ACTA Acta Sci. Pol., Administratio Locorum 23(2) 2024, 227–241.
https://czasopisma.uwm.edu.pl/index.php/aspal plISSN 1644-0749 eISSN 2450-0771 DOI: 10.31648/aspal.8266

ORIGINAL PAPER
Received: 03.10.2022 Accepted: 03.10.2023

ENVIRONMENTAL POLICY IN RURAL DEVELOPMENT MANAGEMENT INVOLVING TERRITORIAL PARTNERSHIPS

Iryna Kostetska[1]✉, Bogusława Baran-Zgłobicka[2]✉

[1] ORCID: 0000-0001-5340-0145
[2] ORCID: 0000-0003-1678-8157
[1] National University of Life and Environmental Sciences of Ukraine, Faculty of Economics, Educational Building no. 10, 11 Heroyiv Oborony Street, Kyiv, 03041, **Ukraine**
[2] Maria Curie-Skłodowska University, Faculty of Earth Sciences and Spatial Management Kraśnicka Avenue, 2cd, 20-031 Lublin, **Poland**

ABSTRACT

Motives: Local authorities are seeking new approaches to development, with a strong emphasis on multifunctional development. Taking into account the state of the natural environment, they need to implement various activities that effectively reduce anthropogenic pressure. Poland's membership in the EU requires the implementation of the European Green Deal. The neighbouring Polish and Ukrainian regions of Lublin and Lviv, which share similar environmental conditions and a common cultural heritage, were chosen for this study. The Polish border regions have the potential to serve as an important model for Ukrainian border regions as they strive to integrate into the European Union. This paper provides an overview of development and environmental support policies, as well as in-depth case studies, to establish a basis for assessing the sustainable functioning of rural municipalities and territorial partnerships.
Aim: This study examined supra-local strategic documents concerning environmental protection and rural development in Polish and Ukrainian municipalities. Their socio-economic situation was characterised, and the goals and activities proposed under their environmental protection programmes and local development strategies were identified.
Results: Based on the research findings, a proposal was formulated for implementing systemic solutions in the development of strategic plans to ensure that local strategies become fundamental tools for implementing measures that support environmental protection and sustainable development.

Keywords: environmental protection, strategic planning, Local Action Groups, municipality (*gmina/hromada*), Poland, Ukraine

INTRODUCTION

The modern world is facing the catastrophic effects of global climate change and environmental degradation. One approach to addressing these issues is the Green Deal Concept which aims to achieve climate neutrality in Europe by 2050 at the latest. The Paris Agreement of 2015 has reaffirmed the obligations of developed countries to strengthen climate policy. These developments directly impact

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

© Copyright by Wydawnictwo Uniwersytetu Warmińsko-Mazurskiego w Olsztynie

partner countries, particularly Ukraine, and the European Union Member States, where an updated common climate policy is currently taking shape. The UN General Assembly's post-2015 Development Agenda – Transforming our World: 2030 Agenda for Sustainable Development is an equally important document which sets out 17 sustainable development goals. These goals are embedded in the fundamental principles of environmental policy in Poland and Ukraine.

Currently, Ukraine faces a significantly higher anthropogenic burden on the environment than developed countries worldwide, and this burden is constantly increasing. In the past year, Ukraine's overall situation has been compounded by the war which has considerably worsened the state of the environment. In this challenging situation, implementing the state's environmental policy and addressing local environmental issues is a crucial and complex aspect of domestic and foreign policy. The activities implemented as part of this framework focus on restoring natural resources, ensuring the stability of the nature conservation system, securing the livelihoods of the population, and implementing effective environmental policy mechanisms at different levels of the country's territorial division (Burdak & Makar, 2020).

In Poland, despite a long history of environmental protection measures, many negative impacts have not been adequately reduced, which is largely due to ineffective environmental policy instruments. Poland has significantly reduced its atmospheric emissions, increased the levels of wastewater treatment, and improved waste management since the political and economic transformations of 1989. However, smog continues to pose a threat during the heating season due to the dominance of traditional energy sources. Little progress has been made in development of the nature conservation system, and the decline in biodiversity has not been halted (Karaczun, 2020).

International obligations, as well as the need to improve the citizens' lives compel both countries to develop a system that effectively links economic development programming with environmental protection requirements. A formal basis and the appropriate instruments have to be developed for the effective implementation of environmental policy and environmental management at different levels of territorial division in the country. At the same time, "the Union's priorities for rural development should be pursued within the framework of sustainable development and the Union's promotion of the goal of protecting and improving the environment" (European Union 2013, Article 5).

Intersectoral partnership is a voluntary cooperation of actors in three sectors (state, economic, social) in the process of identifying and solving social problems in joint effort. Local associations play an important role in the rural development process. The European Union has introduced LEADER, an innovative local development tool that is being implemented by local action groups (LAGs) (Lengerer et al., 2023; Ray, 2000). This instrument has been in place since the 1990s (Bocher, 2008; Bruckmeier, 2002; Pollemann et al., 2020; Thusen, 2011). Initially (between 1991 and 1990), LEADER was a pilot initiative. The last programming period (2014–2020) had been included in the second pillar of the Common Agricultural Policy (CAP) (European Union 2013, Articles 29, 31–33, 42–44, 59 and 65). The programme's scope was increased upon the enlargement of the EU (Dax et al., 2016; Navarro et al., 2016; Konečný, 2019). The activities implemented under LEADER contribute not only to innovation and economic improvement (Bosworth et al., 2016; Navarro et al., 2018), but also to strengthening local communities and raising living standards (Convery et al., 2018; Shucksmith et al., 2020). The LEADER programme has a special place in post-socialist countries (Chevalier & Maurel, 2010; Konečný et al., 2020; Macken-Walsh, 2010; Marquardt et al., 2012).

Local action groups are an example of effective associations in Poland (Falkowski, 2010; Furmankiewicz et al., 2010; Furmankiewicz, 2012; Hochleitner, 2011; Psyk-Piotrowska & Zajda, 2013; Wojewódzka-Wiewiórska, 2017). Their contribution to various areas of local development has been discussed extensively in the literature (Brańka, 2015; Brańka

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

et al., 2015; Furmankiewicz et al., 2016; Kołomycew & Pawłowska, 2013; Szamrowski & Pawlewicz, 2015; Turek, 2013). Musiał-Malago' and Marcisz (2019) and Wiza (2021) pointed out that local associations organically complement the activities of local government agencies by integrating and activating municipal inhabitants, which confirms their importance. The role of local partnerships and grassroots initiatives is particularly emphasised (Brodziński, 2009; Gulc, 2013; Kalisiak-Mędelska, 2013; Nycz, 2013). However, some researchers have argued that LAGs insufficiently stimulate the multifunctional development of rural areas (Guzal-Dec & Zwolińska-Ligaj, 2017).

