

Institutional Analysis of Black Earth Soil Degradation and Conservation in Ukraine

Institutional Change in Agriculture and Natural Resources
Institutioneller Wandel der Landwirtschaft und Ressourcennutzung

edited by/herausgegeben von
Volker Beckmann & Konrad Hagedorn

Volume/Band 50

Nataliya Stupak

**Institutional Analysis of
Black Earth Soil Degradation and
Conservation in Ukraine**

Shaker Verlag
Aachen 2014

Bibliographic information published by the Deutsche Nationalbibliothek

The Deutsche Nationalbibliothek lists this publication in the Deutsche Nationalbibliografie; detailed bibliographic data are available in the Internet at <http://dnb.d-nb.de>.

Zugl.: Berlin, Humboldt-Univ., Diss., 2013

Copyright Shaker Verlag 2014

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted, in any form or by any means, electronic, mechanical, photocopying, recording or otherwise, without the prior permission of the publishers.

Printed in Germany.

ISBN 978-3-8440-2734-1

ISSN 1617-4828

Shaker Verlag GmbH • P.O. BOX 101818 • D-52018 Aachen

Phone: 0049/2407/9596-0 • Telefax: 0049/2407/9596-9

Internet: www.shaker.de • e-mail: info@shaker.de

Aim and Scope of the Series

„Nothing endures but change“. Heraclitus the Ephesian (ca. 535–475 BC)

Institutions, defined as “the rules of the game”, are a key factor to the sustainable development of societies. They structure not only the multitude of human-human interactions of modern societies, but also most of the human-nature interactions. Poverty, famine, civil war, degradation of natural resources and even the collapse of ecosystems and societies often have institutional causes, likewise social and economic prosperity, sustainable use of resources and the resilience of socio-ecological systems. Agriculture, forestry and fisheries are those human activities where the interdependencies between human-human and human-nature interactions are perhaps most pronounced, and diverse institutions have been developed in history to govern them.

Social and ecological conditions are, however, ever changing, which continuously challenge the existing institutional structure at a given point in time. Those changes may be long-term, like population growth or climate change, medium-term, such as new technologies or changing price relations, or short-term, like floods or bankruptcies, but all of them pose the question whether the rules of the game need to be adapted. Failures to adapt timely and effectively may come at a high social cost. Institutional change, however, face a principal dilemma: on the one hand, institutions need to be stable to structure expectations and effectively influence human behaviors; on the other hand, they need to be adaptive to respond to the ever changing circumstance mentioned above. Understanding stability and change as well as developing adaptive institutions and effective, efficient and fair mechanisms of change are, therefore, of central importance for societies and an ongoing research challenge for social scientists.

If we want to improve the effectiveness, efficiency and adaptability of institutions, it stands to reason that we have to develop a good understanding of the causes, effects, processes and mechanism of stability and change. This is the aim of the series “Institutional Change in Agriculture and Natural Resources,” which attempts to answer the questions “How do processes and mechanism of institutional change actually work? What and who are the main determinants and actors driving, governing and influencing these processes? What are the economic, political, social and ecological consequences? How can adaptive institutions be designed and developed, and what governance structures are required to make them effective?” These are the questions at the heart of the series. The works published in this series seek to provide answers to these questions in different economic, social, political and historical contexts.

Volker Beckmann and Konrad Hagedorn

Ernst-Moritz-Arndt-Universität Greifswald und Humboldt-Universität zu Berlin

Acknowledgements

I have always known how rich and valuable Ukrainian soils are. Still, it had not been my intention to do research on Ukrainian *Chernozem* until one day I came across the article “A case of extreme particulate matter concentrations over Central Europe caused by dust emitted over the southern Ukraine,” by Birmili et al. (2008). I was shocked by the scope, magnitude and transboundary nature of soil erosion in Ukraine and became worried about the fact that agricultural land loses thousands of tons of one of the richest soils in the world because of mismanagement. That article not only hinted at an interesting case of extreme soil erosion which required explanation, it also appealed to my intrinsic respect for soils and evoked that state of emotional involvement with a topic which can form the best motivation for undertaking PhD research.

