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METHODOLOGICAL APPROACHES TO THE REGIONS ENVIRONMENTAL SAFETY STATE POLICY FORMATION

The paper analyzes the main methodological recommendations used during a regional environmental policy forming, programs of the environmental safety supporting and also a diagram of the mechanism for environmental safety supporting. The main directions of state support for the processes of ecologization of socio-economic development, environmental and economic indicators for assessing environmental safety at the regional level are disclosed.

Key words: *public administration, public administration mechanisms, regional environmental safety, concept of environmental security, state environmental policy.*

Problem statement. Environmental stress in almost all regions of Ukraine is caused by a number of reasons, among which we should highlight: chemical pollution of some territories; uncontrolled growth in the amount of hazardous industrial and household waste; sunk costs in the organization of land use and forestry; daily discharge into the air space and the water basin of a huge amount of substances harmful to human health, etc.

Recent research and publications analysis. The problems of formation of state policy in the field of environmental safety in Ukraine are devoted to the works of famous scientists and specialists, such as V. Andronov, G. Belyavsky, V. Bugas, B. Burkinsky, A. Veklich, D. Vetrovsky, I. Dragan, A. Zarzhitsky, V. Kravtsev, A. Lazor, N. Malysh, A. Myagchenko, V. Shevchuk and others.

The purpose of the research. The purpose of the paper is to analyze the methodological approaches that can be used in the regions environmental safety state policy formation.

Presentation of basic material of the research. The sustainable development of Ukraine, the high quality of life and health of its population, as well as national security can only be ensured if natural systems are preserved and the appropriate quality of the environment is maintained. The National Security Strategy of Ukraine includes the issue of environmental safety in one of its points, defining it as a guarantee of the stable development of society and favorable living conditions for the population. The strategic goal of the state policy in the field of ecology is the preservation of natural systems, maintaining their integrity and life-supporting functions for the sustainable development of society, improving the quality of life, improving the health of the population and the demographic situation, and ensuring the country's environmental safety. Ukrainian legislation has in its array a large number of laws and administrative-legal acts regulating relations in the field of environmental protection, however, the imperfection of the mechanisms for their implementation poses the task of creating a stable, workable model of their functioning at various levels of government based on the integrated use of centralized planning mechanisms that stimulate regulation and market self-regulation. Within the framework of creating such a model, an important place (as an effective planning tool) is occupied by the process of formation and implementation of environmental policy at all levels of management.

However, with the importance and priority of the state level, it is necessary to shift the emphasis in making and implementing management decisions from the upper levels of the management system to its lower elements - the regions. This does not mean that the government and its structures will thus relieve themselves of responsibility for the state and preservation of the natural environment. It only means that their role is mainly reoriented to the development and monitoring of various kinds of legislative, administrative and executive mechanisms and regulators of environmental management that meet national interests and the processes that are taking place in the world [2, p.134].

At the same time, practical work on the implementation of specific measures in the field of environmental safety supporting, taking into account the specifics of each territorial entity and the regional biogeocenoses that have developed there, should be transferred to the jurisdiction of local governmental entities, which should operate within the framework of various kinds of national regulators set from the top level. As a result, conducting research in the direction of establishing the relationship between socio-economic development and the quality of the natural environment, it is possible to develop a mechanism for optimizing their interaction only on the basis of regulating the processes of territorial development.

Regional environmental policy is a single coordinated system of measures aimed at meeting the environmental needs of the region. It is one of the indispensable conditions for maintaining safety, ensuring socio-economic and geopolitical stability and implementing a regional model of sustainable development.

In the field of ensuring environmental safety in the context of the development of market relations, among the main areas of regional policy should be considered:

- environmentally grounded distribution of productive forces;
- environmentally safe development of industry, agriculture, energy, transport and public utilities;
- rational use of natural resources;
- prevention and elimination of emergencies;
- ensuring the natural development of ecosystems, the preservation and restoration of unique natural complexes in solving territorial problems;
- improvement of management in the field of environmental protection and nature management.

The formed regional environmental policy should be implemented in accordance with the program to ensure environmental safety, the purpose of which is the development and implementation of measures to stabilize and improve the state of the natural environment, rational use and restoration of natural resources through the use of science-based solutions and resource-saving technologies, the mobilization of material and

financial resources, and the coordination of actions of authorities and business entities. In view of the foregoing, the mission of the regional environmental policy can be defined as follows: «Achieving a high quality of the environment and creating safe conditions for human life as the basis for the development of the region in the interests of society as a whole» [3, p.305].

