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FORMATION AND IMPLEMENTATION OF REGIONAL LAND POLICY IN UKRAINE: PUBLIC GOVERNANCE ASPECTS

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Introduction. At the present stage of society's development, the contradictions between the need for economic growth due to the involvement of natural resources in the economic circulation and the opportunities of the natural environment in ensuring the production of these resources and restoration of normal living conditions of people have become acute. Ukraine's land potential plays an important role in the development of its productive forces. The priority objective of state and local governments is to achieve the well-being of the population through the most efficient use of the potential of the territories, including the natural resource. However, the further inclusion of more natural resources in the economic circulation will increase the environmental burden. Therefore, the issue of forming a policy of regulation of land relations both at the state and local level is relevant at the current stage of development of our country.

A review of recent researches and publications. The formation of the regional policy of the state is based on the theory of the location of productive forces, which developed at various stages of its history by well-known foreign scientists J. Tyunen, A. Weber, V. Laungardt, A. Hirschman, J. Friedman. The following Ukrainian scientists made a significant contribution to the study of regional policy and regional development: S. Dorohuntsov, B. Danylyshyn, M. Dolishnii, B. Symonenko, V. Abramov, M. Chumachenko, V. Popovkin, and others [1]. The substantiation of the directions of land policy on the creation of the system of state administration of ecologically oriented land use in Ukraine is covered in the works by V. Druhak [2], the directions of improvement of the environmental component of land policy are revealed in the works by Yo. Dorosh [3], the issue of effective development of land reform at the present stage in the works by Ya. Hadzalo and Yu. Luzan, D. Dobriak, P. Sabluk, A. Tretiak and others [4, 5].

Presenting the main material. Our country has a significant and high quality land resources fund, in Europe it ranks second in area of arable land. More than a third of them are especially valuable productive soils: black soil, chestnut, sod-podzolic. In particular, among the agricultural lands of the Poltava region, especially valuable productive lands make up 69.6% – the highest indicator among the regions of Ukraine [6, p. 63]. In general, the structure of the soil cover of Ukraine is formed by 650 soil types. Therefore, it is quite natural that the basis of Ukraine's natural resource potential is land resources – from 29.3 to 79.1% in each region [6].

On this basis, rational and effective use of land resources requires targeted public administration.

Regional land policy is a system of organizational and legal and economic measures taken by central and regional authorities to regulate land relations at the regional level on the basis of effective utilization of available land and resource potential.

The subject of regional land policy is land relations and the land fund of the regions. The subjects of regional land policy at the national level are: the Verkhovna Rada, the President, the Cabinet of Ministers, the State Service of Ukraine for Geodesy, Cartography and Cadastre, the Ministry of Economic Development, Trade and Agriculture of Ukraine, the Ministry of Energy and the Environment of Ukraine. At the regional level, land policy is developed, organized and implemented by: local self-government bodies, regional and district state administrations, territorial bodies of land resources, territorial bodies of the Ministry of Environmental Protection.

The aim of implementing regional land policy, in our view, is to ensure the rational and effective use and increase of the value of land resources, to create conditions for a significant increase in the social, investment and production potential of land, to transform it into an independent factor of economic growth of the region.

Achieving this goal requires the introduction of economic and legal mechanisms for regulating land relations both at the state and regional levels. In this regard, it is important to justify the components of the mechanism of implementation of regional land policy.

The priority of Ukraine's cooperation with the European Union (EU) determines the need to formulate regional land policy in accordance with EU norms and international standards for sustainable development. The key document on this issue is the «EU Land Policy Guidelines», which were developed by the EU Task Force on Land Tenure in 2004 [7-8].

The main purpose of the Guidelines is to identify the common vision and values of EU Member States in the process of land policy formation. The Guidelines emphasize that the land issue is critical to economic and social development and growth, poverty reduction and effective governance. Land accessibility is seen as a pillar of economic and social development in both rural and urban areas, and land use is determined by economic, technical, legal, institutional and political factors, making land different from any other asset. After all, land combines production factors, it matters as family property, fixed capital, goods and financial resources.