Investigating soil erosion on agricultural land in Ukraine meant carrying out an interdisciplinary research project, which has been particularly challenging for a single researcher, as it has not only required having expertise in the field of institutional economics but also having working knowledge of the fields of soil science and agricultural science. And if agricultural science was a field of knowledge relatively familiar to me, I still needed to gain an understanding of soils, their types and characteristics, the processes of their formation and degradation. Having done my best to study soil science, I still did not have enough courage to talk about soil degradation in Ukraine and, moreover, to express my opinion on its causes. My doubts were influenced by some soil scientists who claimed that soil erosion in Ukraine had already been fully investigated, and my research could add nothing to the already existing knowledge. I gained some degree of confidence only after (very nervously) explaining my research to soil scientist and President of the German Soil Association Professor Gabriele Broll: she listened to my talk with interest, understanding and concern and responded to me as an equal. Only at that point did I sense that I had indeed learned something about Ukrainian *Chernozem* and that the results of my research might actually be interesting.

Writing a dissertation turned out to be much more than writing a large well-structured analytical work. It was rather a process of shaping an independent researcher who is able to position herself, to develop and carry out her own research program, and is characterized by both analytical and holistic thinking. The Division of Resource Economics at Humboldt University, Berlin, chaired by Professor Konrad Hagedorn, provided a favorable environment for me to become such a researcher. Over years, the division has developed its own research tradition which, however, has not become dogmatic, meaning here imposing specific schools, theories, or analytical frameworks. Instead, I enjoyed the freedom to position myself and develop my own line of thinking. I am thankful to Professor Hagedorn for providing me with the possibility to carry out

my research in a free and auspicious environment, for having the confidence in my ability to do research and do it well, and especially for taking me seriously and engaging in earnest discussions on the fundamentals of theories and the meaning of concepts. Through this experience I learned to express own thoughts in a structured and logical way, to defend own point of view and sharpen my arguments.

I want to express my particular gratitude to Professor Daniel Bromley who, in spite of his status and being quite busy, always found time and patience to listen to my concerns and guide me through the maze of definitions, frameworks and theories. Two of the most important principles which I learned from Professor Bromley were “each word is a concept” and “the words matter,” which have prompted me to pay attention to the language I use for describing and analyzing the world around me. I particularly appreciate the mode of our communication: Professor Bromley has never told me what to think but rather, by means of subtle questions, has pointed to the fallacies in a line of thought and reasoning I may have held.

I am thankful to my colleagues at the Division of Resource Economics for their lively exchange of ideas, sharing insights, providing comments and constructive criticism. Particular thanks to Sigrid Heimann, Renate Judis and Ines Jeworski for their daily advice and assistance. Of course, it would not be possible for me to cope with all the difficulties waiting for me around each corner of the research and writing process if not for the empathy and support of my family. They all tried sincerely to understand the subtleties of my research and bravely bore my changing moods.

Soils remain a vital resource for producing food of high quality and sufficient quantity to feed the increasing world population. Through numerous projects and calls for research proposals, we have been recently observing the increasing understanding of this resource’s importance for humanity and ecosystems. I am confident that this book will reveal new aspects of the soil degradation problem and hope that it will find interested readers and its place within the scientific literature.

Berlin, February 2014

Nataliya Stupak

Table of Contents

Acknowledgements.....	vii
Table of Contents.....	ix
Figures	xv
Tables.....	xvii
Boxes.....	xix
Abbreviations.....	xxi
1 The Failure to Regulate Accelerated Soil Erosion in Ukraine.....	1
1.1 Research Problem and Research Question.....	1
1.2 Structure of this Book.....	3
2 Understanding Soil Erosion	5
2.1 Soil, its Functions and Quality	5
2.2 Soil Degradation by Erosion	6
2.2.1 Soil Erosion as a Physical Process.....	6
2.2.2 On-Site and Off-Site Effects of Soil Erosion	8
2.2.3 Control of Soil Erosion Accelerated by Agriculture	8
2.3 Accelerated Soil Erosion in Ukraine	10
2.4 Accelerated Soil Erosion as an Externality of Agricultural Production.....	11
2.4.1 Environmental Externality.....	11
2.4.2 Approaches to the Classification of Externalities	12
2.4.3 Interdependence of Actors as the Core of Externalities	14
2.5 Accelerated Soil Erosion from the Perspective of Nature-related Transactions.....	15
2.6 Implications	17
3 In Search of an Analytical Approach: Review of Environmental and Natural Resource Economics.....	19
3.1 Environmental Policy and Policy Instruments	19
3.2 Resource Management Regimes	22