The main principles of the Program for Ensuring the Ecological Safety of the Region include:

- an integrated approach to ensuring safety in the ecosphere as a technogenic safety of the environment and the ecological safety of the population;
- creation of an ecosphere safety system and organization of its information and functional interaction with other security systems;
- determination of the list and features of protected objects, setting clearly formulated tasks for each security entity, the solution of which should be provided with financial and material resources;
- organizational and functional block construction of the system based on the allocation of departmental and facility subsystems for ensuring the environmental safety of municipalities and flexible management of its forces and means (the system or its elements can be temporarily reassigned to other subsystems or, on the contrary, include organizational and functional elements of other subsystems);
- constant increase in the number of participants in the ecosphere safety system;
- multiple application of legally fixed security mechanisms of an organizational, legal, environmental, economic and other nature;
- continuous improvement of the regulatory framework and its implementation as an element of the ecosphere safety system.

В качестве основных целей программы можно выделить:

- 1) The main objectives of the program include: improvement of the legal and methodological framework for the region environmental safety supporting;
- 2) the environmental situation stabilization and improvement;

3) The main goals of the program include: organization of activities for the environmental safety supporting;

4) conservation of biological diversity of natural resources;

5) the quality of life of the inhabitants of the region improving and increasing the population environmental safety level;

6) the anthropogenic level impact on ecosystems reducing and the economic activity environmental safety increasing [4, p.61].

Taking into account the formed goals, the program should cover the priority problems of environmental protection: prevention of integrated environmental pollution; providing the population with high-quality drinking water; improvement of the system for handling production and consumption waste; development of a system of specially protected natural areas and conservation of biodiversity; environmental education and upbringing. As a result, the objectives of the program can be defined as follows:

1) Reduction of emissions into the atmosphere.

2) Improvement of technological processes and modification of equipment.

3) Reducing the volume of polluted wastewater discharges.

4) Construction and reconstruction of sewage treatment facilities and sewerage networks in cities and districts of the region.

5) Improving the system for handling industrial and consumer waste, including ensuring their safe storage, introducing modern technologies for the toxic and hazardous waste neutralization and disposal.

6) Development and improvement of the network of specially protected natural areas.

7) Improving the culture of education and upbringing of the population of the region in matters of environmental protection through the use of various tools: the development of a regional ecological site; education and popularization of the topic in the media; competitions, auctions, conferences, etc.

8) Ecological tourism network development.

9) Investments and extrabudgetary funding attracting to ensure the introduction of advanced technologies in organizations.

10) System for integrating environmental information development into the decision-making system of the regional administration.

11) Principles of environmental management in the work of enterprises implementation.

12) Environmental insurance system development.

13) Regular environmental audit of the region organization and, as a result, regional environmental passport development.

14) Methodological base development for assessing the effectiveness of environmental audit of territories.

15) Incentive system implementation for ensuring environmental safety for municipalities and individual business entities.

16) Establishment under the head of the administration of the regional Coordinating Council to ensure environmental safety.

17) Improving the legislative framework and developing the system of by-laws.

18) Creation of a unified information system - a database (registry) - to ensure environmental safety.

It is advisable to divide the main activities of the program into four blocks: administrative-legal, economic, technical and process and also international. Each block of the program, containing a number of activities, can be divided into investment groups: those that do not require significant investments; projects with a payback period of up to a year; long-term investment projects [1].

Dividing the activities of the program according to the scale of investments, in our opinion, will allow us to approach the solution of the issue of ensuring environmental safety in a more systematic way and will guarantee the timely execution of its points. A regional environmental program can be formed from individual targeted regional, interregional, sectoral, local programs, integrated socio-economic programs for the development of territories, which are developed and implemented in accordance with the

stages of a national program for ensuring environmental safety. Taking into account the time factor, it is advisable to implement the program in two stages:

I. Formation of the methodological base and development of administrative, legal and economic mechanisms for the implementation of the program.

II. Program implementation.

The main executors of the program can be: the Coordinating Council, created under the head of the regional administration; departments of urban economy, education, culture, sports and youth policy of the regional administration; health department; environmental inspections of the region; individual organizations and enterprises. Источниками финансирования программы могут служить средства областного, местного, государственного бюджетов, а также внебюджетные поступления.

