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PERMIT SYSTEM AS A TOOL TO ENSURE THE DIVERSIFICATION OF THE USE OF NATURAL RESOURCE ASSETS IN THE RECREATIONAL AND TOURIST SPHERE¹

For Ukraine, the issues of limited natural recreational resources by location, quality composition, completeness and renewability are relevant. The article considers one of the tools to ensure the efficient use of natural resource assets – diversification – by improving the content of permits for the use of natural resources (including recreational). The analysis of legislative acts on procedures, functioning and results of the permitting system, in particular in the field of nature management, is carried out. The problem areas of the permitting procedure have been identified and the conditions to be taken into account when granting a permit for the use of natural recreational resources have been identified. Factors for improving the content of permits for granting rights to use natural resources (including recreational) have been identified. Indicators for assessing the quality of administrative services are singled out, on the basis of which the monitoring document "History of the subject of nature management" is proposed, which in its content can contribute to management decisions on the development of recreational areas. This monitoring document is a consolidated set of information on the activities of the subject of the application, takes into account socio-economic, environmental and technological indicators of possible or actual use of natural recreational resources, conditions and rules of prior permission (if any). This document is part of an interagency coordinated (vertically and horizontally) infocommunication system of different subordination authorities. The purpose of the system is to reduce the time for collecting information on the application of the subject and optimize the activities of permit centers in accordance with the law. It should be noted that the concept of "Nature User History" will be developed during operation, updated and supplemented with the necessary and relevant data on the system of ranked access to its functionality.

Keywords: natural resource assets, permit system, diversification of natural resource use, recreational and tourist sphere, «Nature User History».

Problem statement. At the present stage of infocommunication technologies development, the issue of management decisions on the recreational areas development should be based on the available elements of natural capital state monitoring, including state cadastres, license and permit data. However, the primary information provided by such sources is usually quite fragmented, has an unacceptable type of statistical tables, summary figures, and so on. The difficulty of data correct use is the lack of analyzed of stakeholders interests' relationships on the recreational areas in relation to available natural resource assets; and public authorities cannot ensure the interests of all economic entities in their use.

Unification of the permits content and the possibility of their interactive supplementation by civil society institutions require considerable attention, as obtaining permission to use natural resources (natural resource assets) is an important step towards diversification of their use and formation of strategic documents for regional development, including recreational activities.

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Analysis of the latest studies and publications. Numerous works of national scientists are devoted to the question of the permitting system for nature use significance, and considered both legal, organizational, and economic aspects.

In particular, Martiienko A.I. notes that the limited natural recreational resources, their systematicity and multifunctionality determine the need for authorities to diversify activities (not always recreational), based on the different levels of establishment of natural recreational resources reserves, their pollution and calculating the amount of damage to these resources quality¹.

In the work of Khumarova N.I. and Martiienko A.I. it is determined that the state's main task remains monitoring (inventories of promising natural recreational resources, resort areas, natural medical resources, etc.), state supervision and responsibility for management decision-making of local governments regarding the use of recreational lands, including permitting and licensing activities².

Kobetska N.R. in her work considered the organizational and legal basis of the process of issuing permits for the natural resources use, noting the need to improve the permit system through the use of contractual relations in the context of coordination of socio-economic and environmental interests of nature users (society, authorities, nature users, persons, etc.)³.

In the work of Ilkiv N.V. features of the issuing permits system in nature use in the context of the current state of information technology and digitalization are revealed⁴.

The work of Halynska Yu.V. is devoted to the problem of natural resource rents distribution, that based on improving standards and national permit system content for effective environmental management (including the extraction and use of mineral resources)⁵.

Research purpose. The purpose of the article is to analyze the process of issuing permits in nature use and the content of its result to justify decision-making of the use of natural resource assets diversification in the recreational and tourism sector. An additional task is to determine the feasibility of maintaining a generalized register of nature management for business entities to ensure the socio-economic and environmental interests of stakeholders in the recreational areas, and public awareness.

Presentation of the main research material. It is necessary to respond in a timely manner to changes in the environment to achieve an effective level of recreation and tourism in market conditions. Exhaustive nature use management has led to the pollution of the environment components majority or to their degradation. It is important to minimize socio-economic and environmental damage to natural resources, which can be achieved through their use diversification. Diversification allows companies to survive in a difficult economic situation by expanding vectors of natural resource use.

By diversification of natural recreational resources (RDP) we mean the process of natural recreational resources redistribution for use in various subsectors of tourism and recreation through the transition of economic entities from nature-intensive and environmentally hazardous activities to those that provide efficient and inexhaustible operation to increase recreational and tourist goods and services assortment; necessary for recreation, treatment and rehabilitation of people in the natural environment while preserving and restoring it on an innovative basis⁶.

