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## DECENTRALIZED MODEL OF FINANCIAL AND INVESTMENT PROVISION OF NATURE PROTECTION AND NATURE EXPLOITATION ACTIVITIES: SPECIFIC FORMATION IN URBAN AND RURAL TERRITORIAL COMMUNITIES

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**Abstract.** *It has been established that increasing the efficiency of solving the problems of improving the environment and the rational involvement of natural resources in the reproductive process depends on the formation of a decentralized model of financial and investment support for nature protection and nature exploitation activities, which will make it possible to strengthen the investment focus of natural resource and environmental payments, which are concentrated in local budgets. It is substantiated that the key element of the decentralized model of financial and investment support for nature protection and nature exploitation activities is the increase in the share of the transfer of environmental tax and rent and fees for the use of other natural resources to local government budgets with their further accumulation in special environmental funds. It has been proven that it is worth applying a differentiated approach to the formation of a decentralized model of financial and investment support for nature protection and nature exploitation activities for urban and rural territorial*

*communities, based on the significant gap between the size of the public financial potential in these categories of communities. It has been established that the formation of Environmental Protection Funds, where 100% of environmental tax, 30% of rent and fees for the use of other natural resources will be concentrated, should be the main link of the decentralized model of financial and investment support for nature protection and nature exploitation activities in urban territorial communities. 10% of the net profit of utilities. Making informed decisions about land use in both urban and rural territorial communities requires appropriate information support. It is substantiated that additional sources of filling the Environmental Protection Funds of urban territorial communities should be considered the receipt of funds accumulated in connection with the emission of green bonds of a local loan, the implementation of public-private partnership agreements, the participation of local governments in the implementation of grant programs, the receipt of financial assistance from international environmental protection organizations and governments of foreign countries. It was established that in rural territorial communities, the dominant role in financial and investment provision of solving environmental problems should remain at the oblast level of local self-government and regional executive power.*

**Key words:** *financial and investment support, decentralized model, ecological tax, nature conservation territories, territorial community, budget, ecological investments.*

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### ***Formulation of the problem***

The completion of the process of unification of territorial communities and the deregulation of nature management require the formation of a decentralized model of financial and investment support for nature protection and nature exploitation activities, which will make it possible to increase the level of concentration of environmental financial resources at the regional and local level in order to increase the effectiveness of financing measures to ensure more economical use natural resource potential and minimization of negative impact on the environment. Such a decentralized model should be formed on a differentiated basis, based on the category of territorial communities, since the financial potential of urban communities is much greater than the potential of rural communities. Based on these considerations, the formation of special environmental protection funds in

local self-government budgets should take place in order to create conditions for receiving environmental protection subventions from the state budget and attracting private environmental investments for co-financing regional and municipal environmental protection and nature exploitation projects.

### ***Analysis of recent researches and publications***

Separate aspects of the formation of a decentralized model of financial and investment support for nature protection and nature exploitation activities have been considered for a long time in the works of Ukrainian scientists in the context of increasing financial funds for the reproduction of natural resource potential at the local level. The works of O. Dzyubenko, L. Dovha, T. Ilyashenko, A. Karpuk, D. Klynovyy, N. Kotenko, S. Kushnir, O. Melnyk, T. Myklush and others [1-5] reveal the impact of bud-

get decentralization on regional nature management and environmental safety, the investment and fiscal aspects of ensuring comprehensive nature management at the municipal level are highlighted, the problem of providing public environmental services at the local level is considered, the need to implement the international experience of forming a management system of nature management in the conditions of power decentralization into domestic practice is stated.

According to D. Klynovy and O. Melnyk, problematic issues of decentralization in nature management include, first of all, solving the tasks of municipal management of nature management and self-financing of the natural and economic activities of territories, since in Ukraine the rights of municipal property and municipalities regarding the disposal of local development resources are not defined, located on the territory of the community [3, p. 26-27]. Self-financing of nature protection and natural economy at the level of territorial communities will become possible if a part of public financial resources is concentrated in special ecological funds, and the institutionalization of municipal ownership of natural resource and natural economic assets will make it possible to launch a mechanism of mortgage-collateral operations to increase financial investment potential of environmental reproduction at the local level.

