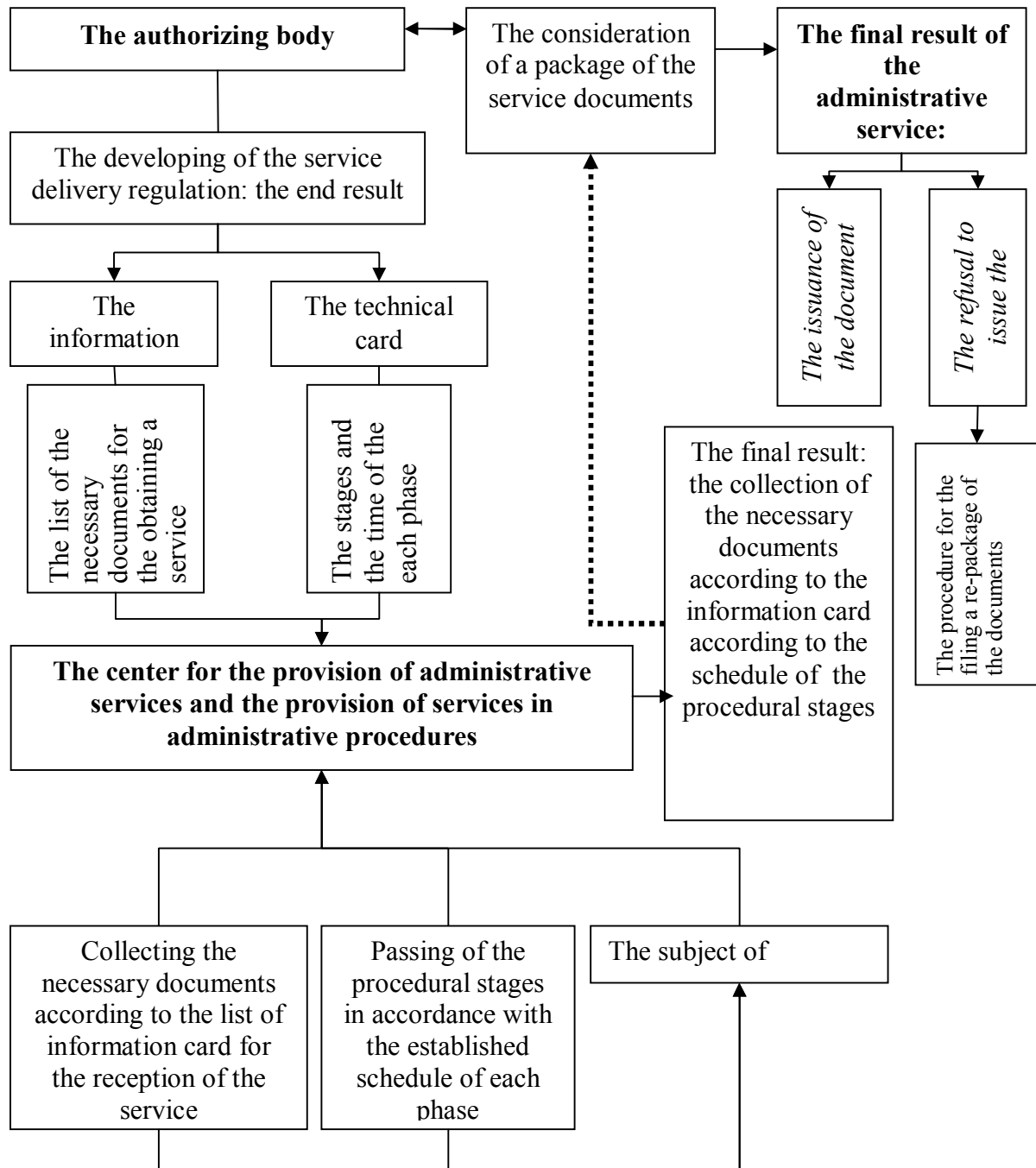


Fig.1. The scheme of the passage of the stages of the obtaining a permit for the natural resources use

Source: own elaboration.

In environmental usage, the permits granting for emissions, discharges and disposal of waste in the natural environment, as well as the use of natural resources is regulated by the regulatory documents and should be provided to any economic entity that uses them in their economic activities. Permitting services in nature use are fundamentally different from other types of services in general and in various

areas of nature use in particular, as it is important to know the circumstances of the conducting economic activity of the interested person and its technical and technological parameters, on the basis of which a decision is made on possible, rational volumes of using natural resources. For instance, administrative services for providing extracts from natural resource inventories, registration services for

economic activities do not increase the environmental burden, but only reflect the existing situation. Although permitting emissions, pollutant discharges, etc., have a significant impact on the state of the environment and causes large external social and economic impacts.