3.3	Property Rights.....	23
3.4	Implications	26
4	In Search of an Analytical Approach: Review of the Frameworks of Policy Process and Policy Implementation.....	27
4.1	Understanding Policy	27
4.2	Theories and Frameworks of Policy Process	28
4.2.1	The Stages Heuristic	28
4.2.2	The Multiple Streams Framework.....	29
4.2.3	The Social Construction and Policy Design Framework	30
4.2.4	The Punctuated-Equilibrium Theory	31
4.2.5	The Advocacy Coalition Framework	31
4.2.6	Implications	33
4.3	Approaches to Policy Implementation	33
4.3.1	Three Periods of Implementation Research.....	33
4.3.2	The Top-down and Bottom-up Approaches to Policy Implementation	35
4.3.3	Recent Developments in Implementation Research.....	36
4.3.4	Drawbacks of the Frameworks of Policy Implementation	37
4.3.5	Behavior of Actors Participating in Policy Implementation	39
4.4	Implications for the Development of the Analytical Approach	42
5	Analytical Approach to Policy Implementation.....	45
5.1	Defining the Concepts of Analytical Approach, Conceptual Framework and Theory	45
5.2	Defining the Place and Structure of Policy Implementation.....	48
5.2.1	Policy Process from the Classical Institutional Economics Perspective	48
5.2.2	The Place of Policy Implementation within the Policy Process.....	50
5.2.3	Structure of the Policy Implementation Process.....	52
5.3	Conceptual Framework	55
5.3.1	Legal Rules and Legal Relations	55
5.3.2	Transactions	61
5.3.3	Explaining Behavior	65

5.4	Telling the Story Anew: Looking at the Implementation of Ukrainian Soil Protection Policy through a New Analytical Lens	70
5.5	Implications for Empirical Research and Analysis	71
6	Method.....	75
6.1	Collection of Empirical Data.....	75
6.1.1	The Case Study Approach to the Collection of Empirical Data.....	75
6.1.2	The Case Study	77
6.1.3	Field Research.....	82
6.1.4	Ethical Aspects	85
6.1.5	Potential Implications of the Field Research Process for Data Analysis and Overall Research Results	86
6.2	Reduction and Analysis of Empirical Data	87
6.2.1	Data Reduction	87
6.2.2	Grammar of Institutions.....	88
6.2.3	Data Analysis.....	91
6.2.4	Research Quality: Triangulation of the sources of evidence.....	93
7	What Does the Law Say? Legal Framework for Implementation of Soil Protection Policy in Ukraine	95
7.1	Laws Regulating Soil Protection.....	95
7.2	Policy Objectives in the Field of Soil Protection	97
7.3	Executives Responsible for Implementation of Soil Protection Policy.....	103
7.3.1	The Structure of Ukrainian Authorities	103
7.3.2	The Executives Implementing Soil Protection Policy during the Empirical Research Period	105
7.3.3	Types of Soil Degradation Addressed by Executive Tasks.....	110
7.3.4	Implications of the Administrative Reform for Central Executives Implementing Soil Protection Policy	112
7.4	What the Law Says: Legal rules and measures of soil protection.....	115
7.4.1	Legal Rules on Soil Protection	115
7.4.2	Policy Instruments	120
7.4.3	Soil Protection Measures	123
7.4.4	Sources for Financing Soil Protection Measures.....	123

