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TRANSFORMATION OF UKRAINE'S LAND POLICY WITHIN THE SUSTAINABLE DEVELOPMENT PARADIGM

The article is devoted to substantiating the current state and development vectors of Ukraine's land policy in the context of the sustainable development paradigm. The influence of global environmental challenges on the transformation of state land use policy is revealed; key risks, threats and factors complicating effective, environmentally safe and socially oriented land resource use are analyzed. Conceptual foundations of forming a prospective land policy are proposed, which can be fixed in a national strategic document with clearly outlined goals, tasks, institutional structure, and tools ensuring its implementation. A set of practical measures is provided for the implementation of this policy in the conditions of wartime and post-war period.

Keywords: land policy, land resources, sustainable development, rational land use, environmental safety, strategic planning, management institutions.

Introduction. Global climate change, irrational use of the planet's natural resource potential and growing awareness of the need to preserve it for future generations necessitate a rethinking of the development paradigm and a review of priorities in the interaction system between humans, the economy, and nature. Their modern interpretation is reflected in the concept of sustainable development, which originated in the 1970s and has undergone several stages of development, each characterized by a shift in priorities. In the first stage (1972-1992), priorities were set according to the logic of "economy – society – natural environment", while in the second stage (1993-2012), they were set according to the logic of "society – natural environment – economy". A new stage began in 2012, in which the environmental component came to the fore and the formation of a green economy became the key vector [1]. The main principles of the new strategy are set out in international UN documents, in particular the 2030 Agenda for Sustainable Development [2] and analytical materials from the OECD [3], that emphasize the need to transition to a "green economy" model, a closed-loop (circular) economy, and sustainable resource management. This is reflected and enshrined in a number of Ukraine's strategic documents, in particular the Environmental Policy Strategy of Ukraine for the period up to 2030 [4] and the National Economic Strategy for the period up to 2030 [5].

Accordingly, the Ukrainian government is recommended to include one of the key objectives in its strategic planning documents: transition to a model of environmentally sustainable development that ensures the effective and rational use of the country's natural capital, while minimizing the negative impact of environmental threats on public health. Particular attention should be paid to the application of sustainable development indicators system, the definition of clear mechanisms for achieving the set goals, and the phased resolution of issues related to the environmental sustainability of the regions'

territories. In particular, in the area of land policy, the government has been tasked with developing a regulatory framework for establishing soil and land quality criteria, taking into account their natural characteristics, intended use, and maximum permissible concentrations of pollutants. This should ensure the restoration of soil fertility, taking into account the geographical, geological, and hydro-geological characteristics of land resource formation and the natural background conditions of Ukraine's territories, which emphasizes the importance of a comprehensive approach to land resource management. At the same time, ensuring a balance between economic development, environmental protection, and rational use of land resources is a key task of Ukraine's current land policy in the context of sustainable development.

Literature review. The issue of land policy formation is closely linked to the objectives of land resource management, which, as I. Kravchuk notes, are largely determined by the current socio-economic problems of the state. At the same time, the main goal of management is to ensure the effective use of land resources [6]. According to the study [7], management involves conscious and purposeful actions, which in the land sector are consistent with the objective laws of development of socio-economic systems. The authors interpret management in the field of land relations as purposeful activity aimed at bringing this system into line with the laws of social development. A similar approach is taken by O. Kavylin, who emphasizes that management activities in the field of land use are a tool for solving specific tasks of territorial development. According to the author of the report, a change in management goals leads to a transformation of the corresponding policy implementation mechanism [8].

According to M. Kopytsia, the choice of management methods requires consideration of specific state policy goals in the field of land relations, which shapes the content of land policy itself. He interprets it as an activity aimed at bringing the system of land relations into line with the interests of the state, to regulate socially important processes and strengthen state institutions, while emphasizing that such a policy should cover all land ownership forms and management levels, and not be limited to state or municipal territories, as is usually claimed [9].