Territorial partnership is a new concept in Ukraine, and the Polish example is only beginning to make inroads into the scientific literature. Korinets (2023) discussed the importance and advantages of local partnerships. Therefore, Polish experiences in improving environmental policy should be examined in the context of territorial partnerships for Ukraine.

MATERIALS AND METHODS

The aim of the study was to assess environmental policies and strategic programmes, to define their spatial dimensions, and to identify factors that determine the choice of development directions. The specific objective was to present the role of environmental policy and programming in strategic documents, and to assess the extent to which Polish experiences can be implemented in Ukraine.

The research sample was selected based on an analysis of legal acts, strategic documents and materials available on the official websites of territorial units. The documents prepared for selected municipalities (*gminas*) in Lublin Voivodeship in Poland and the municipalities (*hromadas*) in Lviv Oblast in Ukraine were subjected to a detailed analysis. Territorial units were selected for the study based on the following criteria:

– the Polish region and the Ukrainian region must be directly adjacent to each other;
– one LAG is selected in Lublin Voivodeship, and all participating municipalities should have an up-to-date local strategy;
– one of the priority objectives in the local strategy should relate to environmental policy;
– three adjacent municipalities are selected in a district (*raion*) of Lviv Oblast (to propose a local partnership and a joint strategy);
– all three Ukrainian municipalities should have an up-to-date strategy, where the development of an environmental policy is one of the priorities.

Various information sources, methods, research tools and techniques were considered in the study. The literature and legal acts were reviewed, and the existing development strategies and environmental protection programmes were assessed at different levels of territorial division in both countries. A comparative analysis of strategic planning systems and environmental protection programmes in Poland and Ukraine was carried out.

Several research methods were used in the study, in particular:

– critical analysis (review and evaluation of the literature);
– statistical methods (collection and analysis of statistical data concerning the studied territorial units and their documents);
– comparative analysis (comparison of activities in rural areas in Poland and Ukraine);
– monographic method (analysis of Local Development Strategies (LDS) and rural clusters in Ukraine),
– case study (characterisation of LDS and their effectiveness in Poland, and the strategies of rural communities in Ukraine),
– abstract-logical method (formulation of concepts, conclusions and recommendations).

The environmental protection objectives in the analysed documents were collated in the following stage of the study. Case studies were also discussed based on the experiences of local government agencies and their associations. The study was undertaken to determine the advantages and disadvantages of the existing systems in both countries, and to formulate conclusions and recommendations.

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

SELECTED INSTRUMENTS FOR DEVELOPMENT AND ENVIRONMENTAL MANAGEMENT

In Poland, development management is based on a system of strategic documents which are the basic instruments for guiding the country's development policy (Gawroński, 2010). Strategic documents define the country's development goals and the manner of their implementation. The Development Policy Act of 6 December 2006 (consolidated text, Journal of Laws 2023, item 225) constitutes the legal basis for environmental management. The 2020 amendment to the above Act (Journal of Laws 2020, item 1378) introduced a number of changes with the aim of integrating socio-economic and spatial development programming in strategic documents. The most important changes include provisions aiming to strengthen the role of regional and municipal development strategies and to introduce supra-local development strategies. The Strategy for Responsible Development until 2020 (with an outlook until 2030) (M. P. 2017, item 260) is the medium-term strategy which defines the objectives and directions of social, economic and spatial development in a medium-term perspective. Nine integrated strategies are the main strategic documents in the development management system, including the National Strategy for Regional Development 2030 (M. P. 2019, item 1060) and the State Environmental Policy 2030 – Development Strategy for Environment and Water Management (M. P. 2019, item 794). These strategies combine social, economic and spatial planning based on the existing links between different areas, and they provide a basis for coordinating these activities at lower levels of territorial division. The National Development Concept 2050 is currently under development, and it will define development trends and provide a basis for the preparation of development strategies.

At present, the State Environmental Policy 2030 – Development Strategy for Environment and Water Management (M. P. 2019 item 794) constitutes the basis for all environmental activities. This document also takes into account the objectives and commitments at the international level, including the objectives of the European Union's climate and energy policy until 2030, and the sustainable development objectives formulated in Agenda 2030. The adopted objectives are also determined by the legislative requirements defining environmental quality standards in intervention areas.

The environmental protection programme is an instrument for implementing the environmental protection policy at all levels of territorial division (voivodeship, county, municipality) (Fig. 1). Local authorities are legally obliged to develop an environmental protection programme pursuant to Article 17(1) of the Environmental Protection Act of 27 April 2001 (consolidated text, Journal of Laws 2022, item 2556). Such a programme should take into account the hierarchy of environmental objectives formulated in the strategies, programmes, and programming documents of higher-level territorial units as regards the area covered by the analysis and the documents adopted at the municipal level. The aim of the programme is to improve the condition of the natural environment in municipalities, to minimise the negative impact of pollution on the components

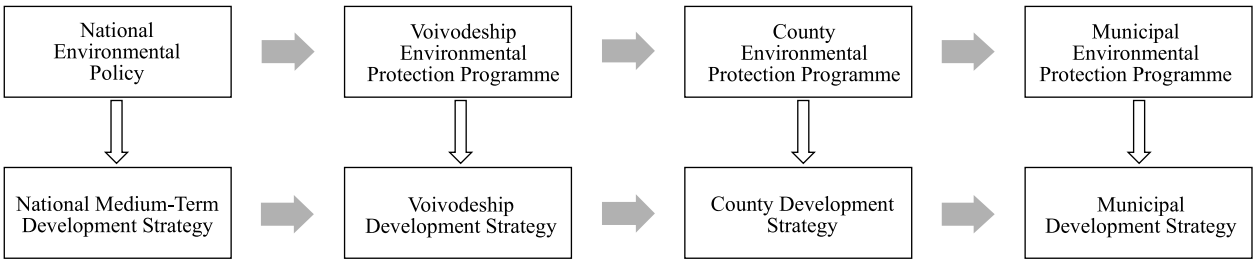

Fig. 1. Strategic planning and environmental management system in Poland
Source: own elaboration.

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

of the environment and the environment as a whole, to manage environmental resources rationally, and to protect environmental values. The programme should constitute the basis for the environmental management system by combine all activities and documents on environmental protection and nature conservation at the level of a given territorial unit.

