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**STATE AND REGIONAL POLICY IN THE AGRICULTURAL SECTOR
OF THE NATIONAL ECONOMY OF UKRAINE**

The management system in the agricultural sector is formed as a result of the interaction of man and the surrounding natural environment during production and economic activities. Bioresources act as phenomena and processes that give rise to scientifically applied problems that are chosen for knowledge as an object of research. In the real economy, biological resources are an object of management that requires specially organized influences from the outside to achieve certain goals. The integral unity of functional and institutional elements of the resource management system of the agricultural sector has a dual nature, which forms the content, quality, ingression and synergy of the management process.

The article defines the approaches to determining the priorities of the state and regional policy on resource management in the agricultural sector of the economy, which are based on the objective need to combine and balance state regulators with the action of self-regulation of production and economic activities in the management of the rural sectoral and territorial economy on the basis of entrepreneurship, market competition, property rights, environmental safety.

Keywords: *management, bioresources, nature management, agricultural sector, productivity, state policy, national economy.*

Relevance of the problem (statement of the problem). The importance of determining the priorities of the state and regional policy on resource management in the agricultural sector is caused by: the controversial approaches of scientists and practitioners regarding the place of state management in the agrarian and economic development of the state, which differ significantly from each other, including to diametrically opposite extremes: on the one hand, supporters of cutting down to a minimum state influence on economic processes in society, on the other hand - supporters of full state sovereignty, even over certain issues of running rural households and the work performed by their representatives; the need to improve the regulatory policy on resource management in the agricultural sector due to the need to support positive socio-economic changes occurring as a result of deep transformations in the countryside, while reducing economic, social, ecological and institutional losses, and avoiding those that are irreparable; due to the urgency of the balanced development of production and economic activities in rural areas, where a person as a user of biological and natural resources acts as their inseparable and core component, and therefore it is necessary to receive comprehensive organizational and management assistance from the state authorities and local self-government bodies in order to strengthen its own and surrounding resource potential.

Analysis of the latest sources of research and publications. The diversity of state and regional policy has served as the basis for conducting scientific research on its content and provisions on the management of biological resources from economic, production, social, political, legal, institutional, state-management and other positions, both in terms of the agricultural sector and in general at the economic complex of national level and individual regions of the country. Thus, the domestic economist scientist O. O. Klokar emphasizes that state support acts as a factor in ensuring the effective reproduction of resource potential, justifies the expediency of ensuring ecologically safe land use [1]. The point of view of the author of this scientific monograph regarding the urgency of the technical-technological renewal of the material-technical potential as a factor that will contribute to the strengthening of biological and natural resources is legitimate.

The issues of the theory and practice of state regulation in the agrarian sphere are given due attention in the monographic study of the scientist of agrarian economy A. P. Makarenko [2]. Quite rightly, the author expands the research object to the state agrarian policy of Ukraine. The basis of such an approach is determined by the systemic nature of permanent long-term troubles, which are constant companions of economic, social, demographic, ecological and other aspects of the life of the agrarian sphere, which, laying the foundations of national food security, providing macroeconomic prerequisites for the stable development of the economic complex, forming cultural and spiritual foundations of identification of Ukraine, essentially determines the current and strategic prospects of the nation's participation in the processes of economic globalization.

Research economist V. I. Krylenko considers the problems of regulation of the agricultural sector from the perspective of ensuring its economic security [3]. Regulatory levers are logically revealed in terms of the conceptual foundations of ensuring the economic security of the agricultural sector and the formation of its indicators.

During the development of theoretical and methodological principles and management mechanisms for the innovative development of the agricultural sector of the national economy, agricultural scientist G. E. Pavlova focuses on the conceptuality of state management in relation to the studied phenomenon [4], as a single defining idea that ensures the achievement of socio-economic and socio-political goals that are important both for farmers and for the entire nation.

Doctor of Economic Sciences V. A. Samofatova reveals the state regulation of the development of the agro-food sector in the context of its sustainable development at the regional level in terms of the specifics of management in the conditions of power decentralization [5]. The soundness of this approach stems from the goal of managing the sustainable development of the regional agro-food sector, which involves the formation of effective, environmentally safe and socially responsible production and economic activities within a certain territorial unit.

