

4. Scientific and theoretical aspects of management of proektami and programs in the field of public management

The effectiveness of public management today is the most important factor in the development of the territory (OTG, cities, regions and the state in general), it is worth noting that object management is now one of the most urgent and modern management technologies, which continues to develop rapidly. There are many fields of application of the concept of object management, and they can cover virtually all spheres of human life, including public management.

For many public authorities, the objective method remains quite an unknown direction in management methodology, but most of them still prefer a traditional approach to management, so they use either outdated methods of command and administrative management or some of the latest approaches to functional management.

Under the present conditions, object management becomes one of the most urgent and progressive management technologies, when application of the concept of objective management covers almost all spheres of human life, including public management, the issue of implementation of objective approach to the activity of public administration bodies is significantly updated.

Due to the implementation of the objective approach, the time-frame for achieving the planned results will be reduced, resources will be used more effectively, and management decisions will be more rational and justified. In this connection, application of objective approach in the activity of public administration bodies requires increase of awareness and competence of public servants in methodology of object management, formation of practical skills of possession of objects management instruments. At the same time, taking into account the current state of the development of science of public administration, it should be noted that research on this subject not only does not lose its relevance, but also needs to be continued.

Object management is one of the most relevant technologies that continue to develop, more and more often in scientific literature such terms as "object

management", "object management", "object management", "object management", "object management", "object management in state administration" are found.

The methodology of objective management is considered to be one of the most progressive directions of management, which gives an opportunity to receive qualitative results with observance of the given time and financial limitations.

Subject management requires attention to such issues as requirements management, objective culture, communications, documentation, quality, risk management, methods of generating the idea and considers all necessary works in the context of the phases of the project (strategic, planning, implementation and closure) [62].

Analyzing the research of many scientists on the efficiency of object management of innovations and objects of development at all levels of management, it is possible to say that object management is one of the most actual and progressive management technologies, the most effective instrument in the fight against curves and continues to develop rapidly.

There are many areas of project management that cover almost all spheres of human life, including public management, so public administration in Ukraine is gradually being created. In their studies About. Obolon notes that the establishment of Ukraine as a full-fledged competitive partner in the world civilized and formal space requires scientific substantiation of the basis of public management. Public administration is the realization of a combination of rational (i.e., programd and separated from the possible external environment) influences on the functioning and development of the collective of people on the basis of the management program and information on behavior and the state of the object of management aimed at support, improvement and development of the object of management to achieve the set sum of goals [72].taking into account

The practice of realization of the projects takes its beginning from the time of occurrence of civilization, because the construction of the Egyptian pyramids, the Great Chinese wall and many other atrocities in the history of mankind were nothing but giant in the scale of administrative objects [61].

Modern methodology of object approach became popular in developed European countries in 50-s of XX century, it was then that for management of complex objects of the organization began to systematically use tools and techniques of object management [67].

Today, the objective approach is used in the activities of both private and state institutions of all the leading countries of the world. It is considered the most suitable for management of complex systems in modern conditions and has become the "generally recognized methodology of management activity realization" [64].

Projects, programs and development strategies are recognized as the most important elements of the organization's strategic goals in both the business and public sectors. Thus, concepts of development strategy, object management became key conditions in the current activity of public administration bodies in realization of state policy, rendering services, development of national programs or use of material and financial resources [58].

It should be noted that under the system of management is considered a combination of all elements, subsystems and communications between them, as well as processes that provide well-defined (purposeful) and qualitative functioning of the state. The main subsystems of the public management system are: Methodology, structure, technique and management mechanisms.

In modern conditions of development of society along with existing traditional approaches for today popular and actual is the object method of realization of strategic goals of a specific territory.

The urgency of this approach to management is caused by the fact that in the modern world the speed of realization of initiatives is important in order to have a competitive advantage, the state constantly necessary innovation developments in limited terms [59].