Thus, regional land policy should answer the question of who has a legitimate ownership of land resources and express the distribution of powers between the state, its citizens and local authorities. In the absence of economic diversification, the accessibility of land and natural resources is of particular importance in obtaining livelihoods for low-income social groups and providing them with social protection. Earth is becoming a resource and a source of prosperity not only for citizens, but also for united territorial communities.

Table 1

Key features of regional land policy *

Characteristics	Meaning
The main principle	Consideration of interests of all participants of land relations while ensuring the priority of the state
Goal	Protection and fair distribution of land ownership, ensuring the rational and effective use and enhancement of the value of land resources, creating conditions for a significant increase in the social, investment and production potential of land, transforming it into a factor of economic growth of the region
Entities	At the national level: the Verkhovna Rada, the President, the Cabinet of Ministers, the State Service of Ukraine for Geodesy, Cartography and Cadastre, the Ministry of Economic Development, Trade and Agriculture of Ukraine, the Ministry of Energy and the Environment of Ukraine. At the regional level: local self-government bodies, regional and district state administrations, territorial bodies of land resources, territorial bodies of the Ministry of Environmental Protection
Methods	Administrative and economic direct and indirect impacts
Means	Legal, financial and economic, organizational
Scenario	Neutral, stimulating, adaptive

** Developed by the authors*

The purpose of regional land policy is to achieve certain goals related to the protection and distribution of land rights, land management, access to land resources, including all forms of land use. It should define the principles, rules and procedures for public management of land ownership rights, ways of disposing of land tenure information, legal methods for accessing, using, confirming and alienating these rights, the principles of sustainable land use, and therefore sustainable development. Also identify institutions responsible for the implementation of state interests.

The main features of regional land policy can be summarized as follows (Table 1).

Regional land policy should be implemented by economic and administrative methods on the principles of constitutionality and legality, equality and inviolability of property rights, inclusion of land in the market circulation, combination of economic efficiency and environmental security of land use, payment, purpose of use, priority of national interests, differentiated interests categories and regions. The main condition for the effectiveness of land policy is to offer a practical and consistent set of rules, institutions and instruments that are fair, legal, and appropriate to the particularities of the individual territories and the various social groups concerned.

Among the methods of implementing regional land policy it is legitimate to distinguish administrative and economic methods. Administrative methods include regulatory tools related to securing the legal framework and infrastructure of economic activity, protecting the competitive environment, preserving property rights and free decision-making. Economic methods affect certain characteristics of market processes: supply and demand, price, as well as the social and structural parameters of land relations. Economic methods include: financial policies, including credit, investment and fiscal policies, and planning and programming.

Methods of direct management of public influence (public investment, subsidies, programming) provide for regulation in which the subjects of land relations are forced to make decisions based on state regulations. The methods of public administration of indirect influence (credit, tax, budgetary policies) are to create the necessary prerequisites for the state and the regions to gravitate to economic entities in their own choice to those economic decisions that meet the objectives of regional land policy.

Given the importance of adhering to the principle of national interests in the regulation of land relations, the administrative instruments for implementing regional land policy are as important as economic ones. At the same time, economic policy instruments such as programming and planning are identified by professionals as most effective and important for market economies. They are implemented in the form of targeted and comprehensive medium- and long-term programs. It is also difficult to overestimate the importance of such indirect land-management instruments as credit and fiscal policy. After all, these instruments provide financial support for land relations.

Taking into account the existing problems in the field of land relations of each region and country as a whole, and based on the formulated principles of implementation, regional land policy is designed to ensure the following main tasks:

- careful study and evaluation of the internal land potential of each region, development of complex legal, organizational, economic and other mechanisms for its effective use;
- further implementation of land reform and ensuring the development of land relations, taking into account local natural-geographical and socio-economic features and needs;
- demarcation of land rights of state and communal property;
- improvement of land relations in agricultural production;
- development of the land market, creation of conditions for development of competition, ensuring of transparency of operations and reduction of investment risks;
- development and improvement of lease land relations;
- development of land mortgage;
- improvement of the system of payment for land;
- improvement of the methodological base of land valuation;
- improvement of land monitoring, improvement of organization of control over rational use and protection of land;
- improving the efficiency of the regional land management system through functional enhancement and structural adjustment.