At the same time, natural resources, including recreational, are a multifunctional system, where the same resource can be used for different purposes of production. Therefore, it is necessary, taking into account from the standpoint of the natural resources assets use diversification, to take into account the dangerous impact on other natural resources that make up the whole ecosystem.

¹ Мартієнко, А. І. (2016). Методологічні основи реалізації відносин власності на природні рекреаційно-туристичні ресурси. *Економічні інновації*, 62, 193-199.

² Мартієнко, А. І., Хумарова, Н. І. (2017). *Економіка природокористування: адміністративне управління*. Одеса: ППРЕД НАНУ.

³ Кобецька, Н. Р. (2016). Дозвільне та договірне регулювання використання природних ресурсів в Україні : автореферат дисертації на здобуття наукового ступеня доктора юридичних наук. Київ: Інститут держави і права ім. В.М. Корецького НАН України, 40.

⁴ Ільків, Н. В. (2020). *Дозвільне та договірне регулювання природокористування*. Львів: Галицька видавнича спілка.

⁵ Галинська, Ю. В. (2016). Економіко-юридичні аспекти виникнення, вилучення та розподілу природно-ресурсної ренти при експлуатації надр. *Причорноморські економічні студії*, 12-2, 69-74.

⁶ Голікова, О. С. (2017). Диверсифікація використання природних ресурсів як основний напрям досягнення соціо-економіко-екологічної безпеки. *Теорія та практика менеджменту безпеки: матеріали Міжнар. наук.-практ. конф. (м. Луцьк, 18 травня 2017 р.)*, 140-142.

Considering the process of the use of natural resource assets diversification, we can see that it is based on a program-targeted approach with a multifunctional aspect. That is, the components of the ecosystem are interconnected (spatial, geographical, hydrological, technological, etc.), and imposes restrictions of the territories natural resources use due to the possible negative impact on their quality, condition, composition, etc.

Opportunities to diversify the use of natural recreational resources as a mechanism for sustainable socio-economic and environmental development of the region are considered in the context of:

- expansion of the recreational and tourist economy production base, taking into account the specifics of the RDP;
- implementation of ecological innovations in relation to the latest technologies and tour products;
- improvement of social standards, in particular health and medical and socio-cultural services;
- development of the labor market on the basis of employee specialization expanding in the field of rest and recreation;
- improving regional management of the natural recreational resources use and protection, in particular through control over the implementation of sanitary and hygienic standards, focus on environmentally friendly activities, the conduct of new environmentally friendly technologies;
- creation of a favorable investment climate for business entities that, on the basis of modernization, change the direction of their economic activity to a more environmentally friendly one, as an example, recreational activity – a type of activity related to natural resource management;
- improving the business environment and competitiveness of the region¹.

In the state system of organizational and economic mechanisms of management, protection, reproduction and use of natural resources a special place is occupied by procedures for issuing permits for nature use, based on the results of which various economic activities – industry, construction, energy, recreation and tourism, etc.

Procedures for issuing permits for nature use are significantly different from other types of economic activity. Registration services, extracts from the inventories of natural resources do not affect the state of the environment; they state the situation that has already developed.

Modern needs of society are regulated by more than 1.5 thousand administrative services. The subjects of the application for obtaining the relevant services spend a significant amount of time, as well as money, to collect all the necessary documents. The Law of Ukraine "On Administrative Services" in its provisions laid down the establishment and operation of Centers of administrative services provision (CASP) as elements of improving administrative management.

As of 2020, there are 800 CASP's in Ukraine². The regulatory provisions of the Law of Ukraine "On Administrative Services" define the role of administrative service centers and provide such a mode of operation for the provision of administrative services³ to get the result in the shortest possible time with the optimal number of visits to the CASP. The Law also provides a list of economic entities for which obtaining a permit for nature use through permit centers is mandatory, but at the same time does not prescribe provisions for the coordination of responsibilities of permit centers and CASP. The purpose of this section is to provide recommendations for the improvement of administrative institutions in the field of nature management and ways to solve them.

It should be noted that the quality of permitting the natural resources use (including recreational), along with the analysis of organizational and technical values of the subject of economic activity, should include indicators of external negative and positive effects. As permits are issued for a period of three years or more, they must take into account trends in innovative technologies, ecologization of the production process and prospects for reducing pollution and depletion of natural recreational resources, etc. These parameters are important factors in creating the preconditions for the formation of strategic and program documents, for which the dynamics of using limited natural recreational resources is important.

¹ Голікова, О. С. (2021). Організаційно-економічне забезпечення диверсифікації використання природних ресурсів в рекреаційно-туристичній сфері: дисертація на здобуття наукового ступеня доктора філософії за спеціальністю економіка. Одеса : Інститут проблем ринку та економіко-екологічних досліджень НАН України, 260.