At the regional level, the system of managing economic development is analyzed by the scientist O. V. Balakhonova, in her monographic study, a section, which is entirely devoted to the mechanism of managing the socio-economic development of territories, is singled out [6]. It quite logically and consistently talks about the implementation of regional projects in the social sphere, the socio-economic development of municipal entities, the principles of achieving sustainable development in the region.

State mechanisms for regulating the economy of Ukraine are presented in the monograph of authoritative research economist Yu. M. Novikov through fragmentary coverage of possible management influences on actually existing and future economic processes both within the country and abroad [7].

The advantage of this approach is that the scientist works out various scenarios of the development of the national economy, shows the perspective of choosing its optimistic model and substantiates the objective nature of the creation of the state land bank of Ukraine. Despite the fact that this monograph was published back in 2009, its provisions regarding the in-depth reform of land relations in the agricultural sector and the relationship of the domestic economic complex with the world economy remain both relevant and in demand.

An important conclusion of Yu. M. Novikov's research is the inseparability of the state regulatory policy on managing the development of the agrarian sector from the processes that take place in the legal field of the country in a specific period of time. Therefore, it is quite natural to conduct research by legal scholars on the role of state regulation of the economy in the transition period [8], the purpose of state regulation of economic activity [9], the system of state management and regulation bodies in the field of entrepreneurial activity [10], means of self-regulation in public-private partnership relations [11], concepts and types of means of regulating economic activity [12], global experience of state regulation of entrepreneurship [13], etc. From a legal point of view, they substantiate the need for state regulatory policy, which largely determines the economic and social efficiency of management of production and economic activities, biological resources and nature use, particularly in the agricultural sector.

Scales and different levels of economic management of the development of the economy and its sectoral and territorial components objectively cause the involvement in their study of specialists in public administration, as well as specialists of economic, managerial, legal and other profiles. This is confirmed by the preparation and publication of training manuals and textbooks covering the issues of state regulation of the economy [14; 15], state regulation of economic activity [16], state regulation of the economy and economic policy [17], the importance of state regulation of the regional economy [18], economic law [19], etc.

Special studies in the field of land use as the main means of production are conducted by specialists in the field of land resource management [20]; prerequisites for the introduction of the land market for commercial agricultural production [21]; main areas of improvement of land relations [22]; efficiency of ecologically safe land use in market conditions [23]; problems of methodical provision of normative monetary valuation of agricultural lands [24]; features of agricultural land market formation in Ukraine [25]; theoretical and practical provisions of institutional provision of land use [26] and other scientific developments.

Formulation of the goals of the article (statement of the task). The purpose of the article is to substantiate the priorities of state and regional policy on resource management in the agricultural sector of the economy.

Presentation of the main research material. The above and other studies testify that the need for a state policy on resource management in the agricultural sector is caused by the state's need to organize the economic life of society in terms of ensuring the welfare of the population through the social orientation of the economy, guaranteeing the economic and environmental security of the population, maintaining competition in the market environment, protecting the rights of consumers, improvement of legal regulation of economic relations and other regulatory functions. Therefore, the priorities of the state policy on resource management in the agricultural sector are based on the country's normative legal acts, which reflect the relevant provisions of the Constitution of Ukraine, Laws of Ukraine, resolutions of the Verkhovna Rada of Ukraine, decrees and orders of the President of Ukraine, resolutions and orders of the Cabinet of Ministers of Ukraine, orders of ministries and other central bodies of executive power, orders of local state administrations, local self-government bodies, etc.

The conducted studies of the state and regional policy on resource management in the agricultural sector show that the research-problematic character of the selection of priorities is based on the multi-purpose functionality of relevant economic, social and environmental processes, designed:

- first, to improve the reform of state and regional policy;
- secondly, to balance and bring to a qualitatively new level of conducting agrarian production and economic activities;
- thirdly, to strengthen the potential of biological and natural resources of rural areas.