In accordance with the basic theory of economic policy by J. Tinbergen [9] we propose the author's concept of regional land policy. Its ultimate goal is to make the most efficient and effective use of the land potential of the regions by using all possible instruments. Targets are determined based on the interests of

participants in land relations. Implementation tools are selected depending on the targets chosen by optimization.

The conceptual approach assumes the following sequence of stages of regional land policy formation:

1. Analysis of the state of land relations, assessment of the impact on them of economic, organizational, legal, socio-demographic and natural and climatic factors and identification of problematic issues.

2. Formation of hierarchy of goals of participants and determination of priority of ensuring their realization in accordance with the formed variants of land policy scenarios.

3. Choice of forms of legal, organizational and financial and economic support for the achievement of the set goals.

4. Develop policy implementation measures within the framework of the available instruments, with their implementation in regional programs.

The approach takes into account the role of the entities in the hierarchy, and provides a basis for finding a compromise of many conflicting interests. Using the method of expert assessment, the modern target priorities of the land market actors were established and a hierarchy of the process of land policy formation in the region was developed.

The calculations on the scale of relative advantages of T. Saati made it possible to determine that the main priorities for the implementation of the future land policy of the region should be: preservation of fertility, ecological status and consumer qualities of land (23.2%), rational and effective use of the land potential of the region (19.3 %), accounting and generalization of information on land plots and operations with them (9.7%), control over targeted and high-quality land use (6.5%), ensuring guarantees of land ownership rights (6.5%), financial use – investment potential land through the mortgage mechanism (5.4%), development of land market infrastructure (3.5%). The implementation of these directions is quite consistent with the tasks of the land market.

It is established that the stimulating type of implementation of land policy, which provides comprehensive assistance to the active development of market processes, is a priority (66%) for the Poltava region at the present stage of land relations [10].

The main directions of implementation of the land policy to facilitate the completion of land market formation in the regions and its further development are organizational legal measures and availability of financial support. It is advisable to develop market organizational support in the first place in the direction of creating a system of accounting and state registration of land rights and transactions, local, regional and general information databases of market conditions, simplifying the permitting procedure for the transfer of land rights, organizing the market through auctions or open bidding, ensuring public control over the acquisition of ownership and use of agricultural land.

On the basis of generalization of tasks, principles, methods and instruments of implementation of regional land policy, we propose a mechanism for its implementation, which includes theoretical, methodological, organizational, legal and practical levels (Fig. 1).

The theoretical and methodological level of regional land policy determines the principles and methods of its implementation. Its legal level characterizes the objects of regulation and defines the institutions, authorized to formulate and implement regional land policy. Together, they have a significant impact on the level of practical implementation of the policy, namely the choice of goals and instruments for its implementation.

One of the main directions of state land policy today is to promote the development of the land market. A structured, competitive land market, combined with land payments, promotes the rational and efficient use of land resources, the implementation of land protection measures, the conservation of their natural fertility, the improvement of the ecological status, the orderliness of the land by landowners who are interested in a constant high level of their consumption. The market provides free movement of land to competitive enterprises and allows to raise capital in the agricultural sector.

Establishment of land resources exchanges, holding land auctions, where Ukrainian entrepreneurs could buy these resources on a competitive basis, the right to develop or lease them under strict environmental control and integrated economic expertise would also significantly increase state revenues from regional environmental use, which in general contributed to socio-economic development of the regions.

The first step in solving these tasks is to approve at the legislative level the provisions of the state regional land policy and to develop regional targeted programs of regulation of land relations at the local level.

