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**THE TECHNOLOGY OF THE PROJECT APPROACH IN
PUBLIC ADMINISTRATION AT THE LEVEL OF UNITED
TERRITORIAL COMMUNITIES OF THE DECENTRALIZED SYSTEM
OF TERRITORIAL ORGANIZATION OF POWER**

*The article is devoted to the issue of project management implementation
by public management bodies of the decentralized system of territorial*

organization of power, in particular the functional features and advantages of implementing project management tools in the activities of united territorial communities of Ukraine. It is determined that the project approach to project management today is one of the most popular ways of management in the modern world.

The relevance of the widespread introduction of project management methodology and project approach in the practice of public administration as a new culture of management and effective tools for good governance in a crisis, instability and uncertainty is substantiated, solving industrial, scientific and social problems. It was concluded that the use of project management methodology at the national level of the decentralized system of territorial organization of power is both strategic and tactical in nature. In strategic terms, the project approach makes it possible to focus the efforts of public authorities on solving urgent problems of long-term development of society in its key areas, reducing tensions in the socio-political sphere, by increasing the efficiency of public authorities to strengthen their legitimacy and resilience to internal and external threats establish a stable partnership dialogue with communities and civil society institutions. In terms of tactics, budget savings, reduction of implementation of state programs and national projects, some optimization of government structures and improved coordination of public authorities, cooperation and public-private partnerships with business entities.

Keywords: *public governance, system of territorial organization of power, decentralization, project management.*

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ТЕХНОЛОГІЯ ПРОЄКТНОГО ПІДХОДУ В ДЕРЖАВНОМУ УПРАВЛІННІ НА РІВНІ ТЕРИТОРІАЛЬНИХ ГРОМАД ДЕЦЕНТРАЛІЗОВАНОЇ СИСТЕМИ ТЕРИТОРІАЛЬНОЇ ОРГАНІЗАЦІЇ ВЛАДИ

Статтю присвячено проблематиці запровадження технології проєктного підходу органами державного управління децентралізованої системи територіальної організації влади, зокрема функціональним особливостям та перевагам впровадження інструментів проєктного менеджменту в діяльність територіальних громад України. Визначено, що управління проєктами сьогодні є одним із найпопулярніших способів управління в сучасному світі.

Обґрунтовано актуальність широкого впровадження методології проєктного менеджменту та проєктного підходу в практику державного управління як нової культури управління та ефективного інструментарію

належного управління в умовах кризи, нестабільності та невизначеності, вирішення виробничих, наукових та соціальних проблем. Зроблено висновок, що використання методології проєктного управління на національному рівні децентралізованої системи територіальної організації влади має як стратегічний, так і тактичний характер.

У стратегічному плані проєктний підхід дає змогу сконцентрувати зусилля органів державної влади на розв'язанні актуальних проблем перспективного розвитку суспільства в ключових його сферах, зниженні напруженості в суспільно-політичній сфері, шляхом підвищення ефективності діяльності органів державної влади та посилити свою легітимність та стійкість до внутрішніх і зовнішніх загроз, налагодити стабільний партнерський діалог із громадами та інститутами громадянського суспільства. Щодо тактики – економія бюджету, скорочення виконання державних програм і національних проєктів, певна оптимізація державних структур та поліпшення координації органів державної влади, співпраця та державно-приватне партнерство з суб'єктами господарювання.

Ключові слова: *публічне управління, система територіальної організації влади, децентралізація, проєктний підхід, проєктний менеджмент.*

Problem statement. The beginning of the twenties of the 21st century was marked both by the transition to the final stage of the information revolution and by challenges unheard of until now in the history of mankind, which the world's strongest states were unable to withstand.

The first factor was the Covid-19 epidemic and the economic recession caused by it, with simultaneously growing needs of society for health care, social protection, a surge in unemployment due to a drop in production and the mass closure of small and medium-sized enterprises, a reduction in the number

of workers, modern states faced the need to increase social expenses with a simultaneous drop in revenues to the budget.

The second factor was the large-scale war in Ukraine unleashed by the Russian regime, which undermined the stability and economic condition not only of Ukraine, but also of the whole of Europe, so many countries of the world from other continents.

The stability of the state itself in the face of external and internal threats has been undermined everywhere, tension in society is increasing, the effectiveness of managing socio-political and socio-economic processes is decreasing, which endangers the stability and further development of both democratic and autocratic state systems, poses the task of finding and implementing new tools and methods of public management, adequate to modern requirements, among which project management is the most striking.