L. Dovha is convinced that the current financing mechanisms for environmental protection are not sufficiently effective. In 2015, the law on budget decentralization was adopted. This affected the redistribution of budget funds, and therefore, the methods of financing environmental security measures in the

regions, so the issue of decentralization of natural resource management requires detailed research and analysis [1, p. 130]. However, the launch of formal budget decentralization did not make it possible to ensure a significant increase in the amount of funding for environmental protection measures at the territorial community level. Qualitative breakthrough changes were not ensured in terms of financing the processes of rationalization of the use of natural resources and environmental protection both at the expense of local self-government budgets and at the expense of the corporate sector.

According to N. Kotenko and T. Ilyashenko, a more effective way of providing public environmental services on the basis of complementarity is the cooperation of territorial communities [4, p. 274]. It is necessary to form institutional foundations for the cooperation of territorial communities in terms of the development of environmental protection and natural economic infrastructure. It is the cooperation of territorial communities that will lead to an increase in the concentration of funds, which will make it possible to implement excessively capital-intensive projects, such as projects for the creation of waste processing plants and other bio-energy productions.

Increasing the level of concentration of environmental protection financial resources at the local level, according to A. Karpuk, T. Myklush and O. Dzyubenko, should be an effective motivator in the range of priorities of the activities of municipal entities, primarily in the part of identifying the real basis for collection of natural resource and environmental payments. Municipalities should get the right to conclude public-private partnership agreements

with financial and credit organizations and private structures specializing in environmental protection business [2]. This motivator will primarily be an increase in the share of natural resource and environmental payments, which will be concentrated in regional budgets, as well as in the budgets of urban and rural territorial communities. Moreover, these payments should go not to general, but to special funds of the listed local budgets.

The implementation of priorities for improving the institutional support for financial and investment support for nature protection and nature exploitation activities at the municipal level requires taking into account a complex of factors of ecological destructiveness in the development of the natural resource sphere of Ukraine. S. Kushnir attributes to such factors: the growing influence of internal externalities of exhausting and unbalanced use of natural resource potential; the dominance of the resource-expenditure orientation of the development of the vast majority of regional economic complexes; formation of ecologically hazardous systems of consumption and storage of household and industrial waste, especially in areas of increased urbanization; deformation of the territorial and economic structure of the national economy [5]. That is, the basic imperative of using funds from special funds for nature protection, formed in local budgets, should be the direction of financial and investment support for nature protection and nature exploitation activities on the modernization of objects of nature protection infrastructure, in order to preemptively eliminate the possibility of increasing man-made and ecologically destructive effects on the surrounding natural environment. environment.

### ***Materials and methods of scientific research***

During the research, the statistical materials of the State Statistics Service of Ukraine and the State Treasury Service of Ukraine were processed based on the use of the following methods: graphic - for the construction of combined diagrams that reflect the trends of rent payments for the use of subsoil to local budgets and the dynamics of the specific weight of local budgets in the total receipts of this type of rent to public budgets as a whole; structural and dynamic analysis - to distinguish the phases of growth and decline of rent payments for the use of subsoil to local budgets over different periods of time.

The purpose of the article. The purpose of the article is to differentiate the priorities of the formation of a decentralized model of financial and investment support for nature protection and nature exploitation activities in urban and rural territorial communities.

### ***Research results and discussion***

Increasing the efficiency of financial and investment support for nature protection and nature exploitation activities, taking into account local conditions of nature use and the state of the network of nature protection infrastructure facilities, depends on the formation of a decentralized model of nature use management, which will involve a shift in emphasis in the redistribution of natural resource and environmental payments towards local budgets. The decentralized model of financial and investment support for nature protection and nature exploitation activities should be based on institutional support for the decentralization of power as a whole and take

into account the financial potential of urban and rural territorial communities. Also, this model should increase the level of investment orientation of natural resource and environmental payments accumulated in local budgets in order to accelerate the modernization and reconstruction of the network of environmental protection infrastructure objects and reduce the man-made impact of the economic complex on the environment.

The Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine serves as the basic institutional foundation for the formation of a decentralized model of financial and investment support for nature protection and nature exploitation activities [10]. This Concept regulates giving local self-government bodies access to attracting credit resources for investment development by simplifying the procedures for agreeing loans and local guarantees and balancing them with methods of state control aimed at preventing the bankruptcy of communal property rights. Increasing the level of availability of credit resources is an important condition for reducing the investment deficit in the environmental protection system due to the diversification of non-public sources of investment in projects to modernize environmental infrastructure facilities.

Also, the diversification of sources of financial and investment support for nature protection activities is facilitated by granting territorial communities the right to dispose of land resources within their territory, to combine their property and resources within the framework of cooperation between territorial communities for the implementation of joint programs and more effective provision of public services to the population of

adjacent territorial communities [10]. This provision is very important in terms of establishing inter-municipal cooperation regarding the construction of landfills for the placement of household waste, the creation of biogas production plants and the implementation of enterprises for the production of solid biofuel based on the utilization of secondary natural raw materials.

A certain potential for increasing the amount of financial and investment support for environmental protection at the municipal level lies in the use of the instrument of providing subventions from the state budget to local budgets for the implementation of environmental protection measures at communally owned objects, which is regulated by the relevant Resolution of the Cabinet of Ministers of Ukraine [9]. A necessary condition for receiving subventions from the state budget to local budgets for the implementation of environmental protection measures on communally owned objects is co-financing from local budgets in the amount of not less than 10 percent of the total estimated cost of the environmental protection measure, the involvement of other sources not prohibited by law for these purposes. Another condition for granting subventions for financing environmental protection measures is the availability of environmental protection programs.

The instrument of subventions from the state budget to local budgets for the implementation of environmental protection measures on communally owned objects was used in previous periods. In particular, significant sums of subventions from the state budget were provided to regional budgets to eliminate the consequences of the natural disaster that occurred on July 23-27, 2008. In 2012, a subvention was financed from

the state budget of the regional budget of the Ivano-Frankivsk region for the implementation of environmental protection measures for the removal, transportation and disposal of hazardous hexachlorobenzene waste in the conservation zone of the Dombrovsky quarry in Kaluska district.

In order to increase financial and investment support for environmental protection at the level of local self-government, it is very important to use the tools for obtaining environmental subsidies to the maximum extent. The issue is obtaining subventions not only for the implementation of environmental and nature protection measures, but also for the implementation of measures related to environmental protection and rational use of natural raw materials. Such measures are: 1) implementation of energy efficiency and energy saving projects; 2) implementation of water supply and drainage projects.

The instrument of subventions from the state budget to local budgets for the implementation of environmental protection measures is used too slowly, since local budgets do not have the opportunity to fulfill the requirements for co-financing. The fulfillment of these requirements will be possible if the ratio of the distribution of environmental tax is changed in the direction of increasing the share of its concentration in local budgets. Moreover, the fulfillment of these requirements will become possible when the environmental tax fixed to the local budgets will go to the special fund of the local budget of the corresponding taxonomic level. Therefore, the accumulation of environmental taxes in special funds of the regional budget, budgets of urban and rural territorial communities acts as a basic structure-forming link of the decentralized model

of financial and investment support for environmental protection and environmental exploitation activities.

A necessary condition for increasing the amount of public financing of nature protection and nature exploitation activities at the municipal level is the construction of a decentralized model of financial support for nature use. The powers and tasks of territorial authorities in the area of environmental protection outlined in the Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine [10] no longer correspond to modern environmental challenges in view of the large-scale environmental losses incurred in connection with military actions, the formation new global nature conservation architecture, deepening reforms in the system of natural resource management and environmental protection, implementation of digital transformation in the field of nature use.

Also, the environmental protection tasks of local self-government were formulated in 2014, when the process of unification of territorial communities had just begun, and the network of territorial communities, which is functioning at the moment, had not yet been formed. Prerequisites have already been formed for the modernization of the territorial model of regulation of nature protection activities, which provides for the establishment of a dominant role at the regional level of local self-government and regional subdivisions of the state executive power.

It should be emphasized that making informed decisions about land use within nature conservation areas requires adequate information support. First of all, these are data on the state of the ecosystem, biodiversity, community needs, economic opportunities for its develop-

ment, etc. At the same time, the requests of local self-government bodies should also be aimed at obtaining up-to-date and reliable information for determining priority environmental protection measures at the local level, understanding ecological processes, and choosing ways to form sustainable land use.