² Шмигаль, Д. (2020). Кількість ЦНАП в Україні зростає майже вдвічі. *Децентралізація* <<https://decentralization.gov.ua/news/12167>> (2021, July, 26).

³ Закон України про адміністративні послуги, 2012 (Верховна Рада України). *Офіційний сайт Верховної Ради України* <<https://zakon.rada.gov.ua/laws/show/5203-17#Text>> (2021, July, 26).

Permitting activities should be carried out taking into account the interests of all natural resources owners and aimed at protecting the national interests and interests of each economic entity, preventing the issuance of permits for pre-inflated emissions, discharges and disposal of waste.

The growth of demand for administrative services is facilitated by the intensification of the natural resource assets use, transition to other forms and ownership rights to natural recreational resources, priority of permitting procedures for the disposal and use of natural recreational resources (land, water, forest, biological, etc.). The analysis of the issuing permits process in the field of nature management reveals the inconsistency of such permits with the provisions of the recreational nature management economics. In particular, the following factors lead to inefficient work of permitting bodies and misuse of budget funds of the subjects of provision and private funds of the subjects of application, increase of time costs and development of corruption:

- lack of institutional basis for the separation of administrative services (including permits) for the field of nature management;
- absence of the unified list of necessary documents of the subject of treatment on the basis of which the decision-making on the issue or refusal in issue of permissions for natural recreational resources use is made;
- scattering of information on various state registers and cadastres on the natural recreational resources use¹.

The developed information cards on obtaining permits for the use of natural resources (including recreational) do not allow for the determination of the existing negative external effect from the permitted volumes of nature use. Another influential factor is the consideration of documents on the basis of which permission is granted to comply with such conditions:

- tasks and measures envisaged by strategic and regional ecological programs;
- information on attracting the best technologies;
- taking into account the natural resource assets specifics of the recreational area;
- indicators of depletion and reproducibility of natural recreational resources (assimilation capacity);
- taking into account the socio-economic and environmental interests of stakeholders in the transfer of resources for use;
- responsibility and honesty of the nature user.

Problematic aspects of permitting procedures in nature management are the inability to obtain permits for the appropriation of emissions, discharges and disposal of waste in the natural environment and the use of natural recreational resources by any business entity. When providing administrative services, it is especially important to determine the question "whether it is possible to provide a permitting service to an economic entity and to what extent the use of natural resource assets should be allowed, in particular in the recreational and tourist sphere?". Therefore, in order to improve the issuance of permits by permitting centers to the subjects of application for the use of natural resources, it is necessary to be guided by the following factors:

- taking into account the latest innovative technologies in the subjects of application enterprises. To do this, permit centers must have standards for emissions, discharges, waste generation from regulatory homogeneous processes and reference technologies;
- taking into account the multifunctionality of recreational areas;
- taking into account the current state of existing natural resource assets and prospects for recreational and tourist development;
- taking into account the specifics of the location and development of productive forces in the region;
- taking into account the specifics of natural resources of the region and their use;
- taking into account regional indicators of quality of natural recreational resources;
- taking into account the regional nature of production by industry and enterprise;
- substantive inconsistency of permits with the needs of the nature management economy;
- indicators of mortality, birth rate, morbidity within the recreational area.

Indicators for assessing the quality of administrative services include:

- survey of the subjects of application satisfaction with the quality of services,
- inclusive arrangement of permit centers,

¹ Хумарова, Н. І., Мартієнко, А. І. (2015). Дематеріалізація у сфері природокористування на основі удосконалення системи адміністрування. *Економіка: реалії часу*, 6 (22), 120-126.

- optimization of visits (electronic queue and registration, providing free consultations without visiting the permit center, etc.);
- providing electronic access via the Internet or the application "Action";
- involvement of infocommunication technologies in the process of providing services;
- optimization of the number of appeals ratio to the executive authorities to obtain the result of the appeal;
- compliance with the deadlines in accordance with the legally approved provisions¹.

We propose to supplement the monitoring of service quality with an indicator of public access to the assessment of the implementation of permits by nature users on the basis of maintaining the monitoring document "History of Nature Use Subject".

To form an effective permitting system in recreational nature use, it would be expedient to consolidate into a single system the relevant information of natural recreational resources use by nature users, in particular, to have a "history of nature use" recorded in a special register. This is due to the need to monitor its use and take measures to impose penalties, revocation of the permit in case of non-compliance with its conditions. "History of Nature Use Subject" will be a convenient tool for re-obtaining a permit, due to the fact that it will contain indicators of the previous period, the dynamics of natural recreational resources use, its initial assessment, etc.; and the permitting authority will be able to analyze compliance with natural conditions previous permitting issue.

Thus, each permit for the natural recreational resources use must include:

- determination of natural recreational resource and its operational characteristics;
- supervision (control) over compliance with the rules and conditions specified in the permit;
- granting of fines and sanctions in case of violation of the rules and conditions of the permission of natural recreational resource use, specified by the responsible body and attraction of the subject to legal responsibility.