I. Ignatenko and D. Fedchyshyn analyze the experience of developed countries, where land policy at the level of state and local self-government bodies is based on the principles of bringing land into economic circulation. According to their estimates, the demand for building plots is accompanied by a shortage of supply, which leads to market monopolization and an urgent need for state regulation [10]. According to H. Makhmudov and V. Vashchenko, similar problems are also characteristic of the Ukrainian reality, where regional policy in the field of land use should be based on a targeted state policy aimed at activating the use of land [11]. As emphasized by O. Zygriy, I. Yatchyshyna, and N. Chyzhovska, land resources are an element of the regional reproduction process, in which local authorities play a key role in implementing effective land policy [12].

However, despite considerable attention paid by scholars to issues of management in the field of land relations, scientific discourse does not sufficiently highlight the role of state land policy in ensuring ecological balance, effective spatial planning, and the achievement of sustainable development goals.

The purpose of the article. The aim of the study is to identify strategic guidelines and develop proposals for the implementation of Ukraine's land policy in the context of the sustainable development paradigm.

Results and discussion. Unfortunately, both in the conceptual principles outlined above and in the relevant regulations of state authorities, the issue of land resource protection is considered in a fragmented manner – mainly through the prism of soil pollution. At the same time, the risks of losing land potential are much broader and cover a whole range of degradation processes, including: reduced fertility due to intensive and irrational land use; desertification, water and wind erosion; salinization, acidification, waterlogging, etc. An additional complication is the imperfection of the land resource management system, including the lack of up-to-date information on the state of land, poor coordination of monitoring activities, and the weakening of key institutions for rational land use, such as land management, forecasting, and planning for land use and protection [13]. The combination of these factors not only reduces the qualitative and quantitative potential of the country's land fund, but also negatively affects the ecological situation, hinders economic development, and complicates the resolution of social problems.

Over the past decade and a half, there has been a significant increase in global environmental risks. At the World Economic Forum in January 2020, the results of large-scale studies were presented, demonstrating significant changes in risk priorities. While in 2007 the five most significant risks were dominated by economic factors such as infrastructure accidents, chronic diseases, rising oil prices, the negative impact of China's economy on the global economy, and asset price boom, in 2020, natural and environmental threats topped the list: extreme weather events, unsuccessful attempts to influence climate processes, natural disasters, loss of biodiversity, and man-made environmental disasters. This indicates a significant shift in priorities – from economic to natural and environmental risks. That is why, in the triad of factors that determine the paradigm of sustainable development, regulating the impact of the economy and society on the state and success of environmental conservation comes first [14]. Considering that this paradigm is based on land resources, which form the foundation of the entire natural complex, it is necessary to unquestionably recognize the need for significant changes in the organization of their use and protection by updating the state's land policy, which must adequately respond to contemporary challenges.

The impact of land policy on ensuring sustainable economic and social development is determined by the positions shown in Figure 1.

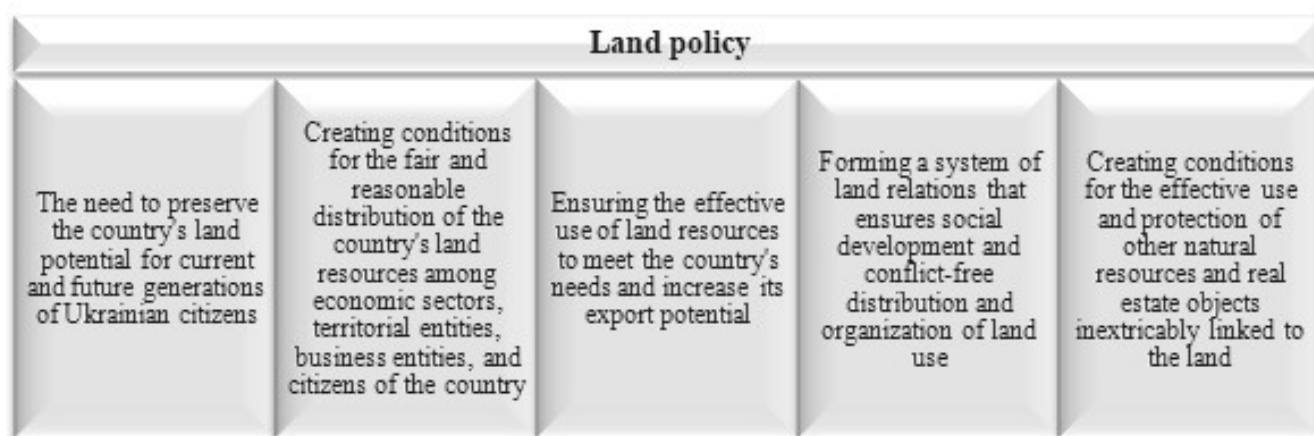


Fig. 1. Vectors of land policy influence on ensuring sustainable development

The essence and framework of a forward-looking land policy need to be formalized in a strategic planning document that clearly outlines the goals and priorities in this area, taking into account the concept of sustainable development. This study proposes key provisions that can serve as a methodological basis for further improvement of Ukraine's land policy.