It should be noted that scientists, researchers, and experts in the field of object management are given much more signs that characterize the object. For example, in addition to the ones we have mentioned, we can say the following characteristics: uniqueness, target orientation, coordinated implementation of numerous and

interrelated actions, increased risk, complexity and other, for full understanding of the essence of objective management and its differences from other approaches in the sphere of public management will be stopped on comparative characteristics of traditional and objective methods.

It is necessary to emphasize that it is rather difficult to define a definite limit between the mentioned approaches, since object management does not exclude in its activity application of the instruments of process, program – target, administrative, functional, system and other existing approaches to management.

As practice shows, in the system of public management it is impossible to see in the pure form of use of one of management approaches (as a rule, the aggregate of several in a single complex system is applied).

Understanding differences in approaches is only necessary for better and more effective application of each approach. In this connection we will give only exceptional characteristics, on which object management has advantages in modern conditions.

In modern conditions of development of territories (OSH, cities, regions, state as a whole) practical application of the objective approach in Ukraine is gaining momentum.

Project activity covers all spheres of activity of the enterprise (production, marketing and innovation activity, social sphere, etc.).

Object management in the public sector has ceased to be a new management paradigm, now it is possible to say with confidence that object management is another important stage of the formation of a culture of governance in state bodies [66].

Implementation of objective management is not just a tool for successful realization of state investment projects, it is one of the tools of development of the country's economy, its competitiveness on the world scene, improvement of the quality of life of the population, and also a tool for changing outdated bureaucratic closed thinking. Object management is considered a new and command method of interaction.

It is worth noting that examples of successful implementation of object

management in the public sector exist, here it is important to understand that it is impossible to copy the experience of other countries. However, to study the main directions and trends of implementation of object management in other countries still worth.

Unlike commercial organizations, which use objects as instruments of strategic development and realization of investment activity, for example, for construction of infrastructure objects, in the public sector of economy objects are most often directed to solving mixed socio-economic tasks, therefore it is important that the project does not violate already formed effective institutional relations within any branch of public sector, because in the process of achievement of objectives of the object, any actions of economic entities to maximize utility and minimize losses trigger a mechanism of likely changes and reject the system from the state of equilibrium [61].

The essence of the objective approach is to form the basis for development programs and objects, ideas about priorities and directions of work, necessary for achievement of the set goals. The central aspects in this case are the analysis of resources for development, the system of cooperation between the subjects, and the organization of activities on development and realization of development strategy [59].

Thus, the objective approach is an innovative instrument that has become recognized in the business environment and is actively implemented in the activities of public administration bodies. For a deeper study of the peculiarities of the object approach, let us define the term "object" and outline its peculiarities in the sphere of public management. So, according to Webster's interpretation, the most common sense project is something that is planned or planned.

In the context of the concept of object management, the term "project" is understood as a system of formulated tasks, physical objects, technological processes, technical and organizational documentation created and implemented for realization of these tasks, as well as a combination of material, financial and other resources and managerial decisions concerning their implementation [62].

The term "project", as defined by the Institute of Object Management (USA), is a temporary effort aimed at creating a unique product or service with limited

resources [64].

A number of scientists define this concept as "a process that is limited in time, deadlines, deadlines, and can be limited by financial flows aimed at achieving specific unique goals and objectives in different sectors of the economy and social development". The project differs from the current activity (separate business processes) by its uniqueness, defined period of realization and uniqueness in time. Thus, realization of objects requires from participants of business processes some skills corresponding to its specific characteristics [68].

At the same time, as it is listening to emphasize About. Podolskaya, the project is limited in time, resources and quality requirements unique combination of processes aimed at creating a new value. However, we consider a somewhat controversial definition of the object of R. Oliynyk "as a temporary activity with a clearly defined start and end, aimed at achieving certain set goals and objectives, which will lead to benefits, changes or added value" [58].

