

## “BOTTLENECK” IN THE SYSTEM OF STATE GOVERNANCE THROUGH COMPLEX ECOLOGICAL PROGRAMS REALIZATION IN UKRAINE

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Realization of sustainable development principles is manifested in planning and linear transfer and rebuild concerning society constituents; it is developed in structured and formalized form – state, regional, territorial or local strategies and programs. That is why economic, social and ecological policy efficiency depends on its development complexity and realization effectiveness. This article deals with ways to evaluate efficiency of complex ecological programs. By using one of them (officially registered) authors conduct analysis of the proper program. “Bottleneck”, revealed during analysis on local authorities reporting from 14 of 24 Ukrainian regions, confirm the importance to act further in area to provide state ecological policy realization terms at the local level.

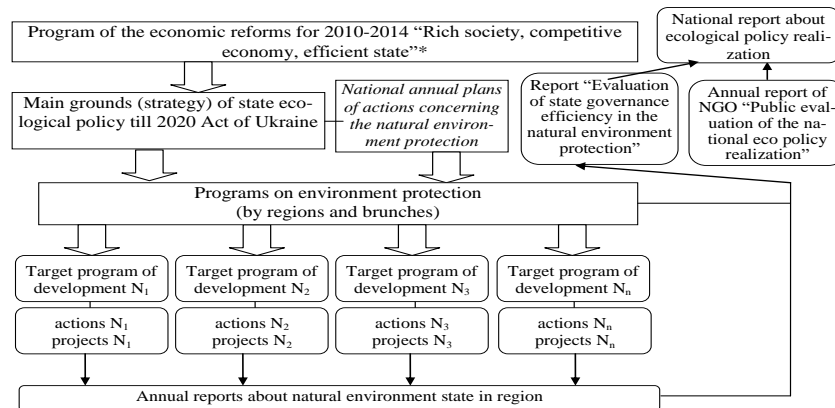
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### INTRODUCTION

Research of the legislative and normative documents, social and economic state and social transformations on the way to achieve sustainable development in the country and to provide its national interests in Ukraine, is possible only in terms of active development strategy investigation and realization and its realization tools on all governance levels.

Seeing of country development in accordance with sustainable development principles is revealed in the proper strategic normative and law documents. However, every investigated strategy, oriented to protect environment and to use rationally natural resources, demands strict consecutive actions and proper administrative and executive space for realization. Absence of the effective strategic planning and governing complicates state authorities work, and also scientific institutions in the part to regulate questions concerning investigation and control of strategies, social and economic, ecological programs realization. That is why one has to examine hierarchic scheme to realize and control the state ecological policy, reflected through the proper normative documents (see Figure 1).



\* Program acted till 2014. Now priority document of Ukraine development is Agreement about Association between Ukraine and European Union, on the base of which Sustainable Development Strategy – Ukraine 2020 was confirmed and was realized

Figure 1 – Scheme for consecutive realization of social development ecological and economic balance strategy realization in Ukraine

Figure 1 shows the lack of the communication element, namely, the assessment procedures of the effectiveness of environmental programs. Ukraine has developed a methodological base is not enough to assess the effectiveness neither environmental programs nor general government programs.

Identify solutions to the methodology for assessing the effectiveness of the programs (including environmental) are presented in a variety of researchers' works (Alexey Kuzmin, Rita O'Sullivan & Natalia Kosheleva 2009, Colin Talbot 2010, Katharine Mark & John R. Pfeiffer 2011, Osvaldo Feinstein & Eduardo Zapico-Goni 2010). The importance of evaluating the effectiveness of the government programs implementation can be seen in different countries. In Russia have been approved Guidelines, which include a technique to assess the effectiveness of the programs implementation different directions. In the United States from 2010 is used GPRAMA - system of peer review programs. In Spain there are various methodologies and approaches taking into account the characteristics of the assessment.

## THE RESULTS OF THE STUDY

### 1. Analysis of target complex programs financing sources

Regional aspect to realize social development ecological and economic balance strategy introduced through regional programming mechanism. In this case local authorities play leading role to realize strategies and programs, oriented to protect environment. To analyze the given situation let's define number of active (for 2014) introduced strategies and regional nature protective programs (see Table 1).