As K. Babenko notes, *«The project approach is one of the innovative tools for managing economic processes at the level of regions, which helps to solve regional problems and effectively reform the economy. The use of the project approach will make it possible to determine the priority areas of activity of the regions, to structure them in the form of integral programs and projects, to clearly and unambiguously formulate goals, tasks and expected results of activities, to form criteria for the effectiveness of the implementation of regional projects, to consciously take into account possible risks and optimize the use of resources»* [1, p. 138].

The analysis of the latest publications shows that in the modern scientific discourse, significant attention is paid to the problem of introducing project management tools into the practice of the bodies of the decentralized system of territorial organization of power. Such domestic scientists as K. Babenko [1] I. Bachevska [2], Ya. Berezhnyi, Ya. Zhalilo, D. Pokryshka [3], A. Vinichenko [4], P. Vorona [5], O. Danchenko, V. Lepsky [6], L. Zaveryukha [7], I. Kadykova, V. Khvostichenko [8], L. Kushnir [9], L. Lutai ta I. Baranets

[10], V. Molokanova [11], S. Nazarenko [12], O. Prodius, V. Prokofieva [13], O. Radchenko, S. Pogoreliy [16], S. Starik [17], G. Starchenko [18, 22], T. Kharchenko та T. Samoilenko [19], T. Yushkov [20], I. Zachko, A. Ivanusa та D. Kobylkin [23].

The aim of the article is to reveal the ontological content and essence of project management by the public management bodies of the decentralized system of territorial organization of power, in particular the functional features and advantages of introducing project management tools in the activities of the united territorial communities of Ukraine.

The presentation of the main research material. The new methodology of state and, more broadly, public management must demonstrate its effectiveness in conditions of time, financial and resource limitations, the fundamental impossibility of more or less reliable long-term planning. All this changes the established idea about the essence and content of the very phenomenon of political management. In the functioning of state authorities, scientists distinguish two separate, fundamentally different types of activity – operational-process and project-innovative. Traditional public administration gravitates to the operational-process type of activity, which has a relatively established cyclical and repetitive nature. As a rule, state structures are created to perform certain state functions and corresponding management and organizational processes. At the same time, the concept of «process» (from the Latin *processus* – movement) in the ontological plan represents a sequential change of objects and phenomena that occurs in a regular order, a set of a number of consecutive actions aimed at achieving a certain result, a sequential change of object states over time [14].

In contrast to traditional state (public) administration, as defined by N. Kovalenko, in the conditions of the urgent need for accelerated development, modernization, growth of certain vital indicators, there is a need for rapid, qualitatively new transformations, which are carried out mainly through the

development and implementation of projects that are implemented independently, unite, form project programs, including state programs [20, p. 97]. In this sense, a «project» acts as a unique set of processes limited in time, resources, and quality requirements, aimed at achieving unique goals and objectives for the creation of new value (product or service) [4, p. 201]. In turn, the management of both the project and the project program aims to achieve the set goals, with minimal deviation from the direction of strategic development at all phases of the project life cycle. The formalization of the development processes of complex systems, such as the system of territorial organization of power, and the search for universal methods and tools for their management is a modern trend in management research [8, p. 69].

O. Danchenko and V. Lepskyi define a project as «a complex of interrelated activities aimed at creating a unique product or service under time and resource constraints.» Project management is considered by them as «planning, organization and control of labor, financial and material resources of the project aimed at the effective achievement of project goals» [6, p. 48].

It is no coincidence that today the relatively new concept of project management (Project Management), which has already demonstrated its effectiveness in the economic sphere, is intensively included in the practice of public management. As Doctor of Public Administration P. Voron points out, «the basis of this concept is the view of the project as a change in the initial state of any system, associated with the expenditure of time and resources. And the process of these changes, which are carried out according to previously worked out rules within the framework of the budget and time limits, as we already know, is project management. Until now, project management has become a recognized methodology of innovative activity in all developed and newly industrialized countries» [5, p. 49].

Indeed, the experience of the developed countries of the world shows the high efficiency of project management as a means of getting out of the

economic crisis, solving industrial, scientific, and social problems. P. Yushkov notes that the achievement of development goals within clearly established deadlines and considering budget restrictions creates an opportunity to ensure high management efficiency in conditions of instability and uncertainty. Therefore, the project approach is the most appropriate tool for solving the problems of the development of the national economy, the effectiveness of which has been proven by world practice. Characteristic features of development programs are their complexity, multifacetedness, budgetary efficiency and longevity. The implementation of programs involves a multi-level sequence of works, the interdependence of the results of all stages of their implementation, the complexity of the budgeting system, the expediency and effectiveness of resource redistribution [20, p. 187].