Taking into account the public sphere of application of the object approach, a well-known researcher A. Championship under the public domain is understood a complex of interrelated logical and structured tasks and measures, organized in a time-scale, aimed at solving the most important problems of development of the state, separate branches of economy, administrative-territorial units or territorial communities, organizations and institutions and are implemented in conditions of financial and other resource restrictions within specified time limits [65].

Thus, the definition of the term "object" has been systematized to indicate that this concept has a double meaning. On the one hand, it is activity, a combination of processes, which provides for implementation of a set of certain actions for achievement of certain goals; on the other hand, it is a system of tasks, technical and organizational documents, which describe and justify a certain combination of actions to achieve the specific goals set in advance. We are inclined to believe that the project should be understood as a document in which specific methods and instruments describe, justified and detailed certain activity (the aggregate of processes) in order to achieve the pre-determined and desired result with clearly specified resources in

specific terms.

Examining the influence of theoretical knowledge and analyzing the definition of the term "object", we consider it expedient to distinguish the following characteristics: [67]

- a list of tasks, a combination of processes aimed at achieving a specific goal;
- determination in time limits, material and financial resources;
- innovation, uniqueness of the created product (result) of the object;
- coordinated implementation of related actions;
- ability to assess the effectiveness of the activity and product of the object, clearly defined performers of the object and their responsibility.

Also note that the main elements of the object are: [69].

- the idea, problem, task with specific goals;
- quantitative and time-limited means and resources (financial, material, labor) and a unique product of the object (the result obtained in the process of realization of the object, which satisfies the needs and interests of participants and stakeholders of the object) with the possibility of its evaluation.

It should be noted that in practical activities of public administration there is a confused in the use of the "object" and "program", which are sometimes unrightly identified. In practice, this leads to the fact that, by implementing certain programs of different levels, managers believe that they are applying an object-based approach, the capabilities of which are not fully utilized.

There is a clear distinction between the terms "program" and "project". In particular, the programs are numerous activities carried out over longer periods of time to achieve certain goals compared to those developed over a shorter and more fixed period of time.

The Program is a set of measures and objects United to achieve certain strategic advantages. In other words, the program is a group of objects aimed at obtaining benefits that cannot be achieved by individual objects (execution of the whole program provides synergistic effect of realized objects).

Therefore, the programs of object management in public administration are a portfolio of objects [68].

Object management is a methodology of organization, planning, management, coordination of labor, financial and material-technical resources aimed at effective achievement of the project goals and ahead of the defined results from the composition and scope of works, cost, time, quality through application of modern methods, techniques and management technology [63].

Unfortunately, almost nowhere are the objects formed as a joint purpose of the hierarchical aggregate of works, methods of structuring of works on their logical, resource and time connection, no matrix of responsibility of the performers, no teams on managing objects with defined powers and responsibilities are created [67].

Thus, these concepts have different content loads. Thus, the peculiarity of object management in the sphere of public management is the understanding of objects and programs of development as objects of management. It is also necessary to pay attention to the definition of the essence of the word "project management" (or object management), to the interpretation of which many scientists have taken part.

For example, specialists of the Institute of Prospekts Management (USA) give the following definition: "project management is the art of managing and coordinating human and material resources during the life cycle of the project through the use of a system of modern methods and management techniques to achieve the results determined in the project by the composition and scope of work, cost, quality and satisfaction of the needs of the participants of the project" [60].

Well-known researcher L. Kobyliatsky believes that the project management is an activity aimed at realization of the project with the maximum possible efficiency with the given restrictions on time, funds (resources) and quality of the final results [62].

According to L. Richkin, project management is a combination of actions aimed at achieving certain inrepetition on their characteristics and peculiarities of the result, which is carried out in advance of the specified term, within the limits of the necessary resources (financial, personnel, material, etc.) [59].