Now 18 of 24 complex nature protective programs of the Ukrainian regions, other are investigating or confirming. The total costs, necessary to realize these programs are formed by the following sources: costs from the state budget of Ukraine; costs from state fund of environment protection; costs from the local budget; costs from regional environment protection fund; costs from local budgets (costs from budgets of districts, cities, towns and villages); costs from local nature environment protection funds; other financing sources, including costs of the extra-budgetary funds, grants, personal costs, investments, involved credits and other sources, which are not forbidden by the active legislation.

Local authorities chooses as base source to finance complex ecological programs: regional fund of natural environment protection (Kharkiv – 100%, Vinnitsa – 89%); regional budget (Dnipropetrovsk – 89%, Kirovograd – 40%); state budget (Sumy – 65%, Poltava – 53,4%, Volyn – 81%); costs from enterprises, establishments and organization of the region (Lugansk – 85,9%, Zaporizhya – 73%); other sources (Rivno – 48,6%, Kherson – 51,6%, Odesa – 89,2%, Mykolayiv – 95,6%, Kyiv – 87%); state fund of natural environment protection (Chernivtsy – 60,7%) (Provozin, N., Lukianykhina, O., 2014).

Table 1 – Regional programs targeting on the environmental protection

Oblast (region)	Vinnitsa	Volyn	Dnipropetrovsk	Donetsk	Zhytomyr	Zakarpattia	Zaporizhya	Ivano-Frankivsk	Kyiv	Kirovograd	Lugansk	Lviv	Mykolayiv	Odesa	Poltava	Rivno	Sumy	Ternopil	Kharkiv	Kherson	Khmelnytsky	Cherkasy	Chernivtsy	Chernihiv
Number of strategies	2	2	1	1	1	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Number of program	10	6	15	5	7	9*	5	11	12	11	10	8	10	13	8	9	7	8	8	10	6	11	10	5
among them the complex program	1	1	1	-	1	-	1	1	1	1	1	-	1	1	1	1	-	1	1	1	-	1	-	-

Notes:\* including the Concept of the State development program of Ukrainian Carpathians (Project)

Source: compiled from the Official websites of the Regional State Administrations

### 2. Estimation of the ecological programs realization

#### 2.1 Tools for estimation

One has to consider the methodic tools with help of which it is possible to estimate ecological strategies, programs and projects realization efficiency in Ukraine:

1) Scientific and methodic tools of the investment management. In this case strategy is evaluated by the following factors: net profit, profitability index, project excess present value index, period of the strategy payback, internal rate of return. Nevertheless, these factors use

only from economic point of view may show the strategy efficiency itself and answer the question whether invested costs lived up the result. However results do not always have quantitative metrics. So it complicates the estimation of the strategies efficiency, especially socially and ecologically oriented ones. That is why strategies targets are often compared with expenses incurred.

2) State and brunch typical (standard) methodics, developed due to the concrete brunch, area or duration. The proper Methodic to estimate efficiency of regional nature protective programs and state target ecological programs realization is maintained in Ukraine (Ministry of Ecology and Natural Resources of Ukraine, 2012). It allows to estimate ecologically oriented strategies efficiency at various levels and to evaluate strategies conducting process at all life cycle stages.

3) Individual methodic of efficiency, included into proper strategy or developed due to it in order to control and conduct monitoring of its act.

4) International and native tools to evaluate achievements of ecological security and stability by the country. To determine efficiency of the complex ecological programs realization owing to the given direction is possible only mediately, because results of these tools show the ecological policy total efficiency / inactiveness in the country as a whole or in the region. The most famous are: international – dynamic model MAMS, developed by group from World Bank with purpose to estimate achievements by the country Millennium Development Targets; Index of the Human Potential Development; Index of the Ecological Efficiency; World Index of Happiness; General Index of Progress; Index of the Live Planet; Index of social and natural development etc.; native: System to measure sustainable development, investigated by Applied Systematic Analysis Institute NASU and MESU; Ukrainian regional environment sustainable development index (URES); and methodic of sustainable development measure (MSM).

5) Real reports from the proper authorities about ecological strategies conduct process. The same reports are generalized and are presented by the authorities who are responsible for them. In Ukraine besides functionaries the public representatives report on ecological policy results in their annual projects.

Thus, various methodics use allows to conduct comparing analysis of the concrete strategies realization process. Owing to the fact that some methods are oriented to define economic efficiency, others – ecological and social with the experts' help. The complex approach to evaluate strategies realization efficiency is not used in Ukraine today.