Ukraine has a similar strategic planning system to Poland. On 7 September 2022, Ukraine adopted a law amending selected legislative acts on the foundations of the State Regional Policy and the Policy of Reconstruction of Regions and Territories (No. 2389-IX). This law outlines the main legal, economic, social, environmental and organisational principles of regional state policy as a component of Ukraine's domestic policy. It specifies the main goals in the reconstruction of regions and territories affected by armed aggression against Ukraine. The law formulates a clear mechanism for planning, development and reconstruction of Ukrainian regions and municipalities. It also introduces a three-tier system of strategic planning at the national, regional, and municipal level.

The following legal acts set the formal basis for Ukraine's environmental policy: Decree No. 722/2019 of the President of Ukraine of 30 September 2019 on sustainable development goals in Ukraine until 2030, Regulation of 28 February 2019 on the basic principles (strategy) of Ukraine's national environmental policy until 2030 (No. 16, Article 70), and Decree No. 443 of the Ukrainian Council of Ministers of 21 April 2021 approving the National Environmental Action Plan until 2025.

The Strategy of the National Environmental Policy of Ukraine and the National Action Plan play the key role in the process of developing a consistent vision for the implementation of these founding documents in the area of environmental protection, in particular the development of national and local policies. At the regional level, the Environmental Protection Programme for 2021–2025 was adopted pursuant to Decision No. 72 of the Lviv Regional Council of 23 February 2021. The development of environmental programmes is chaotic at the municipal level. Not all municipalities have departments responsible for environmental issues, and environmental problems are often resolved by general economic departments. In addition, the developed programmes do not always correspond with the development strategies of municipalities as autonomous bodies.

In municipalities, environmental programmes are developed by Departments of Land Resources and the Environment. In many cases, these programmes are created without reference to the municipal strategy. However, according to the adopted law, strategic documents should be aligned. Programme activities that are not included in the strategy are not entitled to funding from regional or state budgets. Therefore, strategies and programmes are being amended in many municipalities.

RESULTS AND DISCUSSION

Strategic documents at the regional level were analysed in the first stage of the study. The objectives related to environmental protection are formulated in the Development Strategy of Lublin Voivodeship and the Development Strategy of Lviv Oblast. These objectives are directly related to countering threats and improving the state of the natural environment (Table 1). The Environmental Protection Programme of Lublin Voivodeship is not directly aligned with the Development Strategy of Lublin Voivodeship, despite the fact that environmental priorities should be consistent with strategic and programme documents. However, in accordance with formal requirements, the environmental protection program takes into account the intervention areas and the objectives resulting from the National Environmental Policy.

The goals, directions, and objectives of the Ukrainian Programme align with Strategic Objective 4 "Clean Environment" of the Lviv Region Development Strategy 2021–2027 and the operational objectives (Table 1). They are also consistent with the Waste Management Strategy of Lviv Oblast until 2030 and the Development Strategy of Mountain Areas in Lviv Oblast for 2018–2022. The environmental situation in Lviv Oblast is influenced by both long-standing

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

Table 1. Environmental priorities in the strategic documents of Lublin Voivodeship and Lviv Oblast

Lublin Regional Development Strategy until 2030		Lviv Regional Development Strategy 2021–2027	
Strategic objective 2: Strengthening links and functional systems Operational objective 4.1		**Strategic objective 4 Clean environment**	
		Prevention of water and air pollution	
Operational Objective 2.4.	Protection of environmental assets	Operational Objective 4.2.	Promotion of environmental awareness and development of a comprehensive waste management system
		Operational Objective 4.3.	Preservation of biodiversity and establishment of protected areas
Environmental Protection Programme of Lublin Voivodeship for 2020–2023 with an outlook to 2027 (areas of intervention and objectives)		**Environmental protection programme 2021–2025** (main directions and goals)	
1) Climate and air quality protection: Improving air quality while ensuring energy security in the context of climate change. 2) Noise pollution: Improving the acoustic climate of Lublin Voivodeship. 3) Electromagnetic fields: Protection against electromagnetic fields. 4) Water management: I. Achieving good status of surface and groundwater bodies; II. Protection against water--related extreme events. 5) Water and wastewater management: Achieving rational water and wastewater management. 6) Geological resources: Rational management of geological resources. 7) Soils: Protecting soils from negative anthropogenic impacts, erosion, and adverse climate change. 8) Waste management and waste prevention: Waste management according to the waste hierarchy based on the sustainable development of Lublin Voivodeship. 9) Natural resources: I. Protection of biodiversity and landscape; II. Sustainable management of forests; III. Increasing forest cover. 10) Major accident hazards: Reducing the risk of major accidents and minimising their consequences.		1) Establishment of a nature reserve fund, preservation of biodiversity and landscape diversity. 2) Promotion of environmental awareness. 3) Creation of an environmental monitoring system. 4) Minimising the disposal of untreated and insufficiently treated wastewater to water bodies and improving the quality of surface water in the basins of rivers Dniester, Western Bug, San, and Dnipro. 5) Addressing the main problems associated with the safe collection, storage, disposal, treatment and disposal of municipal, industrial and hazardous solid waste. 6) Land conservation and rational use of land. 7) Protection of ambient air. 8) Promotion of international cooperation in environmental protection. 9) Restoration of environmental balance in areas affected by the operations of mining and chemical companies in Lviv region. 10) Supporting the activities of regional landscape parks.	

Source: own elaboration based on online documents: https://strategia.lubelskie.pl/srwl/2030/srwl.2030.synteza.pdf, https://loda.gov.ua/documents/49999

and current problems. Agricultural practices, forestry and mining, chemical industry, machine engineering, and municipal infrastructure in urban areas have significant impacts on the environment. Under the Development Strategy of Lviv Region until 2027, the main environmental problems that require urgent action include surface water pollution from untreated or inadequately treated wastewater, low levels of environmental awareness, inadequate waste management infrastructure that leads to pollution with industrial and domestic waste, and non--sustainable use of biological resources that contribute to the loss of biodiversity.