The most successful, in our opinion, is the definition of S. Shokurov, who notes that object management is a sort of process of managing the team and resources of the object, which can be organized and structured with the help of specific methods, through which the object is completed in a specified term successfully and reaches the set goal [61].

As noted by T. V. Sivac, objective management is primarily a professional activity based on the combination of the most modern scientific knowledge and technologies in different spheres and branches with practical skills and aimed at getting the most effective result in the process of achievement of desired effect or planned changes.

However, in the field of public administration, objective management is often seen as a modern technology of social development management based on object management and usually acquires forms of social object as a plan, program or idea, which is executed for creation of something unique (qualitatively new social system, management services, promotion of human resources development and certain branches of modern production) on the basis of partnership relations between the authorities and citizens [70].

The analysis enables us to propose our own definition of project management, which means time management professional activity in planning, organizing, and controlling the rational use of material, financial, and labor resources, motivation and control of rational use of material, financial and labor resources through the use of a set of specific methods and tools for the achievement of the pre-determined goal within the time frame set in the project.

It is worth mentioning the specificity of project management, which is characterized by the fact of time-consuming activities aimed at achieving a certain goal, requires a high level of competence from both the project manager and the local councils who learn from it to take a more systematic and rational approach to solving community problems. In this way, a favourable environment is created for socio-economic, cultural development at the local level through self-organization and social activity of the inhabitants of a given locality, which opens up new possibilities for the

development of territorial communities [75].

Project management in public sector management includes both methodological (a set of knowledge, skills, methods, tools and technologies of project management, necessary for project implementation) and organizational (project team, which carries out the process of project implementation management) components. Since the development and implementation of the project is carried out in a dynamic environment, it requires a constant and timely communication with the stakeholders of the project.

Unlike the private sector, public sector management of projects has its own specific features, namely: [66].

- The implementation of projects in the public sphere is aimed at implementing the development strategy and satisfying the needs of the territorial community and is carried out under the aegis of the public management body;

- during the implementation of the project in the public sphere there are a large number of participants who are involved and accountable to the territorial community as a beneficiary;

- In the formulation and implementation of projects in the public sphere, community participation and the establishment of a direct and constructive link with the territorial community are important;

- Financing of projects in the public sphere is done fully or partially with budgetary funds, which increases the responsibility of local authorities for the rational use of limited financial resources of the territorial community;

- public sphere projects are more difficult to evaluate as they can only result in a social effect and not a financial one.

We agree with I. Chikarenko, who sets out the main arguments for the feasibility of using a project-based approach to the design and implementation of programmes and projects in public management:

- Project management is a universal concept that can be applied to the implementation of any project in any field, from education, science and medicine to high value industry, the armed forces and the defence sector;

- The problem of time and cost control can be solved effectively on the basis of project management (both from the side of the authorities and from the community);
- project management methods are flexible and can be applied in a large organization, while being in harmony with strategic management and organizational strategy;
- On the basis of project management, it is possible to clearly control and manage performance, which in other circumstances is often difficult;
- The project-based approach enables a more flexible organisational management structure capable of reacting adequately to changes in the internal and external environment;
- The project approach involves a clear definition by management of the objectives, tasks, roles and responsibilities for the implementation of the project, which facilitates evaluation and increases control over the performance of the tasks by subcontractors;
- based on the project approach, define the scope of the project tasks, hierarchical structuring according to the "work tree" principle, allowing the necessary and sufficient tasks to be included in the project's structure;
- The project-based approach allows for an integral assessment of the socio-economic impact of the project using a single basic criterion for obtaining an overall assessment of the efficiency of the public administration in a certain problem area;
- Project management is aimed at obtaining a finished product, an end result that determines the level of satisfaction of the public;
- Project management uses a strategy of target-oriented and efficient allocation and utilisation of project resources with a maximisation criterion for efficient project management;
- The project-based approach provides a direct link to the population of the country, which allows the performance of the public administration body to be assessed indirectly by the people of the state [70].