## ***2.2. Particularities of the complex ecological programs realization efficiency estimation in Ukraine***

The wide choice of instruments for estimation leads to many problems, i.e. “bottleneck”, both in estimation and performance management accordingly. Actions and results of complex ecological programs, oriented to solve ecological problems, and to prevent from their creation in the future, have to be reflected in the proper reports, through which one can evaluate programs conduct efficiency at a whole.

For example, we evaluated efficiency of Environment protection complex program realization efficiency in Sumy according to the official (state) methodic to estimate state target ecological programs realization efficiency of Ministry of ecology and natural resources (see results in Table 2).

Calculation was conducted by the following formulas:

$$R^y = I_{ecol}^y \cdot I_{ecom}^y, \quad (1)$$

where  $R^y$  - integrated index, characterizing efficiency of fulfillment;  $I_{ecol}^y$  - integrated index of the ecological effect realization fulfillment efficiency estimation;  $I_{ecom}^y$  - integrated index of the economic effect realization fulfillment estimation;

$$I_{ecol}^y = I_Z^y \cdot I_Q^y, \quad (2)$$

where  $I_Z^y$  - integrated index of the ecological factors fulfillment by the program per year;  
 $I_Q^y$  - integrated index of the program fulfillment quantitative quality per year;

$$I_Z^y = \frac{1}{P} \sum_{p=1}^n \frac{Z_f^y}{Z_{pl}^y}, \quad (3)$$

where  $Z_f^y, Z_{pl}^y$  - real and planning value of the ecological index by the proper action and task per year;  $P$  - number of program tasks;

$$I_Q^y = \sum_{i=1}^n w_Q^y \cdot I_{QZ}^y, \quad (4)$$

where  $w_Q^y$  - weighted coefficients;  $I_{QZ}^y$  - ratio between real and planning quantitative quality value by the proper action and task per year;

$$I_{ecom}^y = K^y \cdot I_E, \quad (5)$$

where  $K^y$  - integrated index of the program financing;  $I_E$  - integrated index of the economic effect estimation from environment-oriented actions and tasks;

$$K^y = h \cdot \frac{C_f^t}{C_{pl}^t} + q \cdot \frac{V_f^t}{V_{pl}^t}, q > h, \quad (6)$$

where  $C_f^t, C_{pl}^t$  - accordingly real and planning (due to accepted program) amounts of program financing using budget funds in t-year of program fulfillment;  $V_f^t, V_{pl}^t$  - accordingly real and planning (due to the accepted program) amounts of program financing by means of other sources in t-year.

Table 2 – Calculation of the Environment protection complex program realization efficiency in Sumy city

Index	Calculation by 2011	Calculation by 2012	Calculation by 2013
<b>Integrated index, characterizing fulfillment efficiency (<math>R^y</math>)</b>	$R^{2011} = I_{ecol}^{2011} \cdot I_{ecom}^{2011} = 0,067 \cdot 0,615 = 0,041$	$R^{2012} = I_{ecol}^{2012} \cdot I_{ecom}^{2012} = 0,035 \cdot 0,4996 = 0,018$	$R^{2013} = I_{ecol}^{2013} \cdot I_{ecom}^{2013} = 0,022 \cdot 0,157 = 0,0035$
<i>Integral index to estimate ecological effect fulfillment realization efficiency (<math>I_{ecol}^y</math>)</i>	$I_{ecol}^{2011} = I_Z^{2011} \cdot I_Q^{2011} = 0,655 \cdot 0,103 = 0,067$	$I_{ecol}^{2012} = I_Z^{2012} \cdot I_Q^{2012} = 0,467 \cdot 0,074 = 0,035$	$I_{ecol}^{2013} = I_Z^{2013} \cdot I_Q^{2013} = 0,431 \cdot 0,052 = 0,022$
Integrated index of ecological factors fulfillment by the program per year ( $I_Z^y$ )	$I_Z^{2011} = \frac{1}{6} \sum_{p=1}^6 \frac{Z_f^{2011}}{Z_{pl}^{2011}} = 0,655$	$I_Z^{2012} = \frac{1}{6} \sum_{p=1}^6 \frac{Z_f^{2012}}{Z_{pl}^{2012}} = 0,467$	$I_Z^{2013} = \frac{1}{6} \sum_{p=1}^6 \frac{Z_f^{2013}}{Z_{pl}^{2013}} = 0,431$
Integrated index of program fulfillment quantitative quality per year ( $I_Q^y$ )	$I_Q^{2011} = \sum_{i=1}^{42} w_Q^{2011} \cdot I_{QZ}^{2011} = 0,103$	$I_Q^{2012} = \sum_{i=1}^{42} w_Q^{2012} \cdot I_{QZ}^{2012} = 0,074$	$I_Q^{2013} = \sum_{i=1}^{26} w_Q^{2013} \cdot I_{QZ}^{2013} = 0,052$
<i>Integral index of the fulfillment realization economic effect estimation (<math>I_{ecom}^y</math>)</i>	$I_{ecom}^{2011} = K^{2011} \cdot I_E = 0,615 \cdot 1 = 0,615$	$I_{ecom}^{2012} = K^{2012} \cdot I_E = 0,4996 \cdot 1 = 0,4996$	$I_{ecom}^{2013} = K^{2013} \cdot I_E = 0,157 \cdot 1 = 0,157$
Integral index of the programs financing ( $K^y$ )	$K^{2011} = 0,615$	$K^{2012} = 0,4996$	$K^{2013} = 0,157$