Proceeding from the specificity and multiplicity of the directions of use of natural resources, as well as the necessity to reduce the material and resource intensity of economic activity, permit centers should grant permits and rights to manage natural resources to economic entities in accordance with the following principles:

- the availability of the latest innovative technologies at the enterprises of the subjects of treatment;
- the multifunctionality of the use of territory;
- the taking into account the existing state of the natural resource potential of the territory and development prospects;
- the specificity of the location and development of productive forces of the region;
- the specifics of the use of natural resources of the region;
- the definition of regional indicators of the quality of natural resources;
- the taking into account the regional environmental nature of production by industry and by enterprises;
- the definition of regional indicators of mortality, fertility, morbidity;
- the establishment of conformity of issued permits in the economic, ecological, organizational and technical plan to the needs of the economy of nature use and dematerialization of social economic systems of the region [18, p. 123-124].

Along with the organizational, economic, technical and technological parameters of the economic activity of the subjects of treatment, administrative authorities, granting permission for the use of natural resources, must adhere to the indicators of external negative and positive effects that affect the processes of reducing the material and the cost-effectiveness of the management. This concerns the issues of real and forecasted opportunities for consumption and pollution of natural resources, in particular the introduction of the latest, innovative

technologies of environmentally sound production, protection and restoration of natural resources, etc. According to the current licensing system of enterprises, permits are received as a quota for the consumption of natural resources (water, fish, etc.). However, the material and amortization of their economic activities, volumes of production and withdrawal of products, emissions of pollutants are not taken into account, although there is no general orientation on the improvement of the status and quality of the existing natural resource potential of the region. Currently, in the overall assessment of the quality of administrative services, the following criteria prevail: they do not reflect the substantial part of the results of the development of the sphere of natural resources using, namely:

- the impressions of citizens on the quality of services received;
- the availability of location for places to visit;
- the engaging electronic forms of communication to receive services;
- the number of hits and time spent on receiving the service.

Modern domestic economy of nature management requires the establishment of an administrative system for granting permits and this should be regulated with the work of the general system of providing administrative services and CNAAs. We propose the provision of licensing services in the use of natural resources to determine the performance indicators of economic entities and take into account the state of the natural resource potential of the territory on which their activities are carried out. With the help of the authorized system it will be able to regulate the man-caused load on all types of natural resources: water, land, atmospheric, resources of plant and animal life in the wild; to adhere to the ecosystem approach to their use; to satisfy the needs of the subject of treatment in relation to the content (result) of the service; to prevent the emergence of negative externalities in the field of nature use from other users (third parties); to store natural objects for future generations.

Thus, the basis for the creation of a database for the issuance of permits and the implementation of other administrative services

in the field of natural resources should be the understanding and compliance with the rule that the permission for the use of natural resources takes into account the external effects of the environment and is in the interests of the stakeholders. In order to improve the quality of service provision in the field of natural resources, a separate structural subdivision within the Center for the provision of administrative services should be created, which is currently operating in the system of administrative services on the principles of the "Single Window". The ease of operation of the new unit should be ensured by the monitoring document developed by us "The history of the nature use of the subject".

The essence of the implementation of this document is the ability to integrate into a single system all information on the use of natural resources by a natural or legal person, taking into account the regional ecological situation, which will ensure the effective management of state executive authorities for the rational use of nature. Each entrepreneur or household in the region must conduct his "history of nature management", which will enable the establishment of a special register to be used by permit authorities and ensure their effective work. Based on the information contained in this document, decisions should be made on the use of natural resources, a system for monitoring their use and the imposition of penalties, including even the cancellation of the permit in case of non-fulfillment of its conditions.

The given information can be used at the request of the subject of economic activity by re-authorization, since it gives an idea of the volumes and directions of the use of natural resources and concrete measures to reduce the material and resource intensity of economic activity. The necessary condition for the effectiveness of the permit system is to maintain a register of environmental users that has received permits and must contain all the "history of the subject of nature management" in electronic form with the public's access to its main indicators.

The basic principles of the formation of access to the user's register of the natural resources use - "The history of the nature resources use for the subject of treatment" [18]:

- the openness and the limited information. All registry data that does not contain economic confidential information (commercial secrets) must be open to specially authorized authorities in the area of issuing permits, as well as inspection and inspection bodies and the public;

- the limited access to data input on permitted volumes of natural resources use and openness of information on obtaining a permit and its main indicators (emissions and discharges of pollutants, etc.);

- the limited access to the input of information regarding the fulfillment of the permit conditions and the openness of information on the fulfillment of the permit conditions;

- the dynamism of information. Information on the use of natural resources within the scope of permission and violations of permit conditions should be monitored at a specified frequency during the validity period of the permit;

- vertical and horizontal information openness for the Permit Center, the Center for providing administrative services and for other organizations that must provide information according to the information card (service regulations).

In accordance with the presented principles, it is possible to identify subjects with access rights to the register for the purpose of making changes to it or familiarization with its information [19, p. 291].

In order to improve the provision of administrative services in the licensing field of nature use, it is necessary to create a unified vertically and horizontally integrated information gathering system for the subject of treatment to form a single information space for the decision to grant or refuse to issue a permit for the use of natural resources. Such a system should be integrated into departmental systems that have the authority to manage and control the use of natural resources (The Ministry of Ecology and Natural Resources of Ukraine, The Ministry of Agrarian Policy and Food of Ukraine, agencies of natural resources, environmental inspections, The Ministry of Economic Development and Trade of Ukraine, The Ministry of Finance of Ukraine) (Fig. 2).