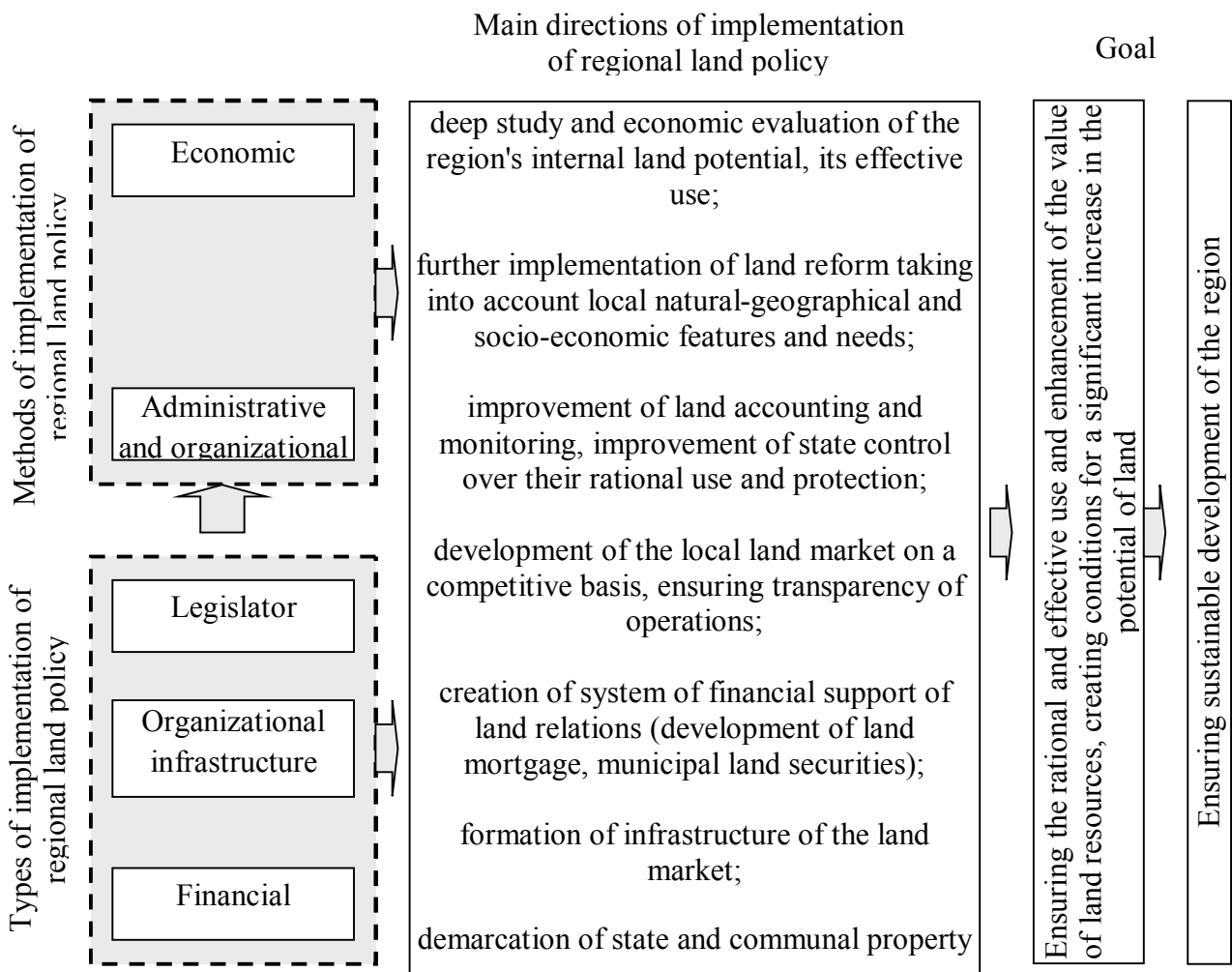


Fig. 1. Components of the process of implementation of regional land policy*

* Developed by L. Svystun

Thus, land policy at the level of regions should be reflected in regional programs developed by regional state administrations and territorial bodies of land resources, and must necessarily include: taking into account the adopted programs of natural and socio-economic conditions of development of the territory; inventory of lands, formation, definition and fixing of land boundaries on land; demarcation of land rights of state and communal property; formation and development of the land market and all its components.