In Poland, the investigated region was Lublin Voivodeship, where 22 LAGs have been established. These groups are required to formulate and adopt LDS. An analysis of 62 strategic objectives specified (Table 2) in the LDS revealed that they focus on

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

Table 2. Strategic objectives of environmental policies in selected Polish and Ukrainian municipalities

Poland							Ukraine		
Municipal development strategy							Municipal development strategy		
Chodel	**Józefów nad Wisłą**	**Karczmiska**	**Łaziska**	**Opole Lubelskie**	**Poniatowa**	**Wilków**	**Velyki Mosty**	**Sokal**	Radekhiv
Development Strategy of Chodel Municipality for 2015–2023	Development Strategy of Józefów nad Wisłą Municipality for 2016–2023	Development Programme of Karczmiska Municipality for 2015–2022	Development Strategy of Łaziska Municipality for 2016–2020	Development Strategy of Opole Lubelskie Municipality for 2016–2025	Development Strategy of Poniatowa Municipality for 2015–2025	Development Strategy of Wilków Municipality for 2017–2027	Development Strategy of Velyki Mosty Municipality for 2020–2027	Development Strategy of Sokal Municipality until 2027	Development Strategy of Radekhiv Municipality until 2027
CS 3. Improving the standard of living in the municipality	CS 2. Development of technical infrastructure, improved access to housing, and preservation of natural resources	CS 4 Environment and environmental protection	CS 2. Improving municipal infrastructure	CS 4. Low-emission and environmentally-friendly municipality	CS III. Safe and healthy society	1. Improving living conditions through the development of basic technical and social infrastructure	CS 1. Quality of life	CS 2. Improving living conditions	CS 3. Sustainable development of the municipality
CO 3.6. Preservation and enhancement of natural resources	CO 2.6. Implementation of high-standard environmental protection measures		CO 2.2 Expansion of sanitation infrastructure	CO 4.2 Adequate protection of valuable natural areas in the vicinity of nature reserves and the Chodelka Valley […].	3.7 Effective protection and restoration of environmental resources	1.3 Improving the quality of the environment	CO 1.2 Clean environment	CS 2.1. Improving engineering, road, environmental infrastructure and landscape	CS 3.3. Comfortable and safe environment
– Valorisation of natural resources – Construction, modernisation, renovation and provision of infrastructure for the conservation of natural resources	– Development and implementation of an environmental programme – Implementation of environmentally- friendly solutions – Implementation of an environmental education programme for residents	– Investments in renewable energy sources – Asbestos abatement – Promotion of environmental awareness – Construction of domestic wastewater treatment plants		– Development and implementation of a comprehensive programme for the revitalisation of river valleys and nature reserves – Landfill rehabilitation and development	– Creation of a<system for the collection of sorted waste at the source – Raising public awareness of environmental issues		– Improvements in wastewater management, water supply and drainage networks – Improvements in the solid waste management system – Implementation of hydrological measures, sanitary status of rivers and lakes	– Protecting the municipal environment	– Environmental safety

CO – operational objective, CS – strategic objective

Source: own elaboration based on: https://chodel.gmina.pl/, https://gminajozefow.pl/, http://www.karczmiska.pl, https://gminalaziska.pl/, https://opolelubelskie.pl/, http://um.poniatowa.pl/, https://wilkow.e-biuletyn.pl/, https://sokal-rada.gov.ua/, https://radekhiv-miskrada.gov.ua/, https://vmgromada.gov.ua/

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

8 main topics (Fig. 2). Under the Rural Development Programme for 2014-2020, the strategies of LAGs in Lublin Voivodeship focused on the development of tourism and entrepreneurship (entrepreneurship – 90%; tourism, recreation – 50%). Environmental protection was the general objective in the LDS of only three LAGs.

Based on the established criteria, seven Polish municipalities belonging to a single LAG under the LEADER Programme in Lublin Voivodeship, and three Ukrainian municipalities belonging to a territorial partnership were selected for detailed analysis (Table 2). The analysis of LDS revealed that none of the strategic objectives were solely dedicated to environment. However, the environmental component is present in each document at the level of operational objectives, with clearly defined tasks for their implementation.

Local Action Groups serve as an additional tool for the development of Polish municipalities (Kołodziejczak & Szczepańska, 2021). Based on the adopted criteria, the "Fruit Trail" LAG in Lublin Voivodeship was selected for detailed analysis (Table 3).

According to the Guidelines for the development of environmental protection programmes in voivodeships, counties, and municipalities (2015), environmental impact assessments encompass 10 areas of future intervention. The operational section formulates the directions and tasks for each intervention area. The relevant documents have been developed by only two municipalities selected for the study. Four programmes developed at voivodeship to municipal level were analysed.

In the analysed documents, most tasks are related to climate protection and air quality (reducing air pollutant emissions and modernizing transport infrastructure). The second significant group of tasks pertains to water management and protection, in particular water and wastewater management, and the expansion and modernisation of infrastructure. Many tasks are related to waste management and waste prevention, mainly rational waste management practices and the expansion of infrastructure for selective waste collection. At the regional level, a notable proportion of the tasks address the management of natural resources within the overall structure of the programmes (Table 4).

An analysis of LDS in Poland and Ukraine revealed that little attention has been given to objectives related to environmental policy. Some strategies lack such objectives, despite the fact that the LDS are the fundamental documents for the development of territorial units (Wiatrak, 2011). However, two objectives in LAG strategies were dedicated to environmental issues. This highlights the importance and effectiveness of LAGs in promoting and implementing environmental policies in municipalities. It should be noted that LAGs are local grassroots movements with a shared potential.

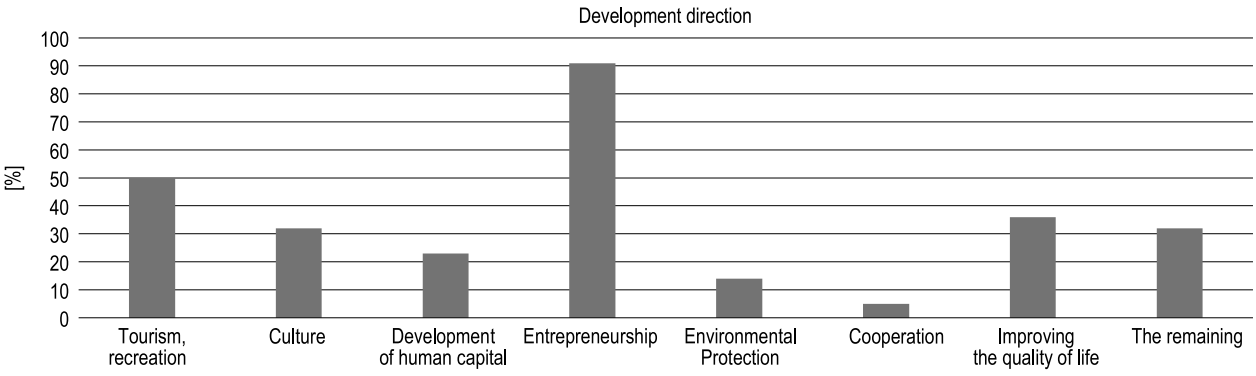

Fig. 2. Development directions in the local strategies of Local Action Groups in Lublin Voivodeship
Source: Kostetska (2022).