Based on various scientific and applied approaches to determining the priorities of the state policy of bioresource management in the agricultural sector, it is legitimate to choose for this the initial provisions fixed in the Basic Law of Ukraine. After all, according to the Constitution of Ukraine, human rights and freedoms and their guarantees determine the content and direction of the state's activities.

Therefore, the general priorities of state and regional policy are:

- the recognition of the social orientation of Ukraine's economy, in which a person, his/her life and health, honor and dignity, inviolability and security are the highest social value;
- the affirmation of the people as the only source of power;
- the belonging to the Ukrainian people of the land, its subsoil, atmospheric air, water and other natural resources located within the territory of Ukraine;
- the protection of the rights of all subjects of ownership and management, where all subjects of ownership are equal before the law;
- the right to own, use and dispose of one's property, the results of one's intellectual and creative activities;
- special protection by the state regarding land, which is the main national wealth;
- the guarantee of land ownership;
- the ensuring of environmental safety and maintaining ecological balance on the territory of Ukraine;
- the preservation of the gene pool of the Ukrainian people;
- the inviolability of private property rights;
- the use of the property cannot worsen the ecological situation and natural qualities of the land;
- the right to entrepreneurial activity, which is not prohibited by law;
- the ensuring of the protection of competition in business activities;
- the protection of consumer rights, the control over the quality and safety of products and all types of services and works;
- the right to work, which includes the opportunity to earn a living by work;
- the right to proper, safe and healthy working conditions, to wages not lower than those determined by law;
- the right to rest for everyone who works;
- the right to social protection;
- the right to housing; the state creates the conditions under which every citizen will be able to build, own or rent housing;
- the right to a sufficient standard of living for oneself and one's family, which includes sufficient food, clothing, housing;
- the right to health care, medical assistance and medical insurance;
- the right to an environment safe for life and health and to compensation for damage caused by the violation of this right;

- the right to free access to information about the state of the environment, about the quality of food products and household items;
- the right to education.

The specified priorities from the point of view of biological resource management in the agricultural sector determine the value of a person and his/her right to work, social protection, education, recreation, housing, health care, as well as the importance of state regulation, the levers of which are combined and balanced with the action of self-regulation of economic activity on the basis entrepreneurship, market competition, property rights, environmental safety. This approach provides for the implementation of the provisions of the Law of Ukraine "On the Basics of State Regulatory Policy in the Field of Economic Activity", where the state regulatory policy in the field of economic activity is used in the sense of direct state policy aimed at improving the legal regulation of economic relations, as well as administrative relations between regulatory bodies of state power and economic entities, preventing the adoption of economically impractical and ineffective regulatory acts, reducing state interference in the activities of economic entities, and eliminating obstacles to the development of economic activity.

The Law also provides an interpretation of the terms "regulatory act", "regulatory activity", "tracking the effectiveness of the regulatory act", "revision of the regulatory act", "indicators of the effectiveness of the regulatory act", "analysis of the regulatory impact", "report on tracking the effectiveness of the regulatory act", "developer of the draft regulatory act". When interpreting the term "regulatory body", a list of such bodies and persons is also legitimately provided.

In accordance with the legislation, the implementation of the priorities of the state policy on resource management in the agricultural sector requires compliance with a number of principles. It is quite logical to include the following among the main ones:

- expediency;
- adequacy;
- efficiency;
- balance;
- predictability;
- transparency;
- consideration of public opinion.

Since the present and the future of the upward development of bioresources and nature management of the agricultural sector are largely determined by the effectiveness of the implementation of the innovative paradigm in management practice, the above list should be supplemented with the principle of scientific thoroughness.

This approach corresponds to the provisions of the State Administration Reform Strategy of Ukraine for the period until 2021, approved by the Decree of the Cabinet of Ministers of Ukraine No. 474 dated June 24, 2016. After all, its purpose is to improve the state administration system and, accordingly, increase the level of the country's competitiveness. The result of the implementation of the Strategy should be a more effective and accountable system of public administration to citizens, which works in the interests of society, ensures the sustainable development of the country and provides quality services, which fully corresponds to the points of effectiveness of the state regulatory policy regarding the development of biological resources and the use of nature in the agricultural sector.