In turn, L. Kushnir emphasizes that «the most important tool of the 20th century, which contributed to the successful implementation of a number of countries of their modernization projects, was the creation of a highly effective economic mechanism for managing economic development, based on national planning with the use of a project approach in public administration. First of all, this is the introduction of the practice of implementing national projects, as they are designed to stimulate the creation of associations with the participation of representatives of the state, business, and the public; to contribute to the discovery of information about business partners; to contribute to the improvement of qualifications and the improvement of the selection of officials, to create opportunities for monitoring their activities; ensure transparency of plans, reduce the base of corruption; contribute to the strengthening of mutual trust» [9, p. 353–354].

For the sake of fairness and scientific accuracy, we should note that the project approach in public administration is not an innovative know-how of today – a significant number of historical breakthroughs in the development of various states of the world are connected precisely with the development and

implementation of this kind of projects (let's recall at least successfully implemented state projects the revival of Germany under the leadership of Ludwig Erhard, Poland under the leadership of Leszek Balcerowicz, the project to restore Europe after the Second World War, known as the «Marshall Plan», the project of the Singaporean «economic miracle» of Lee Kuan Yew, etc.). On the territory of modern Ukraine, according to S. Staryk, «the development of projects of national importance dates back to 1915, when the GOELRO commission (State Commission for Electrification of Russia) was organized – this is the first nationwide perspective plan for the reconstruction and development of the economy based on electrification. About 200 scientists and engineers were involved in the implementation of the GOELRO project. This plan was calculated for 10-15 years and aimed to implement the ideas of electrification of the entire country, which is why electrification was understood as a technical reconstruction of the economy on the most modern basis. One of the main ideas of this project was to use the entire capacity of the country's hydro resources; radical reconstruction based on the electrification of all branches of the country's national economy and primarily the development and improvement of heavy industry, the rational placement of industry throughout the country was envisaged [17, p. 87].

Scientists emphasize that in the modern world project management methodology and tools are widely used in all spheres of purposeful and project-oriented activity. According to S. Nazarenko, throughout the last 30 years, project management has formed as a new culture of managerial activity and has become a kind of cultural bridge in civilized business and business cooperation of countries of different continents with different development history, traditions, economy and culture. At the moment, it is already difficult to name at least one project of global importance, which would be carried out outside the framework of the ideology and methodology of project management [11, p. 138].

Ya. Berezhnyi, Ya. Zhalilo and D. Pokryshka raise the bar for the introduction of project management in the public sphere to the level of the national interest of Ukraine because the very idea of national projects arose as a manifestation of the policy of forming human capital, an effort to implement the constitutional priorities of a welfare state, human rights and freedoms and citizen [3, p. 96].

According to the specialists of the National Institute of Strategic Studies, «the application of project approaches allows to ensure the priority of the strategic interests of society over the interests and needs dictated by everyday politics, to achieve cross-sectoral concentration of efforts and resources around defined functional tasks. Achieving certainty and predictability of state policy within the framework of projects creates a foundation for coordinated actions of the state and business in the direction of the implementation of socially significant development tasks. Thus, national planning provides a long-term horizon for the planning and development of the socio-economic system, based on the need to overcome the ineffectiveness of the usual tools of public administration, which, being effective in solving current tasks, lose their effectiveness in the strategic dimension. Therefore, the further implementation of national planning in Ukraine must be considered, first of all, as a tool for implementing a complex of strategically oriented measures aimed at solving the most urgent tasks of systemic modernization of a significant sphere of public life» [3, p. 35].

The advantages of the project-based approach to project management have made it one of the most popular methods of management in the modern world. Experts and scientists consider the main advantages of project management in the public sphere:

improving the quality and efficiency of personnel due to the productive practice of project management and monitoring of personnel efficiency;

predictability of work terms and results, as the project has a plan and schedule for its implementation;

the ability to quickly adjust goals, tasks and, accordingly, if necessary, project tactics;

the possibility of quickly connecting newcomers and partners to the project;

optimization of time frames for solving problems;

increasing the effectiveness of interaction between project participants (H. Starchenko) [22, p. 86];

the presence of its own management methodology, which regulates the initiation, planning, implementation, monitoring and monitoring of processes, completion of operations;

providing an opportunity to absorb a set amount of financial resources within a certain period of time;

efficiency in achieving any unique goal (I. Zachko, A. Ivanusa, D. Kobylkin) [23, p. 40].