Today, the use of the project approach in the practice of public institutions is only declarative. Projects aimed at the implementation of the development strategy are

mainly traditional action plans that look like a simple list of tasks without a detailed content-organizational and information support, without proper social, economic, financial planning and expertise.

The full use of project formulation and management methodologies, as well as the management of a portfolio of projects developed for the implementation of strategic priorities, is quite problematic and unrealized in the field of public management [71].

Therefore, looking at the specifics of project management in the public sphere, some of the main problems on the way to implementing a project-based approach in the activities of public management bodies can be distinguished:

- Firstly, the lack of preparedness of the management staff, the absence of standards of professional activity that would enshrine in the instructions the requirements for mastery of modern management technologies, in particular of project activities;

- secondly, the lack of skilled practitioners with knowledge of project methodology and the ability to prepare a project for an international fund grant, and lack of involvement of the public, businesses and other stakeholders during the development and implementation of projects in the public sphere;

- Thirdly, the lack of resolution of the key methodological issue of evaluating the public value of the projects in the implementation of the strategy, This would allow selecting the most valuable projects for the portfolio in an interactive way to determine the expected result of the strategy implementation [60].

As a result of this research, we can state that the project-based approach is a recognized methodological tool for increasing the efficiency of management activities.

A project-based approach to implementing the strategic priorities of the territorial community will improve the efficiency of public administration bodies. Understanding the essence of project management, the practice of its application and its importance for public authorities will enable them to increase the effectiveness of their activities. The use of project management technology will allow solving such problematic aspects as: unspecified terms of project implementation, review of project implementation quotas, technical tasks, etc.

Therefore, project management in public administration must ensure a clear process of implementing the project implementation plans to achieve the strategic goals of the community within a specified time frame and taking into account the limited resources, including financial resources. Further research could be devoted both to detailing the tools of the project approach in the public sphere and investigating the specifics of its use.

A special feature of projects in the public sphere is the solution of problems that are put on a governmental agenda and formalised (described) in relevant governmental documents - the governmental programme, concepts or strategies in the form of strategic priorities or tasks.

In the public sphere, a project is understood as a set of interconnected logically structured tasks and activities, arranged on a time scale, which are aimed at solving the most important problems of state development. The project is designed to address the most important development issues of the state, individual sectors of the economy, administrative and territorial entities, organizations and institutions and is carried out under financial and other resource constraints within the specified timeframes.

Projects can be implemented alone or in cooperation with partners. A set of projects constitutes a programme or a project portfolio.

The programme is a set of interlinked projects with resources, actors and terms that require coordination and implementation management to achieve a common goal.

According to the Guidelines on How to Provide Assistance. Part 1: Project Cycle Management" (hereinafter referred to as the Handbook) the programme can: [69].

- The programme is designed to cover the whole sector (e.g. the health sector programme);

- Focus on one part of the sector (e.g. for the health sector, the primary health care programme);

- be a "package" of projects with the same theme/focus (e.g. a programme of links between universities in the countries of the Asia-Pacific region and the EU);

- to be, in essence, just a big project with a whole range of different components.

Project management in the public sphere is the process of institutionalisation in

a programme- and goal-oriented format of ways in which public authorities or local self-government bodies are involved in social reality in order to solve a public problem. This creates unique products or services that have not previously been developed and are different from existing analogues in the context of limited time and resources.

The process of institutionalization includes: [72].

- project structuring ;
- developing a strategy;
- formalise procedures and develop templates for coordination, management and financing;
- The definition of competencies and the formation of skills.

The main characteristics of the project: [60].

- The existence of a problem that the project will address;
- Availability of participants, including the main target group and the final beneficiaries (consumers);
- systematicity and purposefulness;
- the interdependence of the project's objective, goals, tasks, activities, resources and expected results;
- resource constraints;
- formulating a project implementation plan based on the relationship between the quality, cost and duration of the project;
- Identifying potential risks and finding ways to mitigate them;
- The project is a complex and interdependent process of project product creation and management;
- The existence of a clear link between the products, outputs, objectives, activities and resources of the project;
- A monitoring and evaluation system has been developed to support project management;
- The financial and economic justification for the cost of the project, which is likely to exceed the cost of implementation.