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

Table 3. Analysis of the strategic objectives of the "Fruit Trail" Local Action Group

	Objectives	Projects
General objective 1	Competitive and innovative fishing and aquaculture	
Specific objectives	1.1 Support for the adaptation and remediation of aquatic environments affected by natural disasters, harmful human and animal activities, and adverse consequences of climate change	1.1.1. Supporting activities to prevent and counteract damage 1.1.2. Supporting measures to reduce emissions of substances that cause climate change 1.1.3. Protection and restoration of the aquatic environment
General objective 4	Raising public awareness about environmental issues, local culture and heritage	
Specific objectives	4.1 Development of social capital and enhancement of local communities' self-organisation capacity in matters relating to culture, the natural environment, and local heritage	4.1.1. Community support for the use of local resources
	4.4 Preservation and sustainable use of cultural, historical, natural, and fishery resources	4.4.2. Creation and adaptation of fisheries heritage sites and education 4.4.3. Support for NGOs and other organisations in the field of education and promotion of fisheries heritage

Source: own elaboration based on (Strategy…, 2015).

Table 4. Areas of intervention in environmental programmes

Areas of intervention	Environmental programme			
	Lublin Voivodeship 2019	Opole county 2021	Karczmiska 2018	Poniatowa municipality 2019
	Number of tasks			
1. Protection of the climate and air quality	23	10	5	5
2. Noise pollution	9	4	4	4
3. Electromagnetic fields	2	2	4	2
4. Water management	14	8	4	1
5. Water and wastewater management	8	7	7	4
7. Soils	10	4	3	6
8. Waste management and waste prevention	15	5	6	4
9. Natural resources	27	7	5	4
10. Major accident hazards	5	2	3	2
Reducing the risk of major accidents and minimising their consequences				

Source: own elaboration based on the analysed environmental programmes.

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

Research has demonstrated that LAGs play a significant role as catalysts for rural development (Hadyński & Borucka, 2015; Kołodziejczak, 2011; Wiza, 2021; Zajda et al., 2016), and their strategies can serve as the basis for the future implementation of supra-local development strategies (Koliński & Kołodziejczak, 2021). Projects related to environmental protection and sustainable use of natural resources play a significant role in the strategies of LAGs established in different Polish regions (Czapiewska, 2012; Furmankiewicz & Janc, 2011; Guzal-Dec, 2014; Musiał-Malago' & Marcisz, 2019; Pałka, 2014; Pawłowska et al., 2014). A supra-local development strategy was formally introduced by the amendment to the Development Policy Act (Journal of Laws 2020, item 1378). In Ukraine, a similar system of strategic planning and programming has been introduced after decentralisation (Kostetska, 2021). However, the goals of rural development policy that had been implemented at the beginning of decentralisation and entrenched in the current legislation have not been achieved to date (Davydenko et al., 2022).

Environmental protection programmes should serve as a key instrument in environmental management to coordinate the activities undertaken at the level of voivodeships, counties, and municipalities. These programmes interpret the progress made in the implementation of environmental policies at the regional and local level. Unfortunately, the practical aspects of these programmes and their actual impact on spatial planning and development have not been adequately anchored in legislation. Moreover, the methodological indications and the substantive content of these mandatory documents have been modified over the years (Baran-Zgłobicka, 2017). The analysis demonstrated that the environmental programs introduced at different levels lack consistency. Furthermore, the formal objectives and tasks indicated in these programmes are not directly linked with LDS. Although all documents, including strategies and programmes, contain tasks for implementing investments related to environmental protection, these tasks are not implemented as part of long-term plans, but according to current needs. Most investments receive external support, which establishes a clear connection to the availability of funding. The system for controlling and enforcing the development of local environmental programmes is ineffective, which poses an enormous challenge. Therefore, efforts should be made to strengthen the role of environmental activities in strategic planning.

A supra-local development strategy offers a certain solution to this problem. The analysis of LAGs' development strategies revealed that this is an effective approach, especially when initiated at the grassroots level, because it actively involves members of the local community. Environmental projects are also more effectively implemented by associations of municipalities than individual municipalities. The effectiveness of environmental protection measures can also be increased by incorporating the objectives of the European Green Deal at the supra-local level.

CONCLUSIONS

Ukraine can benefit from Poland's experiences in implementing environmental policies. Some Polish municipalities have been developing documents for consecutive programming periods before the obligation to prepare environmental programmes had been introduced. Polish experiences in aligning local development plans with environmental management may not be flawless, but they provide an opportunity to highlight the system's advantages and disadvantages and propose a new framework that can be implemented in Ukraine to enhance the protection of its natural environment and avoid the mistakes made by the neighbouring countries (Fig. 3).

The proposed recommendations for establishing LAGs in the analysed Ukrainian municipalities aim to harness the local communities' entrepreneurial potential, create jobs, increase revenues for the local budget, and preserve the local culture and lifestyle. Additionally, these recommendations will build a positive image of Ukrainian municipalities and strengthen international cooperation, including as part of cross-border projects.

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

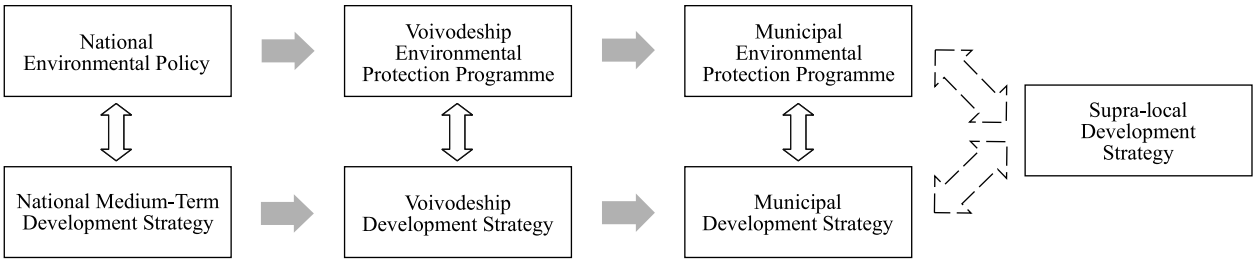

Fig. 3. Proposed planning system in Poland using Local Action Groups as an additional instrument
Source: own elaboration.

Polish LAGs are very active. The inclusion of local communities in the process of creating LDS promotes civic engagement in the implementation of activities and fosters cooperation with local authorities. Ukraine has implemented decentralisation reforms which led to the creation of territorial units. The creation of territorial associations can be a good step towards effective management of rural development and environmental protection policies.