The priorities of the Strategy are formed by:

- strategic principles of public administration reform;
- strategic planning, coordination, policy formation and implementation;
- civil service and human resources management;
- accountability - organization, transparency, supervision;
- administrative procedures, administrative services and electronic governance.

In accordance with the main priorities of the Constitution of Ukraine, the establishment of local self-government appears as an important component of the state and regional policy on resource management in the agricultural sector. Its legal basis is the Law of Ukraine "On Local Self-Government in Ukraine" [27].

Local self-government is carried out both directly by relevant territorial communities and through their councils and executive structures that represent the common interests of these communities. The list of basic principles of local self-government is shown in Figure 1.

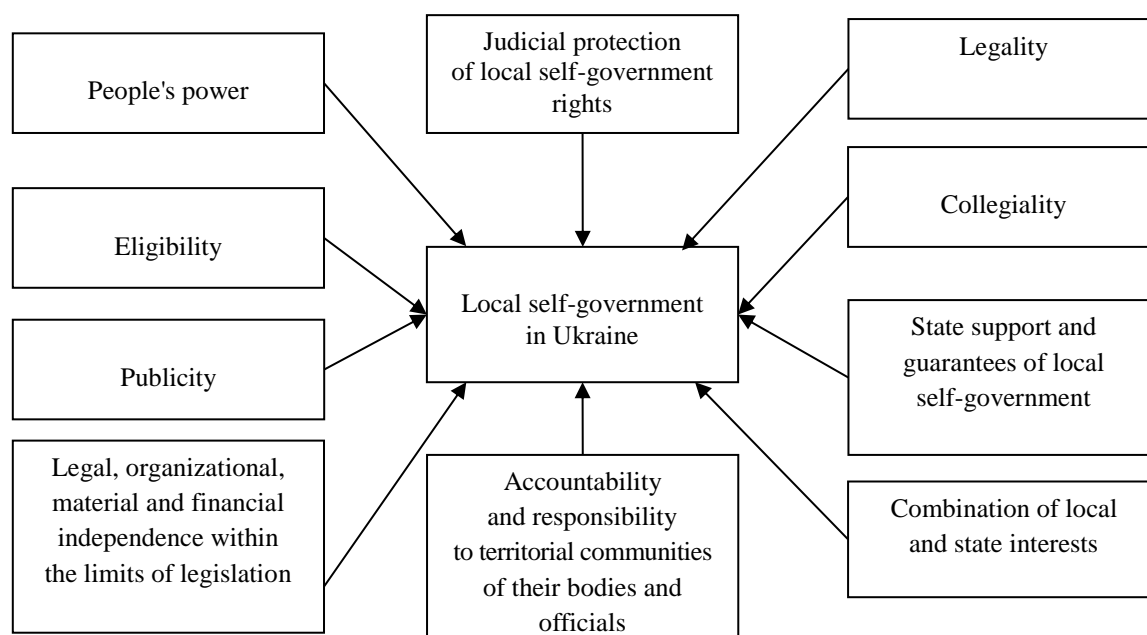


Figure 1. Basic principles of local self-government

The essence of the socio-political and socio-economic phenomenon represented by local self-government is interpreted by legislation as the state-guaranteed right and real ability of a territorial community – residents of a village or a voluntary association of residents of several villages, towns, cities into a rural community – independently or under the responsibility of authorities and local self-government officials to resolve issues of local importance within the framework of the Constitution and laws of Ukraine. The provisions of the organizational and legal foundations of local self-government in the part of its exclusive competence should be attributed to the management of resources in the agricultural sector, namely:

- making decisions on the functioning and development of specific spheres of the community's life by approving relevant programs (social, economic, cultural, household, infrastructural ones) for the future;
- solving issues of regulation of land relations in accordance with legislation; approval of land tax rates in accordance with the Tax Code of Ukraine;
- solving in accordance with the legislation issues on granting a permit for the special use of natural resources of local importance;
- making decisions on the organization of territories and objects of the nature reserve fund of local significance and other territories subject to special protection;
- submission of proposals to relevant state bodies regarding the declaration of natural and other objects of ecological, historical, cultural or scientific value as monuments of nature, history or culture protected by law, making decisions on the declaration of a "season of silence" in places of mass reproduction and rearing of offspring by wild animals with restriction of economic activity and extraction of objects of the animal world;
- establishment of rules on issues in accordance with legislation of the beautification of the territory of the settlement, ensuring its cleanliness and order, trading in the markets, maintaining silence in public places;
- making decisions related to the creation of special free and other zones, changes in the status of these zones, submission of proposals on these issues to the relevant bodies.

