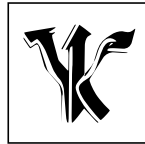


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INSTITUTIONAL SUPPORT FOR PROJECT MANAGEMENT IN PUBLIC ADMINISTRATION

Abstract. In modern conditions, the introduction of project management in various contexts has become particularly important, in particular, in the organisation of entrepreneurial activity and development of territorial communities by local self-government bodies. This strategic direction allows to effectively solve a wide range of tasks related to the implementation of the organisation's priority goals. These aspects point to the need to improve project management methods and strategies in the field of entrepreneurship and local self-government in order to achieve certain strategic goals and ensure sustainable development.

The purpose of the article is to study the key aspects related to the classification of projects and various approaches to their implementation within the framework of public administration.

The methodology of the article is based on a comprehensive study and analysis of the developments of domestic and foreign scholars on the use of project technologies in public administration.

The interaction between institutional structures and project management, as well as the influence of institutional factors on the effectiveness of public sector projects, is investigated. A systematic analysis of different types of projects and optimal management strategies, taking into account the specifics of the public sector, is carried out. The scientific approaches to project management in public administration are allocated and analysed.

In the light of the rapid development of the public sector and the growth of activity in the field of project activities, institutional support for project management is becoming a key element of modern management problem solving. The relevance of this issue is determined by the need to optimise and effectively implement project approaches in the public sector.

Key words: public administration, institutional support, project, project management, education, education changes, education development.

ІНСТИТУЦІЙНЕ ЗАБЕЗПЕЧЕННЯ УПРАВЛІННЯ ПРОЄКТАМИ В ПУБЛІЧНОМУ УПРАВЛІННІ

Анотація. У сучасних умовах особливу важливість набуло впровадження проєктного управління в різноманітних контекстах, зокрема в організації підприємницької діяльності та розвитку територіальних громад органами місцевого самоврядування. Це стратегічне напрямком дозволяє ефективно вирішувати широкий спектр завдань, пов'язаних з реалізацією пріоритетних цілей організації. Зазначені аспекти вказують на необхідність удосконалення методів та стратегій управління проєктами у сфері підприємництва та місцевого самоврядування з метою досягнення визначених стратегічних цілей та забезпечення сталого розвитку.

Мета статті – вивчення ключових аспектів, пов'язаних із класифікацією проєктів та різноманітними підходами до їх виконання в рамках публічного управління.

Методологію статті побудовано на базі всебічного вивчення та аналізу розробок вітчизняних та зарубіжних науковців щодо застосування проєктних технологій у публічному управлінні.

Досліджено взаємодію між інституційними структурами та проєктним управлінням, а також вплив інституційних чинників на результативність проєктів у сфері публічного сектору. Здійснено системний аналіз різних видів проєктів та оптимальних стратегій управління з урахуванням специфіки публічної сфери. Виділено та проаналізовано наукові підходи до управління проєктами в публічному управлінні.

У світлі стрімкого розвитку публічного сектору та зростання активності у сфері проєктної діяльності, інституційне забезпечення управління проєктами стає ключовим елементом сучасного управлінського вирішення завдань. Актуальність цього питання визначається необхідністю оптимізації та ефективного впровадження проєктних підходів у публічному секторі.

Ключові слова: публічне управління, інституційне забезпечення, проєкт, управління проєктами, освіта, освітні зміни, освітній розвиток.

1. Introduction

The reform of local self-government and decentralisation of power in Ukraine requires new approaches to municipal governance for the development of the public sphere. As a result, this will improve the welfare of the population and achieve strategic goals. Consequently, local communities have gained more opportunities to manage budget funds, and local governments have expanded their powers and increased their responsibility for the comprehensive and balanced development of the territory. Implementation of the project approach in public administration allows to minimise resource costs and achieve the planned

results faster due to rational and well-founded decisions.

However, there is a problem of lack of relevant knowledge and experience in project development and management necessary for the implementation of strategic tasks in most state executive authorities and local self-government bodies. Managers often make systemic mistakes in project development due to insufficient analysis of the problem, lack of stakeholder profiling, poor goal setting, attempts to address too many different objectives in one project, etc. This leads to low-quality projects and the loss of potential investors, indicating the need for modern management technologies.

For several years, the experience of European countries has demonstrated the effectiveness of the project-based approach to local government development. This allows to expand the resources involved, strengthen the link between the activities of local authorities and the needs of territorial communities, and improve the organisational and instrumental support for the regulation of territorial development. Thus, project management is becoming particularly relevant in the public sphere of Ukraine and requires urgent resolution of problematic issues.

2. The main part

The peculiarities of the application of project technologies in public administration have been studied by domestic scientists and practitioners: P. Vorona, H. Minaieva, V. Molokanov, I. Chikarenko, Y. Sharova, T. Bezverhnyuk, V. Averyanova, V. Zatserkovnyi, A. Chemeris, H. Starchenko, N. Parasyuk, V. Khudolei, N. Zahynii, N. Meltyukhova, V. Malynovskyi. The project topic is also presented in the works of foreign researchers: M. Conn, G. Zheznik, V. Monkiewicz, R. Pitman, P. Segwari, I. Sanders and others.