1. The list of risks and threats that are apparent or potentially possible in the process of implementing the new land policy includes those presented in Table 1.

2. The strategic goal of land policy for the future should be to ensure the most complete, effective, and rational use, protection, and reproduction of the country's land resources as its main national wealth, which must be passed on to future generations without losing its potential. For the medium term (until 2030), this goal is specified by the following targets, which are shown in Figure 2.

Given the above, the implementation of the first target benchmark requires addressing the following key tasks:

- to bring land legislation and subordinate regulatory acts ensuring the implementation of the strategy into line with modern conditions and requirements;

- to privatize that part of state- and municipally-owned land which, without harming the interests of the state, can be transferred to legal entities and individuals for more efficient use; increase the share of privately owned agricultural land to 50% of its total area;

- to complete the transformation of land shares into land plots by the end of the current year, transfer unclaimed land shares to the ownership of territorial communities, with the subsequent formation of land plots on their basis and transfer for lease to agricultural producers;

- to fully implement cadastral registration and registration of rights to all land plots, regardless of their ownership;
- to transfer, in the short term (by the end of the current year), land plots from the forest fund that are unused or used inefficiently to citizens and their associations for long-term lease for the creation or expansion of peasant (farmer) enterprises, personal subsidiary farms, horticulture and gardening, and low-rise residential construction;
- to ensure the decriminalization of land turnover and complete the formation of the land market infrastructure;
- to eliminate obstacles and simplify procedures for acquiring ownership and leasing land plots for the development of small and medium-sized agricultural enterprises;
- to implement barriers to excessive concentration of land assets (maximum share in the area of land in the district, increased taxation of large land holdings, reduction of state support);
- to create conditions for the development of land mortgages and other institutions for the inclusion of land assets in economic (financial) circulation;
- to ensure that the population of the country is informed about the distribution, organization of use, and market circulation of land plots.

Table 1 – Categories of risks and threats in the context of Ukraine's new land policy

Risk category	Key threats and influencing factors
1. Risks of increased negative impact on land resources	<ul style="list-style-type: none"> - pollution of land by atmospheric emissions and domestic and industrial waste discharges; - expansion of the impact of mine tailings, tailings ponds, landfills, and other facilities that deteriorate the natural environment; - use of farming technologies that lead to a reduction in the potential and degradation of agricultural land; - unregulated deforestation and pollution of water bodies; - disruption of the ecological balance in the process of developing deposits
2. Risks of negative impact of natural processes	<ul style="list-style-type: none"> - climate change causing droughts, reduced moisture supply, and increased erosion, especially in regions with developed agriculture; - rising groundwater levels and flooding of land areas; - expansion of desertification zones in a number of regions of the country
3. Risks of ineffective land resource management	<ul style="list-style-type: none"> - informational uncertainty in assessing the state, distribution, and organization of land resource use; - imperfect institutional mechanisms of the land resource management system (land use forecasting and planning, land use and monitoring); - lack of proper coordination between executive authorities at all levels in the regulation of land relations and the organization of land use, resulting in low efficiency of the land resource management system; - high level of criminalization in the sphere of land relations and the land market; - growth in the number and area of large land holdings, leading to the destruction of the competitive environment, monopolization of agricultural product markets, and displacement of small and medium-sized agribusinesses; - destruction of the land management system of agricultural organizations and farms, resulting in irrational land use, elimination of crop rotation, development of erosion processes, and land degradation; - reduction in the area of agricultural land in use, caused by its degradation as a result of violations of the rules and regulations for soil cultivation, livestock grazing, and irrational use of fertilizers and plant protection products; - low professional level of a significant part of the staff of ministries, departments, and regional authorities in the field of organization of land use and protection; - decrease in the number of rural settlements and the rural population, leading to the desertification of significant territories in a number of regions of the country