The legal basis for improving the provisions of local self-government in Ukraine is the provisions of the "Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine", approved by the Decree of the Cabinet of Ministers of Ukraine No. 333 dated April 1, 2014. Its purpose is to determine the directions, mechanisms and deadlines for the formation of effective local self-government and territorial organization of power to create and maintain a full-fledged living environment for citizens, provide high-quality and accessible public services, establish institutions of direct people's power, satisfy the interests of citizens in all spheres of life in the relevant territory, coordination of the interests of the state and territorial communities, which is fully consistent with management principles, because the definition of the goal should be supported by the specification of the means and ways by which its achievement is ensured.

Implementation of the Concept will contribute to the management of biological resources in the agricultural sector in terms of the formation of united territorial communities capable of solving issues of local importance independently or through local self-government bodies; socio-economic development of territorial communities and regions; stimulating the economic development of territories as a result of improving the mechanisms of influence of local self-government bodies on determining the priorities of local economic development [28].

This requires the creation of appropriate material, financial and organizational conditions, as well as the formation of personnel, which must ensure the implementation of the relevant powers within a certain territorial community. From the point of view of resource management of the agricultural sector, it is important to adhere to the original provisions of the Concept, the main ones of which are shown in Figure 2.



Figure 2. The main components of management of resource development and nature management of the agricultural sector in the reform of local self-government

The Constitution of Ukraine, the Law of Ukraine "On the Fundamentals of State Regulatory Policy in the Field of Economic Activity", the Law of Ukraine "On Local Self-Government in Ukraine", the Strategy for Reforming the State Administration of Ukraine for the Period Until 2021, the Concept of Reforming Local Self-Government and the Territorial Organization of Power in Ukraine determine

the priorities of the state regulatory policy on resource management in the agricultural sector and form its general legal field, including the external environment. At the same time, a number of normative legal acts belong to those that have a program-targeted nature of special legislation and relate directly to the components of the agricultural sector and/or it as a whole.

Thus, in accordance with the provisions of the Constitution of Ukraine, the Land Code of Ukraine emphasizes that land belongs to the main national wealth, which is under the special protection of the state, as well as the guaranteed ownership of land. The priorities of the state regulatory policy on resource management in the agricultural sector are determined by the principles of land legislation, the list of which is given in Figure 3.

According to the provisions of the Land Code, the priority of agricultural land is based on the fact that land suitable for agricultural needs should be provided primarily for agricultural use. This priority is emphasized by the fact that for industrial, engineering, civil construction, transport and road networks it is planned to use lands that are unsuitable or hardly suitable for agricultural production [27].

The priorities of the state and regional policy on resource management in the agricultural sector are directly related to the economic, social and legal foundations of the organization of environmental protection, which are stated in the Law of Ukraine "On Environmental Protection". Already in the preamble of this Law, it is emphasized that the protection of the natural environment, the rational use of natural resources, ensuring the ecological safety of human life is an integral condition for the sustainable economic and social development of the regions of Ukraine, and therefore fully belongs to the number of priorities of the state and regional policy on resource management in the agricultural sector.