A project in the public sphere is understood as a set of interrelated and logically structured tasks

and activities, ordered in time, aimed at solving the most important problems of the development of the state, certain sectors of the economy, administrative-territorial units, territorial communities, organisations and institutions. Such projects are implemented under financial and other resource constraints within a certain timeframe [10, p. 74].

The need for a project in the public sphere arises when a certain situation does not satisfy, for example, the residents of a community. Then, a public authority, NGO or initiative group seeks to change it in the face of a shortage of time, financial and human resources [5, p. 121]. Thus, project activity in public administration is the process of institutionalising the ways in which public authorities or local self-government bodies intervene in social reality in order to solve a public problem in a programme-targeted format.

There are different approaches to classifying projects in the field of public administration. In particular, projects developed by local self-government bodies can be typologised according to certain features (Table 1) [3, p. 134; 6, p. 80; 2, p. 60; 11, p. 311; 13, p. 9; 14, p. 239].

Table 1

Classification of projects by features

Types of projects	Features of the projects
1	2
By complexity	mono-projects as single-level project structures; multi-projects, which include a portfolio of projects; programmes and megaprojects as multi-level project structures
By potential financial effect	local effect (providing direct revenues to the budget of the local government); global effect (infrastructure projects that have an indirect financial and economic effect); do not provide for financial results
By the content and purpose of the product	infrastructure (large-scale capital-intensive state, communal or municipal projects of important social significance aimed at ensuring the necessary and sufficient conditions for production and living in the territory through construction and installation works to create production, engineering, communication, transport, energy, social, market and other facilities and which do not always provide a high return on investment for the benefit of society); institutional (resulting in a joint management body established in the process of community cooperation and a set of documented regulations or local normative acts to ensure its functioning); organisational and communication (interaction between business and the public)
By the potential for replication of the project idea	umbrella projects (development and replication of a single idea, initiated and implemented by a large business company and aimed at solving priority social and economic problems of employees living in the territory where the company is located, co-financed by the company and local budgets); cassette or universal (the results of the implementation can be used for projects in other territories that are similar in content and focus and are co-financed by the regional local government and the relevant territorial community); monotypic (individual, unique) (designed for specific conditions and do not contain the potential for standardisation)
As required for capital investment	investment projects (which result in the creation of tangible assets and require capital investments to finance them, which in most cases require special mechanisms for attracting investments); current financing (a subset of social and administrative projects)
By critical factors for future sustainability	financial and economic projects; political projects; social (environmental, gender, etc.); institutional (legal, managerial, organisational, etc.)
By the degree of cooperation of project activities	local; inter-municipal cooperation; sub-regional level

Table 1 (ending)

1	2
By duration	short-term (within the current financial year); medium-term (1-3 years); long-term (more than 3 years)
By cost	low-budget (up to UAH 300 thousand); medium-budget (300-800 thousand UAH); large budget (over UAH 800 thousand)
By the type of expected results	– infrastructure, also called hard – usually the result is the construction of infrastructure that meets the inhabitants of a given territorial unit needs – social, also called soft – usually the result is the acquisition of new skills, meeting the social needs of representatives of the inhabitants of a given territorial unit
By the number of institutions involved in the implementation of the project:	– own projects, implemented only by one project provider – partnership, implemented by several entities forming a partnership or consortium
By the scope of impact of the project results	– local – regional – national – transnational
By the degree of risk of failure to achieve the project results	– high risk – medium risk – low risk

Project management is a methodology for planning, organising, coordinating human, financial and technical resources at the stages of the project cycle. It aims to effectively achieve project goals using modern management approaches and tools. The end result is the implementation of the planned tasks on time, within budget and with the expected quality to the satisfaction of the project participants.

At the same time, project management in the public sphere is a temporary management activity to solve a social problem. It is based on clear goals and the selection of optimal mechanisms to influence the situation.

In the process of project management, a manager may face a number of tasks: define project goals and justify them; form the organisational structure of the project team; find sources of funding and draw up a budget; select executors and engage stakeholders; prepare and conclude contracts; determine implementation stages; develop a schedule of tasks; calculate the necessary resources and analyse costs; plan and manage risks; monitor; control project implementation, etc. [7, p. 230].

There are a number of scientific approaches, methods and tools that can be used to ensure effective project management. Among the main ones traditionally used in project activities are: systemic; project; process; scenario [1, p. 354; 8, p. 220].

The systemic approach allows us to consider a project as a set of interrelated components – a system that functions in a dynamic external environment.

A systems approach is an effective tool for streamlining and improving the quality of project processes. It provides a logical structure and sequence for collecting and analysing data, prioritising actions and considering project alternatives in a resource-limited environment. In addition, the systematic approach requires a high level of professionalism of team members, the use of the latest technologies and automated management systems. At the same time, it cannot fully guarantee the system's viability in the face of constant changes in internal and external factors.

