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ADMINISTRATIVE AND LEGAL RESPONSIBILITY AS A MEANS OF ENSURING ENVIRONMENTAL LAW AND ORDER

This article examines the institution of administrative and legal accountability for environmental violations in the context of upholding environmental law and order. The objective of the article is to identify specific features and uncover new facets of the institution of administrative and legal responsibility for environmental offenses.

The study focused on the following tasks: characterizing this institution, analyzing administrative offenses in the field of environmental protection and natural resource management, identifying their specific characteristics as offenses, and developing strategies for improving their detection and prevention.

The proposed hypothesis is the importance of administrative and legal responsibility for ensuring environmental law and order.

The article has scientific (the author's definition of an administrative offense in the field of environmental protection, the use of natural resources, the established differences between administrative and criminal offenses in the environmental sphere contributes to the development of the theory of environmental and administrative law) and practical significance (the recommendations are aimed at improving Kazakh legislation, optimizing the system of administrative penalties).

The core outcomes involve the development of a definition for administrative offenses within environmental protection and natural resource usage, as well as the identification of their unique characteristics and their differentiation from other offense types. The study concludes with a recommendation to review the current system of administrative penalties. The value of these findings and conclusions is highlighted by their contribution to the theory of environmental and administrative law.

Key words: Administrative offenses in the field of environmental protection, criminal liability, environmental offense, environmental criminal offense, environmental criminal offense.

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Әкімшілік-құқықтық жауапкершілік экологиялық құқықтық тәртіпті қамтамасыз ету құралы ретінде

Мақала экологиялық құқық бұзушылықтар үшін әкімшілік-құқықтық жауапкершілік институтын экологиялық тәртіпті қамтамасыз ету тұрғысынан қарастыруға арналған.

Мақала жазудың мақсаты-экологиялық құқық бұзушылықтар үшін әкімшілік-құқықтық жауапкершілік институтының ерекше ерекшеліктерін анықтау және жаңа аспектілерін анықтау.

Зерттеу барысында шешілген міндеттерге мыналар жатады: осы институтты, қоршаған ортаны қорғау және табиғи ресурстарды пайдалану саласындағы әкімшілік құқық бұзушылықтарды сипаттау, олардың құқық бұзушылық ретіндегі ерекшеліктерін анықтау, сондай-ақ оларды анықтау және жолын кесуді жақсарту бойынша ұсыныстар әзірлеу.

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Ұсынылған гипотеза экологиялық тәртіпті қамтамасыз етуде әкімшілік-құқықтық жауапкершіліктің маңызды рөл атқаратынын білдіреді.

Мақаланың ғылыми маңызы қоршаған ортаны қорғау және табиғи ресурстарды пайдалану саласындағы әкімшілік құқық бұзушылықтардың авторлық анықтамасы мен экологиялық саладағы әкімшілік және қылмыстық құқық бұзушылықтардың айырмашылықтарын анықтауға негізделіп, экологиялық және әкімшілік құқық теориясының дамуына үлес қосуында. Практикалық маңызы ұсыныстардың қазақстандық заңнаманы жетілдіруге және әкімшілік жазалар жүйесін оңтайландыруға бағытталуында.

Мақаланы жазу барысында жалпы ғылыми әдістермен қатар, статистикалық және тарихи-құқықтық әдістер қолданылды. Негізгі нәтижелер ретінде қоршаған ортаны қорғау және табиғи ресурстарды пайдалану саласындағы әкімшілік құқық бұзушылықтардың анықтамасын әзірлеу, оның айрықша белгілерін анықтау және басқа құқық бұзушылық түрлерінен айырмашылықтарын көрсету қарастырылады.

Әкімшілік жазалар жүйесін қайта қарау қажеттілігі туралы қорытынды жасалды.

Қорытындылар мен нәтижелердің мәні экологиялық және әкімшілік құқық теориясына енгізілген үлестермен анықталады.

Түйін сөздер: қоршаған ортаны қорғау саласындағы әкімшілік құқық бұзушылықтар, қылмыстық жауаптылық, экологиялық құқық бұзушылық, экологиялық қылмыстық қылмыс, экологиялық қылмыстық теріс қылық.