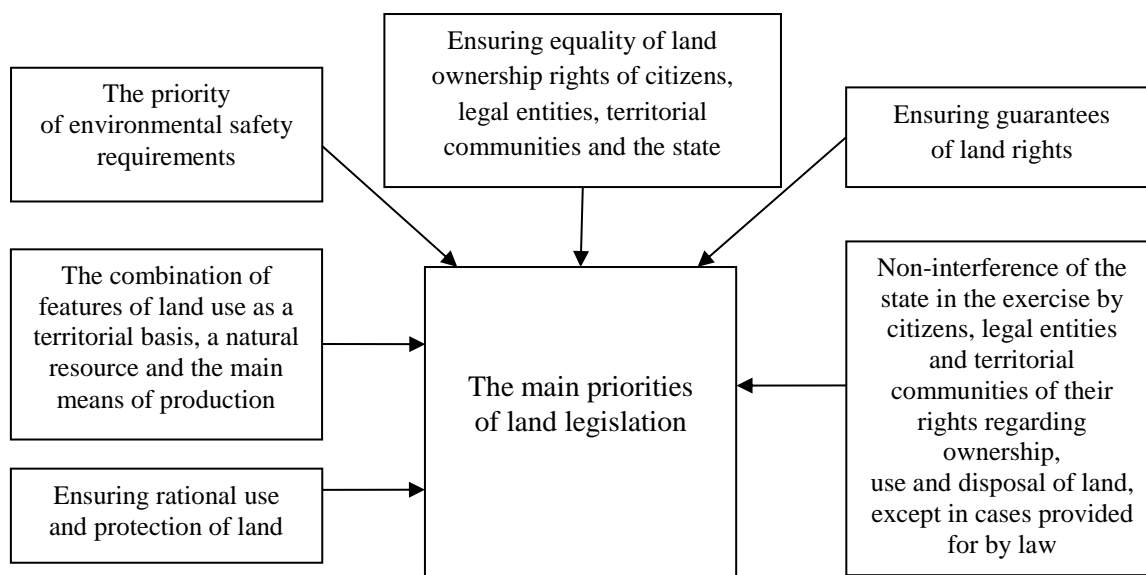


Figure 3. Priorities of land legislation of Ukraine

An additional argument in favor of the conclusion is the interpretation of environmental policy defined by legislation – aimed at preserving the environment safe for the existence of living and non-living nature, protecting the life and health of the population from the negative impact caused by environmental pollution, achieving a harmonious interaction of society and nature, protection, rational use and reproduction of natural resources. It is even somewhat narrower than resource management in the agricultural sector, as a result of which natural resources can be enriched, and not only protected, rationally used and reproduced [29].

After all, the special legislation of the country, the provisions of which are given in the Law of Ukraine "On Plant Life", which provides for the regulation of social relations in the sphere of protection, use and reproduction of wild and other non-agricultural vascular plants, bryophytes, algae, lichens, as well as mushrooms, is intended to facilitate their groups and habitats, because they can be, and in practice already serve as an additional source of material benefits for people, and in practice are used in the processes of production of agricultural products and industrial and economic activities of the rural population.

Similar arguments apply to the substantive provisions of the Law of Ukraine "On the Animal World" as such, which expands the boundaries of the legislation "On the Protection of the Natural Environment" and corresponds to the priorities of the state regulatory policy on resource management in the agricultural sector, because the demarcation of objects of the animal world in all their species and population diversity and at all stages of development (embryos, eggs, pupae, etc.), which are in a state of natural will, kept in semi-free conditions or in captivity, as well as parts of wild animals (horns, leather, etc.), and the products of life of wild animals (honey, wax, etc.) from those already used as biological and natural resources of the agricultural sector, is quite conditional [30].

The priorities of the state and regional policy on resource management in the agricultural sector correspond to the provisions of the Law of Ukraine "On the Basic Principles (Strategy) of the State Environmental Policy of Ukraine for the Period until 2030", in which the goal of the state environmental policy is defined as a comprehensive set of ecological, social and economic results: achieving a good state of the environment by introducing an ecosystem approach to all directions of socio-economic development of Ukraine, ensuring the constitutional right of every citizen of Ukraine to a clean and safe environment, implementing balanced nature management and preservation and restoration of natural ecosystems. The law unequivocally indicates the need to introduce an ecosystem approach into industry policy and improve the system of integrated environmental management, which directly affects the agricultural sector, the user of biological and natural resources [31].