7.5	Implications for Policy Implementation.....	125
8	Specification of Soil Protection Policy.....	127
8.1	Perceptions of Soil Degradation and Soil Protection Policy among Executives Responsible for Policy Specification.....	127
8.1.1	Perceptions of Soil Degradation.....	127
8.1.2	Perceptions of the Legal Framework.....	131
8.2	Policy Specification by Central Executives	132
8.2.1	Specification of Policy Instruments and Measures in the Field of Soil Protection	132
8.2.2	Legal Rules Regulating the Behavior of Legally Inferior Officials.....	141
8.2.3	Administration at the Central Executive Level	147
8.2.4	Transactions Concerning Policy Specification at the Central Executive Level	153
8.3	Policy Specification at the Provincial Level	160
8.3.1	Legal Rules Laid Down at the Provincial Level	160
8.3.2	Administration	165
8.3.3	Transactions for Policy Specification at the Provincial Level	167
8.3.4	Implications	169
8.4	Policy Specification at the Regional and Local Levels.....	170
8.4.1	Legal Rules	170
8.4.2	Administration	171
8.4.3	Transactions for Policy Specification at the Regional and Local Levels.....	172
8.4.4	Implications	172
8.5	Implications of Policy Specification for Soil Protection from Erosion.....	172
9	Agricultural Transition and its Implications for Soil Protection in Ukraine.....	175
9.1	Agriculture and Soil Protection in Soviet Ukraine.....	175
9.1.1	Organization of Agricultural Production in Soviet Ukraine.....	175
9.1.2	Soil Protection in Soviet Agriculture.....	177
9.2	Soil Protection during and after Agricultural and Land Reform.....	179

9.2.1	Agricultural and Land Reforms in Ukraine.....	179
9.2.2	Impact of Agricultural Transformation on Soil Protection	181
9.3	Discussion.....	184
10	Policy Diffusion.....	185
10.1	Perceptions of Soil Degradation by Monitoring and Controlling Officials, Agricultural Producers and Experts	185
10.2	What Do Officials Do?.....	187
10.2.1	Regional Department of Agro-Industrial Development.....	187
10.2.2	Regional Department of Land Resources and Land Inspector.....	190
10.2.3	Representative of the Provincial Centre for Soil Fertility Protection	192
10.2.4	Ecological Inspectorate.....	196
10.2.5	The Kyivagrolis Association	196
10.2.6	Drawing Conclusions Regarding Legal Rules.....	197
10.2.7	Drawing Conclusions Regarding Administration by Officials	198
10.3	What Do Agricultural Producers Do?	199
10.3.1	Officials' Perceptions of Agricultural Producers	199
10.3.2	Actions of Agricultural Producers.....	200
10.3.3	Drawing Conclusions Regarding Administration by Agricultural Producers.....	203
10.4	Drawing Conclusions Regarding Communication.....	206
10.5	Drawing Conclusions Regarding Transactions.....	207
10.5.1	Managerial Transactions.....	208
10.5.2	Bargaining Transactions.....	209
10.6	Summary.....	213
11	Why Ukrainian Black Earth Soils Are not Protected from Erosion: The Theory.....	215
	References	225
	Legal Documents and Official Reports	235
	Union of Soviet Socialistic Republics and Ukrainian Soviet Socialistic Republic.....	235
	Verkhovna Rada (Parliament).....	235

President.....	237
Cabinet of Ministers (CMU).....	238
Ministry of Agrarian Policy (MAP)	240
Ministry for Environmental Protection (MEP).....	240
State Committee of Land Resources (SCLR).....	240
State Committee of Statistics (SCS).....	241
State Tax Inspectorate of Ukraine (STI)	241
Council of Kyiv Province	241
State Administration of Kyiv Province	242
Drafts	242
Reports	243
Appendix	245
Appendix 1: Structure of the Interviews.....	245
Appendix 1-1: Scientists.....	245
Appendix 1-2: Central Executives.....	246
Appendix 1-3: Local Executives	247
Appendix 1-4: Agricultural Producers	248
Appendix 1-5: Agricultural Associations.....	249
Appendix 1-6: Companies	250
Appendix 2: Project Information Sheet.....	251
Appendix 3: Informed consent form	252
Appendix 4: Interviews Conducted	253
Appendix 4-1: Interviews Conducted.....	253
Appendix 4-2: List of Interviewees.....	254