The project as a system has the following characteristics:

complexity and hierarchy of the internal structure;

being under the influence of many interacting objective and subjective factors;

dynamism and multifunctionality of components of various nature;

emergence (presence of systemic properties not inherent in individual elements);

complexity of information interaction due to the need to maintain numerous links between components;

multiple goals that may not coincide with the goals of individual elements.

The project approach is focused on the clear achievement of results, where project management tools take into account the uniqueness of each project and ensure that goals are met according to defined criteria.

The project approach is closely linked to strategic planning in local government. Projects are often approved as part of the territory development strategy and are aimed at implementing strategic priorities and achieving socio-economic benefits for the local community. Therefore, the project approach plays an important role in achieving the long-term goals of municipal governance.

The main advantages of the project approach are:

- targeted coordination of activities with a focus on compliance with the established constraints;
- comprehensive logical orderliness of work on the implementation of strategic initiatives;
- a standardised, step-by-step technology for organising teamwork according to recognised rules;
- concentration of efforts, resources and responsibility on the team and project manager;
- clear distribution of roles and responsibilities of team members.

The project approach to strategic management also creates the preconditions for ensuring a logical link between the strategy and the financing of its implementation, i.e., it facilitates the transition to programme budgeting. This is an additional advantage of using project-based methods in municipal management.

The process approach is associated with the need to regulate and unify the actions of project managers.

The process approach views management as a series of interrelated activities. Accordingly, a project according to the process approach can be interpreted as a unique managed process launched to achieve a specific goal in accordance with certain requirements. Such a process is a set of interconnected and coordinated sub-processes that have time, cost, resource and quality constraints.

The scenario approach involves preparing and making decisions in project management using scenarios, which allows you to quickly replicate best practices in various project management processes.

The scenario approach to project management involves the formation of possible options for future developments in the form of scenarios that affect the organisation's performance. The need to use the scenario approach arises after the organisation's goals and strategic priorities are determined. After that, a logical scheme and a calendar plan for implementing the strategy are drawn up by formulating alternative paths that are transformed into specific projects.

In addition, the process of making decisions about the future development of an organisation or its environment in the scenario approach can be viewed through the following sequential stages:

- awareness of the need to make a decision on further development;
- formation of options for future actions;
- evaluation of options in terms of their attractiveness;
- selection of one or more options for implementation.

Project management in the public sphere is mainly carried out using the integrated and logical framework approaches. The integrated approach involves the coherence of the project's goals and logical structure; the work plan with the resource provision in terms of expected results; the work plan with the organisational structure of the executors; the combination of planning and monitoring; the integration of all information systems and the connection of all project components with the personnel management system [10, p. 74; 12, p. 412].

Instead, the logical framework approach is defined as an analytical process and a set of tools used in planning, managing, monitoring and evaluating the quality of projects. The use of this approach promotes synergistic interaction of all components of projects and programmes, which, in turn, contributes to the management of budget expenditures, reduction of corruption, increased validity of budget planning, timely identification and management of budget risks, increased transparency of the budget process and effectiveness of budget management.

Institutional support can be defined as the existence of relevant public and non-governmental structures, combined with established norms, rules and standards.

Recently, the introduction of public-private partnerships in the field of public administration has been gaining popularity, which is a system of relations between public authorities or local governments and private partners. This approach involves the pooling of resources with an appropriate distribution of risks, responsibilities and rewards between participants aimed at financing, designing, implementing and managing public facilities or services [4, p. 24]. The application of the principles of public-private partnerships leads to benefits for all parties to cross-sectoral cooperation, especially at the level of municipalities.

For local governments, public-private partnerships open up the possibility of reforming existing and creating new jobs, reducing the cost of public services, increasing investment activity and the pace of investment projects, as well as reducing financial costs from the local budget and effective management of municipal property. On the other hand, public-private partnerships provide benefits

for businesses, such as obtaining budgetary funds prior to project implementation, simplifying entry into the transport infrastructure and housing and utilities sectors, and increasing opportunities to obtain loans from domestic and foreign financial institutions under government guarantees.

It is important to note that project management in the public sphere is subject to regulation by legal acts and international standards of quality and project management [9].

We can note that institutional support for project activities is not limited to state executive authorities or local self-government bodies; other institutions that contribute to the development of territories may also be involved in this process.

3. Conclusions from the study and prospects for further research in this area

Despite the fact that institutional support for project management in public administration is a complex and multifaceted task, scientific analysis and consideration of this topic show that effective implementation and operation of projects requires proper systematic and structured institutional processes. In defining the role and influence of institutions in project management, we believe that properly established and functioning institutional mechanisms contribute to improved coordination, resource allocation, and reduction of risks and costs in the implementation of public projects. It is important to take into account the role of regulations and international standards in establishing an effective institutional framework for project management, as well as to understand their interaction with other factors such as human resources, financial resources and political will. It is crucial to support research aimed at studying the optimal forms of institutional support for project management in public administration. We see prospects for further research in identifying ways to improve the institutional framework to ensure stability, efficiency and sustainable development of public projects.

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