Source: based on Sumy City Council website information

The *Table 2* shows the fact that during 2011, 2012 and 2013 it is insufficiently to realize program. The reasons are:

1. Impossibility to conduct full estimation, owing to the ambiguity of indexes under estimation (absence of planning and real ecological indexes concerning program fulfillment);
2. Report on the Complex program fulfillment has more financial character (oriented to demonstrate costs spending, given for the action, but not for effect which caused its fulfillment);

3. Methodic incompleteness (estimation substitution of ecological factors by economic ones).

Particularities of the reporting about complex ecological programs realization in Ukraine are demonstrated in the *Table 3*.

*Table 3 – Resolved characteristic of reporting by self-governing authorities about complex ecological programs performance process*

Target complex program	Form of reporting and “bottleneck” in reporting
<i>Vinnitsya region</i>	
Regional program of the natural environment protection and natural resources use in 2013-2018	<b>Title of the reporting document: “Fulfillment of the regional program on the nature environment protection and natural resources rational use during 2013-2018”</b> <b>Strong points:</b> existing regional center of environment monitoring; the expecting results after each action are pointed; general complex document about development programs realization; Reports about the natural environment (NE) in region are formed. <b>Weak points:</b> information about programs fulfillment process in report is generalized. It makes impossible to evaluate efficiency by the concrete program (subprogram) or action; there is no detailed information about program actions run; there are no explanations concerning program realization mechanism, control and its efficiency estimation in the program; the existing postpone in time of both reports representing about NE in region (July – August next year) and report about program fulfillment (end of February next year); report form about progress in implementing has reporting character concerning wasted costs, it is not mentioned which effects – ecological, social or economic were achieved.
<i>Volyn region</i>	
Regional ecological program “Ecology 2011–2015 and forecast till 2020”	<b>Title of the report document: “List of nature protective actions (including capital building objects) in Volyn region, held in January – December 2013 according to Regional ecological program “Ecology 2011-2015 and forecast till 2020”</b> <b>Strong points:</b> expecting results after each action are mentioned; Reports about NE in region are formed; the distinguish between allocated and wasted and spent funds to perform action is determined. <b>Weak points:</b> regional program has no criteria and factors, which could provide the monitoring conduct, its realization efficiency estimation; expected results are compared only with costs amount, allocated for action; existing postpone in time representing reports about NE; report form about progress in implementing has reporting character concerning wasted costs, it is not mentioned which effects – ecological, social or economic were achieved.
<i>Dnipropetrovsk region</i>	
Program of natural environment protection in Dnipropetrovsk region in 2005-2015	<b>Weak points:</b> not enough grounded factors concerning expected results, which make impossible to estimate program realization efficiency by these factors; the nature protective events are not fully reflected; existing postpone in time representing reports about NE
<i>Donetsk region</i>	
Regional complex program of the environment protection in Zytomyr region in 2014-2017	<b>Weak points:</b> there is no complex program on environment protection; actions in this direction are shown in strategies, programs and plans of regional development; it is difficult to estimate actions data impact on the environment; existing postpone in time representing reports about NE <b>Strong points:</b> regional complex program of the environment protection in Zhytomyr region for 2014-2017 was approved 20.11.2014; existing postpone in time representing reports about NE <b>Strong points:</b> tried and tasted instruments concerning regional development strategies realization mechanism, correspondent monitoring bodies concerning environment state; reports about some regional programs performance are demonstrated on the official site; by decisions of the regional council from 09.11.06 № 97-1 form “State regional administration report of about regional programs fulfillment, approved by the regional council in 2002-2006” was accepted
<i>Zakarpata region</i>	
	<b>Weak points:</b> there is no complex program of nature environment protection; annual programs to realize environment-oriented actions have only events, responsible persons for their performance and allocated funds; existing postpone in time representing reports about NE
<i>Zaporizhya region</i>	
Regional complex program of the environment protection, natural resources rational use and ecological security providing	<b>Weak points:</b> it’s impossible to evaluate efficiency of programs fulfillment; the program is new, course and accessibility of reports about progress in implementing is not known; existing postpone in time representing reports about NE state <b>Strong points:</b> established controlling bodies on environment state; existing control factors of result, by which we may estimate program realization efficiency and improve environment condition; reports about realization results of some regional programs are revealed on the official site
<i>Ivano-Frankivsk region</i>	
Program of the natural environment protection in Ivano-Frankivsk region till 2015	<b>Weak points:</b> there are no control factors to fulfill program and to prognosticate program actions results <b>Strong points:</b> existing (however methodologically it is not grounded) tool to evaluate actions fulfillment; the list of the responsible people for report preparation concerning program fulfillment is defined
<i>Kyiv region</i>	