the opportunity to solve the most important tasks of reforming the state in conditions of strict limitations of resources and time;

ensuring the implementation of changes with minimal possible deviations in the quality of the project product, deadlines, budget and achieving satisfaction for all project participants (V. Molokanova) [11, p. 7];

the integration of the project approach in the system of public administration, which provides for the coordination of goals (national, sectoral, regional, local) and the construction of logical structures of projects (programs), which will make it possible to determine the control points of project implementation and make corrections in case of deviation from the implementation plan (T. Kharchenko and T. Samoilenko) [19, p. 23];

the project approach allows you to eliminate «redundant» processes, to concentrate efforts on those processes that are aimed at creating or implementing innovations;

project management promotes cooperation between employees of the organization and their involvement in the innovation process;

the project approach provides an opportunity to predict the future results of innovative activities thanks to the preparation of a calendar plan divided into stages;

in the framework of project management, more thorough and detailed control of all iterations is carried out, because of which the efficiency of the project increases (G. Starchenko) [18, p. 86–87];

increasing the transparency of the system of public administration and state policy;

increasing the level of interaction between state authorities, local self-government and civil society (O. Radchenko and S. Pohoreliy) [10];

shortening the terms of implementation of development projects vital for the state and society;

greater efficiency in finding, attracting and using human, organizational, financial, etc. resources.

T. Kharchenko and T. Samoilenko are convinced that the improvement of public administration based on the application of the project approach is currently due to the exhaustion and rather low efficiency of traditional forms of public administration based on rigid administration, strict hierarchy, and centralization. The trends in the development of modern society reflect the need for the formation of new approaches to the organization and implementation of public administration, which is confirmed by the reorganization of government bodies, the improvement of the legal framework to increase the efficiency of their activities, the expansion of the list of public services, the integration of new information technologies and management structures [19, p. 23].

Thus, L. Lutai and I. Baranets note, «despite all these difficulties, in the modern informational world, project management is becoming the main management methodology. The project exists as long as the final result needs to be obtained. It is the common components that unite project management with management in the social and public spheres, but the latter have differences. The management of social (public) processes is greatly influenced by the factors of the external and internal environment, which significantly changes the algorithm of management processes and the use of resources, therefore, each subsequent management process in the social (public) sphere must be considered new. Therefore, the project can be defined as the management of interrelated processes and resources in new spatial and temporal conditions under the influence of internal and external factors to achieve a certain result» [10, p. 23].

According to O. Prodius and V. Prokofiev, the institutionalization of project management as an independent field of management and public administration has already taken place in the modern world, which is due to the following factors:

- increasing the pace of change in industry, for which management is one of the ways to succeed in the competition with change;

- increasing the pace of changes in the industry, under which management is market conditions are becoming more demanding, projects are more large-scale and those that require greater professionalism in management;

- more and more often, the activities of managers are related to the implementation of projects, however, project management differs from other management activities, requiring special skills, tools, organizational structure, etc.;

- the problems of integration of both different companies and different types of activities during the implementation of projects deepen, and project management introduces forms and methods that make it possible to cope with these integration processes [13, p. 142].

As a result of its innovativeness and the relatively young management «age» of the project approach in public administration, its significantly higher level of complexity compared to the traditional procedural approach, the effectiveness of the implementation of project management in the practice of the activities of the bodies of the decentralized system of territorial organization of power requires both appropriate regulatory and legal regulation, the development of methodological management support preparation and implementation of state projects, as well as the creation of a system of training and advanced training of civil servants involved in the development and implementation of public projects, the creation of project management information systems in state authorities, coordination of their activities with other government structures and interaction with business and civil society structures, which should ensure the integration of all elements of the project management system.

Conclusions. Summarizing the scientific research carried out in the article, we will give a general description given by I. Bachevska: «the modern vector of economic development determines the special role of priority national projects, which are aimed at the development of human capital, infrastructure of national and interregional importance, stimulation of the development of high-tech industries, introduction of innovations, promotion progressive structural shift. In the conditions of a deficit of budget funds and the reform of the public administration system in accordance with the requirements of the market economy, the study of the investment component of national projects based on foreign experience becomes especially relevant [2, p. 174].

Thus, we can draw a general conclusion that the use of project management methodology at the national level of the decentralized system of territorial organization of power is both strategic and tactical in nature. In a strategic plan, the project approach makes it possible to concentrate the efforts of state authorities on solving urgent problems of the future development of

society in its key directions, reducing tension in the socio-political sphere, by increasing the efficiency of the activities of state authorities, strengthening their legitimacy and resistance to internal and external threats, to establish a sustainable partnership dialogue with communities and institutions of civil society. In the tactical plan, budget savings are achieved, the terms of implementation of state programs and national projects are reduced, there is a certain optimization of the state's management structures and the coordination of the activities of public administration bodies is improved, cooperation and public-private partnerships with subjects of economic activity are being established.

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