The public sphere distinguishes between these types of projects:

- Programmes (e.g. TEMPUS projects, Networking and Partnership programmes);
- dossier;
- technical assistance projects.

The division is also made between designs for public tenders and designs developed at the initiative of the project owner [74].

Among the above-mentioned types of projects one should distinguish development projects that are focused on clear identification (e.g., per objects: construction of an airport, construction of a bridge or a motorway, implementation of health care reform, etc.) and management of investments and changes in the established procedures in the public sector.

Development projects that claim to receive support from the European Commission (EC) must be coherent and be part of it: [61].

- National development policy (including poverty reduction strategies);
- The EC development policy and strategy documents for the country;
- The governmental programmes (e.g. health care, education, criminal legislation);
- Priorities and programmes for the development of non-governmental organisations.

In supporting the public sector, project objectives should support the implementation of national and sectoral policies. When projects are implemented by non-governmental organisations, it is necessary to distinguish between activities that are entirely outside the public sector and those that are implemented in the name of the government. In the latter case, non-governmental organisations often provide services of a public nature and act as "contractors" of the government for such services. Even though the responsibilities have not been formally delegated, it is important that these functions are in line with government policy to ensure their relevance and viability.

Fully private activities are evaluated on the basis of the EC development policy, which requires a system of project or programme relevance evaluation (in line with the Country Strategy Paper) as well as on the basis of beneficiaries' needs (see Project

Cycle Management Guidelines) [64].

Projects are made up of processes. A process is a series of logically ordered activities that lead to a result.

According to the Project Management Handbook (PMBOK), developed by the Project Management Institute (PMI) for industrial project management, a distinction is made between project management processes and processes that focus on the creation of a project product [73].

Project management processes and product development processes overlap and interact throughout the project and are organised into five groups: [68].

- project initialization processes;
- planning processes;
- processes of implementation;
- processes and controls;
- the processes of closure.

In the public sphere, project management is based on the project cycle management methodology adopted by the European Commission in 1992 (see the Project Cycle Management Handbook, 2004). According to this methodology, project management processes constitute the project cycle, which consists of six stages:

- programme;
- Identification;
- formulation;
- Financing;
- implementation;
- evaluation and audit.

The relationship between industrial and public sector project management processes is summarised in Table 1.

Table 1

Compliance of project cycle management processes with project management processes

Project cycle management processes	Project management processes
Programming	
Identification	Initiation
Formulation	Planning
Funding	
Implementation	Synchronisation
	Closing
Evaluation and audit	Monitoring

The difference between project cycle management and industrial project management lies in the specifics of the public and industrial (business) sectors as well as in the way the problem and project idea are defined and identified. In public project management, the work starts with the development of a project idea or an already formulated need, i.e. when the problem has already been identified [71].

In project cycle management, everything starts much earlier - by identifying the problem to be identified and updated, i.e. to bring it into the order of the day, and then developing alternative ideas for solving the problem.

Therefore, project management in a fast-moving environment is a relevant technology that ensures that a certain set of tasks can be completed efficiently and in a limited time with minimal costs. Thus, the success of using project management depends on its professional implementation in the particular installation and the efficient organisation of the teamwork. Project management greatly improves productivity and increases the efficiency of public authorities, but it should be understood that the use of project management is appropriate for the presence of certain conditions (complexity, Complexity, labour intensity, cost of its implementation, etc.) and the result of its use should exceed the cost.

Furthermore, as the project approach often requires the creation of additional structures or the use of more complex project and matrix structures in the management, an increase in the organisational complexity of the management must be justified.