In the Law of Ukraine "On Environmental Impact Assessment", already in the preamble it is noted that the relevant Law establishes the legal and organizational principles of environmental impact assessment aimed at preventing environmental damage, ensuring environmental safety, environmental protection, rational use and reproduction of natural resources, in the process of making decisions about the implementation of economic activities that may have a significant impact on the environment, taking into account state, public and private interests. These positions are clearly related to the development of resources and nature management in the agricultural sector and are subject to state regulation as an important priority.

The immediate priorities of state and regional policy on resource management in the agricultural sector are defined in the Law of Ukraine "On Grain and the Grain Market in Ukraine", the Law of Ukraine "On Seeds and Planting Material", the Law of Ukraine "On the Protection of Rights to Plant Varieties", the Law of Ukraine "On the basic principles and requirements for organic production, circulation and labeling of organic products" and other normative legal acts. They specify the provisions of the Constitution of Ukraine and show that the priorities of the state regulatory policy on resource management in the agricultural sector belong to those of a doctrinal nature.

Conclusions. The conducted studies of state and regional policy priorities for resource management in the agricultural sector provide grounds for the following general conclusions.

First, the state regulatory policy on resource management in the agricultural sector is an objective necessity caused by the scale and different levels of economic management of the development of the economy and its sectoral and territorial components, the interweaving of economic, social, ecological and institutional spheres, the interaction and interdependence of which requires appropriate coordination and balancing of diverse interests and needs of society, territorial communities, business structures, environment and people.

Secondly, the identification of the priorities of the state and regional policy on resource management in the agricultural sector is based on the multi-purpose functionality of the relevant management, economic, social and environmental processes, designed to improve the reform of the state regulatory policy, balance and bring to a qualitatively new level of agricultural production and economic management activities, strengthen the potential of biological and natural resources of rural areas.

Thirdly, the main priorities of the state and regional policy on resource management in the agricultural sector are based on the original provisions of the Basic Law of Ukraine and determine the value of a person and his/her right to social protection, work, housing, health care, education, recreation; provide for the combination and balancing of state regulators with the action of self-regulation of economic activity on the basis of entrepreneurship, market competition, property rights, and environmental safety.

Fourth, the state regulatory policy on resource management in the agricultural sector needs to be improved on a scientific basis, in particular in terms of the implementation of constitutional provisions regarding the right to own, use and dispose of one's property, as well as guaranteeing the right to own land.

Fifth, the Constitution of Ukraine, Laws of Ukraine, resolutions of the Verkhovna Rada of Ukraine, decrees and orders of the President of Ukraine, resolutions and orders of the Cabinet of Ministers of Ukraine, orders of ministries and other central executive bodies of Ukraine, orders of local state administrations, local self-government bodies and others normative legal acts specify the priorities of the state and regional policy on resource management in the agricultural sector, testifying to the doctrinal nature of its legal and scientifically applied support.

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ДЕРЖАВНА ТА РЕГІОНАЛЬНА ПОЛІТИКА В АГРАРНОМУ СЕКТОРІ НАЦІОНАЛЬНОЇ ЕКОНОМІКИ УКРАЇНИ

Система управління в аграрному секторі формується в результаті взаємодії людини та навколишнього природного середовища під час здійснюваної виробничо-господарської діяльності. Біоресурси виступають як явище та процеси, що породжують науково-прикладні проблеми, які обираються для пізнання як об'єкт дослідження. В реальній економіці біоресурси є об'єктом управління, що потребує спеціально організованих впливів ззовні для досягнення визначених цілей. Цілісна єдність функціональних та інституціональних елементів системи управління ресурсами аграрного сектора має дуальний характер, що формує зміст, якість, інгресію та синергію управлінського процесу.

В статті визначено підходи щодо визначення пріоритетів державної та регіональної політики з управління ресурсами в аграрному секторі економіки, що ґрунтуються на об'єктивній необхідності поєднання та балансування державних регуляторів з дією саморегулювання виробничо-господарської діяльності при керуванні сільською галузевою та територіальною економікою на засадах підприємництва, ринкової конкуренції, права власності, екологічної безпеки.

Ключові слова: управління, біоресурси, природокористування, аграрний сектор, результативність, державна політика, національна економіка.

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