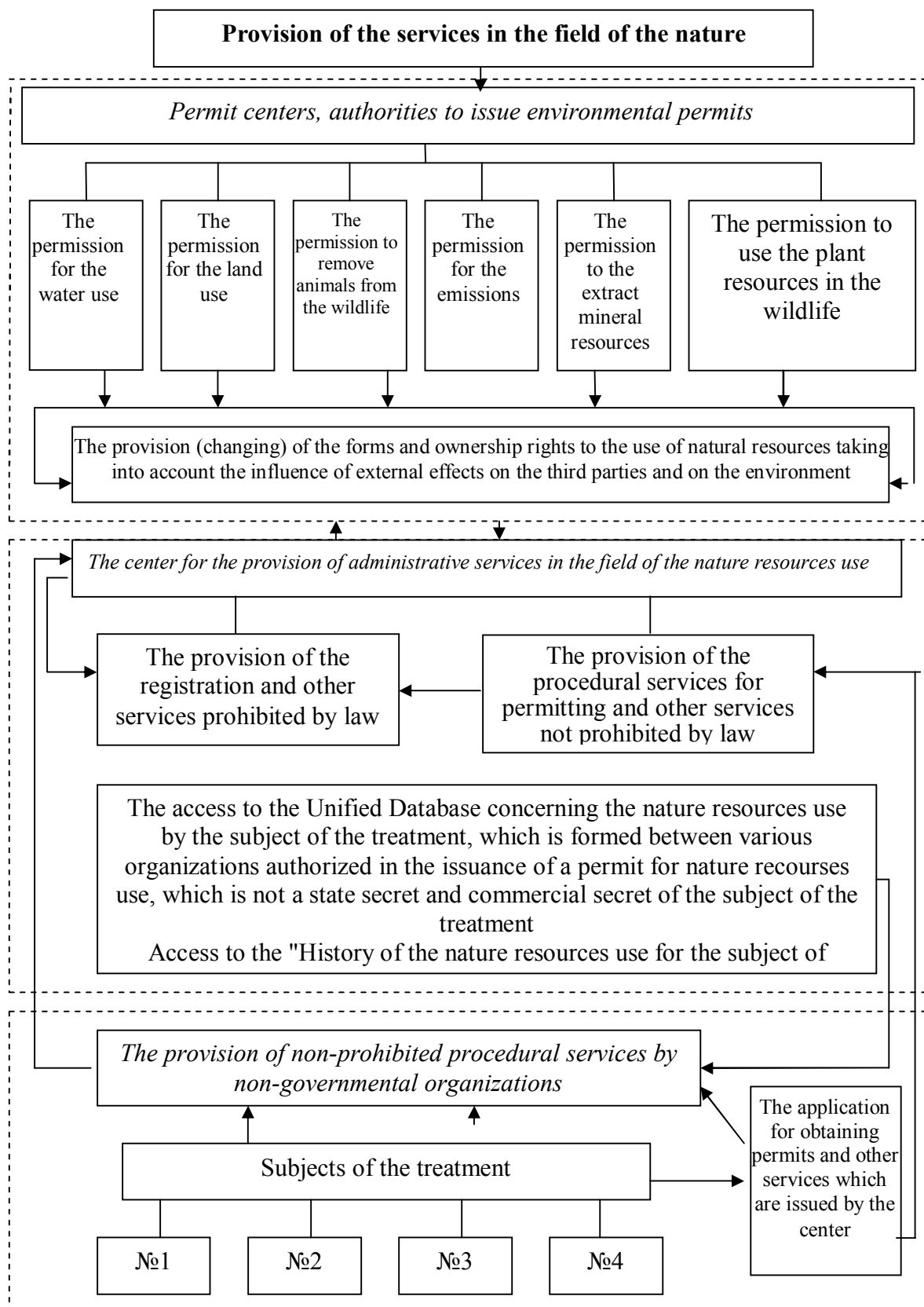


Fig. 2. The proposed system for the obtaining administrative services in the field of nature resources use which is based on the introduction of the procedural services and electronic circulation of the documents

Source: own elaboration

In turn, between these structures there should be interagency coordination regarding the issuance of environmental permits, taking into account the policy of placement and further development of the productive forces of the state and its regions, taking into account the polyfunctionality of territorial ecosystems and minimizing the material and resource intensity of economic activity.

Conclusions and further researches directions. The development of market relations negatively affected the disposal and the distribution of natural resources, permitting administrative services are provided to the economic entities without taking into account positive and negative external effects from the use of natural resources, which ultimately does not contribute to minimizing material and resource consumption, as well as the introduction of innovative environmental technologies in production processes.

In order to provide quality services in the field of natural resources, it is necessary to improve the system of administering permits for handling natural resources, in particular the work of administrative and permit centers, which will promote conservation of natural resources in the regions.

One of the directions of the establishing a process of minimizing the material and amortization of economic activity through the provision of administrative services is the creation of an information database on the history of the nature management of the entity. This will ensure a well-established electronic document flow between licensing and administrative centers, the subjects of the natural resources use and organizations which are authorized to issue permits for the management of natural resources.

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