Target complex program	Form of reporting and “bottleneck” in reporting
Environment protection and rational use of the natural resources in Kyiv region till 2016	<i>Title of the report document: “Note explaining”</i> <i>Strong points:</i> the indicators categories concerning program realization control are set; <i>Weak points:</i> it’s difficult to estimate the fulfillment of some actions, because the result has descriptive character; reporting document concerning program fulfillment has no results due to the established indicators in the program; documents is like financial reporting; there is postpone in time as reports about NE
<i>Kirovograd region</i>	
Complex program of the natural environment protection in Kirovograd region in 2013-2015	<i>Title of the report document: “Report about fulfillment of the Nature environment protection complex program actions in 2013 (2014) in Kirovograd region for 2013-2015”</i> <i>Weak points:</i> it is difficult to estimate the fulfillment by some actions, because the expecting result has descriptive character and has no quantitative values, which help to follow action performance efficiency; document carries financial reporting tinge; existing postpone in time of NE state report presentation <i>Strong points:</i> determined course of reporting about program fulfillment process
Regional program of the natural environment protection in 2011-2015	<i>Weak points:</i> there are no data concerning program fulfillment report; it’s difficult to estimate the fulfillment by some actions, because result has descriptive character and has no quantitative value, which may help to follow the event performance efficiency; there is postpone in time as reports about NE <i>Strong points:</i> the prognosticated expecting results of program fulfillment are established by some directions
<i>Lviv region</i>	
	<i>Weak points:</i> there is no complex program of the nature environment protection; the existing postpone in time existing postpone in time of NE state report presentation <i>Strong points:</i> adjusted mechanism of reports formation and representation concerning regional target programs performance and possibility of their review
<i>Mykolayiv region</i>	
Program of the environment protection and natural resources rational use in Mykolaiv region in 2009 – 2015	<i>Title of the report document: “Annual report about progress in implementing 2011 (2012-2014) of Environment protection and natural resources rational use Program in Mykolaiv region in 2011-2015”</i> <i>Weak points:</i> there are no prognosticated factors of events financing during 2012 – 2015 in the program, at this stage every year proper costs amount is mentioned in the regional budget for the program; the report doesn’t point out the changes in the environment, achieved after the conducted events; the report document concerning program fulfillment has no results due to the set indicators in the program; existing postpone in time of NE state report presentation <i>Strong points:</i> indicators of program acts conduct evaluating are mentioned; the existing (however methodologically isn’t grounded) tool to evaluate events performance; the report demonstrates not only financial side of the program realization, but also qualitative factors concerning program conduct; authorities’ timeliness forming the report about the program; three categories of indicators concerning program realization control are established; there is scale to define qualitative factors of the program fulfillment
<i>Odesa region</i>	
Complex program of the environment protection, natural resources rational use and ecological security providing in Odesa region in 2014-2019	<i>Weak points:</i> to evaluate impact from these events on the environment is complicated, because there are no expected results values; order and form of reports about progress in implementing are not mentioned; there is postpone in time as reports about NE <i>Strong points:</i> Reports about regional NE are formed
<i>Ternopil region</i>	
	<i>Weak points:</i> complex program on the nature environment protection is absent; existing postpone in time of NE report presentation <i>Strong points:</i> there is possibility to review some reports about target programs implementation in region and to estimate their fulfillment efficiency not only by the financial factors
Regional program of the environment protection, natural resources rational use and ecological security providing considering regional priorities in Poltava region in 2012 – 2015 (Environment – 2015)	<i>Title of the report document: “Report Environment-2015. Explanations”</i> <i>Weak points:</i> estimation of the program conduct efficiency comes to the comparison between real spent costs and planning costs; document gets financial reporting form; there are no control factors of the program fulfillment and prognosticated events results factors; there is postpone in time as reports about NE <i>Strong point:</i> regular and timely order to present reports about natural environment in the region; authorities’ timeliness forming the report about program fulfillment; the program shows its connection with other state target programs and other regional ecological programs
<i>Rivno region</i>	
About the regional program of natural environment in 2012-2016	<i>Title of the report document: “Information about the progress in regional program of the environment protection realization in 2012-2016 in 2012 (2013-2014)”</i> <i>Weak points:</i> there are no control factors of the program conduct and prognosticated factors of the program events results; report in the descriptive style points what was done during the year, without mentioning even the financial constituent concerning actions fulfillment; there is postpone in time as reports about NE. <i>Strong points:</i> Reports about NE state in region are formed; even little information is formed about program fulfillment
<i>Sumy region</i>	
Complex program of the natural environment protection in Sumy region till 2015	<i>Form of the report:</i> is absent, the program realization process is shown in the annual reports about nature environment in region <i>Weak points:</i> information about program conduct process in report has generalized character, which makes impossible to estimate efficiency by the concrete program (subprogram) or event; the program has no criteria and factors, which would provide monitoring, its realization efficiency estimation; expected results are compared only with allocated costs for the event; a few establishments necessary for monitoring by NE state in the whole regional territory; existing postpone in time <i>Strong points:</i> there is Complex program of nature environment protection till 2015 in Sumy, local authorities give report about its fulfillment in the determined time ( <b>Decision of the city council “Complex</b>

