Modern aspects of the formation and implementation of environmental policy in an urban conditions

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Abstract. The article tells about the current environmental components of a modern urban system. It describes the features of environmental policy and investigates the methodological foundations of its formation and implementation. The paper highlights the main methodological principles of environmental policy and reveals their content and the possibility of using in management tools of the environmental policy in the urban conditions. Particular attention is paid to the study of tourism development in the context of ecologization of the city’s economy. The article also reveals the essence of the concept of “ecologization of tourist activity” and describes the directions of its implementation with the emphasis on the managerial aspect. It shows the necessity of developing plans and programs for the ecologization of tourism based on the analysis of the mutual influence of the functioning of the tourism sector and the environment.

1. Introduction

Today, more than half of the world's population lives in cities. The Russian Federation is a highly urbanized country, as the share of urban population is 74%. The urban environment is gradually becoming increasingly important and becoming the main condition for people's livelihoods [1-4]. Therefore, environmental indicators of the urban environment significantly affect the health status of the population of the city, life expectancy.

Favorable environmental conditions ensure the comfort of residents, harmonious socio-economic development of the city. Sustainable development of urban settlements is the development of territories and settlements during the implementation of urban development activities to provide urban development facilities with favorable living conditions for the population, including limiting the harmful effects of economic activity on the environment and its optimal use in the interests of present and future generations [5-7]. It is important to note that from the point of view of sustainable development, the formation of the urban environment is carried out in the process of urban planning, taking into account environmental priorities (city environmental organization environment).

From the point of view of state regulation, ecology as a science has practical implementation, first of all, in the form of environmental activities, the principles and requirements of which are reflected in environmental policy. However, it is only in recent years that interest in environmental policy as an
important area of public administration and local self-government has increased in all countries of the world.

2. Materials and Methods
The relevance of environmental issues seems to be undeniable, and it is she who highlights the need for the formation of a scientifically based, methodologically and methodologically assured environmental policy, as well as the search for managerial mechanisms conducive to its successful practical implementation.

An even more difficult task is to form the basis of environmental policy that would create favorable conditions for achieving high rates of economic growth and increasing the level of well-being and social satisfaction of the population. As a solution to such a difficult task, many leading experts and scientists propose the greening of the economy [8-10], which is a process of systematic implementation of environmental business standards.

The aim of the study undertaken in this article is to determine the essence, features, and methodological basis of environmental policy in the urban conditions and to justify the need for ecologization of the tourism industry as one of the determining factors in creating an attractive and comfortable urban environment.

From the analysis of domestic and foreign experience we can see that most of the definitions for the interpretation of the term “ecologization” apply to the economic system as a whole and involve a series of actions for the evolutionary transition to a “green economy”, which should become an alternative to modern post-industrial society [11-13]. At the same time, according to the authors of present article, greening should be considered in relation to specific areas of the economic life of the country and society.

The methodological basis of environmental policy should be composed of principles that reflect both the fundamental basis of the greening process and the specifics of the scientific approaches used in its study. The analysis of modern literature [14-17] allows us to formulate methodological principles, which, if integrated, can ensure the formation of a coherent, logically verified environmental policy in an urban environment.

3. Results and Discussion
The main of the methodological principles is the principle of consistency. This principle provides for the need to use the provisions of a systematic approach to the identification, study and resolution of environmental problems [18].

It is important to note that the provisions of the systems approach are implemented in several areas. First, environmental policy focuses on the ecosystem, i.e. on a system entity. Secondly, environmental aspects are studied in interaction and interdependence with economic and social aspects, which are aggregated into a single, structurally complex socio-ecological-economic system. Thirdly, environmental policy itself is a system of interrelated actions, and it is their systematic nature that testifies to their validity and practical feasibility.

The principle of goal-setting is inextricably linked with the principle of system city. The relevant sections in some of scientific papers [19, 20] are devoted to the study and formulation of environmental policy goals. Summarizing the research positions set forth there, it seems appropriate to single out three groups of environmental policy aims:
- conservation of natural diversity and the initial state of the ecosystem;
- harmonization of socio-economic development and the achievements of scientific and technological progress with the state of the environment;
- system support of phased ecologization of industries and economic sectors in order to systematically transition to their functioning, taking into account the requirements of the green economy.

The third principle of environmental policy, especially significant in modern conditions, is the principle of harmonization of interests. The application of this principle involves the adoption of such
management decisions in the field of ecology and nature management that do not enter into confrontation with other public interests [21].

The principle of innovation should be highlighted as the fourth principle of modern environmental policy. Its modernity is due, first of all, to the currently implemented state concept of innovative transformation of all social processes including the processes observed in the environmental sphere and in ecology as a whole.

The content of the innovation principle comes out of the ecologization of all sectors of the economic complex, in the introduction of a green economy, in the maximum use of technologies that reduce environmental damage [22].

The fifth principle is the principle of performance. Following this principle requires environmental policy makers, as a prerequisite, to achieve certain results. Moreover, the results should concern not only the environmental sphere, but also be analyzed in the context of the current socio-economic situation.