Ukraine became an EU candidate in 2022, and the proposed activities and strategic plans have to meet EU standards. In this context, international cooperation among Polish and Ukrainian LAGs can play a crucial role because these associations can form consortia to exchange experiences at the local level. The study also demonstrated that the Polish LAG model can serve as an additional tool for each community and a valuable opportunity to adopt a similar model in Ukraine.

Funding: The study received support from the Visegrad Fund (ID # 52211399) at Maria Curie-Skłodowska University in Lublin.

REFERENCES

Baran, P., Gdakowicz, A. (2016). Diagnozowanie efektywności funkcjonowania lokalnych grup działania – aspekty praktyczne [Diagnosing the effectiveness of local active groups – practical aspects]. *Studia i Prace WNEIZ US*, 45/2, 107–120.

Baran-Zgłobicka, B. (2017). *Środowisko przyrodnicze w zarządzaniu przestrzenią i rozwojem lokalnym na obszarach wiejskich [The natural environment in space management and local development in rural areas]*. UMCS.

Bosworth, G., Rizzo, F., Marquardt, D., Strijker, D., Haartsen, T., & Thuesen, A. (2016). Identifying social innovations in European local rural development initiatives. *Innovation*, *29*(4), 440–459. https://doi.org/10.1080/13511610.2016.1176555

Brańka, P. (2015). Rola lokalnych grup działania w rozwoju turystyki aktywnej na obszarach górskich województwa podkarpackiego [Role of the Local Action Groups in the Process of Active Tourism Development in the Rural Areas of Podkarpackie Voivodeship]. In W. Kamińska (Ed.), *Uwarunkowania rozwoju turystyki: wybrane problemy* [*Determinants of Tourism Development*]. *Biuletyn KPZK PAN*, 256, 53–70.

Brańka, P., Jopek D., Musiał-Malago, M. (2015). Rola infrastruktury instytucjonalnej w rozwoju lokalnym na przykładzie lokalnych grup działania w woj. Małopolskim [The role of institutional infrastructure in local development on the example of local action groups in the Małopolskim Voivodeship]. In T. Kudłacz, & A. Hołuj (Eds.), *Infrastruktura w rozwoju regionalnym i lokalnym, Wybrane problemy*. CeDeWu.

Brudziński, Z. (2009). Problemy partycypacji społecznej w lokalnych grupach działania (LGD) [The problems of community participation in the activity of LAG]. *Roczniki Naukowe Stowarzyszenia Ekonomistów Rolnictwa i Agrobiznesu*, *11*, 4, 43–43.

Burdyak, V., Makar, Y. (2020). Ekologia środowiskowa w działalności wspólnot terytorialnych [Environmental ecology in the activities of territorial communities]. *Scientia*, 14/2, 58–64.

Czapiewska, G., (2012). Lokalne Grupy Działania a kreowanie rozwoju regionalnego w województwach pomorskim i zachodniopomorskim [Local Action Group Creating a Regional Development in the Voivodeships of Pomerania and West Pomerania]. *Nierówności społeczne a wzrost gospodarczy*, 29, 401–413.

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

Chevalier, P., & Maurel, M. (2010). Program LEADER w krajach Europy Środkowej [The LEADER Programme implementation in centrale European countries]. *Wieś i Rolnictwo*, 149 (4), 26–41.

Davydenko, N., Wasilewska, N., Boiko, S., Wasilewski, M. (2022). Development of Rural Areas in Ukraine in the Context of Decentralization: An Empirical Study. *Sustainability*, *14*, 6730. https://doi.org/10.3390/su14116730

Dax, T., Strahl, W., Kirwan, J., & Maye, D. (2016). The LEADER programme 2007–2013: Enabling or disabling social innovation and neo-endogenous development? Insights from Austria and Ireland. *European Urban and Regional Studies*, *23*(1), 56–68. https://doi.org/10.1177/0969776413490425

Decree of the President of Ukraine regarding the Sustainable Development Goals of Ukraine until 2030, dated 30th September 2019, No. 722/2019.

Development Policy Act of 6th December 2006. Journal of Laws of the Republic of Poland 2006, No. 227, item 1658 (consolidated text: Journal of Laws 2023, No. 225).

Environmental Protection Act of 27th April 2001. Journal of Laws of the Republic of Poland 2001, No. 62, item 627 (consolidated text: Journal of Laws 2022, No. 2556).

Environmental Protection Programme for 2021-2025. Decision No. 72 of the Lviv Regional Council dated 23rd February 2021.

European Commission (2013) Community-led local development, cohesion policy 2014–20 – the European Commission adopted legislative proposals for cohesion policy for 2014–20 (Brussels: European Commission)

Falkowski, J. (2013). Political accountability and governance in rural areas: Some evidence from the Pilot Programme LEADER+ in Poland. *Journal of Rural Studies*, *32*, 70–79. https://doi.org/10.1016/j.jrurstud.2013.04.008

Furmankiewicz, M. (2012). LEADER+ territorial governance in Poland: Successes and failures as a rational choice effect. *Tijdschrift Voor Economische En Sociale Geografie*, *103*(3), 261–275. https://doi.org/10.1111/j.1467-9663.2011.00680.x

Furmankiewicz, M., Janc, K. (2011). Partnerstwa terytorialne jako nowy model zarządzania rozwojem lokalnym – różnice regionalne i wpływ na aktywność mieszkańców [Area-based Partnerships as a New Model of Local Development Management – Regional Disparities and Impact on the Activity of Inhabitants]. *Studia KPZK PAN*, *140*, 231–245.

Furmankiewicz, M., Janc, K., & Macken-Walsh, A. (2016). The impact of EU governance and rural development policy on the development of the third sector in rural Poland: A nation-wide analysis. *Journal of Rural Studies*, *43*, 225–234. https://doi.org/10.1016/j.jrurstud.2015.12.011

Furmankiewicz, M., Thompson, N., & Zielińska, M. (2010). Area-based partnerships in rural Poland: The post-accession experience. *Journal of Rural Studies*, *26*(1), 52–62. https://doi.org/10.1016/j.jrurstud.2009.05.001

Gawroński, H. (2010). *Zarządzanie strategiczne w samorządach lokalnych*. Warszawa.

Guidelines for the Development of Voivodeship, Powiat, and Gmina Environmental Protection Programmes, (2015). Ministry of Environment.