Target complex program	Form of reporting and “bottleneck” in reporting
	<b>program of the nature environment protection implementation process in Sumy in 2011 – 2015 for 2012</b> , by data of which one is able to estimate this program efficiency according to the methodic, approved by Ministry of ecology and natural resources
<i>Kharkiv region</i>	
Complex program of the natural environment protection in Kharkiv region in 2009-2013 and perspective till 2020	<i>Title of the report document: “Information about implementation of the nature environment protection complex program in 2014 in Kharkiv region for 2009-2013 and perspective till 2020”</i> <i>Strong points:</i> reporting about fulfillment process, access to its content, however there are no regular reports; <i>Weak points:</i> because of the little program financing, report has only the information about those actions for which costs were given; the generalized picture about program implementation process is impossible to estimate; constant changes for program, considering its approving date, more and more complicates the process of its realization; existing postpone in time of NE report presentation
Program of the natural environment protection ecological state and social-economic development increase level in Kherson region (“Ecology – 2015”)	<i>Title of the report document: “Information about program of the environment ecological state stabilization and increase of the social-economic development level in Kherson region “Ecology – 2015”</i> <i>Strong points:</i> report about fulfillment process, access to its content; information in report is structured due to the events fulfillment in districts of region; each event provides descriptive information concerning its fulfillment state; reasons of the unfulfilled events are mentioned; <i>Weak points:</i> quantitative estimation of the program efficiency is impossible to conduct; there are no control factors of the program implementation and prognosticated factors of the program events results; not all responsible implementers give information about program fulfillment; possessing wide information about program implementation than other regions, it’s impossible to estimate efficiency through established methodic; existing postpone in time of NE report presentation
<i>Khmelnitsky region</i>	
Complex program of the natural environment protection in Khmelnytsky region in 2011-2015	<i>Title of the report document: “Information about fulfillment process of the Complex program on the nature environment protection in Khmelnytsky region in 2011-2015”</i> <i>Weak points:</i> existing postpone in time of NE report presentation and program fulfillment report; report form about implementing process has reporting character about spent costs, one doesn’t mention which ecological, social or economic effects were achieved; it’s impossible to get acquainted with complex program content <i>Strong points:</i> Reports about NE state in region are formed; even little information is collected about program conduct
<i>Cherkassy region</i>	
Complex program of the natural environment protection in Cherkassy region till 2016	- (under study) <i>Weak points:</i> there is postpone in time as reports about NE <i>Strong points:</i> Reports about HIIC state in region are formed;
<i>Chernigiv region</i>	
Program of the natural environment protection in Chernigov region in 2014 – 2020	<i>Weak points:</i> the program has no criteria and factors, which could provide monitoring, its realization efficiency estimation; not fully grounded (not mentioned) mechanism of the program realization; it’s impossible to evaluate program fulfillment efficiency; the program is new, order and access of reports concerning fulfillment is not known; there is postpone in time as reports about NE <i>Strong points:</i> the report about other target programs in region is conducted, access to its content is given, although there are no regular reports
Complex program of the environment protection and natural resources rational use “Ecology” in Chernivtsi region in 2011-2015	<i>Title of the report document: “Information about Complex program of the environment protection and natural resources rational use ‘Ecology’ in Chernivtsi region in 2011-2015 for 2013”</i> <i>Strong points:</i> control factors of the program fulfillment and prognosticated factors of the program events result; information about program fulfillment is open for public on site in form of the local council session decision; <i>Weak points:</i> the unperfected mechanism of the powers and responsibility division leads to that fact that Ecology Department at the state administration gives proposals to allocate costs to conduct program events, moreover it does not control their target use; the realization of program is demonstrated in the annual reports about nature environment state in region; information about program fulfillment in the report is generalized, that makes impossible to estimate efficiency by the concrete program (subprogram) or action; report form about fulfillment process has reporting character about spent costs, and it is not mentioned which ecological, social and economic effects were achieved; estimation of the realization efficiency is conducted in directions and at a whole by the program, based on correlation between really spent money and planning ones; there is postpone in time as reports about NE