The monitoring document "History of Nature Use Subject" should be posted on electronic resources (registers) and comply with the provisions of the Sustainable Development Strategy of Ukraine for 2020 (Ukraine-2020) and European legislation on transparency and accessibility of certain information to the public on an inclusive basis.

That is, the "History of Nature Use Subject" should be based on the following principles:

- openness and limiting information, in particular:
 - a) information must be open to all segments of society, except for information on trade secrets of the subject of nature management;
 - b) information on the obtained permit and its indicators is open; limited – entering data on the use of natural recreational resources;
 - c) Information on compliance with the terms, rules and permit agreement is open; limited – entering information on its implementation;
 - d) openness of information to institutions that provide permits and other administrative services for obtaining a permit for the use of natural recreational resources;
- dynamics of information: monitoring the implementation of the conditions, rules and contract of the permit for the use of natural recreational resources with a given frequency during the term of the permit.

In accordance with the given principles, we will single out the subjects of the permit system and their access rights to the "History of Nature Use Subject", revealing their possibilities for making changes or obtaining information. Therefore, according to the level of access to the register, the subjects can be ranked as follows, from full access to the opportunity to read only the permit conditions:

Permit centers => Centers of administrative services provision => Ecological inspections and natural resources services => Public inspectors => Natural and legal persons-entrepreneurs => Public (fig. 1).

Due to requirements of European legislation on transparency, reduction of corruption and inclusiveness of government agencies in the field of nature use management, such a monitoring document as "History of Nature Use Subject" will provide an opportunity to interactively influence the activities of economic entities and take into account socio-economic and environmental interests, as well as the facts of violations of permit conditions, environmental legislation, etc. The structure and architecture of the monitoring document is compiled in such a way that the performance indicators of the economic entity, the use of natural resource assets, used technologies and limits have developed over time – adjusted and supplemented.

¹ Закон України про адміністративні послуги, 2012 (Верховна Рада України). Офіційний сайт Верховної Ради України <<https://zakon.rada.gov.ua/laws/show/5203-17#Text>> (2021, липень, 26).

Figure 1. Ranking of the subjects of the permit system by the level of granting access to the register «History of Nature Use Subject»

To improve the provision of administrative services (permits) in the field of nature management, it is necessary to develop a system of information collection, which will have links with the relevant registers and data banks of the business entity activities to obtain a permit for the natural recreational resources use.

The purpose of the system is to improve the informational, technological and analytical support of decision-making not only on the issuance of permits for nature use, but also on the diversification of the natural resources assets use in a target (recreational) area. The components of the data exchange system should be the state registers of ministries and departments, which contain detailed information necessary to substantiate the application of the subject of the application for permission or refusal to obtain it.

Interagency coordination should be based on the principles of providing administrative services outlined in the legislation, in particular, include the following:

- openness and integrativeness of the system;
- creation of unified protocols for collecting, storing and exchanging information;
- adaptability of the system to the requirements and needs of users;
- ensuring the implementation of the Law of Ukraine "On Personal Data Protection" by restricting access rights for users of different levels;
- open and free access for permitting bodies and those bodies that enter primary information into the system;
- application of the principles of inclusiveness for the public to access open data.

Conclusions. Complicating the socio-economic situation of Ukraine's population, increasing the psycho-emotional load on the person due to changes in the pace of life creates a demand for rest and recovery in environmentally safe regions. In the modern economy, which is characterized by the development of recreational and tourist services, it is important to ensure economic activity through the integrated use of available resources, in particular, the diversification of natural resource assets use.

At the same time, the limited reserves of recreational resources require not only the active application of economic approaches but also organizational and legal measures, in particular by improving the permitting system in the field of nature management. The current shortcomings of permitting procedures for the use of natural resource assets contribute to the creation of barriers to the adoption of management in the field of nature management. Subordination of post-resource agencies to various departmental structures significantly increases the number of documents for obtaining a permit for natural resources use, as well as requests for the necessary information. In order to optimize permitting procedures in the field of nature management, a monitoring document "History of Nature Use Subject" is proposed, which will contain the necessary to obtain or refuse to obtain a permit for natural resources – economic, environmental and social indicators, credit history, preconditions and permit agreements, etc. Such content requires an appropriate level of cooperation (interagency coordination) of various structures that provide content of primary sources of information – statistical services, state registers, departments of ecology and natural resources, and so on.

The register, which provides updating and maintenance of the monitoring document, operates on the basis of open access with a certain ranking of restrictions. Its materials can be used not only to obtain permits for the natural resources use, including recreational, but also to coordinate the socio-economic and environmental interests of the recreational area, economic policy, which should take into account the quality of nature and opportunities to diversify the use of natural resource assets.

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