The mechanism for ensuring the environmental safety of the territory (hereinafter - EST) will be an ordered sequence of stages of scientific and practical research aimed at determining reliable and reasonable criteria for environmental safety, as well as identifying effective measures to improve the environmental situation in the controlled area. The stages of ensuring environmental safety can be represented in the form of two blocks: assessment and management. The first block consists of determining quantitative indicators and criteria for environmental safety, assessing adverse events, determining the structure, system and quantitative assessment of EST. The second block is designed to assess the methods and mechanisms for ensuring EST, the introduction of this system into the practice of managing the environmental situation in a given area and monitoring the result of the implementation of the entire system. It should be noted that the processes of greening the socio-economic development of the region implementation is impossible without effective state support, which, in our opinion, should be formed on the basis of the inclusion of information, institutional, legislative and economic areas, including a number of targeted activities.

As environmental and economic indicators for assessing environmental safety at the regional level, in our opinion, we should use the damage from environmental pollution,

calculated empirically on the basis of specific indicators, and the total environmental payments of industrial enterprises in the region, which together will include:

1) Total annual payments for all enterprises for environmental pollution within the limits.

2) Total annual above-limit environmental payments for all enterprises (payments for above-limit pollution, accidental and salvo emissions, environmental fines).

3) Total annual payments for the region for the normative use of the relevant resources.

4) Total annual payments for the region for excess use of resources.

5) The total damage caused to the environment by the enterprises of the region (calculated on the basis of specific damages based on the total annual volume of emissions and discharges of harmful substances, as well as the removal and disposal of waste by the industrial complex of the region) [5, p.274].

By correlating each of the above indicators with the total population or with the total area of the region, it is possible to obtain the corresponding cost characteristics of the environmental load on the main recipients of the technogenic impact. At the same time, the system of criteria for assessing the environmental safety of industrial production should be focused on assessing the environmental hazard of individual industrial facilities, where a set of characteristics and indicators of the environmental safety of an industrial enterprise should provide the ability to:

1) assess the level of enterprise safety under normal operation conditions (all three main aspects should be covered - environmental, social and economic);

2) predict the level of safety in the event of an enterprise modernization or a change in its structure;

3) assess the resource consumption of an enterprise;

4) assess the probability of accidents and danger in emergency conditions.

It should be noted that in order for the system of criteria to find practical application, it must be based on the existing regulatory and information base. Otherwise, due to the

lack or absence of initial information, practical calculations of the proposed indicators will be extremely difficult or impossible.

In the issue of assessing the effects of the implementation of the environmental program, we consider it appropriate to single out the following indicators: the dynamics of the incidence of environmental etymology among citizens; dynamics of life expectancy indicators; air pollution index; surface water pollution index; dynamics of the indicator of the specific water content of products; dynamics of the indicator of daily water consumption per inhabitant; the area of green spaces per inhabitant; the amount of pollutants emitted into the atmosphere per inhabitant; the amount of financial resources spent per year for environmental purposes per capita; average speed on motorways during rush hour.

Auxiliary indicators of the program implementation may be: dynamics of demographic indicators; investment attractiveness of the region, taking into account environmental risks; life satisfaction; quality of labor resources; economic activity of the population; indicators of regional socio-economic potential. Developed program implementation focused on the above indicators, will achieve a number of social, environmental and economic effects, ensuring a generally high quality of the environment. Among the social effects, one can note: a decrease in the level of morbidity of the population; increasing the level of environmental awareness and education; increasing life satisfaction of the population and, as a result, improving the quality of life. The expected environmental effects include: reduction of emissions of pollutants into the atmospheric air; reduction of pollutant discharges into water bodies; reducing the amount of waste disposed of at landfills, etc.

Conclusions: The economic effects will be: the investment risk of the region reducing and, as a result, its investment attractiveness increasing; of penalty payments by enterprises reduction, etc. Thus, the modern period of socio-economic development, characterized by a declaration of priorities for maintaining the integrity of ecological and natural complexes, combined in some cases with outdated methods of managing the economy, inevitably leads to a clash of economic and environmental interests. In order to

resolve the existing contradictions, a comprehensive analysis and assessment of the rationality of economic activity and the development of a mechanism for regulating sustainable development, primarily at the regional level, are required through the formation and implementation of an effective environmental policy.

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