Gulc, A. (2013). Wdrażanie oddolnych inicjatyw lokalnych na obszarach wiejskich na przykładzie podejścia LEADER [Implementing of bottom-up local initiatives on the example of the Leader approach]. *Economics and Management*, *4*, 225–245. http://dx.doi.org/10.12846/j.em.2013.04.15

Guzal-Dec, D. (2014). Partnerstwa międzysektorowe jako instrument wykorzystania zasobów lokalnych w procesie zrównoważonego rozwoju obszarów przyrodniczo cennych województwa lubelskiego [Intersectoral partnerships – Local Action Groups as an instrument for the use of local resources in the process of sustainable development of the areas of natural value located in the Lubelskie province]. *Roczniki Naukowe SERiA*, *16*(4), 109–114.

Guzal-Dec, D., Zwolińska-Ligaj, M. (2017). The Role of Local Action Groups in the Process of Multifunctional Development of a Peripheral Region. A Case Study of the Region of Lublin, Poland. *Wieś i Rolnictwo*, *3*(176), 97–120. https://doi.org/10.7366/wir032017/05.

Hadyński, J., Borucka, K., (2015). Aktywizacja obszarów wiejskich Unii Europejskiej w kontekście programu LEADER w Wielkopolsce [The effects of rural development policy in the European Union within the context of LEADER Programme's implementation in the Wielkopolska voivodeship]. *Journal of Agribusiness and Rural Development*, *1*(35), 49–56. https://doi.org/10.17306/JARD.2015.5

Hochleitner, J., (2011). Uwarunkowania rozwojowe lokalnych grup działania w województwie warmińsko-

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

-mazurskim [Conditionality of development local action group in province warmińsko-mazurskim]. *Studia Ełckie*, *13*, 545–567.

Kalisiak-Mędelska, M. (2013). Partnerstwo lokalne – istota i znaczenie na przykładzie lokalnych grup działania [The nature and importance of local partnership – the example of local action groups]. *Biblioteka Regionalisty*, *13*, 73–95. https://doi.org/10.15611/br.2013.1.06

Karaczun, Z. (2020). Analiza ewolucji instrumentów polityki ekologicznej w polskim systemie zarządzania ochrona środowiska oraz ocena potrzeby nowych narzędzi [Analysis of the evolution of ecological policy instruments in the Polish environmental protection management system and assessment of the need for new tools]. In W. Szymalski (Ed.), *100 lat ochrony środowiska w Polsce*. Instytut na Rzecz Ekorozwoju.

Koliński, K., Kołodziejczak, A. (2021). Strategie lokalnych grup działania jako podstawa tworzenia przyszłych strategii rozwoju ponadlokalnego gmin [LAG strategies as a basis for creating future supra-local development strategies of communes]. *Rozwój Regionalny i Polityka Regionalna*, *55*, 91–110. https://doi.org/10.14746/rrpr.2021.55.07

Kołodziejczak, A. (2011). Lokalne Grupy Działania jako czynnik rozwoju wiejskich obszarów peryferyjnych w województwach lubelskim i podlaskim [Local action groups as a factor of development for peripheral rural areas in the Lublin and Podlasie Voivodships]. *Studia Obszarów Wiejskich*, *28*, 127–139.

Kołodziejczak, A., Szczepańska, M. (2021). Partnerstwo terytorialne jako stymulator rozwoju obszarów wiejskich [Territorial partnership as a stimulator of rural development]. In A. Kołodziejczak (Ed.), *Obszary wiejskie w zintegrowanym planowaniu rozwoju* (pp. 53–66). Bogucki Wydawnictwo Naukowe.

Kołomycew, A., Pawłowska, A. (2013). Partnerstwa międzysektorowe w rozwoju obszarów wiejskich na przykładzie Lokalnych Grup Działania w województwie podkarpackim [Intersectoral partnerships in the development of rural areas – the case of Local Action Groups in the Podkarpackie voivodeship]. *Studia Regionalne i Lokalne*, *2*(52), 62–80. https://doi.org/10.7366/1509499525204.

Konečný, O. (2019). The LEADER approach across the European Union: One method of rural development, many forms of implementation. *European Countryside*, *11*(1), 1–16. https://doi.org/10.2478/euco-2019-0001

Konečný, O., Šilhan, Z., Chaloupková, M., & Svobodová, H. (2020). Area-based approaches are losing the essence of local targeting: LEADER/CLLD in the Czech Republic. *European Planning Studies*. https://doi.org/10.1080/09654313.2020.1764913

Korinets, R. (2023). *Rural development. A guide for specialists in agrarian and rural development of territorial communities*. Kyiv.

Kostetska, I. (2021). Perspektywy decentralizacji na Ukrainie: doświadczenia Polski [Prospects for decentralization in Ukraine: the experience of Poland]. *Wschód Europy*, *7*(1), 47–61. https://doi.org/10.17951/we.2021.7.1.47-61

Kostetska, I. (2022). Developing Smart Village concept in rural area management in Poland via local partnerships. *Visnyk of Kherson National Technical University*, *2*(81), 164–170.

Kostetska I. (2023) Rural development involving territorial partnership. *Bulletin of the Sumy National Agrarian University. Series: Economics and Management*, *3*(95), 43–48.

Law of Ukraine "On the Fundamental Principles (Strategy) of State Environmental Policy of Ukraine for the Period until 2030" dated 28th February 2019, No. 16, Art. 70.

Law of Ukraine "On the Principles of State Regional Policy" No. 2389-IX dated 7th September 2022.

Lengerer, F., Haartsen, T., Steinführer, A. (2023). Exploring Justice in the Process of Redesigning Local Development Strategies for LEADER: Representation, Distribution, and Recognition. *World*, *4*, 56–79. https://doi.org/10.3390/world4010005

Macken-Walsh, A. (2010). Towards a 'transverse intersectoral debate'? A case study of the Rural Partnership Programme (RPP) in post-socialist Lithuania. *Eastern European Countryside*, *16*(1), 45–64. https://doi.org/10.2478/v10130-010-0003-7

Marquardt, D., Möllers, J., & Buchenrieder, G. (2012). Social networks and rural development: LEADER in Romania. *Sociologia Ruralis*, *52*(4), 398–431. https://doi.org/10.1111/j.1467-9523.2012.00571.x

Musiał-Malago', M., Marcisz, J. (2019). Lokalne grupy działania i ich działalność na obszarach wiejskich na przykładzie województwa małopolskiego [Local Action Groups and their activities at rural areas on example of Malopolska LAG'S]. *Studia Ekonomiczne*, *1*(3), 158–171.