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Административно-правовая ответственность как средство обеспечения экологического правопорядка

Статья посвящена рассмотрению института административно-правовой ответственности за экологические правонарушения в контексте обеспечения экологического правопорядка.

Цель написания статьи – установить специфические особенности и выявить новые аспекты института административно-правовой ответственности за экологические правонарушения.

В ходе исследования решались задачи: описание данного института, анализ административных правонарушений в области охраны окружающей среды и использования природных ресурсов, определение их специфических черт как правонарушений, а также разработка рекомендаций по повышению эффективности их выявления и предотвращения. Предлагаемая гипотеза – значимость административно-правовой ответственности для обеспечения экологического правопорядка.

Статья имеет научную (авторское определение административного правонарушения в области охраны окружающей среды, использования природных ресурсов, установленные различия административных и уголовных правонарушений в экологической сфере способствует развитию теории экологического и административного права) и практическую значимость (рекомендации направлены на совершенствование казахстанского законодательства, оптимизацию системы административных взысканий).

При написании статьи использовались общенаучные методы, а также статистический и историко-правовой методы.

Основные результаты заключаются в разработке определения административного правонарушения в области охраны окружающей среды, использования природных ресурсов, выявлении его характерных признаков и отличий от иных видов правонарушений. Сделан вывод о необходимости пересмотра системы административных взысканий.

Ценность выводов и результатов определяется вкладом, внесенным в теорию экологического и административного права.

Ключевые слова: Административные правонарушения в области охраны окружающей среды, уголовная ответственность, экологическое правонарушение, экологическое уголовное преступление, экологический уголовный проступок.

Introduction

In his message to the people of Kazakhstan, "The Economic Course of a Just Kazakhstan," the Head of State, Kassym-Jomart Tokayev, set the main goal of "ensuring strict observance of law and public order" (https://www.akorda.kz). The President noted that "vandalism in streets and nature" has a negative impact on the image of Kazakhstan in the international community.

At the same time, they emphasized the need to reduce violations in the area of water use and strengthen penalties for their occurrence, as well as improve the environmental and technical conditions at enterprises, including those related to infrastructure.

Additionally, it is worth noting that law enforcement agencies are not carrying out their work effectively in preventing and suppressing provocations that aim to disrupt public order.

The goals and objectives outlined in the message are directly or indirectly aimed at ensuring environmental law and order, which is an essential component of public order.

Statistics show that there has been stability in this area regarding the registration of environmental offences, and especially those involving administrative and legal responsibilities.

Although the incidence of reported administrative offenses related to environmental protection and natural resource use has dropped, nearly 60,000 of these offenses are still being committed annually. (see Figure 1).

Moreover, none of the articles concerning pollution of water and air or violations of environmental laws during economic activities have been put into practice.

For example, the amount of damage to the state in 2023 only under three articles of the CRCoAP on environmental pollution (Articles 324, 328, 344) is 8,214,869,636 tenge. According to similar articles of the Criminal Code of the Republic of Kazakhstan (stst.324, 325, 326, 328, 329, 330) – 0! (https://adilet.zan.kz/rus/docs/K1400000235, 2014).

Moreover, none of the articles concerning pollution of water and air or violations of environmental laws during economic activities have been put into practice.

Figure 1 – Dynamics of registered administrative offenses in the field of environmental protection, use of natural resources for 2014-2023

Consequently, several questions come to mind:

- What distinguishes administrative and legal liability from criminal liability if the environmental damage caused by administrative offenses is comparable in extent to the significant, large, and especially large damages considered in criminal proceedings?

- Is there a need for administrative and legal accountability if there is the concept of "criminal misconduct" in the criminal law, which refers to conduct that does not constitute a significant threat to public safety and leads to minor harm or the potential for harm?

- What distinguishes an administrative violation in the context of environmental protection, and what are the potential outcomes of committing such an offense?

Research on this topic has not seen significant advancement, particularly in light of recent updates to administrative legislation (Koshkinbaeva A.S., Zhumagulova S.R., 2019). Over the last four years alone, three laws have been amended and added to Chapter 21, which pertains to administrative offenses concerning environmental protection and natural resource use Overall, since the introduction of the Crop, 15 laws have altered many articles in this chapter (https://adilet.zan.kz/rus/docs/K1400000235, 2014).