Indeed, the relationship between a decentralized model of financial and investment support for nature protection and nature exploitation activities and land use information support is complex and requires a balance between local population empowerment, sustainable resource management and broader conservation goals. Effective governance, stakeholder engagement and data-driven decision-making are key components for these relationships to work positively for both the protection of nature and the well-being of people.

Today, along with the implementation of nature protection projects, it is necessary to implement energy efficiency and resource conservation projects, which are directly related to the field of waste management and economic development of natural resource potential, and this also directly affects the state of the environment. Moreover, today there is a significant asymmetry between the level of financial self-sufficiency of urban and rural territorial communities, which also determines the ability of local self-government to finance projects for the modernization of environmental protection infrastructure.

Despite the fact that since 2014, the reform of territorial power and local self-government has been implemented in Ukraine, in the taxonomic section of the accumulation of environmental tax, the reverse picture is observed: if in 1999 the specific weight of the environmental tax directed to the state

budget was 18%, then in 2013 - 60%, in 2018 - 57%, in 2021 - 66%. That is, in 2021, compared to 1999, the specific weight of the state budget in the overall structure of environmental tax revenues to the public budgets of Ukraine as a whole increased by 48%. Instead, the share of local budgets decreased.

That is, the system of fiscal regulation of environmental pollution and inter-budgetary distribution of the environmental tax does not correlate with the priorities of budgetary and fiscal decentralization as a whole. In 2011-2021, simultaneously with the centralization of environmental tax accumulation, the centralization of public expenses for environmental protection took place. In particular, in 2011, the share of the state budget in total public expenditures on environmental protection was 78%, in 2013 – 82%, in 2018 – 64%, in 2021 – 77%.

The concept of reforming local self-government and territorial organization of power in Ukraine establishes the implementation of environmental and nature protection projects at the regional level of local self-government and state power. At the same time, the constant change in the ratio of environmental tax distribution between state and local budgets, as well as the uncertainty regarding the proportions of environmental tax concentration in special funds of public budgets did not ensure a real increase in public financing of environmental protection activities at the regional level. In particular, in 2011, the share of regional budgets in the overall structure of public expenditures on environmental protection was 8%, in 2013 – 6%, in 2018 – 16%, in 2021 – 8.9%. At the same time, the share of the regional budget in the receipts of environmental tax to public budgets in 2021 was 18%.

The formation of a modern decentralized model of financial and investment support for nature protection and nature exploitation activities at the municipal level should also provide for a differentiated approach to the formation of the structure of regulatory influence on the processes of environmental pollution, based on the category of territorial communities - urban, village and rural. In particular, in 2021, the budgets of urban territorial communities received UAH 690.6 million in environmental tax (12% of the total environmental tax revenues to public budgets). At the same time, environmental protection expenditures financed from the budgets of urban territorial communities amounted to UAH 1,044.5 million (10% of total public environmental protection expenditures).

That is, expenses for environmental protection, financed from the budgets of urban territorial communities, are greater than the receipts of environmental taxes to the budgets of this category of communities by 300 million hryvnias. This is due to the fact that urban territorial communities have a significant budgetary potential for financing projects for the modernization of environmental protection infrastructure, as well as energy efficiency and resource conservation projects, which are directly related to the minimization of the negative impact on the environment (the disposal of household waste will reduce the man-made impact on the environment and will make it possible to diversify sources of energy supply for the needs of the economic complex and the household sector).

A completely different picture is observed in the sector of rural territorial communities. In particular, in 2021, the budgets of rural territorial communities

received 149.1 million UAH of environmental tax, which is 2% of the total revenue structure of this fiscal payment to the public budgets of Ukraine as a whole. At the same time, environmental protection costs in 2021, financed from the budgets of rural territorial communities, amounted to UAH 211.4 million (2% of total public environmental protection costs).

In general, there is a significant gap in the income levels of the budgets of urban and rural territorial communities. In particular, the budget revenues of urban territorial communities in 2021 amounted to 254.1 billion UAH, the revenues of rural territorial communities – 30.8 billion UAH. The level of budget revenues to a certain extent determines the potential of public financing of nature protection and nature exploitation activities in urban and rural territorial communities. Therefore, there is a need to apply a differentiated approach to the formation of a decentralized model of financial and investment support for nature protection and nature exploitation activities, based on the category of territorial communities.