National Strategy for Regional Development 2030 (Official Gazette of the Republic of Poland 2019, item 1060)

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

Navarro, F., Woods, M., & Cejudo, E. (2016). The LEADER initiative has been a victim of its own success. The decline of the bottom-up approach in rural development programmes. The cases of Wales and Andalusia. *Sociologia Ruralis*, *56*(2), 270–288. https://doi.org/10.1111/soru.12079

Navarro, F., Labianca, A., Cejudo, M., de Rubertis, E., Salento, S., Maroto, A., J., & Belliggiano, A. (2018). Interpretations of innovation in rural development. The cases of LEADER projects in Lecce (Italy) and Granada (Spain) in 2007–2013 period. *European Countryside*, *10*(1), 107–126. https://doi.org/10.2478/euco-2018-0007

Nycz, G. (2013). Liderzy z sektora niepublicznego w rozwoju lokalnym kierowanym przez społeczność [Non-public sector leaders in community-led local development]. In A. K. Piasecki (Ed.), *Lider społeczny w XXI wieku* (pp. 378–398). Wyd. Nauk. Uniwersytetu Pedagogicznego.

Pałka, E. (2014). Wpływ środków unijnych na pobudzenie inicjatyw społeczności wiejskich obszarów opóźnionych w rozwoju: przykład województwa świętokrzyskiego [The Influence of European Union Funds on Stimulation of Rural Communities Initiatives in Less Developed Areas: a Case Study of the Swietokrzyskie Voivodship]. *Infrastruktura i Ekologia Terenów Wiejskich*, II/1, 355–367. http://dx.doi.org/10.14597/infraeco.2014.2.1.026

Pawłowska A., Gąsior-Niemiec, A., Kołomycew, A. (2014). *Partnerstwa międzysektorowe na obszarach wiejskich. Studium przypadku lokalnych grup działania w województwie podkarpackim [Cross-sectoral partnerships in rural areas. Case study of local action groups in the Podkarpackie Voivodeship]*. Wyd. Nauk. Scholar.

Pollermann, K., Raue, P., & Schnaut, G. (2013). Rural development experiences in Germany: Opportunities and obstacles in fostering smart places through LEADER. *Studies in Agricultural Economics*, *115*(2), 111–117. https://doi.org/10.7896/j.1228

Pollermann, K., Aubert, F., Berriet-Solliec, M., Laidin, C., Lépicier, D., Pham, H.V., Raue, P., Schnaut, G. (2020). Leader as a European Policy for Rural Development in a Multilevel Governance Framework: A Comparison of the Implementation in France, Germany and Italy. *Eur. Countrys.*, *12*, 156–178. https://doi.org/10.2478/euco-2020-0009

Psyk-Piotrowska E., Zajda, K. (2013). LEADER w Małopolsce u progu nowego okresu programowania [LEADER approach in Małopolska Region at the threshold of the new programming period]. *Wieś i Rolnictwo*, *1*(158), 67–81.

Ray, C. (2000). The EU LEADER programme: Rural development laboratory. *Sociologia Ruralis*, *40*(2), 163–171. https://doi.org/10.1111/1467-9523.00138

Regulation of the Cabinet of Ministers of Ukraine "On Approval of the National Action Plan for Environmental Protection for the Period up to 2025", dated 21st April 2021, No. 443.

Regulation of the Ministry of Regional Development, Construction, and Housing and Communal Services of Ukraine "On Approval of the Methodology for the Development, Monitoring, and Evaluation of the Effectiveness of Implementing Regional Development Strategies and Action Plans" dated 31st March 2016, No. 79.

Resolution of the Cabinet of Ministers of Ukraine "On Approval of the Procedure for the Development of Regional Development Strategies and Action Plans, as well as the Monitoring and Evaluation of the Effectiveness of Implementing Specific Regional Strategies and Action Plans" dated 11th November 2015, No. 932.

Shucksmith, M., Brooks, E., Madanipour, A. (2020). LEADER and Spatial Justice. *Sociol. Rural.*, *61*, 322–343. https://doi.org/10.1111/soru.12334

State Environmental Policy 2030 – Development Strategy for Environment and Water Management. Official Gazette of the Republic of Poland 2019, item 719.

Strategy for Responsible Development until 2020 (with a perspective towards 2030). Official Gazette of the Republic of Poland 2017, item 260.

Poradnik dla lokalnych grup działania w zakresie opracowania lokalnych strategii rozwoju na lata 2014–2020 (2015) [Guide for local action groups in the development of local development strategies for 2014–2020], Warszawa: Ministerstwo Rolnictwa i Rozwoju Wsi.

Szamrowski, P., Pawlewicz, A. (2015). Praktyczne aspekty wdrażania podejścia Leader na przykładzie Lokalnych Grup Działania i Lokalnych Grup Rybackich funkcjonujących w województwie warmińsko-mazurskim [The Practical Aspects of the Implementation of the LEADER Approach on the Example of the LAGs and Fisheries Local Action Groups Operating in the Warmia and Mazury Voivodeship]. *Prace Naukowe Uniwersytetu Ekonomicznego we Wrocławiu*, 380. https://doi.org/10.15611/pn.2015.380.21

Thuesen, A. (2011). Partnerships as associations: Input and output legitimacy of LEADER partnerships in

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl

Denmark, Finland and Sweden. *European Planning Studies*, *19*(4), 575–594. https://doi.org/10.1080/09654313.2011.548469

Turek, M. (2013). Rola lokalnych grup działania w zarządzaniu rozwojem lokalnym na przykładzie małopolskich LGD w perspektywie finansowej 2007-2013 [The role of Local Action Groups in local development managment on example of Malopolska LAG's in financial perspective 2007–2013]. *Zarządzanie Publiczne*, *4*(24), 403–417. https://doi.org/10.4467/20843968ZP.13.033.1738

Wojewódzka-Wiewiórska, A. (2017). The importance of the leader programme 2007–2013 in the rural areas development in Poland. *Res. Rural Dev.*, *2*, 97–103. https://doi.org/10.22616/rrd.23.2017.055

Wiatrak, A.P. (2011). *Strategie rozwoju gmin wiejskich*. IRWiR PAN.

Wiza, P. L. (2021). The functioning of the Czarnkowsko-Trzcianecka Local Action Group as an example of creating local development in the Wielkopolska Region. *Regional Development and Regional Policy*, *55*, 111–40. https://doi.org/10.14746/rrpr.2021.55.08

Zajda, K., Sykała, Ł., Janas, K., Dej, M. (2016). *Metody i instrumenty rozwoju lokalnego LEADER, RLKS innowacje społeczne* [*LEADER local development methods and instruments, CLLD, social innovations*]. Wyd. UŁ.

✉irynakostetska@ukr.net, ✉boguslawa.baran-zglobicka@mail.umcs.pl