Fig. 2. Strategic goal of land policy for a future-oriented approach

To achieve the second target position, the following tasks should be resolved:

- to concentrate powers, functions, and responsibilities for organizing the use and protection of land resources in a single state executive body;
- to recreate the main institutions of the land resource management system (forecasting and planning in the context of land use and protection, land management, land monitoring, etc.);
- to conduct an inventory of the country's land fund;
- to complete the creation of a unified state information resource on the distribution, status, and organization of land use, as well as real estate objects;
- to reorganize the system of state control (supervision) over land use by concentrating its functions in a single state executive body;
- to form a single regulatory framework for the country to standardize land management activities (land surveying, land plot assessment, regulations for the work of management bodies, etc.).

The implementation of the third target focus requires the following tasks to be addressed:

- to assess the status and trends in land degradation processes throughout the territory of Ukraine;
- to develop a general plan for the use and protection of the country's land resources for the long term until 2035;
- to design land management plans for the territories of Ukraine's constituent entities and territorial formations, including measures to protect land from degradation and soil fertility decline;
- to establish a practice of developing land management projects that ensure the rational use and protection of land belonging to agricultural organizations and farms, the recultivation of disturbed land, the development of unused territories, and the restoration of the potential of degraded land;
- to develop a set of measures to combat desertification, water and wind erosion, flooding, and other negative phenomena that destroy the country's land potential;
- to ensure the rational organizing of territories used by local communities that have undergone significant demographic, environmental, socio-economic and infrastructural changes due to military actions, taking into account the needs of restoration, effective use and sustainable development, using traditional methods of management.

3. The strategic objectives of land policy outlined above define the main directions and tasks for its development. The next step is to identify specific ways to implement these tasks through a set of measures that ensure the practical implementation of strategic goals. Below are the key directions for the implementation of land policy, which determine the order and methods for achieving the set goals:

a) improving the regulatory framework for land relations, organizing the effective use and protection of land resources; making the necessary changes and additions to the current laws of Ukraine:

- developing and improving the legislative framework that defines the formation of modern institutions of the land resource management system, while adopting and implementing such regulatory and legal acts as the Land Code of Ukraine, the Law of Ukraine "On Land Management", the Law of Ukraine "On the State Land Cadastre", the Law of Ukraine "On Land Protection", as well as the

development of a land resource monitoring system within the framework of the Law of Ukraine “On State Environmental Monitoring” and other regulatory documents;

- the development of land legislation of the subjects of Ukraine with its focus on regional features of land ownership and land use, protection of land from degradation, and establishment of barriers to the growth of large landholdings;

- creation of an instructional and methodological base that defines the content, technologies, and requirements for carrying out work related to cadastral work, land use planning, land development and reclamation, and erosion control organization of the territory;

b) meeting the land resource needs of economic sectors, newly created and reconstructed areas, and recreational facilities;

c) developing a system of information support for land resource management by:

- inventory of Ukraine’s land fund;

- widespread introduction of GIS technologies and remote sensing;

- periodic updating of planning and cartographic information on land resources;

- creation of a Unified State Register of updated data on land plots and other real estate objects inextricably linked to them;

- introduction of the practice of compiling annual land balances of Ukraine, entities of Ukraine, and territorial units by land categories, forms of ownership, and composition of land;

- ensuring the consolidation of data on land resources from various ministries and departments;

- forming a system of public information on the market turnover of land plots;

d) forming a modern land resource management system based on the development of all its key institutions:

- cadastre of land plots and other real estate objects;

- planning and forecasting land use;

- land management;

- control (supervision) of land use;

- effective judicial proceedings and regulation of land relations;

- practice of establishing easements;

- land mortgages;

- civil society participation in the organization of rational land use;

- a land payment system which, along with solving fiscal issues, is focused on encouraging effective land use;

e) creating conditions for improving the efficiency of use and protection of all categories of land by:

- increasing the productivity of land used in agriculture and forestry;

- developing and implementing programs to preserve and restore soil fertility;