However, there is a lack of significant scientific papers on the issues under consideration in modern legal literature. These reasons determine the author's interest in this topic and the relevance of the chosen research subject.

This research focuses on public environmental relations, specifically the dynamics that arise from enforcing administrative responsibility for violations of environmental regulations in the use, management, and protection of land, subsurface resources, water, flora, fauna, and air quality (Anisimov 2019).

The core subject of this study is the norms of the Crop, in particular Chapter 21, and the practice of applying these norms of the Administrative Code (https://adilet.zan.kz/rus/docs/K1400000235, 2014).

The purpose of this study is to determine the scientific novelty of the institution of administrative and legal liability and to define its role as a tool for upholding environmental law and order.

The tasks involve offering a broad description of the institution of administrative and legal liability within the domain of nature conservation and the effective use of natural resources, as well as addressing administrative offenses associated with environmental protection and resource utilization (Sirant 2023). We will identify the specific features of these offenses and develop recommendations for improving their detection and prevention.

The article uses a scientific approach to the consideration of this issue, using a range of scientific research methods.

The proposed hypothesis – the importance of administrative and legal responsibility for maintaining environmental law and order – will be beneficial for the development of both environmental law and administrative law theory.

Materials and methods

The materials for this study were scientific works by Kazakhstani and foreign environmental lawyers, administrators, and legal theorists, including Abdraimova B.J., Baideldinov D.L., Bekisheva S.D., Gabdualiev M.T., Dubovitskaya L.S., Yerkinbaeva L.K., Zhetpisbayeva B.A., Yerezhepkyzy R., Ibragimov H.Y., Podoprigor R.A., Pralieva G.K., Taranova A.A., Tikhomirova Yu.A., and Tukieva A.S. These works were considered in a historical perspective over the past 20 years, including scientific articles and dissertations. The legislation of the Republic of Kazakhstan was reviewed, including environmental, administrative, and criminal laws.

With statistical data sourced from the information services portal of the Committee on Legal Statistics and Special Accounts of the Prosecutor General's Office of Kazakhstan, an infographic was created to represent the trends in registered environmental crimes and administrative offenses in the area of environmental protection and natural resource use from 2014 to 2023. Additionally, the KPIS data were utilized to provide a comprehensive overview of the environmental impact on the state.

Scientific methods such as analysis, synthesis, comparison, hypothesis testing, statistical observation, and historical and legal research, among others, were employed.

The initial three methods were utilized to analyze legislation, allowing for the classification of offenses found in Chapter 21 of the Code of Administrative Offenses. The historical and legal method facilitated the observation of the criminalization and decriminalization processes of administrative offenses. Furthermore, an analysis of the Criminal

Code and its revisions over the last decade was performed.

These methods assisted in reviewing a large body of scientific literature, which contributed to the development of the author's definition of "administrative offense in the field of environmental protection and natural resources use" and in identifying the specific traits of these offenses. Statistical observation made it possible to detect patterns in the trends of administrative offenses in the environmental sector.

Literature review

To write the article, we studied scientific achievements on administrative responsibility:

- directly associated with the determination of responsibility for environmental offenses;
- a general plan that allows a deeper understanding of postulates regarding administrative offences and penalties (Pakhomova 2021; Balabiyev 2016).

To strengthen the justification of the hypotheses proposed, we considered fundamental scientific and educational works by representatives of administrative and legal science (Rakhmetova 2022; Banchuk 2020; Akopova 2014).

We also conducted an overview of scientific and educational works in environmental and legal science, where administrative and legal issues were highlighted (Zhetpisbaev, B. A., 2000; Taranov A.A., 2010).

In order to clarify the specifics of administrative and legal liability for environmental offenses in the Republic of Kazakhstan, (Baideldinov D.L., Bekisheva S.D., 2004; Dyusenov E.A., 2005) we performed a comparative legal analysis of practices in foreign countries on these issues

Results and Discussion

The legal framework for administrative and legal liability concerning offenses in the field of nature protection is established by Chapter 21 of the KRCoAP, as mentioned in the introduction of this article. This chapter enumerates and describes specific offenses related to environmental protection and natural resource use, totaling 80 articles. (https://adilet.zan.kz/rus/docs/K1400000235, 2014).