Source: compiled by the authors

## CONCLUSIONS

We define the following “bottleneck” analyzing the received scientific results:

1) *scientific and methodic*: the existing subjective character of the efficiency estimation (expert method in Methodic); methodic approach of estimation in reports is mostly oriented to control financial resources use; Methodic has generalized character, that makes impossible to use it to evaluate complex programs with various structure of document; in most cases complex programs are not divided concerning methodology of their realization efficiency estimation; unconformity of the expected factors concerning program realization efficient to the ecological factors.

2) *informational and analytical*: impossibility for scientific society and public to get acquainted with some target programs; there is a problem to get proper data necessary for calculations.

3) *organizational and managerial*: choice of objectives by strategies/programs investigators, which are not measured, and that's why can't estimate their fulfillment; there are no mechanisms of program participants' interconnection and monitoring structures with their results; great number of strategies/programs, which often duplicate actions, which disable estimation process; difficulties to determine real impact of events on the achieved result.

4) *functional and performing*: there are no proper documents (reports) about most complex programs fulfillment; there are no full reports about realization process, providing of the generalized results concerning complex ecological programs events fulfillment in Reports about environment state in the region; "backlog" of the official documents proclamation, considering their fulfillment control; constant changes in sphere of programs financing, which are hardly to follow and consider while conducting estimation.

Conformity of the costs for the complex ecological program realization is followed in the proper reports, responsible for it bodies. However here we meet next obstacles for research, because reports form is often like comparison between financial resources planning values, which are necessary to conduct some events of the program, and really allocated costs without giving reasons of their nonfulfillment.

Thus, to our minds, orientation of reports about these programs' fulfillment process to the applied financial resources is not reasonable. In this case, main criteria of the complex ecological program's fulfillment estimation have to be:

- improvement of the environment by all or some directions,
- more rational use of the natural resources,
- achievement of sustainable development in the region.

According to the mentioned above, one should pay attention to the improvement of tools to estimate target ecological programs fulfillment efficiency, which will strengthen control function to control and doers' responsibility for the final result. Moreover they will give possibilities to transfer from the estimation "planning costs – really spent costs" to "planning ecological factors – real ecological factors".

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