The fundamental point is that the urban territorial communities have the necessary opportunities for full modernization of the objects of nature protection activities, given the sufficient amount of tax revenues. On the other hand, the aggregate revenues of the budgets of rural territorial communities are 8.3 times smaller than the aggregate revenues of the budgets of urban territorial communities. Therefore, a strong institutional and resource prerequisite for the formation of a decentralized model of financial and investment support for nature protection and nature exploitation activities at the level of rural territorial communities should be



the direct participation of the regional level of state executive power and local self-government in the implementation of environmental policy priorities. Also, the decentralized model of financial and investment support for nature protection and nature exploitation activities in urban and rural territorial communities should be differentiated according to the priorities of financial and investment support for the reproduction of natural resource potential and environmental protection.

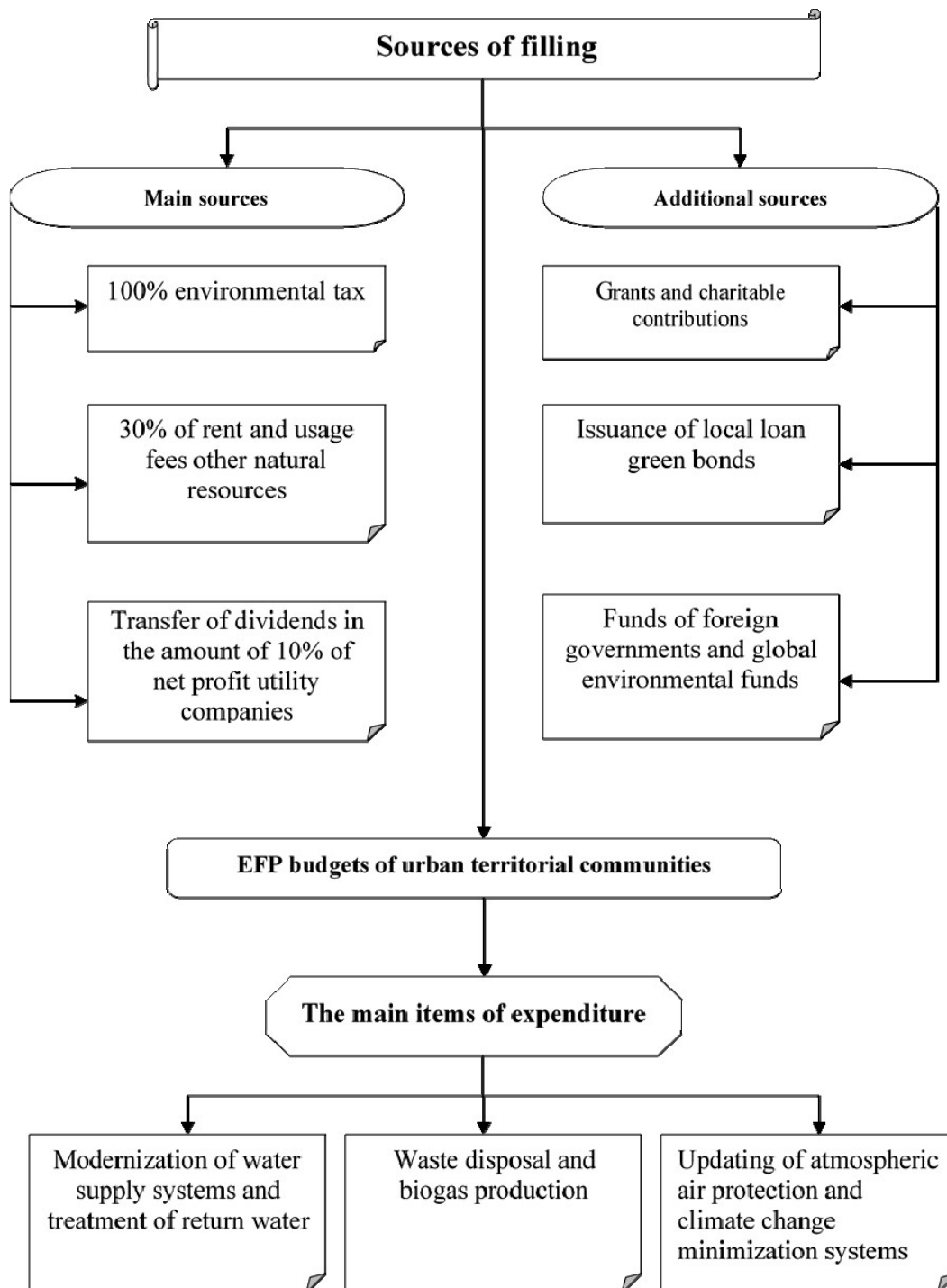
Based on the high level of total revenues of the budgets of urban territorial communities, which makes it possible to fully finance the priorities of socio-economic development, it is advisable to direct all 100% of the environmental tax revenues to special funds of the budgets of this taxonomic level (Environmental Protection Funds (EFP)) (Fig. 1). Based on the fact that the protection of the natural environment also involves the reproduction of natural raw material reserves, it is advisable to direct 30% of rent and fees for the use of other natural resources to the Environmental Fund of the budgets of urban territorial communities.