- developing and implementing programs and comprehensive projects for erosion control;

- developing and implementing programs and projects for the development of new lands and the reclamation of disturbed lands;

- developing a system of field protection forest areas and afforestation of areas prone to desertification;

- expanding the scale of land reclamation works with the creation of dual regulation systems for water supply to agricultural lands;

f) reducing the level of crime in the sphere of land relations on the basis of:

- ensuring transparency (publicity) of agreements concerning land plots;

- expanding the opportunities for civil society structures to influence decision-making in the field of land plot circulation;

- creating permanent information platforms on television, radio, and social networks focused on covering issues in the field of land relations and land use organization;
- establishing uniform regulations for decision-making in the field of land plot circulation;
- expanding and improving the effectiveness of self-regulatory organizations operating in the field of land relations regulation, cadastres, and land resource use organization;

g) improving the efficiency of scientific and human resources support for the land resource management system by:

- development of a network of higher and secondary vocational educational institutions that train specialists in the field of land relations regulation and the organization of rational use and protection of land resources;

- strengthening the coordination of activities and forming a unified methodological and methodological basis for the functioning of educational institutions, creating an independent state educational and methodological association on land management and cadastres;

- designing new professional standards in the field of land management and cadastres, creating a system for independent assessment of personnel qualifications in this field;

- restoring the system of training scientific and pedagogical personnel in the field of land resource management in the direction of “Economic Sciences (Land Management)”;

- specialization of one of the research centers of the National Academy of Sciences of Ukraine in the development of research in the field of land relations, organization of rational use and protection of land;

- inclusion in state programs of fundamental and applied scientific research sections aimed at improving land relations, organizing the rational and efficient use of the country’s land resources.

4. Activities related to the implementation of land policy should be based on the following principles:

- a) adherence to the inviolable position that all land resources of the country are its national heritage, regardless of their ownership by different rights holders;

- b) preservation of the country’s land potential for future generations of the Ukrainian population;

- c) equality of rights and opportunities for citizens of the country to acquire and use land assets;

- d) diversity of forms of land ownership and forms of land management;

- e) consideration of the diversity of conditions and traditions of land use in different regions of the country;

- f) a reasonable combination of state management of land resources and market mechanisms for regulating land relations;

- g) ensuring sustainable economic development in all regions of the country;

- h) the legality of land and property relations in all their manifestations;

- i) the use of modern digital management technologies;

- j) the publicity of agreements involving land plots.

5. The main mechanisms for implementing land policy in a future-focused manner should be:

- a) the activities of state and local government bodies to regulate land relations, organize the rational distribution, efficient use, and protection of land resources;

- b) the functioning of land resource management institutions;

- c) the development and implementation of a general plan and state and regional programs for the rational use and protection of land resources;

- d) the development and implementation of land management plans and projects for the development of unused land, land reclamation, soil fertility improvement, and countering soil degradation processes;

- e) conducting ongoing monitoring of the effectiveness of measures to implement land policy;

- f) bringing unused agricultural land into economic circulation.

Conclusions. In the context of the challenges posed by global climate change, increasing anthropogenic pressure, and the new realities of wartime, Ukraine’s land policy needs to be systematically rethought in line with the principles of sustainable development. At the present stage, the

issue of preserving the potential of land resources, their effective use, and ecological balance is becoming increasingly relevant, which necessitates a review of strategic goals, regulatory approaches, and organizational mechanisms for land management. The strategic guidelines and practical directions for implementing land policy proposed in the article reflect a systematic and interdisciplinary approach focused on environmental, social, and economic efficiency.

A comprehensive risk analysis shows that one of the main barriers to achieving sustainability in land management is the weak institutional capacity of state bodies, the lack of a comprehensive monitoring system, poor integration of digital technologies, and insufficient interagency coordination. It is proposed to consider the introduction of a unified information space for land management as a basic prerequisite for improving the transparency and efficiency of land use planning, distribution, and control processes. At the same time, it is necessary to strengthen the participation of the public, professional self-regulatory organizations, and scientific institutions in policy-making through public monitoring and strategic forecasting tools.