The sixth principle of environmental policy can be identified as the principle of organizational unity. Environmental policy can only be effectively implemented if there is a rational organizational environment. Such an environment should be formed on uniform standards and approaches, on a clear distribution of responsibility for environmental violations, on organizational conditions conducive to the practical implementation of environmental activities, environmental programs at various levels, relevant strategic, tactical and operational plans [23].

The organizational support of these elements of environmental policy is combined with the creation of a special regulatory environment and mechanisms that can carry out the regulatory function in a mode of sufficient completeness, uniformity and consistency.

The seventh principle is the principle of “open discussion”, which implies the active involvement of public organizations, as well as individual citizens, in the discussion of topical issues related to the conservation, maintenance and development of the ecosystem in all its components.

This principle can be implemented in various forms: using information networks (Internet), social networks, mobile applications [24]. Significant effect can be achieved by holding public hearings on various events stipulated by the environmental policy, individual plans and environmental programs, as well as for any major projects, in terms of their impact on the ecosystem, and assessing the possible consequences.

Among the fastest growing market sectors in the urban environment is modern tourism, the development of which is accompanied by the emergence of a number of problems, the solution of which requires the use of special management mechanisms. The need for tourism ecologization and the implementation of a universal concept of society ecologization are among such problems.

In recent years, the term “ecologization of tourism activities” has been introduced into the terminology and methodology of tourism management [25-27]. The scientific literature presents a number of attempts to identify the essence of this concept, to determine its place in the existing conceptual and terminological apparatus. The approaches used in this case do not contain fundamental differences, but highlight individual aspects of greening, consider it generally or in structural components. Based on the analysis of existing terminological practice, it seems appropriate to focus on the following definition: greening tourism activities is a long-term, stepwise process of introducing environmentally friendly and safe forms, providing tourism services based on innovative technological support and taking into account cultural, historical and other traditions.

Currently, the ecologization of urban tourism is carried out in several areas, among which are as follows:
- formation and implementation of the concept of greening the economy, which should include strategic and tactical plans for the development of ecologization tourism, as well as determining the priorities of the ecologization process;
- introduction of resource-saving technologies in tourism, accompanied by appropriate infrastructure;
- ecologization transport networks associated primarily with the transition in tourism services to environmentally friendly transport;
- greening of the utilization of household and industrial wastes generated as a result of the functioning of tourist organizations;
- organizational support for the ecologization of the economy and tourism, which should be interpreted quite broadly with emphasis on the development of appropriate organizational schemes, norms and standards, the subject structure, and the training system for specialists capable of performing various organizational and managerial functions related to the tourism ecologization.

Plans and programs for tourism ecologization are based on an understanding of the following objective phenomenon - the mutual influence of the environment and the functioning of the tourism sector in a particular element of the territorial structure. The degree and nature of this interaction requires an adequate assessment. Such an assessment can be obtained on the basis of a sequential, progressive algorithm that includes a number of stages.

At the first stage, a list of indicators should be defined where the current level of ecologization is assessed. Among these indicators, as a rule, there are quantitative assessments characterizing the current state and qualitative assessments obtained using the expert method.

At the second stage, the collection, systematization and enlarged analysis of indicators is carried out taking into account the time dynamics.

The third stage is the development of a scale for measuring the dynamics of changes in each of the evaluated indicators.

The fourth stage is the actual measurement of the dynamics of the indicators. Here, the analysis of qualitative parameters is also carried out taking into account the dynamics of time series.

The fifth stage is crucial. Within its framework, a system of conditional ratings (points) is formed, which can be used to characterize the changes for each of the indicators.

At the sixth (final) stage, it is necessary to conduct a series of final calculations based on conditional assessments set by experts. Such calculations should take into account the significance of the analyzed indicators, their ability to reflect the intensity of the mutual influence of the environment and tourism.

4. Conclusions
In view of the above-mentioned, it seems possible to draw the following conclusions.

1. The principles considered in the study and included in the methodology for the formation of the environmental policy of urban development, are implemented at the expense of certain tools. It is customary to single out instruments of direct and indirect impact [28, 29]. Instruments of direct impact include numerous administrative measures. Indirect instruments are based on organizational and economic mechanisms. Both the one and the other group of tools are quite numerous, but, unfortunately, it is premature to talk about effective instrumental support for environmental policy.

   The degree of stimulating effect of many instruments, their compatibility and complementarity is not clear. The relevance of many tools, the possibility of their application in environmental practice, raises questions. The consequences of many environmental management decisions implemented in recent years are not completely clear.

   Environmental problems are not systematized, their solution and even consideration is fragmentary. A solution to such problems can only be found within the framework of complete and comprehensive studies based on a stable theoretical and methodological platform that combines the key determinants of a systematic approach.

2. The ecologization of tourism is an integral element of the ecologization of the city’s economy and in the administrative aspect contains many unresolved issues. Assessing the mutual influence of the environment and the sphere of tourism development, its reflection in specific managerial decisions is only one of these issues, but it is his decision that lays the foundation for a balanced environmental policy in the part concerning tourism, which has become one of the most effective economic areas of the urban environment.
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