Such a redistribution between the general and special funds of the budgets of urban territorial communities of environmental tax and rent and fees for the use of other natural resources will not significantly reduce the ability of local self-government to finance the priorities of socio-economic development, but at the same time will form a reliable source of financial and investment support for the modernization of facilities return water treatment infrastructure, development of the household and industrial waste disposal industry, modernization of atmospheric air protection systems.

In 2021, the specific weight of the environmental tax (689.9 million UAH) in the total revenues of the budgets of urban territorial communities (254.1 billion UAH) was 0.3%; the specific weight of rent and fees for the use of other natural resources (1,292.7 million UAH) in the total revenues of the budgets of urban territorial communities (254.1 billion UAH) was 0.5%. Institutionalization of the norm regarding the accumulation of 100% of environmental tax revenues and 30% of rent and fees for the use of other natural resources in special funds of the budgets of urban territorial communities, based on the base of 2021, will make it possible to concentrate on public financing of environmental protection the amount of funds in the amount of 1077.7 million hryvnias, which is 33.2 million hryvnias more than the actual amount of financing of environmental protection expenses at the expense of the budgets of urban territorial communities.

The source of replenishment of the Environmental Protection Funds of urban territorial communities should be considered the recalculation in the form of dividends of 10% of the net profit of communal enterprises operating in the field of waste management, water supply and drainage, and heat supply, the activities of which are directly related to the man-made impact on the environment.

Additional sources of filling the Environmental Protection Funds of urban territorial communities should be considered the receipt of funds accumulated in connection with the issue of green bonds of a local loan, the implementation of public-private partnership agreements, the participation of local governments in the implementation of grant programs, the receipt of financial assistance from international environ-



**Fig. 1. Model of public financing of nature protection and nature exploitation activities in urban territorial communities**

Note. author N.V. Medynska.

mental organizations and governments of foreign countries.

The specific weight of rent and fees for the use of other natural resources in

the total revenues of the budgets of rural territorial communities in 2021 was 4.5%. Taking into account the fact that most of the budgets of rural territorial

communities are deficient, it is not possible to accumulate a part of the rent and fees for the use of other natural resources, as well as environmental tax in special funds of ecological direction, in order to finance nature protection and nature exploitation activities in rural settlements.

Also, in 2021, the amount of environmental protection expenditures of the budgets of rural territorial communities amounted to UAH 211.4 million (the amount of environmental tax revenues to the budgets of rural territorial communities in 2021 amounted to UAH 149.1 million, rent payments and fees for the use of other natural resources - 1415.4 million hryvnias). Therefore, participation in the implementation of environmental priorities of regional bodies of state executive power and local self-government is an important component of financing nature protection and nature exploitation activities in rural territorial communities.