In view of the above, it is recommended that the conceptual foundations of greening land policy be enshrined in state strategic planning and that an integrated General Scheme for Land Protection and Restoration be developed, adapted to the needs of post-war recovery. It is also important to continue developing new legislative initiatives, in particular regarding the establishment of clear standards for fertility, permissible soil load limits, and mechanisms for an ecosystem approach to regional land use. The successful implementation of these tasks will not only ensure the preservation of national natural capital, but also create conditions for the formation of a balanced, inclusive, and competitive economy.

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ТРАНСФОРМАЦІЯ ЗЕМЕЛЬНОЇ ПОЛІТИКИ УКРАЇНИ В ПАРАДИГМІ СТАЛОГО РОЗВИТКУ

Проблема. Земельна політика — це система державних цілей, принципів і заходів, спрямованих на регулювання використання, охорони та відтворення земельних ресурсів. Вона визначає пріоритети і рамки для управління земельними відносинами, забезпечуючи збалансоване поєднання економічних, екологічних та соціальних аспектів. Ефективність земельної політики залежить від розробки чітких стратегічних завдань і впровадження нормативно-правових актів, які сприяють сталому розвитку і раціональному використанню природного капіталу. У сучасних умовах актуальним є перегляд підходів до земельного управління з урахуванням екологічних викликів і економічних пріоритетів.

Мета. Метою дослідження є визначення стратегічних орієнтирів та розробка пропозицій щодо шляхів реалізації земельної політики України в контексті парадигми сталого розвитку.

Результати. Стаття присвячена обґрунтуванню сучасного стану та векторів розвитку земельної політики України в контексті парадигми сталого розвитку. Розкрито вплив глобальних екологічних викликів на трансформацію державної політики у сфері землекористування, проаналізовано основні ризики, загрози та чинники, що ускладнюють забезпечення ефективного, екологічно безпечного та соціально орієнтованого використання земельних ресурсів.

Наукова новизна. Запропоновано концептуальні основи формування перспективної земельної політики, яка може бути зафіксована в національному стратегічному документі з чітко окресленими цілями, завданнями, інституційною структурою та інструментальними механізмами її реалізації. Наведено комплекс практичних заходів для впровадження цієї політики в умовах воєнного та післявоєнного періоду.

Висновки. У контексті викликів глобальних змін клімату, зростаючого антропогенного навантаження та нових реалій воєнного часу, земельна політика України потребує системного переосмислення відповідно до принципів сталого розвитку. На сучасному етапі актуалізується проблема збереження потенціалу земельних ресурсів, їх ефективного використання та екологічної збалансованості, що обумовлює необхідність перегляду стратегічних цілей, нормативно-правових підходів і організаційних механізмів управління землею. Запропоновані у статті стратегічні орієнтири та практичні напрями реалізації земельної політики відображають системний і міждисциплінарний підхід, орієнтований на екологічну, соціальну та економічну ефективність.

Комплексний аналіз ризиків засвідчує, що одним з головних бар'єрів досягнення сталості в управлінні земельними ресурсами є низька інституційна спроможність державних органів, відсутність цілісної системи моніторингу, слабка інтеграція цифрових технологій та недостатня міжвідомча координація. Пропонується розглядати запровадження Єдиного інформаційного простору земельного управління як базову передумову підвищення прозорості та ефективності процесів планування, розподілу та контролю за землекористуванням. Одночасно необхідно посилити участь громадськості, фахових

саморегульованих організацій і наукових установ у формуванні політики через інструменти публічного моніторингу та стратегічного прогнозування.

З огляду на викладене, рекомендується на рівні державного стратегічного планування закріпити концептуальні основи екологізації земельної політики, розробити інтегровану Генеральну схему охорони та відтворення земель, адаптовану до потреб повоєнного відновлення. Важливою є також подальша розробка нових законодавчих ініціатив, зокрема щодо встановлення чітких стандартів родючості, меж допустимого навантаження на ґрунти та механізмів екосистемного підходу до регіонального землекористування. Успішна реалізація цих завдань забезпечить не лише збереження національного природного капіталу, але й створить умови для формування збалансованої, інклюзивної та конкурентоспроможної економіки.

Ключові слова: *земельна політика, земельні ресурси, сталий розвиток, раціональне землекористування, екологічна безпека, стратегічне планування, інститути управління.*

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