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Свистун Людмила, кандидат економічних наук, доцент. Національний університет «Полтавська політехніка імені Юрія Кондратюка». **Попова Юлія**, кандидат економічних наук. Агенція місцевого розвитку територіальних громад Полтавського району. **Формування і реалізація в Україні регіональної земельної політики: управлінський аспект**. Представлено розроблену на основі базової теорії економічної політики та з урахуванням стандартів сталого розвитку концепція формування регіональної земельної політики, яка надає можливість обґрунтування напрямків, методів та інструментів регулювання земельних відносин на рівні регіону. Виділено суб'єкти регіональної земельної політики на загальнодержавному та регіональному рівнях управління. Доведено, що регіональна земельна політика має здійснюватися економічними та адміністративними методами на принципах законності, непорушності права власності, включення землі у ринковий обіг, поєднання економічної ефективності й екологічної безпеки використання земель, платності, цільового призначення використання, пріоритету загальнодержавних інтересів, диференційованого управління землями різних категорій і регіонів. За допомогою шкали відносних переваг Т. Саати встановлено, що стимулюючий тип реалізації земельної політики, який передбачає всебічне сприяння активному розвитку ринкових процесів, є пріоритетним для Полтавського регіону на сучасному етапі земельних відносин.

Ключові слова: Регіональна земельна політика, пріоритети земельної політики, інструменти реалізації політики, сталий розвиток, управління.

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Svystun Liudmyla, PhD (Economics), Associate Professor. National University «Yuri Kondratyuk Poltava Polytechnic». **Popova Yuliia**, PhD (Economics). Local Development Agency of Poltava District Local Communities. **Formation and implementation of regional land policy in Ukraine: public governance aspects**. The article presents the concept of regional land policy formation. The concept is developed on the basis of basic theory of economic policy, public administration and taking into account the standards of sustainable development. The concept provides an opportunity to justify the directions, methods and instruments of regulation of land relations at the regional level. The subjects of regional land policy at the national and regional levels of government are highlighted. It is proved that regional land policy should be implemented by economic and administrative methods on the following principles: legality, inviolability of land ownership, inclusion of land in the market circulation, combination of economic efficiency and environmental safety of land use, payment, purpose of use, priority of national interests, differentiated land management of different categories and regions. With the help of the scale of relative advantages by T. Saati it is established that the stimulating type of implementation of land policy, which provides comprehensive assistance to the active development of market processes, is a priority for the Poltava region at the present stage of land relations.

Keywords: regional land policy, land policy priorities, policy implementation instruments, sustainable development, public management.

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Свистун Людмила, кандидат економічних наук, доцент. Національний університет «Полтавська політехніка імені Юрія Кондратюка». **Попова Юлія**, кандидат економічних наук. Агентство місцевого розвитку територіальних общин Полтавського району. **Формирование и реализация в Украине региональной земельной политики: управленческий аспект**. Представлена разработанная на основе базовой теории экономической политики и с учетом стандартов устойчивого развития концепция формирования региональной земельной политики, которая дает возможность обоснования направлений, методов и инструментов регулирования земельных отношений на уровне региона. Выделены субъекты региональной земельной политики на общегосударственном и региональном уровнях управления. Доказано, что региональная земельная политика должна осуществляться экономическими и административными методами на принципах законности, нерушимости права собственности, включение земли в рыночный оборот, сочетание экономической эффективности и экологической безопасности использования земель, платности, целевого назначения использования, приоритета общегосударственных интересов, дифференцированного управления землями различных категорий и регионов. С помощью шкалы относительных преимуществ Т. Саати установлено, что стимулирующий тип реализации земельной политики, предусматривающий всестороннее содействие активному развитию рыночных процессов, является приоритетным для Полтавского региона на современном этапе земельных отношений.

Ключевые слова: региональная земельная политика, приоритеты земельной политики, инструменты реализации политики, устойчивое развитие, управление.