### ***Conclusions***

To ensure an effective solution to the problems of environmental improvement at the regional and local levels in the conditions of deregulation of the regulatory influence on the processes of nature use, it is necessary to form a decentralized model of financial and investment support for nature protection and nature exploitation activities. Such a model should provide for an increase in the level of concentration of environmental and natural resource payments in special funds of the regional budget and the budgets of urban and rural territorial communities. Based on the significant gap in the size of the public financial potential of urban and rural territorial communities, it is advisable to use a dif-

ferentiated approach to the formation of a decentralized model of financial and investment support for nature protection and nature exploitation activities in the section of the mentioned categories of territorial communities. Moreover, making informed decisions about land use in both urban and rural territorial communities requires appropriate information support. The key element of the decentralized model of financial and investment support for nature protection and nature exploitation activities in urban territorial communities should be the formation of environmental protection funds, which will concentrate 100% of the environmental tax, 30% of rent and fees for the use of other natural resources, 10% of net profit of utility companies. In rural territorial communities, the dominant role in the financial and investment provision of solving environmental problems should remain with the oblast level of local self-government and regional executive power, since in rural areas there is a low level of concentration of public funds necessary for full financing of the reproduction of natural resource potential.

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**Мединська Н.В., Кольоса Л.Л., Гунько Л.А., Гуменяк Р.І., Лахматова О.В.**  
**ДЕЦЕНТРАЛІЗОВАНА МОДЕЛЬ ФІНАНСОВО-ІНВЕСТИЦІЙНОГО**  
**ЗАБЕЗПЕЧЕННЯ ПРИРОДООХОРОННОЇ ТА ПРИРОДО-ЕКСПЛУАТАЦІЙНОЇ**  
**ДІЯЛЬНОСТІ: СПЕЦИФІКА ФОРМУВАННЯ У МІСЬКИХ ТА СІЛЬСЬКИХ**  
**ТЕРИТОРІАЛЬНИХ ГРОМАДАХ**

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**Анотація.** Встановлено, що підвищення ефективності вирішення проблем оздоровлення довкілля та раціонального залучення природних ресурсів у відтворювальний процес залежить від формування децентралізованої моделі фінансово-інвестиційного

забезпечення природоохоронної та природно-експлуатаційної діяльності, яка дасть змогу посилити інвестиційну спрямованість природно-ресурсних та екологічних платежів, котрі концентруються у місцевих бюджетах. Обґрунтовано, що ключовим елементом децентралізованої моделі фінансово-інвестиційного забезпечення природоохоронної та природно-експлуатаційної діяльності виступає підвищення частки перерахування екологічного податку та рентної плати і плати за використання інших природних ресурсів до бюджетів місцевого самоврядування з подальшою їх акумуляцією у спеціальних фондах екологічного спрямування. Доведено, що варто застосовувати диференційований підхід до формування децентралізованої моделі фінансово-інвестиційного забезпечення природоохоронної та природно-експлуатаційної діяльності для міських та сільських територіальних громад, виходячи зі значного розриву між величиною публічного фінансового потенціалу у даних категоріях громад. Встановлено, що магістральною ланкою децентралізованої моделі фінансово-інвестиційного забезпечення природоохоронної та природно-експлуатаційної діяльності у міських територіальних громадах має стати формування Фондів охорони навколишнього природного середовища, де буде концентруватися 100% екологічного податку, 30% рентної плати та плати за використання інших природних ресурсів, 10% чистого прибутку комунальних підприємств. Прийняття обґрунтованих рішень щодо землекористувань як міських так і сільських територіальних громад потребує відповідного інформаційного забезпечення. Обґрунтовано, що додатковими джерелами наповнення Фондів охорони навколишнього природного середовища міських територіальних громад слід розглядати надходження коштів, акумульованих у зв'язку з емісією зелених облігацій місцевої позики, реалізацією угод публічно-приватного партнерства, участю місцевого самоврядування у реалізації грантових програм, отриманням фінансової допомоги міжнародних природоохоронних організацій та урядів іноземних держав. Встановлено, що у сільських територіальних громадах домінуюча роль у фінансово-інвестиційному забезпеченні вирішення екологічних проблем має залишитися за обласним рівнем місцевого самоврядування та регіональної виконавчої влади.

**Ключові слова:** фінансово-інвестиційне забезпечення, децентралізована модель, екологічний податок, природоохоронні території, територіальна громада, бюджет, екологічні інвестиції.