There is currently no established definition for the term "administrative offense in environmental protection" or other types of administrative offenses. Nevertheless, authors have proposed multiple approaches to defining this term.

One of these approaches is to define administrative offenses based on their main characteristics as defined by law (Yu. E. Vinokurov, O. D. Dubovik, and O. I. Krassov). In this approach, the object of the infringement is usually specified, as well as the signs of guilt, illegality, and punishment.

The second approach narrows the definition to include only one attribute – punishability. This means that the range of regulated relationships is revealed in the concept of the offense itself, such as "environmental violation", and the connection to the type of responsibility is established through an indication of measures specified in the Administrative Code. However, with this level of conciseness, the specific features of the offense are lost, as the object of infringement is not clearly defined (Evsikova 2019)

Drawing from the general concept of an administrative offense described in Article 25 of the Administrative Code, we can refine the definition to eliminate the drawbacks of the earlier version. The general definition does not specifically mention the object or subject of the offense. Therefore, it can be stated that an administrative offense related to environmental protection and the use of natural resources is any unlawful act that disrupts environmental law and order. This act may be committed intentionally or unintentionally by a legal entity or individual, and it results in administrative liability under the provisions of the CRCoAP.

The main differences between criminal offenses and misdemeanors can be understood from this definition and the principles of administrative law. Firstly, there is a difference in the subjects involved. Legal entities are also included in this category. Secondly, according to the level of public danger, as specified in part 2 of Article 25 of the Criminal Code, liability occurs only if the act does not involve criminal liability (https://adilet.zan.kz/rus/docs/K1400000235, 2014).

The object of administrative and criminal offenses in the environmental sphere is the same. Therefore, in our definition, we refer to it as environmental law and order. This is the order established within society to regulate interactions in the field of protecting and using natural resources. However, the object in question is unique and distinct from other offense objects, as it pertains to a specific sphere–the natural environment.

The subject of this discussion includes the environment, natural resources, and related information concerning these natural entities. Kazakh administrative legislation covers this subject in articles like 341, 342, 343-1, and 354 of the Criminal Code of the Republic of Kazakhstan on Administrative Offenses (CRCoAP) (https://adilet.zan.kz/rus/docs/K1400000235, 2014).

These articles provide for liability for concealing, distorting, or failing to provide complete information about land plots, subsoil use, meteorological data, and other aspects related to the environment.

The objective aspects of administrative and criminal offences in the environmental field do not differ significantly from each other, with the exception of the scale of the actions involved. Both can occur through both actions and inactions.

These actions are reflected in pollution, contamination, depletion of natural resources, damage and destruction of ecosystems, and breaches of the regime of specially protected natural areas, habitats of flora and fauna. Inactivity is manifested in non-compliance with environmental regulations enshrined in legislation, such as non-fulfillment of the obligations of nature users, conditions of environmental permits, and reclamation, among others.

Modern administrative responsibility differs from that provided for under the Soviet codes, as the latter did not include the responsibility of legal entities. Thanks to modern innovations, it is now possible to at least partially bring polluting enterprises to justice, which would usually avoid criminal liability due to economic reasons, which are influenced by the state and government.

Unfortunately, the main reason for this is the unwillingness to prevent environmental offenses by legal entities and the fiscal policy that allows the republican budget to be replenished with funds from fines. This is clearly evident from the data on administrative fines, some of which are comparable to criminal fines and even exceed them (see Table 1).

Table 1 – The amounts of administrative fines for environmental pollution in 2023

№№	Fined enterprises	The amount of the administrative fine
1	Karabatan Utility Solutions LLP	7.2 billion tenge
2	Tengizchevroil LLP	2,8 billion tenge
3	Beineu – Shymkent Gas Pipeline LLP	523,01 billion tenge
4	ECO-Semey LLP	296,06 billion tenge
5	Priirtyshskaya Broiler Poultry Farm LLP	252,94 billion tenge
6	LLP JV «Kuatamlonmunai»	132,10 billion tenge
7	Kazzinc LLP »	49,66 billion tenge
8	JSC «SNPS»	10,69 billion tenge
9	State Enterprise «Teplokommunenergo»	8,32 billion tenge

(compiled from the source (Karina 2024)).

The presence of legal entities as subjects of administrative responsibility distinguishes it from criminal liability, which has significantly changed the concept of administrative law.

A special feature of the Crop is the differentiation between legal entities, which can be seen in both the general and specific parts of the law. Articles 33 and 34 specifically mention individual entrepreneurs and structural divisions of companies that are taxpayers, including foreign and international organizations.

Under certain circumstances, these entities can be held independently responsible for any offenses they commit.

In Chapter 21 of the Administrative Code, legal entities are divided into small, medium, and large enterprises and non-profit organizations. This is important for determining the size of administrative

penalties that may be imposed (https://adilet.zan.kz/rus/docs/K1400000235, 2014).

A unique feature of this type of liability is the complex system for calculating fines for this specific type of administrative offense.

The amount of fines is determined by the following factors:

- Multiples of a certain number of MCI
- In MCI for each quota unit in excess of the established volume, uncompensated by acquired quota units and/or carbon units obtained from projects
- As a percentage of the economic benefit received due to violation
- As a percentage of rate of payment for negative impact on environment in relation to exceeded amount of pollutants
- As a percentage of payment rate for waste disposal in relation to amount of waste accumulated over limit
- As a daily percentage payment rate for each day after deadline
- Fee rate in relation to mass of sulfur emitted in excess of established limit- as a percentage of the fee rate related to the mass of sulfur deposited in the environment without an environmental permit.

In addition to fines, Chapter 21 of the Administrative Code also provides for the following penalties:

- Suspension of the license;
- Suspension of an environmental permit or activity;
- Prohibition of activity for a certain period of time;
- Forced demolition of an illegally constructed or erected building;
- Confiscation of objects and tools of offense, including caviar;
- Deprivation of the right to operate a hunting farm.

However, the ratio of fines and other types of administrative penalties does not favor the latter, which ultimately does not fully ensure the educational and preventive objectives of administrative legislation. Instead, it only serves fiscal and punitive purposes.

We believe that the current system of administrative penalties needs to be revised, as an analysis of administrative practices has shown that even increasing penalty amounts does not significantly reduce the activity of administrative offenders.

Conclusion

The study of the institution of administrative and legal responsibility for environmental offences reveals that there are numerous unresolved issues regarding the distinction between administrative and criminal offences, criminal sanctions and administrative penalties.

Our research enables us to respond to the above questions as follows: Administrative and legal liability differs from criminal liability in that it is less repressive in terms of depriving or restricting individual freedom, involves a greater number of people being held accountable (both individuals and legal entities), and the entities imposing punishments include a wide range of officials and state bodies, such as courts for administrative offenses and courts for criminal offenses. Nevertheless, fines are on par with criminal penalties if Kazakhstan had provisions for criminal liability for legal entities.

Administrative and legal measures remain an effective tool for maintaining environmental law and order. Nonetheless, in cases where some citizens are unaware of or lack understanding of the law, coercive measures still need to be applied.

The effectiveness of administrative penalties lies in:

First, the possibility of holding legal entities responsible for environmental violations that are practically impossible to prosecute criminally, despite the significant or even large damage caused to the environment.

Secondly, administrative fines serve as a “wake-up call” for offenders, given that the amounts can be significant.

An environmental administrative offense is characterized by the specific nature of its object (public environmental relations) and subject (the environment and its elements), and objective side (harm to natural resources or failure to take measures to maintain their stability), as well as the lower degree of social danger compared to criminal offenses.

To partially resolve gaps and conflicts in administrative legislation and the theory of administrative law, the following is proposed:

- To propose a definition for an administrative offense in the area of environmental protection and natural resource use, which is an illegal act that infringes upon environmental law and order, committed either deliberately or negligently by a legal entity or individual, and resulting in administrative

responsibility under the norms of the Code of Administrative Offences (CRCoAP).

- To review the system of administrative penalties in Chapter 21 of the CRCoAP "Administrative Offenses in the Field of Environmental Protection and Use of Natural Resources", shifting emphasis from administrative fines to more effective measures such as suspension or termination of harmful activities, revocation of special rights, and permits.

Gratitude, conflict of interest

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